

# Dual Status Youth - Technical Assistance Workbook

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**ModelsforChange**  
Systems Reform in Juvenile Justice

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## **Models for Change**

All young people should have the opportunity to grow up with a good education, get a job and participate in their communities. Creating more fair and effective juvenile justice systems that support learning and growth and promote accountability can ensure that every young person grows up to be a healthy, productive member of society.

*Models for Change: Systems Reform in Juvenile Justice*, a MacArthur Foundation initiative, began by working comprehensively on juvenile justice reform in four states, and then by concentrating on issues of mental health, juvenile indigent defense, and racial and ethnic disparities in 16 states. Through collaboration with the Substance Abuse and Mental Health Services Administration (SAMHSA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP), *Models for Change* expanded its reach and is now working to replicate and disseminate successful models of juvenile justice reform in 31 states.



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# Dual Status Youth — Technical Assistance Workbook

## Introduction

The term “dual status youth” refers to juveniles who come into contact with both the child welfare and juvenile justice systems and occupy various statuses in terms of their relationship to the two systems (pp. 3-4 present more specific definitional criteria). A growing body of research has consistently confirmed that, in comparison to juveniles without such cross-system involvement, dual status youth present a range of important challenges. These challenges include higher recidivism rates, higher detention rates, frequent placement changes, poor permanency outcomes, substantial behavioral health needs, poor educational performance, and, overall, substantially higher costs than youth without cross-system involvement. The challenges and costs associated with dual status youth strongly suggest the need to devise and implement innovative ways to manage these difficult cases.

The Robert F. Kennedy National Resource Center for Juvenile Justice, led by the Robert F. Kennedy Children’s Action Corps, is pleased to present this Technical Assistance Workbook to provide practical guidance for state and local jurisdictions in their endeavor to improve the outcomes for dual status youth and families and to enhance system performance among the critical youth- and family-serving agency partners. This publication is the product of more than twelve years of experience in the field, and it incorporates a technical assistance framework originally developed in 2003. It is significantly informed by the October 2013 completion of a four-site demonstration project and the lessons learned from the dedication and commitment of youth-serving professionals in Hampden County, Massachusetts; Newton County, Georgia; Outagamie County, Wisconsin; and Santa Clara County, California.

The Technical Assistance Workbook, which serves as an accompaniment to the newly revised *Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration: A Framework for Improved Outcomes* (by Janet K. Wiig and John A. Tuell, with Jessica K. Heldman, third ed., 2013, published by the Robert F. Kennedy Children’s Action Corps and Child Welfare League of America, 2004, revised 2008) (hereinafter referred to as *Guidebook*), would not have been possible without the generous and ongoing support of the John D. and Catherine T. MacArthur Foundation. Their support, guided by the leadership of Laurie Garduque, Director for Justice Reform, has been extraordinary. The MacArthur Foundation’s commitment to the improvement and reform of juvenile justice systems nationwide through the *Models for Change: Systems Reform in Juvenile Justice* initiative (hereinafter referred to as *Models for Change*), coupled with its support of a distinguished group of national grantees to assist in that endeavor, has fueled the momentum to help improve the lives of children, youth, and families across the country. Additionally, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) is deserving of recognition for its willingness to launch a new public-private partnership with the MacArthur Foundation in supporting the site-based project work that has served to inform the development of this publication.

## History and Background

The John D. and Catherine T. MacArthur Foundation initially awarded a grant to the Child Welfare League of America in 2000 to support and advance the education of public and private youth-serving organizations about the connections between maltreatment and delinquency and the need for an integrated approach to program development and service delivery. In July 2010, the fieldwork continued as the MacArthur Foundation grant funds were shifted to the Robert F.

Kennedy Children’s Action Corps (RFK Children’s Action Corps). Despite this shift, the leadership of John A. Tuell and Janet K. Wiig for the dual status initiative has remained the same for the past twelve years, thus ensuring that the dynamic process of compiling valuable lessons learned from those experiences has continued uninterrupted. Throughout this period, the initiative has examined existing research, supported the conduct of new research and the writing of seminal reports on findings and outcomes, and explored a wide array of promising approaches. These approaches have developed in the areas of child abuse and neglect prevention, intervention for the early onset of delinquency, as well as more formal juvenile justice system responses.

From 2001 to 2003, many jurisdictions participated in system integration think tanks and information exchanges intended to identify the challenges and opportunities impacting dual status youth. National conferences were convened for this purpose in New Orleans (2002), Miami (2003), Indianapolis (2003), and San Francisco (2003). Additionally, statewide symposia in Arizona, Colorado, Florida, Georgia, Illinois, Indiana, Michigan, Pennsylvania, and Virginia were convened to further inform the issues and obstacles that historically impacted efforts to effectively serve dual status youth. A wealth of knowledge and experience was shared during these interactive learning opportunities. In 2003, these experiences spurred the development of a framework for use by state and local jurisdictions to systematically address the critical issues and to develop policies, practices, and protocols to positively impact the outcomes for dual status youth. Janet K. Wiig and John A. Tuell authored the first edition of the *Guidebook*, published in 2004 as a way of guiding jurisdictions seeking to develop and implement practice reforms for dual status youth.

The *Guidebook* is divided into four phases, which are briefly outlined below, and includes the primary activities that take place in each phase. These activities are described in significant detail in the *Guidebook* and form the basis for the technical assistance map laid out in this Workbook:

Phase 1: Mobilization and Advocacy

Phase 2: Study and Analysis

- Data Collection, Management, and Performance Measurement
- Resources and Practice
- Law, Policy, and Information Sharing

Phase 3: Action Strategy

Phase 4: Implementation

Using this *Guidebook*, early work was completed in King County, Washington (2004–2007), Los Angeles County, California (2005–2007), and the State of Arizona (2006–2007) that further informed effective process improvements, assessment methodologies, and multi-system practices that enhanced the chances for success in this challenging arena of work.

In 2004, the MacArthur Foundation launched *Models for Change* as a way of coordinating its multiple juvenile justice reform grants and recipient organizations. Heretofore, the organizations had operated as separate grant entities in their target areas of operation. *Models for Change* was launched in four competitively selected states (Illinois, Louisiana, Pennsylvania, and Washington) and provided further opportunity for site-based work at both the state and local levels in the area of child welfare and juvenile justice system coordination and integration. Additional experiences in local sites in Washington (Clark County, King County, and Spokane County), Illinois (Cook County, DuPage County, and Peoria County), and Louisiana (Jefferson Parish) further enhanced the growing body of knowledge supporting efforts to positively impact dual status youth. The experiences during this early site-based work informed the publication of the second edition of the *Guidebook* in 2008.



## OJJDP-MacArthur Partnership

After the transition of the grant to the RFK Children’s Action Corps in 2010, the MacArthur Foundation recognized the work of this initiative as one of four within *Models for Change* that was worthy of broader replication through a new partnership with the Office of Juvenile Justice and Delinquency Prevention. The system improvements made possible by the extensive history of this initiative demonstrated that the child welfare and juvenile justice systems are capable of developing and implementing a more coordinated and integrated system of care on behalf of children, youth, and families. Reforms such as improving screening and assessment, case management, case planning, resource allocation, and service delivery across new or enhanced cross-system partnerships created real opportunities to foster positive impacts for multi-system youth and family outcomes.

Recognition of this work resulted in a grant award from the MacArthur Foundation and OJJDP to RFK Children’s Action Corps in 2011 to provide on-site training and technical assistance using the second edition of the *Guidebook*. The four-phase strategic framework described therein was used to implement policies, procedures, protocols, and evidence-based practices in four competitively selected jurisdictions. An important product from the project included development of a guide or manual from each of the participating jurisdictions detailing their newly developed process for handling their target population of dual status youth. Each locally developed document contains the policies, procedures, protocols, and practices that were created or enhanced to drive their system’s response to these youth and their families. The experiences of and lessons learned by the participating jurisdictions and their remarkably committed leadership and staff in this four-site project, combined with the wealth of historical experiences in the field since 2001, formed the basis for this Technical Assistance Workbook and the third edition of the *Guidebook*. It is believed that this set of two publications provides the best opportunity for effective replication and implementation by state and local jurisdictions across the country to interrupt the troubling and costly trajectory—both in human and fiscal terms—of dual status youth and improve their outcomes in multiple domains.

## Definitions and a Target Population

Historically, there has been much discussion about how to define and identify a target population of youth who experience involvement in the child welfare and/or child protection system and the juvenile justice system. In the four prospective investigations documented in *Understanding Child Maltreatment and Delinquency: From Research to Effective Program, Practice, and Systemic Solutions*, research findings documented “a relationship between childhood victimization and some form of delinquent behavior.”<sup>1</sup> In the publication *When Systems Collide: Improving Court Practices and Programs in Dual Jurisdiction Cases*, descriptive reference to these youth was recognized as “dual jurisdiction” matters.<sup>2</sup> Finally, in the early 2005 work in Los Angeles County, the California statutory language gave rise to use of the term “dual status youth.” Dually-involved, dually-adjudicated, and crossover youth are also terms that have been used for the past six to seven years when referencing the target population within jurisdictions.

The systems integration and coordination framework encourages jurisdictions to examine local data to determine case prevalence and characteristics as their collaborative leadership decides their specific target population. Through this examination of data, a wide variance of jurisdictional determinations of target populations has been found. To more effectively organize these data in the determination of the target population, design appropriate interventions, and

1 Wiig, J. K., and Widom, C. S., with Tuell, J. A. (2003). *Understanding Child Maltreatment and Delinquency: From Research to Effective Program, Practice, and Systemic Solutions*. Washington, DC: Child Welfare League of America Press.

2 Siegel, G., and Lord, R. (2004). *When Systems Collide: Improving Court Practices and Programs in Dual Jurisdiction Cases*. Special Project Bulletin. Pittsburgh: National Center for Juvenile Justice, and Washington, DC: OJJDP.

develop corresponding policy, some common terminology has been established in the 3<sup>rd</sup> edition of the *Guidebook* and this Workbook. The authors have elected to use *dual status youth* as the overarching term to describe youth who come into contact with both the child welfare and juvenile justice systems and occupy various statuses in terms of their relationship to the two systems. For purposes of discussion and development of approaches and resources to address dual status youth, the following definitions have been adopted to support jurisdictions in their local determinations:

***Dually-Identified Youth:*** Youth who are currently involved with the juvenile justice system and have a history in the child welfare system but no current involvement.

***Dually-Involved Youth:*** Youth who have concurrent involvement (diversionary, formal, or a combination of the two) with both the child welfare and juvenile justice systems.

***Dually-Adjudicated Youth:*** Youth who are concurrently adjudicated in both the child welfare and juvenile justice systems (i.e., both dependent and delinquent).

## Outcomes

At their core, dual status initiatives are designed to promote the development of enhanced cross-system processes and practices that enable achievement of improved youth and family outcomes. A list of recommended practices and products important to success is contained in the *Guidebook* (pp. 68-69). This Technical Assistance Workbook supports the systematic and routine implementation of best practices that direct professional staff toward activities that are clearly connected to a desired set of youth and family outcomes with policies and protocols to support the same.

The system enhancements and positive youth outcomes should be uniquely identified in each jurisdiction. This can frequently be a challenging exercise for multi-system collaborations. The *Guidebook* provides a detailed discussion on the method and means by which these outcomes can be identified. The authors' experiences in the field are the basis of a universal set of system and youth outcomes that can serve as a solid point of origin for that final determination to occur. Therefore, the following set of universal system and youth outcomes is presented for initial consideration:

### System

- Improved data collection and information sharing across youth-serving systems.
- Effective use of multidisciplinary teams and cross-system assessment methodologies.
- Enhanced access to targeted, evidence-based intervention services, including those that address trauma.
- Effective protocols and procedures to ensure consistent use of targeted evidence-based interventions.
- Effective cross-system case management, case supervision, and coordination of service plans.
- Effective and efficient court process.
- Efficient use of limited financial resources.
- Reduced reliance on costly and ineffective placement and incarceration.
- Improved outcome tracking and trend analysis.
- Effective engagement of the family in decision-making processes
- Reduced racial and ethnic disparities

## Youth and Family

- Reduced recidivism.
- Reduced use of and length of stay in detention.
- Improved educational performance.
- Increased involvement in pro-social activities.
- Improved behavioral health functioning.
- Increased stability in home or placement.
- Improved family functioning.
- Ensured connection to supportive, caring adult.
- Increased development of social competencies.

As discussed in detail in the *Guidebook*, the determination of youth and family outcomes also requires the identification of specific performance measures. This enables each jurisdiction to drive staff activity directly toward achievement of outcomes through performance measurement. The Technical Assistance Workbook contemplates that this critical cross-system discussion on outcomes occurs at the outset of the dual status work.

## Technical Assistance Approach

As these guiding publications are offered for use by state and local jurisdictions, it is important to emphasize that the technical assistance and consultation approach is carefully designed to avoid prescriptive measures assigned to state and local jurisdictions. No rigid course for change is endorsed. Rather, the technical assistance approach “provides ideas, resources, tools, and guidance that can add value to efforts to bring about long-term, sustainable improvements to child welfare and juvenile justice [and related youth-serving] systems” (*Guidebook*, p. xi). The guidance is based on research, evidence-based practice, and the invaluable experiences of multiple jurisdictions of all sizes, regions, and populace. In the end, the goal is to support state and local jurisdictions in determining how “they might achieve useful integration and cooperation between their child welfare and juvenile justice systems” (*Guidebook*, p. xii). The expectation, however, is that a state or local jurisdiction will use the process described in the Technical Assistance Workbook and the *Guidebook* to discover what is most useful given its particular contextual factors.

A review of the research and relevant reports makes it possible to define critical elements of effective technical assistance. In the work to improve the handling of and outcomes for dual status youth, technical assistance is viewed as a process for developing creative, cost-effective ways to provide targeted support to a group of agencies, organizations, systems, and/or individuals to:

- Assess gaps, barriers, and needs and identify potential responses to address relevant cross-system issues.
- Develop a strategic plan for long-term change.
- Create innovative approaches and implementation plans to address an emerging complex issue.<sup>3</sup>

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3 Blase, K. A. (2009). *Technical Assistance to Promote Service and System Change*. Roadmap to Effective Intervention Practices #4. Tampa: University of South Florida, Technical Assistance Center on Social Emotional Intervention for Young Children; and National Technical Assistance Center. (2000). *Effective Technical Assistance Fact Sheet*. Washington, DC: Author.

The process by which individuals, organizations, and institutions develop the abilities to perform functions, solve problems, set objectives and achieve them within this framework will vary based on the need and existing capacity. Thus, a set time for the duration and intensity of technical assistance will frequently fluctuate. The approach supporting system integration and coordination subscribes to the following summary of the recommended elements of effective technical assistance:

- Careful [sic] and clearly defined problem and roles.
- Provider has the needed skills, including technical expertise and problem-solving or facilitation skills.
- Written agreement on objectives, products and activities, time frames, and level of effort.
- Commitment to change from key personnel.
- Clear channels for communication.
- Thorough consultant preparation.
- Flexibility in approach.
- Strategies that shift according to feedback.
- Sequencing of strategies to continue improvement efforts.
- Strategies designed to deliver reinforcement on a consistent schedule.<sup>4</sup>

Specifically, the technical assistance approach used by the Robert F. Kennedy National Resource Center for Juvenile Justice (RFK National Resource Center) encourages jurisdictions to use a set of guiding principles for their collaboration, first articulated in 2003:

- Supporting families.
- Promoting prevention.
- Advancing social justice.
- Working collaboratively.
- Respecting and valuing diversity.
- Building capacity.
- Nurturing leadership.
- Using evidence-based strategies.
- Measuring results.<sup>5</sup>

The dual status youth focus has been part of the *Models for Change* initiative since its inception. Valuable lessons have been learned from the technical assistance approach used during this extended period and through multiple partnerships with the field. This experience now includes the recent lessons learned from the dedicated leadership and workforce in Hampden County, Massachusetts; Newton County, Georgia; Outagamie County, Wisconsin; and Santa Clara County, California.

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4 National Technical Assistance Center. (2000). *Effective Technical Assistance Fact Sheet*. Washington, DC: Author; and Bruner, C. (1993). *So You Think You Need Some Help? Making Effective Use of Technical Assistance*. New York: National Center for Service Integration.

5 Cited in Morgan, L., Spears, L., & Kaplan, C. (2003). *Making Children a National Priority: A Framework for Community Action*. Washington, DC: Child Welfare League of America Press.

## How to Use the Technical Assistance Workbook

The Technical Assistance Workbook presents a detailed set of tasks, activities, and timelines that adhere to the principles of effective technical assistance previously noted. Some jurisdictions may choose to independently use the guidance presented in the Technical Assistance Workbook and the revised *Guidebook*. Any and all positive efforts to undertake collaborative work to improve the outcomes for dual status youth are applauded, and the RFK National Resource Center stands ready to support those efforts in whatever manner may be desired by that jurisdiction. However, the complexity of this work frequently requires an intense dosage of technical assistance, involving both on-site and off-site activities. By providing a neutral convener and skilled facilitator, the RFK National Resource Center technical assistance approach has improved the likelihood that challenging cross-system issues and obstacles will be overcome. It has also permitted readily available access to peer connections in other jurisdictions that have successfully navigated through barriers to a positive issue solution.

The technical assistance approach detailed in this Workbook, and at the heart of the RFK National Resource Center, embraces a pre-work period of preparation (detailed in the Mobilization and Advocacy section of the Technical Assistance Workbook) and completion of the analytic process and implementation of the reforms and enhanced practices within a 12–15 month period of time. To carry out this approach, six to seven on-site visits are forecast using a team of two expert consultants supporting all site-based activities on the ground. Technical assistance is also provided in the form of conference calls, distance learning, targeted community meetings, individual issue instruction, focus groups, and numerous other methodologies as needed.

In this Technical Assistance Workbook, a month-by-month set of activities is presented that includes analytical tasks, expectations, products, and timelines that map the 12 to 15 months from pre-launch to implementation. It is laid out sequentially, but recognizes that many of the activities may occur simultaneously throughout the initiative. Numerous tools, resources, and examples developed by the RFK National Resource Center are provided along with the experiences of other jurisdictions to support and augment the efforts of participant jurisdictions. The Technical Assistance Workbook recommends a specific schedule for the on-site consultative activity. While this is flexible based on dynamic circumstances within each jurisdiction, it has been developed to ensure that the most challenging activities are addressed with in-person facilitation of consultant support. A 1½ day time period is recommended for the tasks and activities covered during each of the on-site technical assistance visits.

In the event a jurisdiction is working with the RFK National Resource Center consultants, the Technical Assistance Workbook identifies the specific consultative activities that will occur during each month of the process. This brings into clear focus the workforce expectations and the exact nature of the working relationship between the jurisdiction and the technical assistance consultants.

It is believed that the pairing of this Workbook with the *Guidebook* provides the most instructive, informed, and flexible guidance for jurisdictions of all sizes, regions, and variable populations across the country to enable success in dual status youth initiatives. Acknowledged are the many challenges to success, not the least of which include effective leadership, structured collaboration, and workforce time commitment issues. When weighed against the potential for improved youth and family, system, fiscal, and community outcomes, however, this work is a valuable and necessary endeavor for the benefit of some of our nation's most challenged, troubled, and disadvantaged youth.

# Phase 1: Mobilization and Advocacy

A jurisdiction undertaking systemic reform will benefit from establishing a strong foundation of leadership and support in the early stages of its work. In addition, the compilation of preliminary data and information provides a basis for informed discussion and planning as an initiative is launched. These activities establish the framework through which technical assistance consultants will later guide a comprehensive analysis of current practice and will facilitate the collaborative development of new approaches to working with dual status youth. These foundational efforts are referred to as **Mobilization and Advocacy** and are undertaken during both **Readiness** as well as in **Month 1**. The specific steps associated with Mobilization and Advocacy are outlined in the following sections and include references to additional material found in the *Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration: A Framework for Improved Outcomes*. These references are identified by the following icon:

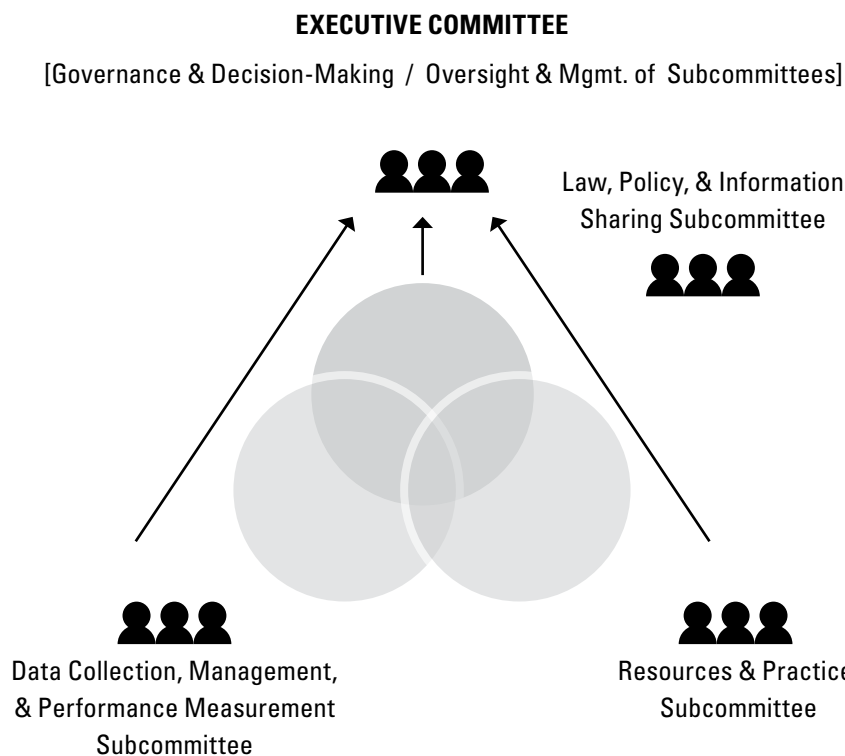
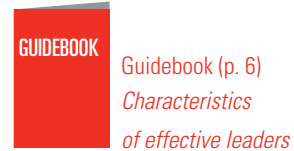


# Readiness (1–3 Months Prior to Launch)

## ➔ Identify Key Leaders and Necessary Participants

System integration and coordination require the involvement of those in leadership positions, those who possess expertise in particular areas, those who work directly with dual status youth on a daily basis, and those who display a passion for this population and can serve as champions for the effort. To build this essential body of participants, the following steps should be taken:

- Identify individuals who can serve as key leaders throughout the initiative. At a minimum, leaders from child welfare and juvenile justice agencies must participate. Additional individuals who can effectively guide, motivate, and manage the initiative should also be identified.
- Identify individuals to invite as participants in the initiative. Participants should be those who have a stake in the population of dual status youth and their outcomes and will actively work to explore opportunities for improvement. See *Appendix A: Participants by Role* for a list of required, preferred, and additional participants.
- Review the recommended infrastructure, as depicted below. Experience in a variety of jurisdictions has demonstrated that, when utilized, this infrastructure improves the likelihood of success in dual status youth initiatives. This design includes: (1) an Executive Committee comprised of identified key leaders with authority to make decisions and direct activities, and (2) subcommittees staffed by participants with specific skills or insight who can accomplish the necessary study and analysis.



- Identify likely candidates to serve as subcommittee co-chairs. Co-chairs should possess subject matter expertise relevant to each subcommittee's activities as well as demonstrated leadership qualities. For details on the activities of each subcommittee, see *Appendix B: Recommended Infrastructure*.
- Set a date for a 1½ day launch of the project. The launch will include a kickoff event for all identified stakeholders, an initial Executive Committee meeting, and a meeting of those identified as likely co-chairs of the subcommittees. See *Appendix C: Sample Kickoff Invitation*.

## ➔ Identify Existing Relevant Structures

Certain existing structures or processes may be relevant to the initiative and can potentially serve as foundational elements upon which to build. Jurisdictions should make note of existing agreements, teams, or projects already addressing topics such as commitment to collaboration, information sharing, infrastructure development, and evaluation.

- Describe any collaboration or coordination that currently exists between juvenile justice and child welfare agencies.
- Acknowledge past or ongoing efforts, if any, that may potentially conflict with this initiative.
- Determine whether there is a current memorandum of understanding (MOU) establishing a commitment to collaboration and/or information sharing parameters between relevant agencies.
  - 🔗 If an MOU exists, which agencies are signatories to the agreement?
  - 🔗 If an MOU exists, what is the scope of the agreement?
- Make note of any other relevant interagency agreements that memorialize joint efforts or policies.
- List current projects and related workgroups relevant to dual status youth.
  - 🔗 How can any identified current projects be aligned with the dual status youth initiative in order to avoid duplication of efforts?

## ➔ Review Information Systems and Preliminary Data

Readiness involves gaining a preliminary understanding of both the capabilities and the limitations of relevant information systems and, if possible, collecting some initial data on a jurisdiction's dual status youth.

- Assess the current ability to identify and track dually-involved youth—that is, those youth within the juvenile justice system who have an open child welfare case. These youth are only part of what might form a target population for the dual status youth initiative, but they provide a discrete starting point for understanding the data-gathering capability of relevant systems.
  - 🔗 Is there a process (automated or manual) through which the juvenile justice system can determine whether a youth has an open child welfare case?



- If possible, run a preliminary scan of the prevalence of dually-involved youth using any desired time frame (e.g., on one day, in one month, throughout one year).

🔗 If this is not possible, what challenges or obstacles prevent the ability to run such a scan?

## ➔ Review Foundational Materials

- Review both this Workbook in its entirety as well as the *Guidebook*.
- Review the list of recommended practices in the *Guidebook* and *Appendix D: Practice Development Template*. Note which practices are currently employed, in development, or not currently used in your jurisdiction.



Guidebook (pp. 68–69)  
*List of recommended practices*

## ➔ FINAL CHECKLIST: MOBILIZATION AND ADVOCACY – READINESS

- ➔ **Identify Key Leaders and Necessary Participants**
- ➔ **Identify Existing Relevant Structures**
- ➔ **Review Information Systems and Preliminary Data**
- ➔ **Review Foundational Materials**

# Month 1 (On-Site Technical Assistance)

## ➔ Convene a Stakeholder Meeting

This meeting is intended to launch the initiative, and may include a large number of stakeholders representing any or all of the entities and constituencies identified during the previous months. A number of successful launch events have included television and print media coverage while others have included only the key leaders and small numbers of selected managers and staff. Depending on the selected audience and their availability, stakeholder meetings usually last from 90 minutes to ½ day. See *Appendix E: Sample Kickoff Agenda*. The primary purposes of this meeting include:

- Providing an overview of the initiative (framework, timelines, expectations).
- Presenting the research and data that make a compelling case for the need for reform.
- Creating enthusiasm for leadership, community, and practitioner support of the initiative.
- Providing a forum for questions and answers.

## ➔ Convene an Executive Committee Meeting

From among the identified leadership personnel and the participants in the stakeholder meeting, it is critically important to create and convene an Executive Committee at this early stage in the initiative. The Executive Committee must have the authority to direct policy and practice change, and the committee structure should support the ability to be nimble and swift in authorizing both the detailed and high-level actions within this dynamic process. Therefore, the Executive Committee should include:

- Approximately 8 to 15 persons.
- Representatives from juvenile justice, child welfare, juvenile court (judge(s), prosecuting attorney, public defender, dependency attorney), data technology, court administration, education, and behavioral health.
- Access to other key leadership and practitioner personnel who will enhance the expertise and knowledge of the committee.

## ➔ Adopt an Infrastructure

During its initial meeting, the Executive Committee should adopt an infrastructure to ensure the capacity to execute the study and analytical functions of the initiative. Review *Appendix B: Recommended Infrastructure*, for a description of the goals and tasks of the proposed subcommittees. Experience with numerous jurisdictions over the last decade has consistently demonstrated the long-term benefits of standing subcommittees (e.g., unique expertise is significantly utilized, and inclusiveness and connectedness of stakeholders in the change process is ensured). However, some jurisdictions have been successful in forming *ad hoc* subcommittees to address the identified analytical tasks within each group.

- Design and formalize the infrastructure and the corresponding oversight for the dual status youth initiative.
  - 🔗 Have existing structures been identified and considered for potentially overseeing and supporting the work of the initiative?
- Establish the functions and reporting responsibilities of the subcommittees and begin to populate each with appropriate personnel.

## ➔ Establish the Target Population and Youth and Family Outcomes

During its initial meeting, the Executive Committee will also be responsible for beginning the cross-system dialogue to establish the short- and long-term direction for the initiative. Note that this initial discourse involves parties who may have little prior experience working together. Therefore, these are often untidy conversations at the outset, and it is not expected that final products will be realized in this month. The Executive Committee should focus on the following key steps:

- Select the dual status target population—the specific subset of dual status youth who will receive new or enhanced practices with the goal of improving outcomes. This discussion can be impacted by data collection and resource (workforce and services) capacity.



*Guidebook (pp. xix–xx)  
Definitions to help frame  
the target population*

- Develop a unified statement of the problem and/or need with regard to the target population.
  - 🔗 Based on an understanding of the increased risk of costly negative outcomes for the target population, what needs to change?
- Generate the list of youth and family outcomes collectively desired by the Executive Committee for this initiative. The introductory section of this Technical Assistance Workbook delineates a set of universal youth and family outcomes for initial consideration (see pp. 4-5).

## ➔ Convene a Subcommittee Leadership Meeting

It is recommended that, at a minimum, leadership for the subcommittees as well as expert subject matter personnel have been identified and invited to participate in an initial meeting with the technical assistance consultants. This group will:

- Review subcommittee descriptions and tasks.
- Establish timelines for completion of the analysis and tasks, and clarify time commitment expectations and estimates for subcommittee members.
- Review and further develop the list, begun by the Executive Committee, of necessary subcommittee members.

- Review tools and resources provided by the consultants to support each subcommittee (e.g., federal statutory compilation, assessment and resource inventory grid, process mapping facilitation questions, etc.).

## ➔ **FINAL CHECKLIST: MOBILIZATION AND ADVOCACY – MONTH 1**

- ➔ **Convene a Stakeholder Meeting**
- ➔ **Convene an Executive Committee Meeting**
- ➔ **Adopt an Infrastructure**
- ➔ **Establish the Target Population and Youth and Family Outcomes**
- ➔ **Convene a Subcommittee Leadership Meeting**

# Phase 2: Study and Analysis

Following **Mobilization and Advocacy**, the focus shifts to undertaking a guided examination of several areas essential to system integration and coordination. This effort is referred to as **Study and Analysis** and involves the identification of challenges and dynamic opportunities. The topics addressed in this phase include exploration of data collection and management capabilities, examination of current practices and resources, and analysis of relevant legal and policy issues. These areas of investigation and study correspond to the subcommittees established in the previous phase. The period of time spent in this phase covers **Month 2 through Month 5**, culminating in a report of findings in each of the key areas of analysis. To accomplish this meaningful examination, the subcommittees, as well as the Executive Committee, will meet monthly and continue their information gathering and analytical exploration between meetings. It is expected that the subcommittees will provide a monthly report to the Executive Committee for review. See *Appendix F: Monthly Progress Report Template*.

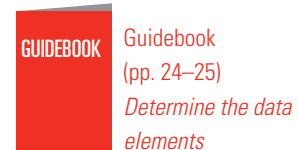
# Month 2 (On-Site Technical Assistance)

## ➔ Identify Data Sources, Systems, and Elements

The Data Collection, Management, and Performance Measurement Subcommittee will begin to identify the data most relevant to understanding the prevalence and characteristics of dual status youth within its jurisdiction. The subcommittee will also begin its inquiry into the capability of current data systems to provide necessary data.

- Identify local data sources and the data elements most relevant to integration and coordination on behalf of dual status youth.

- 🔗 What are the core elements collected by each system?



- Review national data to support the determination of relevant data elements and provide a basis of comparison for local data.

- 🔗 What key elements emerge through a review of national sources?

- Discuss potential data collection issues with regard to desired data elements.

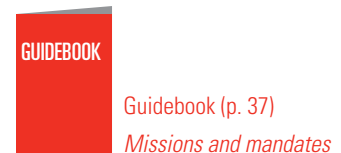
- 🔗 Have there been previous efforts at cross-system data collection, and if so, did obstacles arise?

- 🔗 Are there identifiable strategies that have been successful at overcoming obstacles related to cross-system data collection and analysis?

## ➔ Identify Agency Mandates and Missions

This initiative is designed to facilitate a better understanding among participants of the relevant partner systems—what drives their work and what underlies the basis for their decision making. The Law, Policy, and Information Sharing Subcommittee is asked to identify and discuss agency mandates and missions and look to find the potential common ground that can form the basis for collaborative, well-aligned efforts on behalf of dual status youth.

- Begin to compile and analyze agency missions and mandates.  
*See Appendix G: Missions and Mandates Template.*



## ➔ Begin to Identify Legal Issues and Specific Law and Policy Relevant to Dual Status Youth

The Law, Policy, and Information Sharing Subcommittee brings together legal and policy professionals to consider the legal landscape in relation to dual status youth. Experience in the field has taught that information sharing, the coordination of dependency and delinquency court cases, and legal mandates and funding structures are typically topics requiring legal and policy analysis.

- Identify and examine the laws and policies that impact the relationship between child-serving entities. Because the universe of law and policy is extensive, it can be helpful to focus the inventory on those laws and policies that address the following:

- Support for interagency collaboration and integration—both federal and state.
- Information sharing permissions and prohibitions—both federal and state.
- Whether the goals or purposes of a system or a program are set out by statute.
- How juvenile court processes are addressed through statute, including what dispositional alternatives are available to dual status youth.

See *Appendix H: Law and Policy Inventory and Analysis Template* for guidance in creating an inventory of relevant laws as well as beginning analysis of their application to the initiative.



- Discuss potential legal and policy issues that impact dual status youth and the integration and coordination of systems that serve these youth.

## ➔ **Begin Process Mapping**

An essential step in system reform is ensuring a clear understanding of how systems currently function. The Resources and Practice Subcommittee will gain this understanding by mapping case flow processes and highlighting key decision points. Mapping provides an opportunity to identify what happens, who is responsible, and what output or outcome is expected or produced at each step in the case processing of a dual status youth. Engaging in this exercise helps to identify process gaps, determine necessary resources (workforce and program), and assess what is and is not working within current practice.



- Compile and begin reviewing existing process maps that outline the case flow process for juvenile justice and the relevant processes within the child welfare system.
- Highlight key decision points during the review of maps to advance cross-system learning. See *Appendix I: Newton County Map* for an example of a case flow map.

## ➔ **Finalize the Definition of the Intended Target Population**

- The Executive Committee will review any updated data provided following Month 1.
- The Executive Committee will explore workforce and resource capacity to serve the proposed target population.

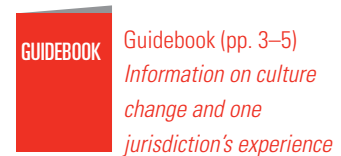
## ➔ Continue Development of Desired Outcomes for the Initiative

- The Executive Committee will review the draft list of desired outcomes and consider any newly acquired data on the proposed target population.
- The Executive Committee will begin drafting desired system outcomes in addition to the developing youth and family outcomes.
- The Executive Committee will begin to develop a unified statement that frames shared vision, values, and purpose. This statement will be shared with stakeholders to guide and advance the process and practice changes. The statement can also serve as the foundation for a written agreement, such as a memorandum of understanding, that formalizes the collaborative effort. *Appendix J: Project Overview* provides an example of a messaging tool for communication of such a statement.

## ➔ Begin Discussion of Culture Change Elements

The Executive Committee will begin candid discussion of potential barriers, real or perceived, to the achievement of the initiative's goals and desired outcomes. Many jurisdictions must undergo a shift in organizational culture to successfully achieve better outcomes for their youth. It is at this early stage that the committee must start to consider the components necessary for effective change—elements that will become part of each month's work moving forward.

- Assess the current culture across systems, including what is known about staff attitudes toward cross-system work.
  - 🕒 Have child welfare and juvenile justice personnel worked together in the past and had the opportunity to learn about one another's systems?
- Identify initial strategies involving communication and training. Consider potential ongoing efforts to inform stakeholders about developments within the initiative, particularly the acknowledgement of early successes.



## ➔ FINAL CHECKLIST: STUDY AND ANALYSIS – MONTH 2

- ➔ **Identify Data Sources, Systems, and Elements**
- ➔ **Identify Agency Mandates and Missions**
- ➔ **Begin to Identify Legal Issues and Specific Law and Policy Relevant to Dual Status Youth**
- ➔ **Begin Process Mapping**
- ➔ **Finalize the Definition of the Intended Target Population**
- ➔ **Continue Development of Desired Outcomes for the Initiative**
- ➔ **Begin Discussion of Culture Change Elements**



# Month 3 (Off-Site Technical Assistance)

## ➔ Develop Key Data Elements

It is anticipated that the Data Collection, Management, and Performance Measurement Subcommittee will have preliminarily developed the data elements that will increase understanding of the prevalence and youth characteristics within its jurisdiction.

- From the preliminary scan, discuss local data, national data, and data collection issues.
- Develop the key data system questions that need to be answered.
- Develop a list of key data elements that need to be collected.



Guidebook (p. 23)  
*Identifying the questions*



Guidebook (p. 26)  
*Wish list of data elements*

## ➔ Continue Process Mapping and Case Flow Analysis

The Resources and Practice Subcommittee will begin analysis of the case flow maps, identifying any gaps in processing, the current effectiveness and efficiency of case processing at various steps, and any areas ripe for change or reform.

- Present the existing process maps that outline the case flow process for juvenile justice and the relevant processes within child welfare. The subcommittee will begin to identify opportunities for enhanced practices and alternatives to formal case processing at multiple decision points in this cross-system discussion.
- Identify each decision and what happens at that point, who is responsible (may be multiple personnel involved in the action), exactly what the output or outcome is for that decision point, and the timing and/or timeline involved. See *Appendix K: County Case Flow Process Mapping* for questions to guide the analysis of the case flow maps.
- Begin construction of the detailed narrative that documents each of the aspects and actions involved at each decision-making point. This action calls for preliminary identification of the relevant and necessary information (e.g., assessment results, social history report, academic reports, family input, service or resource availability) to inform each decision. See *Appendix L: Newton County Narrative* for an excerpt from a completed narrative.

## ➔ Review and Compare Missions and Mandates

With guidance from the template provided, the Law, Policy, and Information Sharing Subcommittee will discuss the identified mandates and missions, indicating potential common ground that can form the basis for collaborative, well-aligned efforts on behalf of dual status youth. *Review Appendix G: Missions and Mandates Template*



Guidebook (p. 37)  
*Missions and mandates*

- ❓ Are there areas in which missions and mandates appear to align?
- ❓ Are there areas in which mission and mandates appear to conflict?

## ➔ Review the Inventory of Relevant Federal and State Law and Policy

Using the preliminary compilation of statutes and policies, the Law, Policy, and Information Sharing Subcommittee can begin to identify the primary legal supports and obstacles to reform. Experience in numerous jurisdictions encourages an emphasis on identifying information and data-sharing provisions that may impact the cross-system communication and exchange of personally identifiable and de-identified aggregate data. For guidance, review *Appendix H: Law and Policy Inventory and Analysis Template*.

## ➔ Continue Development of Structure, Data, and Outcomes

The Executive Committee will meet to ensure commitment to its role in developing the sustainable structure for oversight of the initiative, to assess the progress of the study and analytical functions that will support informed decision making about the proposed changes and improvements in practice, and to establish next steps and timelines for the work going forward. The following list outlines key steps for consideration by the Executive Committee:

- Continue development of a structure that leads to a collaborative agreement on scope, goals, objectives, outcomes, and partners.
- Identify additional prevalence and characteristic data and information desired or necessary to inform strategy development.
- Finalize the list of desired system, youth and family outcomes and provide it to the Data Collection, Management, and Performance Measurement Subcommittee to begin the development of measures and indicators.
- Discuss and begin development, in agreed-upon areas, of qualitative research that may guide the work (e.g., surveys or interviews of families, workers, leadership). The contributions made by those interviewed and surveyed will be essential to enhance the expertise of subcommittee members and to confirm their conclusions about where strengths and challenges lie in the current framework.

## ➔ FINAL CHECKLIST: STUDY AND ANALYSIS — MONTH 3

- ➔ **Develop Key Data Elements**
- ➔ **Continue Process Mapping and Case Flow Analysis**
- ➔ **Review and Compare Missions and Mandates**
- ➔ **Review the Inventory of Relevant Federal and State Law and Policy**
- ➔ **Continue Development of Structure, Data, and Outcomes**

## Month 4 (Off-Site Technical Assistance)

### ➔ Develop Procedures for Routine Identification of the Target Population

Given that the Executive Committee will have identified the selected target population for the initiative, it is presumed that the initial examination of data system(s) capacity will allow the Data Collection, Management, and Performance Measurement Subcommittee to develop a procedure for routine identification of these youth. This work will be important to inform further examination and potential adjustment of the selected target population.

- Examine the updated list of issues impacting capacity to routinely identify the target population at the point where youth satisfy the definition for inclusion.
- Prepare a draft procedure for routine identification of the target population.

### ➔ Identify Measures for System, Youth, and Family Outcomes

With the finalized list of desired system, youth, and family outcomes provided by the Executive Committee, the Data Collection, Management, and Performance Measurement Subcommittee will work to identify the appropriate measures that can be used to support sustainable performance measurement.

- Review the list of key data elements that need to be collected in light of the desired system and youth outcomes provided by the Executive Committee.
- Begin discussion on how to create measures that can identify how well each of the desired outcomes are being met.

### ➔ Summarize the Findings from Missions and Mandates Analysis

From the review and analysis of the multi-agency missions and mandates, the Law, Policy, and Information Sharing Subcommittee will develop a narrative that may serve as the basis for an interagency agreement (e.g., memorandum of understanding, memorandum of agreement, charter, resolution) supporting a sustainable multi-system collaboration.

### ➔ Continue Process Mapping and Case Flow Analysis

- From the review and analysis of the process mapping, the Resources and Practice Subcommittee should continue identifying the steps, decision points, or areas where new or enhanced practices may be implemented on behalf of the dual status youth.
- Report preliminary recommendations on identified decision points and potential new approaches and/or practices to the Law, Policy, and Information Sharing Subcommittee.

### ➔ Develop Assessment and Resource Inventories

The Resources and Practice Subcommittee will develop two inventories to identify areas of duplication or gaps between the child welfare and juvenile justice systems as well as to initiate cross-system education. One inventory will identify assessments used in each system and the other will identify resources available within each system.

- Develop a site-based assessment inventory that identifies the screens and/or assessment tools which inform the decisions of each agency at the identified points of reform or enhanced practice. See *Appendix M: Screening and Assessment Inventory Example* for an excerpt from a completed inventory.



Guidebook (p. 49)  
*Reviewing the use of assessments*

- Initiate development of a resource inventory with an emphasis on the resources, services, and interventions that are most likely to be necessary to support the planned action at the key decision points identified for reform or enhanced practice. See *Appendix N: Resource Inventory Example* for an excerpt from a completed inventory.



Guidebook (pp. 36–37)  
*Compiling a resource inventory*

## ➔ Continue Analysis of Law and Policy

- Develop an overarching initial summary of the legal and policy prohibitions and permissions considered relevant to personally identifiable information and aggregated data sharing for purposes of case planning, trend analysis, and outcome tracking.
- Review the system maps and preliminary recommendations developed by the Resources and Practice Subcommittee and offer input on legal prohibitions and permissions for the establishment of enhanced practices. In addition, the Law, Policy, and Information Sharing Subcommittee should consider the court process as depicted in the process maps and identify areas for potential reform or enhancement of processes on behalf of dual status youth.
  - 🔗 Where in the case flow process is there consideration of diversion and other alternatives to formal processing?
  - 🔗 Are the appropriate representatives present in court at each hearing (e.g., are social workers notified of and present at delinquency proceedings)?
  - 🔗 Does the court use a coordinated case processing model? If not, has this approach been considered?
  - 🔗 How do state statutes impact key intake, detention, adjudicatory, and dispositional actions and alternatives available to dual status youth?

## ➔ Develop a Collaborative Agreement

The Executive Committee will begin to draft a collaborative agreement on scope, goals, objectives, outcomes, and partners (e.g., memorandum of understanding, memorandum of agreement, charter, resolution). See *Appendix O: Santa Clara County MOU* for an example of an agreement crafted to support system integration efforts on behalf of dual status youth.

## ➔ Ensure All Relevant Partners Are Engaged in the Change Process

- Ensure that stakeholders have a place or voice in the change process; this is a point at which the family engagement and youth voice is intentionally and meaningfully incorporated.
- The Executive Committee will select and develop qualitative research tools to inform the work moving forward (e.g., surveys or interviews of families, workers, leadership).



Guidebook (pp. 44–46)  
*Family engagement*

## ➔ **FINAL CHECKLIST: STUDY AND ANALYSIS — MONTH 4**

- ➔ **Develop Procedures for Routine Identification of the Target Population**
- ➔ **Identify Measures for System, Youth, and Family Outcomes**
- ➔ **Summarize the Findings from Missions and Mandates Analysis**
- ➔ **Continue Process Mapping and Case Flow Analysis**
- ➔ **Develop Assessment and Resource Inventories**
- ➔ **Continue Analysis of Law and Policy**
- ➔ **Develop a Collaborative Agreement**
- ➔ **Ensure All Relevant Partners Are Engaged in the Change Process**

## Month 5 (On-Site Technical Assistance)

### ➔ Begin Preparing Reports of Subcommittee Findings

Following several months of information gathering and analysis, each subcommittee will now summarize its conclusions in a report of findings. These reports provide the basis for the Executive Committee's development of an action strategy for reform. As the subcommittees review the products developed during the previous phase, members should look to identify and summarize the strengths, gaps, opportunities, and potential barriers that emerge. When crafting their reports, the subcommittees should:



Guidebook (p. 66)  
*Topics included in the report*

- Finalize examination of the process for routine identification of the target population, the process for development of a data collection method for the purpose of ongoing trend analysis and outcome tracking, and the results of information and data system capacity assessment.
- Review the process maps and accompanying narrative for accuracy, gaps, worker responsibility, and timelines.
- Review the assessment inventory and identify priority tools recommended for use in a cross-system team meeting.
- Review the resource inventory and identify priority services and evidence-based interventions that are most likely to be necessary to enhance the likelihood of improved outcomes for youth and families.
- Review and prioritize the legal and policy information sharing prohibitions and opportunities that will impact the emerging enhanced practices.
- Review findings on statutory structure and and court process.

### ➔ Conduct a Meeting of All Subcommittee Co-Chairs

The co-chairs of all subcommittees will meet in order to facilitate the cross-pollination of work and findings among subcommittees. This meeting should occur following the individual subcommittee meetings, and prior to the Executive Committee convening for the month.

- Subcommittee co-chairs present each subcommittee's examination of subjects and items, noting progress, recommendations, and challenges for consideration by the Executive Committee.
- Subcommittee co-chairs prepare a preliminary statement of findings for the Executive Committee.

### ➔ Review Subcommittee Findings and Infrastructure to Support Developing Practices

The Executive Committee will review and discuss the preliminary findings from the subcommittees as well as any qualitative data that have been captured. The following list of questions should support consideration of the preliminary reports and ensure that ideas for timely and plausible solutions emerge from the review:

- ❓ Has the Executive Committee finalized the interagency agreement that connects and commits the parties to the work? Is there a plan and timeline for signatory endorsement from the parties to the agreement?
- ❓ Has the Executive Committee endorsed the process through which child welfare and juvenile justice will routinely identify the defined target population?
- ❓ Has the Executive Committee reviewed and finalized the case flow process through which the target population will proceed after initial identification? Has the Executive Committee reviewed the accompanying narrative indicating roles, responsibilities, and timelines for staff and agencies?
- ❓ Has the Executive Committee endorsed a joint assessment methodology and multidisciplinary meeting format for the development of a coordinated plan of service intervention and reduction of re-offending risk?
- ❓ Has the Executive Committee considered the identified legal and policy barriers and introduced potential plans to remedy those obstacles?
- ❓ What opportunities exist for the development and resourcing of new practices or innovative programming on behalf of dual status youth?
- ❓ What barriers exist to the development of innovative approaches and how might those obstacles be overcome?
- ❓ Has the Executive Committee collectively endorsed the system, youth, and family outcomes and adopted proposed measures for determining success in each?

## ➔ Finalize and Execute Qualitative Research

In this final segment of Study and Analysis, the Executive Committee should ensure that input from stakeholders is collected and considered as findings are crafted and recommendations begin to form.

### ➔ FINAL CHECKLIST: STUDY AND ANALYSIS – MONTH 5

- ➔ **Begin Preparing Reports of Subcommittee Findings**
- ➔ **Conduct a Meeting of All Subcommittee Co-Chairs**
- ➔ **Review and Discuss Subcommittee Findings in Executive Committee Meeting**
- ➔ **Finalize and Execute Qualitative Research**

# Phase 3: Action Strategy

With several months of study and analysis complete, there is assuredly a wealth of information and emerging conclusions that can form the basis for an action strategy for integration and coordination. Following the phase of **Study and Analysis**, participant jurisdictions will move into the **Action Strategy** phase. This phase takes place during **Month 6 through Month 8**. During this time, each subcommittee will craft recommendations for reform. The insights and recommendations of each subcommittee will inform the Executive Committee, guiding the formalization of an action strategy and a plan for implementation. The Executive Committee will engage in discussion about the recommendations, incorporating considerations of resources, funding, workforce impact, and potential barriers to implementation. Ultimately, the Executive Committee must assess the recommendations and their relationship to the articulated goals and desired outcomes for dual status youth.





## Month 6 (Off-Site Technical Assistance)

### ➔ Finalize Subcommittee Reports on Findings Derived from Study and Analysis

As each subcommittee finalizes its findings, members should consider other topics of conversation and investigation that arose during the study and analysis phase, particularly any conclusions drawn based on practical experience working with dual status youth. In addition, any feedback provided by the Executive Committee based on its review of preliminary findings last month should be considered.

### ➔ Begin Discussion of Recommendations

The exciting work of reform takes place in the transformation of findings into recommendations. Technical assistance consultants will direct subcommittee participants to examples of strategies included in the *Guidebook*, additional strategies developed and used in the field, and recommended priority practice areas. Although a review of existing strategies and priority practices is essential, each jurisdiction is encouraged to consider distinctive and innovative strategies based on its particular findings. Each jurisdiction has its unique vision for reform, and this vision must be the guide in developing an overall action strategy. The subcommittees will:

- Review examples of reform strategies from other jurisdictions.
- Review the list of Recommended Practices.
- Discuss and document recommendations that derive from the findings, reflect any selected recommended practices, and advance the vision of the initiative. The subcommittees should be sure to review the desired youth and family outcomes as articulated by the Executive Committee. In formulating these recommendations, consider the following questions:
  - ❓ What strengths or assets have been identified that can assist in achieving the desired outcomes? How can these strengths be leveraged and, if appropriate, be expanded upon or replicated?
  - ❓ What gaps have been identified that may account for less than ideal outcomes for the target population? What practices or strategies may fill these gaps, leading to improved outcomes?
  - ❓ What opportunities exist for the development and resourcing of new practices or innovative programming on behalf of dual status youth?
  - ❓ What barriers exist to the development of innovative approaches and how might these obstacles be overcome?



Guidebook (pp. 68–69)  
*Recommended practices*

## ➔ Establish Priorities for Action

Each subcommittee will provide the Executive Committee with its final report of findings based on its analysis of compiled information. The Executive Committee is tasked with considering the information provided and distilling it into a framework of priority areas for reform. In doing so, the Executive Committee will:

- Review the subcommittee reports of findings.
- Review the Executive Committee's products developed during the Study and Analysis phase. These may include lists of goals and desired outcomes and any formalized agreements.
- Review case study examples in the *Guidebook*.



Guidebook (pp. 70–77)  
*Examples of action strategies*

## ➔ Develop a Strategy for Stakeholder Feedback

The Executive Committee will consider dissemination of the findings and initial recommendations to a broad stakeholder group, or to particular targeted stakeholders, for additional feedback on the developing strategies. Some jurisdictions reconvene the stakeholders who were in attendance at the kickoff event and present the findings and developing recommendations with an opportunity for comment and discussion. Other jurisdictions have convened small groups such as cross-agency line staff or agency heads to review and provide feedback. Ultimately, the goal is to ensure that a variety of stakeholders have an opportunity to weigh in and engage with the initiative. This provides for greater depth in the developing strategies as well as increased likelihood of endorsement of the final action strategy among stakeholder groups.

- Determine the desired method and target group for communication about current progress on this initiative.
  - 🕒 What personnel will likely be affected by new practices and procedures?
- Create a timeline for execution of the developing communication strategy.
- Determine the desired method and target group for ongoing communication as implementation of the strategy is undertaken.
  - 🕒 As a component of evaluation and accountability, who must be informed, and about what, as the work develops?
  - 🕒 Will any evaluation require Institutional Review Board involvement?

## ➔ FINAL CHECKLIST: ACTION STRATEGY — MONTH 6

- ➔ **Finalize Subcommittee Reports on Findings Derived from Study and Analysis**
- ➔ **Begin Discussion of Recommendations**
- ➔ **Establish Priorities for Action**
- ➔ **Develop a Strategy for Stakeholder Feedback**

## Month 7 (On-Site Technical Assistance)

### ➔ Finalize the List of Subcommittee Recommendations

Considering any feedback received from the Executive Committee, the subcommittees will refine their recommendations and generate a finalized list for submission to the Executive Committee. Subcommittees should incorporate the priorities identified by the Executive Committee and structure the recommendations accordingly.

- ❓ Have data been used to drive the formation of recommendations?

### ➔ Consider Potential Resistance or Unintended Consequences

Subcommittee members, with their diverse roles in a variety of agencies, are in a unique position to identify sources of possible resistance to the proposed recommendations and developing action strategy. By considering the points of view of those likely affected by and potentially reluctant to embrace change, the subcommittee can ensure that the impact of the proposed recommendations is weighed in the final determination. In addition, the effect of significant change can often be broader than initially intended. Therefore, the subcommittee members should thoughtfully consider the possible unintended consequences of the proposed recommendations.

- Discuss which agencies and staff are likely to be affected by the proposed changes. Consider the ways in which these groups and individuals may be impacted.
  - ❓ Do the recommendations acknowledge their likely concerns and provide an explanation, based on data and findings, as to why the changes are advised for achieving better outcomes?
- Consider any possible unintended consequences of the proposed recommendations.
  - ❓ When reviewing each recommendation, can the subcommittee foresee required shifts in time, attention, or resources that necessarily impact unrelated areas of practice?
  - ❓ When reviewing each recommendation, can the subcommittee identify any proposed changes in practice that might impact youth and families negatively? Are any practices opening up youth and families to greater vulnerability, legally or otherwise? Are any of the recommendations sparking concerns about net-widening or deepening system involvement?

### ➔ Ensure That Developing Strategies Align with Articulated Outcomes

In developing the steps of an action strategy, an essential inquiry for the Executive Committee is whether the recommendations align with the identified outcomes for the initiative such that implementing the recommendations makes it more likely that the outcomes will be achieved.



Guidebook (p. 82)  
*Aligning outcomes with strategies*

- Review the recommendations from subcommittees, determining how each supports the goals of integration and coordination.

- Review the list of the initiative’s goals and desired youth and family outcomes.
  - ❓ Has subsequent work by or findings from subcommittees resulted in the identification of any additional goals or desired outcomes?
- Determine whether the recommendations have a direct relationship to the desired outcomes.

## ➔ Identify the Components of the Developing Action Strategy

When reviewing the list of recommendations developed by the subcommittees, the Executive Committee must identify the program, service, and administrative components implicated in the recommendations. Identifying these components helps in drafting the scheme, or blueprint, for reform that will be used for implementation.



Guidebook (pp. 18–19)  
*Administrative and  
operational strategies*

- ❓ What will actually have to be done or created to execute the action strategy?

## ➔ Consider Resources Necessary for Implementation of Proposed Changes

The Executive Committee will review the recommendations of the subcommittees with a focus on identifying the resources necessary for implementation and for assessing the systems’ capacity for supporting major change.

- ❓ What time and resources are required by the proposed changes? Resources may include reassignment of staff time or funding for new staff positions, for example.
- ❓ Are there any economies of scale to be realized?
- ❓ What can the agencies provide to direct and support the course of change?

## ➔ FINAL CHECKLIST: ACTION STRATEGY — MONTH 7

- ➔ **Finalize the List of Subcommittee Recommendations**
- ➔ **Consider Potential Resistance or Unintended Consequences**
- ➔ **Ensure That Developing Strategies Align with Articulated Outcomes**
- ➔ **Identify the Components of the Developing Action Strategy**
- ➔ **Consider Resources Necessary for Implementation of Proposed Changes**

# Month 8 (Off-Site Technical Assistance)

## ➔ Execute Strategy for Stakeholder Feedback

As noted in Month 6, a broad group of stakeholders is likely to be affected by and invested in the outcomes of this initiative. Several methods of communicating and soliciting feedback from these individuals are suggested in the *Guidebook*, including holding dissemination forums to circulate reports and generate ideas, publishing reports and results of forums on organizations' websites, and publicizing the final action strategy both internally and externally. It is at this point—prior to implementation of new strategies—that stakeholders must be informed and invited to share their thoughts about the work. Therefore, this month the Executive Committee will:

- Conduct any planned forums to obtain necessary feedback for the final determination of recommendations informing action strategy development.
- Publish and distribute any materials identified as helpful in generating ideas and responses among stakeholders.

## ➔ Finalize the Action Strategy

- Review the developing strategy in light of the data collected about the target population.
  - 🔗 What is the scope of the developing action strategy? How many youth will be impacted, and does the strategy impact the youth and issues identified as priorities as supported by the data?
- Determine the jurisdictional boundaries of the action strategy.
  - 🔗 Will the strategy be applied statewide, countywide, or in pilot sites?
- Create timelines for implementation of the components of the strategy.

## ➔ Identify the Products Necessary to Support the Action Strategy

The subcommittees, as well as the Executive Committee, will consider the products necessary to successfully implement the action strategy. In this regard, products may include updated or new policies, procedures, or protocols; agreements or proposed legislation affecting confidentiality, data collection, and information sharing; and creation of de-categorized or restructured funding recommendations. It is vital that the development of new practices be formalized with these products in order to institutionalize the practices and support long term sustainability.



Guidebook (pp. 69, 83)  
*Necessary products to support action strategy*

- 🔗 Has a legal or policy analysis identified the need for legislation addressing confidentiality, data collection, or information sharing?
- 🔗 Are there existing policy manuals, MOUs, or protocols that address the areas the action strategy covers and can be updated to reflect changes? Do new documents need to be produced?

## ➔ **FINAL CHECKLIST: ACTION STRATEGY – MONTH 8**

- ➔ **Execute Strategy for Stakeholder Feedback**
- ➔ **Finalize the Action Strategy**
- ➔ **Identify the Products Necessary to Support the Action Strategy**

# Phase 4: Implementation

After months of careful and thoughtful analysis and strategic development, participants must now plan for and execute the steps necessary to integrate new practices into their current structures. This phase is referred to as **Implementation**. This phase is most successful when time is dedicated to devising methods for training, evaluation, and effective oversight. The formalization of policies, procedures, and protocols will provide the framework for both launching and institutionalizing new practices. A well-developed implementation plan that identifies or creates structures and tools to document timelines, responsibilities, and progress will support a well-organized and efficient implementation effort. Once practices commence, progress reviews and the development of a sustainability plan allow for necessary midcourse corrections and a scheme for ensuring the long-term success of the initiative.



# Month 9 (Off-Site Technical Assistance)

## ➔ Form an Implementation Management Team

For the better part of a year, the subcommittee structure has provided an organized and productive approach to accomplishing the study and analysis tasks, as well as the development of recommendations, to form the action strategy. As the initiative transitions into a new phase, an updated structure provides the necessary oversight for successful implementation. This likely involves disassembling the subcommittees and creating an Implementation Management Team. This team is comprised of the subcommittee co-chairs and other participants able to provide critical expertise, authority, and oversight to the venture.



Guidebook (p. 81)  
*Structure for implementation*

- Subcommittee co-chairs should identify the necessary members of the Implementation Management Team. These should include, at a minimum, data personnel from each system, any identified training experts, and key supervisors from each agency.
  - Have you considered existing groups or structures that can potentially serve as an Implementation Management Team?
- The first meeting of the Implementation Management Team should occur this month.

## ➔ Develop Planning Tools for Implementation

- Set out key factors to monitor effective implementation. A list of change levers is provided in the *Guidebook* for use in the identification of these key factors.
- Develop tools to guide management of the practice, including timelines, assignment of specific responsibilities, and specific work plans for each of the activities.



Guidebook (p. 80)  
*List of "change levers"*



Guidebook (p. 82)  
*Planning tools for implementation*

## ➔ Begin Development of a Training Plan

Prior to the launch of new practices, it is essential that staff are trained on both the particulars of their new responsibilities as well as the context in which these new practices were developed. Staff need to be aware of why new practices were developed, what outcomes leaders are hoping to achieve, and the link between the staff's activities and the success of the initiative.

- Develop training objectives, including the setting of expectations for staff performance and the development of methods for evaluating performance.
- Identify those responsible for developing and providing training.
  - Is there an existing structure for developing training within each partner organization? If so, can personnel from such units be engaged in this task?
  - Which elements of training are best undertaken within each agency and which will be most effectively executed jointly between agencies? Has cross-system training been undertaken in the past?



## ➔ FINAL CHECKLIST: IMPLEMENTATION — MONTH 9

- ➔ **Form an Implementation Management Team**
- ➔ **Develop Planning Tools for Implementation**
- ➔ **Begin Development of a Training Plan**

## Month 10 (On-Site Technical Assistance)

### ➔ Finalize and Formalize Policies, Protocols, and Procedures to Be Used by Staff

In preparation for the training of staff responsible for executing new practices, it is incumbent upon the leadership, in the form of the Executive Committee and the Implementation Management Team, to seek to finalize and approve new policies, protocols, and procedures this month. This is very helpful to the execution of effective training, providing consistent, authorized, and detailed guidance on each aspect of new practice and culture.

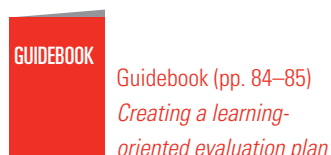
- ❓ Are new dual status youth practices detailed in a format typical to each agency (e.g., in policy manuals, special notices, agency protocols)?
- ❓ Are there any legal issues requiring review in order to formalize new practices (e.g., requirement of agency counsel review of policies)?

### ➔ Finalize the Training Strategy

- Develop timelines for training. Trainings should be scheduled as soon as possible to prepare for the commencement of dual status practices next month.
- Develop training materials that include any formalized new protocols or procedures as well as tools developed to guide practices (e.g., process map narratives, worksheets, information on screening and assessment tools, case worker task lists, and case planning templates).

### ➔ Begin Development of an Implementation Evaluation Plan

Early in the Mobilization and Advocacy phase, the Executive Committee was encouraged to develop a list of goals and desired outcomes for the initiative. Development of the action strategy was guided by this list, and now this list becomes the framework for an implementation evaluation plan. This plan will be used to show whether the practices have been carried out as intended and how effective this activity has been in reaching the desired outcomes. An evaluation plan also provides a mechanism for accountability both internally and when publicized in the community.



- Construct a logic model. A logic model illustrates what you are trying to accomplish and how, depicting the relationship between the activities undertaken and the outcomes sought. See *Appendix P: Outagamie Logic Model* for an example of a logic model for a dual status initiative.
- Identify questions to be answered in order to evaluate the initiative (indicators).
  - ❓ How is this information collected? What is the source?
  - ❓ How is the information analyzed to determine whether the objective was met?

- Determine how to develop or use an existing database to track the target population and measure outcomes.
- Identify mechanisms for ensuring that evaluation results are considered and applied to the dynamic work of multi-system reform.

## **➔ FINAL CHECKLIST: IMPLEMENTATION — MONTH 10**

- ➔ Finalize and Formalize Policies, Protocols, and Procedures to Be Used by Staff**
- ➔ Finalize the Training Strategy**
- ➔ Begin Development of an Implementation Evaluation Plan**

# Month 11 (Off-Site Technical Assistance)

## ➔ Commence New Dual Status Practices

The training will have occurred and all the action strategy tools (policies, procedures, and protocols) that define the new practices will be in place so that the new dual status practices can commence. A firm date should be established for this commencement at which time all practitioners institute the new practices. Managers, supervisors, and line staff should be ready to hold each other accountable to the new ways of doing business and move forward with a sense of purpose and enthusiasm.

## ➔ Begin Management of New Practices

The Implementation Management Team, established in the previous month, can begin its work of overseeing the new practices.

- Commence use of a tracking system to continuously monitor progress of and fidelity to the new practices.
- Identify existing and potential problems and meet to discuss strategies for carrying out midcourse corrections and adjustments.

## ➔ Finalize the Evaluation Plan

The Implementation Management Team should be the body to oversee the evaluation plan, ensuring that the evaluation activities take place. It should also be the body that continuously receives the data collected that serves to inform whether there need to be midcourse adjustments to the practice. The evaluation plan that was developed in Month 10 calls for:

- Use of a logic model depicting the relationship between the activities undertaken and outcomes sought.
- Identification of questions to be answered to evaluate the initiative.
- Development of a database to track the target population and measure its outcomes.
- Identification of mechanisms to ensure that evaluation results are applied.

## ➔ Report the Implementation of Dual Status Practices

As implementation of the dual status practices proceeds, it is critical to identify a process for internal and external reporting of the progress. The internal reporting should include keeping the Executive Committee informed about the implementation of practices and also bringing to the committee those items that require decision making about the forward progress of the implementation. The internal reporting might also include the development and/or use of some institutional agency vehicles (e.g., newsletters or bulletins) for reporting progress of initiatives or new developments. The external reporting could include reports back to or meetings with stakeholder groups and development of reports to be disseminated to policymaking and funding bodies.

## **➔ FINAL CHECKLIST: IMPLEMENTATION – MONTH 11**

- ➔ Commence New Dual Status Practices**
- ➔ Begin Management of New Practices**
- ➔ Finalize the Evaluation Plan**
- ➔ Report the Implementation of Dual Status Practices**

# Month 12 (On-Site Technical Assistance)

## ➔ Review the Initiative's Development and Progress

The technical assistance consultants will be on-site at Month 12 to assist the Executive Committee and the Implementation Management Team with a review of the initiative and its implementation. The consultants should meet first with the Implementation Management Team to develop an action agenda for the meeting with the Executive Committee. This agenda should identify decisions to be made and ensure support for continued implementation.

- Prepare reports to date describing any data on the handling of dual status youth employing the new practices, including demographics of the target population served, any dispositional data, and specific actions taken on behalf of the youth.
- Identify any adjustments or corrections needed midcourse.
- Plan for ongoing training and internal reporting of the initiative's implementation.
- Plan for the external ongoing reporting of the initiative's implementation.

## ➔ Convene a Broad Stakeholder Group

Month 12 is an excellent time to convene a broad stakeholder group to report on the initiative and its implementation. Persons who attended the initial stakeholder meeting should be invited along with staff, managers, public officials, and other community decision-makers. This meeting should be treated as an opportunity to showcase the efforts to date and to solicit feedback on implementation of the new dual status practices.

## ➔ Develop a Plan for Sustainability

The Executive Committee should begin to develop a plan for sustainability of the dual status practices during this final meeting with the consultants. Some of the framework for sustainability will have already been undertaken simply by memorializing policies and protocols for the new practices, developing leadership and stakeholder support, and institutionalizing collaborative intentions in MOUs and information sharing agreements across agencies. To further support these efforts, it is recommended that the Executive Committee engage in a formal sustainability planning process, addressing the six key elements set out in *Sustaining Change: A Models for Change Guidebook*: (1) leadership and support, (2) demonstrated outcomes, (3) administration and practice, (4) funding and budgeting, (5) marketing strategies, and (6) law and policy.<sup>6</sup>

- Review the six key elements of sustainability in relation to the efforts undertaken to date to develop new practices for dual status youth.
- Document the sustainability efforts that have been completed or are underway and identify what next steps need to be taken.

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<sup>6</sup> Wiig, J. K., Coccozza, J. J., Morris, J. A., Shufelt, J. L., and Skowryra, K. R. (2010). *Sustaining Change: A Models for Change Guidebook*. Child Welfare League of America, National Center for Mental Health and Juvenile Justice, and Technical Assistance Collaborative, Inc.

- Formalize the participation of specific individuals who will carry out the sustainability planning as well as the plan itself.
- Consider the potential for replication of reforms beyond a pilot site or initial target population.

## **➔ FINAL CHECKLIST: IMPLEMENTATION — MONTH 12**

- ➔ Review the Initiative's Development and Progress**
- ➔ Convene a Broad Stakeholder Group**
- ➔ Develop a Plan for Sustainability**

# Conclusion

Over the course of more than twelve months, jurisdictions undertaking the work of system integration and coordination on behalf of dual status youth will have invested considerable time, energy, and resources in following the steps outlined in this Workbook. Engaging in and completing the process is a significant accomplishment. Numerous jurisdictions report the development of more meaningful and effective relationships with system partners, greater sensitivity to the value and perspective of families in the process of decision making about their child, and increased comfort in appropriately sharing and using necessary information.

The efforts undertaken through this Workbook are only the beginning, however. It takes time and oversight for the work of the initiative to evolve and become ingrained in the fabric of each system. The framework presented here is not one of a “project” with a specified end date. Rather, this Workbook provides the foundation for a long-term commitment to nurturing cross-system relationships, empowering and engaging families in system development, and ensuring that new practices are evaluated, maintained, and improved.

Technical assistance is advised throughout the process described in this Workbook. When the term of assistance is complete, there remains a relationship between the jurisdiction and the RFK National Resource Center for Juvenile Justice. The center is invested in the outcomes of the work of each jurisdiction it supports. The center continues to offer resources and guidance through its website at [www.rfknrcjj.org](http://www.rfknrcjj.org) and through access to the expert staff and their ongoing research and development of work in the field. Ultimately, it is the efforts of committed practitioners and advocates working with youth and families each day in communities throughout the country that make the difference. The center, through this Technical Assistance Workbook and its many other resources and tools, is pleased to be a partner in supporting those efforts.



# Appendices



# Appendix A: Participants by Role

## Required Participants:

Child Welfare Director	Juvenile Justice Director
Chief Judicial Officer	Juvenile Court Judge(s)
Child Welfare Supervisor(s)	Juvenile Justice Supervisor(s)
District Attorney	Public Defender
Youth Representative	Parent Representative
Education System Representative	Behavioral Health Representative
Data Director – Child Welfare	Data Director – Juvenile Justice

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## Preferred Participants:

Child Welfare Worker(s)	Juvenile Justice Worker(s)
Agency Counsel	Minor’s Counsel/GAL
CBO Representative	CASA (Court Appointed Special Advocate) Representative
Law Enforcement Representative	

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## Additional Participants:

School Resource Officers  
Policymakers/Politicians  
Local Advocacy Organization Representatives  
Placement provider Representative  
Detention/Intake Representatives

# Appendix B: Recommended Infrastructure

Over a decade of experience working with jurisdictions on systems integration and coordination initiatives provides the basis for the following recommended infrastructure. The design utilizes multiple levels of authority and various areas of expertise, providing the opportunity for a wide range of stakeholders to participate in and contribute to the overall effort.

## Guiding and Support Groups and Individuals

**Leadership Group:** This group typically includes the “triad” of child welfare, juvenile justice, and juvenile court leadership. It meets when necessary to assess the progress of the initiative, develop communication strategies to ensure continued support and participation of those involved, and to address any issues requiring the involvement of the highest level of leadership in each system.

**Management Group/Individual:** This role is typically filled by at least one staff member from either or both the juvenile justice and child welfare systems. This is the primary point of contact for communications with the technical assistance consultants and local participants. This person or group is also responsible for scheduling meetings and disseminating necessary materials and products.

**Administrative Support:** This role provides note-taking and scheduling assistance and keeps detailed minutes and organized records of products developed. This is an often-overlooked component of an initiative. However, such administrative support is essential to ensuring that participants remain on task and that consultants are regularly informed of developments.

## Committees

**Executive Committee:** This committee provides governance and decision-making capacity as well as oversight of subcommittee work. It is comprised of those who have the authority to make decisions within their agencies or entities as well as those who have experience working on a daily basis with dual status youth. It is critical that membership includes the “triad” of child welfare, juvenile justice, and juvenile court leadership.

**Data Collection, Management, and Performance Measurement Subcommittee:** This subcommittee reports to the Executive Committee, providing both findings and recommendations emerging from its work on the data-related tasks of the project. It is essential that this subcommittee include individuals with knowledge of each agency’s data and information systems. It is also advisable that participants on this subcommittee include front-line workers who regularly use information systems to store and retrieve information about their clients. The work of the data subcommittee is two-fold: 1) consider data and data collection for the purposes of understanding the dual status youth population, tracking this population’s outcomes, and evaluating whether the initiative is meeting its intended goals; 2) consider the role of individual client data and its availability and use in case-planning and management between systems. This subcommittee engages in the following activities:

- Identify local sources of data
- Identify what information is currently available regarding dual status youth prevalence and characteristics
- Review national data to identify useful additional data elements for collection

- Examine the capability and limitations of current systems to provide further information regarding dual status youth as requested by the Executive Committee
- Establish processes and suggest new policies or agreements where necessary to facilitate necessary data collection
- Consider development of an integrated information sharing system
- Determine how best to utilize data for performance measurement

**Resources and Practice Subcommittee:** This subcommittee reports to the Executive Committee, providing both findings and recommendations related to its work examining the processes and practices of both the juvenile justice and child welfare systems with regard to dual status youth. This subcommittee should include public agency representatives who are knowledgeable about the day-to-day practices involved at each phase of the child welfare and juvenile justice cases as well as those with an understanding of the process of policy development and funding within each agency. Additional valuable participants include service providers, education representatives, and CASAs, as well as family and youth representatives who have experienced the system processes firsthand. This subcommittee engages in the following activities:

- Identify best practices nationally in conjunction with the technical assistance consultants
- Identify common and dissimilar components of case processing and management between systems
- Identify key decision points within the juvenile justice case flow process and identify the information utilized at these points. Consider additional information that would be useful in ensuring informed decision-making.
- Conduct an inventory of resources available through the child welfare, juvenile justice, and related child serving systems
- Conduct an inventory of assessment tools used by the various systems
- Identify needed resources and consider the potential for blending funds
- Develop recommendations for improved practice

**Law, Policy, and Information Sharing Subcommittee:** This subcommittee reports to the Executive Committee, providing both findings and recommendations related to its work examining pertinent legal and policy issues. This subcommittee should be comprised of individuals who provide law and policy analysis and advice within the child welfare and juvenile justice agencies as well as participants in the juvenile court system such as district attorneys, public defenders, and minor's counsel. It is also advisable to include agency program staff as well as youth and family representatives to provide perspective regarding their experiences within the jurisdiction's court system. The Subcommittee conducts law and policy analysis focusing on the statutes, regulations, and policies that impact interagency collaboration and information sharing as well as effective court practice. The subcommittee engages in the following activities:

- Examine how specific state statutes define the goals, practices, and procedures of the state's child serving systems and how these provisions impact the ability of agencies to work together

- Examine whether agency mandates are clear, communicated to staff, and met by the agencies, including whether it is understood which system is responsible for the legal and physical custody of a child involved in both the child welfare and juvenile justice systems.
- Identify information sharing and confidentiality laws and policies that guide the use of client information and impact coordinated case assessment, planning, and management
- Determine whether staff has clarity regarding what information can and cannot be accessed and shared regarding their clients
- Determine whether/how court processes and practices impact the ability of agencies to effectively serve clients, and whether the court is supporting or can support interagency strategies
- Identify which funding sources legally allow blending of funds with other agencies and which restrict funding to only one agency
- Identify and respond to legal issues surrounding the development of information management systems

# Appendix C: Sample Kickoff Invitation

**Executive Steering Committee:** This is to invite you to become a member of the Executive Steering Committee for...

**Other participants:** This is to invite you to attend the kickoff event for...

the **Dual Status Youth Initiative**, a project involving technical assistance and consultation toward the development of a coordinated and integrated child welfare and juvenile justice system that enhances service provision and outcomes for “dual status youth” – those youth who come into contact with both the child welfare and juvenile justice systems.

Utilizing proven tools, procedures, protocols, and publications developed during the MacArthur Foundation Models for Change initiative, \_\_\_\_\_ County collaborative partners will work with a consultant team from the Robert F. Kennedy National Resource Center for Juvenile Justice over a 12 month period to implement system and practice reforms that will positively impact outcomes for dual status youth.

## Alternative One: Executive Steering Committee

The initiative will begin with an important launch event on [date] at [location/time TBD]. There will be a morning kickoff meeting during which research on dual status youth will be presented and the work of the initiative will be outlined. There will be ample opportunity for questions and an examination of how this work will impact the youth, families, and systems within our county.

Following the morning meeting, the Executive Committee will continue to meet and begin its work on the initiative. The Executive Committee will meet monthly, providing leadership and oversight for the initiative with the assistance of the Consultant Team. The Executive Steering Committee will direct the work, identify the desired outcomes, and complete the corresponding products. Your participation on this Committee is identified as critical to the success of this initiative.

## Alternative Two: Other participants

The initiative will begin with an important launch event on [date] at [location/time TBD]. There will be a morning kickoff meeting during which research on dual status youth will be presented and the work of the initiative will be outlined. There will be ample opportunity for questions and an examination of how this work will impact the youth, families, and systems within our county. Your participation in the launching of this initiative is essential. Your perspective and experience is valued and will be a vital asset as the work moves forward.

## Appendix D: Practice Development Template

Priority Practices	Is this practice currently employed? If so, please note strengths and challenges regarding the practice.	Plan to enhance or develop practice: • Activity • Person/Group Responsible • Time Frame for Completion	Notes
Development of individual outcomes for each youth focused on competencies and connections to family and community			
Routine identification of dual status youth within a prescribed time frame			
Use of validated screening and assessment instruments			
Development and use of a joint assessment process or methodology across systems and in collaboration with the youth and family			
Identification and development of opportunities for alternatives to formal processing at key decision points.			
Use of a structured process for the consideration of diversion, early intervention, and alternatives to formal processing at the earliest possible opportunity			
Development of procedures for routine, ongoing contact between probation officers and child welfare workers over the life of each dual status case			
Employment of coordinated case planning, coordinated court processes, and coordinated case management			
Focus on family stability, placement stability, and community connections			
Engagement of families in decision making processes that impact their children as well as in policy and program development decisions that impact cross system handling of all dual status youth			



# Appendix E: Sample Kickoff Agenda

## JUVENILE JUSTICE & CHILD WELFARE SYSTEM COORDINATION & INTEGRATION: A TECHNICAL ASSISTANCE FRAMEWORK FOR IMPROVED OUTCOMES

### Outagamie County, WI August 14-15, 2012 • Site Visit Agenda

#### AUGUST 14, 2012

10:00 AM –

12:00 Noon     **Kick-off Event**

**Welcome & Introductions**

Mark Mertens

Manager, Youth and Family Services Division

Outagamie County Health and Human Services Dept.

Melissa Blum

Division Manager for Children, Youth and Families

Outagamie County Health and Human Services Dept.

**An Overview of the Technical Assistance Project**

Consultants

12:00 Noon – 1:00 PM     **LUNCH**

1:00 – 4:00 PM     **Executive Team Meeting**

- Identify goals and objectives of the initiative
- Identify universe of issues for review (data collection, resources, legal, political, etc.)
- Identify target population, desired child and system outcomes
- Identify potential barriers to completion of the initiative
- Identify individuals to provide subject matter expertise to assist in the initiative
- Identification of expected outcomes and analysis (i.e. recommendations for reform or policy changes)
- Identify subcommittee structure, membership, and leadership (co-chairs and recorders)
- Formalize governance
- Identify the persons responsible for documenting the process of the site's work, all of the committees' analyses, and development of products, all aimed toward the production of the site-specific manual
- Introduce the Practice Development Template
- Detail the process and timeline for completion of the work

4:00 PM     **Adjourn**

## **AUGUST 15, 2012**

### **8:30 – 12:00 AM Subcommittee Leadership Meeting**

During this initial site visit and in discussion with Executive Committee membership, descriptions of the recommended subcommittees will be provided and personnel necessary to populate subcommittees and workgroups will be identified. In addition, it is recommended that, at a minimum, leadership for the subcommittees is identified and expert subject matter personnel are named to participate in an initial meeting. Identified subcommittees include:

- Data Subcommittee
- Practice and Resource Subcommittee
- Law and Policy Analysis Subcommittee

This initial convening will allow for the accomplishment of the following steps:

- Review subcommittee descriptions and tasks
- Establish time lines for completion of the analysis and tasks and clarify time commitment expectations and estimates for subcommittee members.
- Review and further develop the list, begun by the Executive Committee, of necessary subcommittee members.
- Review tools and resources, provided by the Consultants, that have been previously developed to support each subcommittee (e.g., federal statutory compilation, assessment and resource inventory grid, process mapping facilitation questions, etc.).

**12:00 PM**

**Adjourn**

# Appendix F: Monthly Progress Report Template

<b>Subcommittee</b>			
<b>Meeting Date</b>	Name:	Email:	Phone:
<b>Co-chairs</b>	Name:	Email:	Phone:

<b>Activity</b>	<b>Next Steps</b>	<b>Guidance or Decision Needed from Executive Committee/ Leadership</b>

# Appendix G: Missions and Mandates Template

## Mandates and Missions

In order to develop shared values, structures, and practices, partner systems must begin to understand the legal and policy requirements as well as the underlying philosophies that guide the day-to-day work in each system. This template provides a framework for documenting the goals, roles, and responsibilities of each involved agency or entity as detailed by statutes, rules and regulations, and agency policy. This provides a basis for discussion and development of potential strategies for coordination that acknowledge each system’s strengths, limitations, and obligations.

	Juvenile Justice System	Child Welfare System	Other (Behavioral Health, Education)
What are the core goals or purposes of your system as set out by statute?			
What is your articulated agency mission and/or vision?			
Under what circumstances do you have custody of, supervision of, and/or the responsibility to care for a juvenile?			
Under what circumstances are you obligated to provide services to a juvenile and/or his family?			
When obligated to provide services, what services must be provided, at what point, and for how long?			
Is the convening of councils, committees, advisory groups, etc. required by statute?			
What outcomes are required by state or federal mandates?			
How are missions and mandates communicated to staff?			

**Review:**

- Where do partner systems have goals or responsibilities in common?

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- Where do partner systems have goals or responsibilities that appear to be in conflict?

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- How do the articulated missions and mandates, as well as structural designs, work against or support integration or coordination efforts?

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Adapted from *A Guide to Legal and Policy Analysis for System Integration*, by Jessica K. Heldman, CWLA Press (2006).

# Appendix H: Law and Policy Inventory and Analysis Template

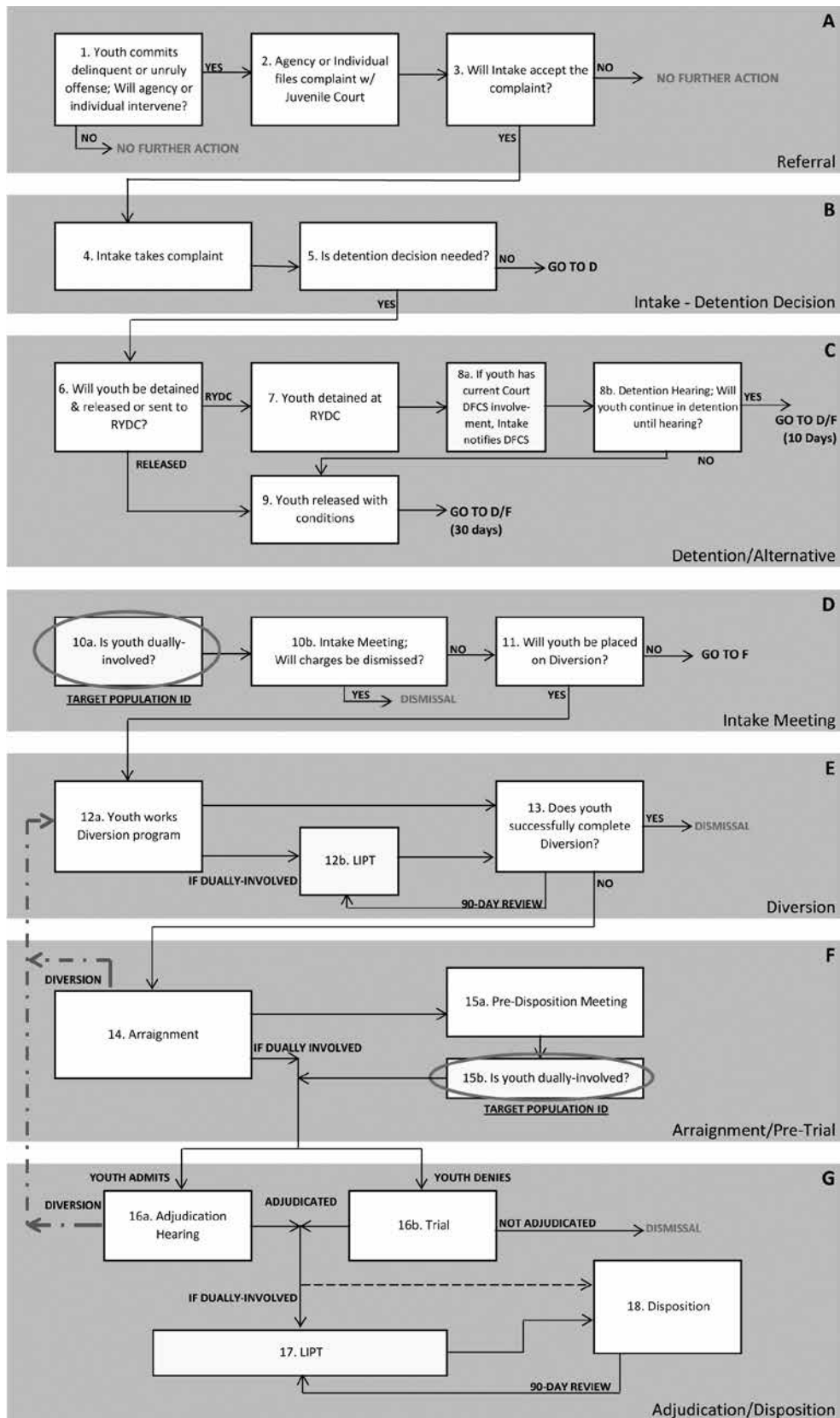
This Template provides guidance for jurisdictions undertaking a legal and policy analysis as part of a Dual Status Youth Initiative. The first section includes a sample table for use in the compilation of law relevant to several aspects of recommended analysis. The table offers suggested starting points for legal research in both the federal and state law contexts. The second section provides a table of questions for jurisdictions to consider in their collaborative analysis of both law and policy.

Subject	Federal	State
Purpose of Youth-Serving Systems	<ul style="list-style-type: none"> <li>• See <i>Guidebook</i> Appendix B for a summary of federal legislation that has shaped the purpose of the child welfare system</li> <li>• See <i>Guidebook</i> Appendix C for a summary of federal legislation that has shaped the purpose of the juvenile justice system</li> </ul>	<p>Within sections of State code devoted to juvenile courts, child welfare, juvenile justice, education, and health care, search for the following keywords:</p> <ul style="list-style-type: none"> <li>• Purpose</li> <li>• Goal</li> <li>• Rehabilitation</li> <li>• Safety</li> <li>• Protection</li> <li>• Well-being</li> <li>• Community</li> <li>• Balanced/restorative</li> <li>• Competency</li> <li>• Accountability</li> </ul>
Support for Collaboration	<ul style="list-style-type: none"> <li>• Juvenile Justice and Delinquency Prevention Act ( 42 USC Chapter 72)               <ul style="list-style-type: none"> <li>• See <i>Guidebook</i> Appendix A for specific provisions</li> </ul> </li> <li>• Child Abuse Prevention and Treatment Act (42 USC Chapter 67)               <ul style="list-style-type: none"> <li>• See <i>Guidebook</i> Appendix A for specific provisions</li> </ul> </li> </ul>	<p>Within sections of State code devoted to juvenile courts, child welfare, juvenile justice, education, and health care, search for the following keywords:</p> <ul style="list-style-type: none"> <li>• Multidisciplinary</li> <li>• Interagency</li> <li>• Collaboration</li> <li>• Coordination</li> </ul>
Information Sharing and Confidentiality	<ul style="list-style-type: none"> <li>• Family Educational Rights and Privacy Act (FERPA) (20 USC §1232g); Title 34 CFR, Part 99; (including amendments contained in the Uninterrupted Scholars Act, P.L. 112-278)</li> <li>• Health Insurance Portability and Accountability Act (HIPAA) of 1996. P. L. 104-191; 45 CFR Part 160 &amp; 164</li> <li>• Confidentiality of Alcohol and Drug Abuse Patient Records; §527 of the Public Health Service Act. P.L. 98-24. Title 42 CFR, Part 2</li> </ul> <p><i>Visit <a href="http://www.rfknrcjj.org">www.rfknrcjj.org</a> for a compilation of federal confidentiality, privacy, and information sharing provisions</i></p>	<p>Within sections of State code devoted to juvenile courts, child welfare, juvenile justice, education, and health care, search for the following keywords:</p> <ul style="list-style-type: none"> <li>• Confidential, Confidentiality</li> <li>• Privacy</li> <li>• Records</li> <li>• Disclosure</li> <li>• Privilege</li> </ul> <p><i>Note that the titles of federal laws can be used as search terms for locating related state provisions.</i></p>

Subject	Federal	State
Juvenile Court Processes	<ul style="list-style-type: none"> <li>• Juvenile Justice and Delinquency Prevention Act; 42 USC Chapter 72               <ul style="list-style-type: none"> <li>• See <i>Guidebook</i> Appendix C for a summary of juvenile justice legislation impacting juvenile court processes</li> </ul> </li> <li>• Child Abuse Prevention and Treatment Act (42 USC Chapter 67); Adoption and Safe Families Act (P.L. 105-89)               <ul style="list-style-type: none"> <li>• See <i>Guidebook</i> Appendix B for a summary of child welfare legislation impacting juvenile court processes</li> </ul> </li> </ul>	Within sections of State code devoted to juvenile courts, search for the following keywords: <ul style="list-style-type: none"> <li>• Detention</li> <li>• Diversion</li> <li>• Jurisdiction</li> <li>• Screening/Assessment</li> <li>• Disposition</li> <li>• Placement</li> <li>• Representation</li> </ul>

Are there specific legal mandates requiring interagency or multidisciplinary coordination and collaboration in order to address certain issues, populations, or circumstances? If so, have these mandates been met?	
Is there a mechanism for notifying the child welfare system when one of its clients makes contact with the delinquency system? If not, are there legal barriers to implementing such a mechanism?	
Is there a mechanism for ensuring that a judge handling a case in one system has access to necessary information from other systems? If not, are there legal barriers to implementing such a mechanism?	
What dispositional alternatives are available to dual status youth?	
Have the state or participating agencies addressed the effect of federal laws such as HIPAA or FERPA on the availability of information on dual status youth?	
Is there specific state statutory language addressing the sharing of information between the child welfare and juvenile justice systems?	
Is there agency policy addressing the sharing of information between systems? If so, do the policies accurately reflect statutory guidelines?	
Are information sharing policies written clearly and kept in a format that can easily be accessed by staff?	
Have the participating agencies and entities identified funding sources provided by the federal and/or state government that specifically support systems integration?	

# Appendix I: Newton County Map





# Appendix J: Project Overview

## **DUALLY-INVOLVED YOUTH INITIATIVE, SANTA CLARA COUNTY A JOINT PROJECT OF THE JUVENILE COURT, JUVENILE PROBATION AND THE DEPARTMENT OF FAMILY & CHILDREN SERVICES**

Implementing System And Practice Reform To Improve Outcomes For Dually-Involved Youth

### **The Challenge**

- It is well documented that youth exiting foster care have poor educational outcomes, and struggle with homelessness, substance abuse, mental health challenges, unemployment and crime.
- Recent research on youth that touch both the child welfare and the juvenile justice system demonstrate that these “dually-involved” youth have even worse outcomes.
- In addition to all of the challenges experienced by youth exiting foster care, mentioned above, dually involved youth have higher rates of recidivism, greater dependence on service systems such as public welfare, and diminished opportunities for gainful employment.
- Further, children of color are dramatically overrepresented in both the child welfare and juvenile justice system.
- Without effective cross-system communication and collaboration, and a shared vision of how best to serve dually-involved youth, this population will continue to suffer in dramatic ways.

### **Santa Clara County’s Response:**

- The Juvenile Court system, the Juvenile Probation Department (JPD) and the Department of Family & Children’s Services (DFCS) are committed to working collaboratively to explore how we can:
  - Prevent youth in the child welfare system from formally penetrating the juvenile justice system.  
Example: Formalize a coordinated process by which DFCS and JPD work together to identify youth who are susceptible to “crossing over” and jointly provide appropriate services to prevent crossover from occurring.
  - More effectively serve youth that touch both systems.  
Example: Move from a model where only one system can serve a youth at a time, to a model where youth and families can benefit from the unique expertise of both systems.
  - Use evidence based research and promising practices to inform changes in both systems so that we can better serve youth and families.  
Example: Joint assessments and coordinated case planning have been identified as promising practices. Therefore, we are considering how to integrate these practices into our process for serving dually-involved youth.
- The Juvenile Court system, JPD and DFCS, is collaborating with leadership at the Mental Health Department, Department of Drug and Alcohol Services, and the County Office of Education. Additionally, we are working with

the District Attorney, Public Defender, Legal Advocates for Children & Youth, community based organizations, and other community representatives. Given the high level, multi-system commitment to this work, are confident that we can improve outcomes for dually involved youth.

**Guiding Values:**

- Facilitate opportunities for children to be raised in healthy home environments
  - Our goal is to support families so they are able to raise their children in a healthy home environment, keeping families intact wherever possible, and minimizing system involvement to the greatest extent possible.
  
- Reduce racial and ethnic disparities of system involved youth
  - Our work is guided through the lens of reducing racial disparities within the juvenile justice and child welfare systems.
  
- Strength based, solution oriented approach
  - We approach the work from a strength-based framework, drawing from the inherent strengths that children, their families and communities possess.
  
- Youth & Family Engagement
  - We seek to meaningfully engage youth and families throughout the development and implementation of this Initiative in effort to increase the potential for improved outcomes.
  
- Trauma-Informed Service Delivery
  - Training staff on providing trauma-informed services is a fundamental component of our work and one that is a necessary precursor to system change.
  
- Discontinue practices that do not result in desired outcomes; persistently pursue creative solutions.
  - Recognizing that our systems which are intended to protect (child welfare) and reform (juvenile justice) children, often unintentionally cause harm, we are committed to finding solutions that result in positive outcomes.
  
- Support children and families without “widening the net.”
  - We seek to implement more effective interventions for youth, without increasing the number of youth that formally penetrate the dependency and juvenile justice systems.

*Supported by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) & the John D. and Catherine T. MacArthur Foundation (MacArthur Foundation) and coordinated and managed by the Robert F. Kennedy Children’s Action Corps (RFK) from July 2012 through June 2013.*

# Appendix K: County Case Flow Process Mapping

What are the primary goals of the County Dual Status initiative?

What are the sought outcomes for youth and their families involved in the County Dual Status initiative?

What are the sought outcomes for the County Dual Status initiative?

What are you seeking to accomplish by conducting this process mapping exercise?

- Understanding of the steps in the various system & court processes
- Identification of what happens (action), who is responsible (decision), what output or outcome is expected or produced at each step (product)
- Discussion/Assessment of the quantity &/or quality of the information being gathered and utilized in each step of the process
- Identification of process gaps
- Identification of necessary resources (workforce and program)
- Identification of what is and is not working

Many of the questions will therefore be framed as:

- What is intended to happen at this step?
- What actually happens at this step?
- Who is responsible for taking this action?
- Who are the partners (actual & desired) collaborating in this action?
- What is expected to occur (output and outcome) before the next step occurs?
- What is missing in between steps?
- What points are the key decision points at which we might propose change or reform?
- What are the necessary resources at each step (workforce and program)?

Additionally, this set of questions will also be used to facilitate the discussion:

- Which action steps consume the most time?
- Which steps add value and which do not?
- Which steps result in delays?
- What are the best practices for completing the actions?
- What helps you most to accomplish these work processes?
- How can the function of these work processes be improved in terms of effectiveness and adaptability?

*Adapted from: Damelio, Robert. (1996). The Basics of Process Mapping. Boca Raton, FL: CRC Press*

# Appendix L: Newton County Narrative

<b>A. Referral</b>	
Steps 1, 2 & 3:	Offense Committed; Complaint Filed
Participants:	Youth, Family; DJJ, Law Enforcement, School, Other Court, Individual, DFCS; Juvenile Court
Decisions/Actions:	Youth allegedly commits delinquent or unruly act ; Agency or individual decides whether to make complaint to Juvenile Court; Juvenile Court (Intake) decides whether to accept complaint
Who Decides/Acts:	Youth; DJJ, Law Enforcement, School, Other Court, Individual, DFCS; Juvenile Court
Criteria:	Offense committed; Incident report
Notes:	Complaints may be filed via mail, e-mail, drop box, phone or in person; Intake may discuss charges with law enforcement at time of complaint - this may result in additional charges or an incident report that does not result in a Court referral; Law enforcement identifies case by Eagle # - Intake can view report via Sheriff's GMS; Law enforcement does not always notify court of complaints in drop box - notification delayed; DJJ delivers complaint in person if warrant needed
<b>B. Intake - Detention Decision</b>	
Steps 4 & 5:	Complaint taken; Detention decision
Participants:	Intake Staff
Decisions/Actions:	Intake enters complaint into log; Intake decides if detention decision needed
Who Decides/Acts:	Intake Staff
Criteria:	Specific charges; history
Notes:	Referral received at Court; Ready for routing by Intake
<b>C. Detention/Alternative</b>	
Step 6:	Youth detained; Released or sent to RYDC
Participants:	Intake Staff; Sheriff's Office; Youth
Decisions/Actions:	Intake requests Sheriff's Office to pick up youth; If felony, youth is fingerprinted at Sheriff's Office; Deputy places youth in holding cell; <i>Assessment</i> Intake does <u>DAI</u> , makes decision for release or transfer to RYDC
Who Decides/Acts:	Intake Staff
Criteria:	DAI score; specific charges; history
Notes:	Specific offenses require detention; If after hours, youth held at Sheriff's Office; during business hours youth held at the Court
Step 7:	Youth detained at RYDC
Participants:	Intake Staff; Sheriff's Office; RYDC; Youth
Decisions/Actions:	Intake notifies RYDC & transport (Sheriff's Office); Sheriff's Office transports youth to RYDC; Intake schedules Detention Hearing, notifies ADA, PD, DJJ, Clerk; Intake notifies family (DJJ may assist)
Who Decides/Acts:	Intake Staff
Criteria:	Detention decision (Step 6)
Notes:	Youth may be transported directly from Sheriff's Office or from Court; Newton County youth are normally routed to Sandersville RYDC; if bed unavailable, Sandersville will find alternative detention location

## Appendix M: Screening and Assessment Inventory Example (Excerpt from Los Angeles County, CA)

<b>Department</b>	<b>Assessment</b>	<b>Who is Assessed?</b>	<b>When Assessed?</b>	<b>Includes:</b>	<b>Result</b>
Children and Family Services – Regional Office or Emergency Response Command Post (ERCPC)	SDM Safety Assessment	Referral family (biological/legal guardian)	At first face-to-face contact	Screening to determine safety factors involved, possible interventions to implement to keep children home	Guides decision to keep children home or remove
Children and Family Services – Regional Office or ERCPC	SDM Risk Assessment	Referral family (biological/legal guardian)	During referral investigation period	Assessment of Abuse and Neglect domains resulting in the assigning of a risk level to the family	Guides decision whether to open case based on risk level of family
Children and Family Services –ERCPC/ ERCPCSW or ongoing services CSW	SDM Family Strengths and Needs Assessment	Caregivers and children in the case	Prior to and in conjunction with the case plan document	Assessment of family strengths and needs to drive the service objectives planning for the family	Case Plan objectives more realistic and aligned to actual needs of family
Mental Health	Massachusetts Youth Screening Inventory – 2nd Edition (MAYSI-2)	Children and youth entering the juvenile detention centers	At intake into juvenile detention	Depression/Anxiety Alcohol/Drug Use Anger/Irritability Somatic Complaints Suicidal Ideation Thought Disturbance Traumatic Experiences	Decision to refer child for more in-depth mental health assessment and treatment
Probation	Los Angeles Risk and Resiliency Checkup (LARRC)	All youth referred to Probation for investigation and receiving supervision services.	During the investigation process and under supervision; Reassessment every 6 months.	Assessment of Risk and Protective Factors, including Responsivity and Risk Rating. Focuses on Delinquency, Family, Peer, Education, Substance Abuse and Individual Factors	Measures resiliency and risk factors relevant to subsequent delinquent behavior and intends to address criminogenic needs that drive offending behavior.

## Appendix N: Resource Inventory Example (Excerpt from King County, WA)

Agency	Program	Service Description	Target Pop.	Funding Source	Partnerships/Agreements
KCSC-Juvenile Court Services	Partnership for Youth Justice	Offender Diversion/Community Accountability Boards	First (and some second) Time Offenders	CX, State Consolidated Contract	
KCSC-Juvenile Court Services	Partnership for Youth Justice	Offender Diversion/Alcohol/MJ, Shoplifting, Traffic Seminars	First Time Offenders w/MIP, MJ shoplifting, traffic referrals	CX, State Consolidated Contract	Youth Service Bureaus, Evergreen Safety Council
KCSC-Juvenile Court Services	Reclaiming Futures	Treatment Court	Dual diagnosis (substance abuse/MH) juvenile offenders	RWJ grant	MHCADS
KCSC-Juvenile Court Services	Reclaiming Futures	Advocacy Teams/Mentoring	Dual diagnosis (substance abuse/MH) juvenile offenders	RWJ grant	Four C's
KCSC-Juvenile Court Services	Crime Free Futures	Health and Educational Advocacy Services	Juvenile offenders on supervision	JABG	
KCSC-Juvenile Court Services	Truancy Reduction	ADR for truant juveniles, truancy prevention programs for school districts, case management for adjudicated truants	Truant juveniles, Schools	Truancy Reduction Grant, State Becca Funding, CX-Becca settlement \$\$	
KCSC-Juvenile Court Services	At Risk Youth programs	Case management	Juveniles with ARY petitions	State Becca funding, CX-Becca settlement \$\$	DSHS, Schools, Community Providers
KCSC-Juvenile Court Services	FFT for at-risk youth	Functional Family Therapy	Youth with truancy and ARY petitions	CX-Becca Settlement \$\$	DSHS, IFD

# Appendix O: Santa Clara MOU

## Memorandum of Understanding Dually Involved Youth Initiative May 2013

### Purpose

- The purpose of this Memorandum of Understanding is to memorialize our commitment to enhanced coordination, integration and cooperation at the administrative and service delivery levels in an effort to improve short-term and long-term outcomes for dually-involved youth.

### Background

- It is well documented that youth exiting foster care have poor educational outcomes, and struggle with homelessness, substance abuse, mental health challenges, unemployment and crime.
- Recent research on youth that touch both the child welfare and the juvenile justice system demonstrate that these “dually-involved” youth have even worse outcomes.
- In addition to all of the challenges experienced by youth exiting foster care, mentioned above, dually involved youth have higher rates of recidivism, greater dependence on service systems such as public welfare, and diminished opportunities for gainful employment.
- Further, children of color are dramatically overrepresented in both the child welfare and juvenile justice system.
- Given the complex, multi-faceted and distinctive needs of dually-involved youth, effective service delivery requires enhanced coordination and integration of systems. Moreover, without effective cross-system collaboration, and a shared vision of how best to serve dually-involved youth, this population will continue to suffer in dramatic ways.

### Goals

- Prevent youth in the child welfare system from formally penetrating the juvenile justice system.
- More effectively serve youth and families that touch both systems.
- Use evidence based research and promising practices to inform changes in both systems so that we can better serve youth and families.
- Eliminate disproportionate minority contact in the child welfare and juvenile justice systems.<sup>1</sup>
- Strengthen the ability of families to rise above the challenges they confront.

### Preamble

The Dually-Involved Youth Initiative begins from the premise that families, not systems, should raise children. The Initiative is acutely aware of the fact that minority youth are disproportionately represented in both the child welfare and juvenile justice system and is committed to implementing practices that eliminate the disproportionate representation of children of color in both systems.

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<sup>1</sup> As indicated in the County's System Improvement Plan, the county's goal is that within five years African Ancestry and Latino children will be no more likely than other children given the same risk and protective factors, to enter the child welfare caseload or to exit the child welfare system. Note that subsequent references throughout this MOU to the elimination of disproportionate minority contact, incorporate this clarifying language.

The Initiative seeks to address the underlying trauma and family challenges that led to system involvement and provide the youth and family with supports and services to stabilize the family unit as early as possible so that the youth and family can function in a healthy manner without system involvement. Ideally, this front-end work will prevent contact with law enforcement altogether; at a minimum, it should mitigate escalating criminality. Helping the youth and family stabilize will, in turn, strengthen communities, making them safer for all.

The specific desired outcomes from this Initiative are as follows:

### **A. Youth, Family & Community Outcomes**

1. Youth have decreased contact with law enforcement and the juvenile justice system.
2. Youth remain in family setting with appropriate support and access to services, whenever possible.
3. Youth are protected from high-risk environments (including sexual exploitation, gang activity and domestic violence).
4. Youth reduce high-risk behaviors that threaten their well-being and community safety.
5. Youth are connected to positive adults, cultural ties and pro-social activities.
6. Family Finding is used more frequently and effectively to increase connections to a youth's family of origin.
7. Youth have the supports they need to ensure educational/ vocational engagement and success.
8. Youth and their caregivers have access to services that meet their cultural and linguistic needs.
9. Rates of juvenile delinquency decrease, resulting in a safer community.
10. Victims and communities harmed by juvenile crime are restored.
11. Faith based communities are engaged in efforts to support youth and families.
12. Communities are empowered in ways that make them safer.

### **B. System Outcomes**

1. The child welfare system and juvenile justice system eliminate the disproportionate representation of children of color.
  - a. Identify specific junctures at the front-end of the process, and throughout the process at which structural changes can be made to reduce disproportionate minority contact.
2. Youth serving systems (child welfare, juvenile justice, mental health, community based agencies):
  - a. align philosophies and process amongst agencies such that coordinated services, support, joint efforts, and family engagement are the common goal
  - b. increase investment in outreach, prevention and early intervention
  - c. consider possibilities for blended funds and coordinated service delivery
  - d. improve data collection and use across system
  - e. increase trauma-informed services & reduce system induce trauma

### **Scope of Work**

- Data  
Develop a data collection system that meets the needs of the Dually-Involved Youth Initiative. Review national data and local sources of data regarding dually-involved youth. Identify questions to be answered about dually involved youth; identify data sets and data points that must be collected, aggregated and shared across system and ensure that this data is regularly analyzed to inform practice. Identify gaps in data that need to be filled so that systems are better able to serve youth and families.



- **Legal & Policy**  
Evaluate the current processes for handling dually-involved youth, including court processes, and consider alternative processes; develop proposals for new interventions. Review and consider legal mandates for dually involved youth across systems. Analyze & address legal, policy, and practice barriers to information sharing in an effort to improve information sharing while protecting the privacy of youth and families.
- **Practice & Resource**  
Identify and compare organizational missions, mandates and policies. Identify common and dissimilar components of case processing and management. Inventory assessment tools used across systems in an effort to evaluate the most effective way to conduct joint assessment processes and joint case planning. Inventory local resources and analyze whether there are gaps and or overlaps. Consider opportunities to share resources or blend funding. Identify best practices locally and nationally. Develop thorough, ongoing staff training.
- Collectively, through the work of the subcommittees referenced above, and with the guidance of the Executive Steering Committee, the Initiative will explore the possibility of:
  - Developing a Dually-Involved Youth Unit with specially trained staff that work together across agencies.
  - Instituting joint assessment and case planning processes at several key junctures.
  - Implementing widespread, ongoing training that incorporates trauma informed services training.
  - Linking the work of the Dually-Involved Youth Initiative to other ongoing major initiatives including School Linked Services, Cross Agency Service Team, and the Equity Project.
  - Providing concurrent services to youth and families.

**General Terms**

The undersigned agencies and organizations commit to ongoing collaboration, integration, and coordination with the goal of improving outcomes for dually-involved youth.

- **Term.** This agreement will be effective through [1.5 years from date signed] at which point it will be reevaluated and updated.
- **Termination.** Signatories may withdraw from this MOU at any time by making said request in writing with the effective date and reason for withdrawal.
- **Review.** This MOU may be reviewed by the parties’ mutual agreement for additional terms at any time.
- **Participation:** Signatories commit to attend (or send a designated delegate with decision making authority) and actively participate in all relevant meetings, to the best of their abilities.

Signatories:

_____ Juvenile Justice Court Judge	_____ Dependency Court Judge	_____ Director, Department of Family and Children Services	
_____ Director, Social Services Agency	_____ Chief Probation Officer	_____ Director of Mental Health	_____ District Attorney
_____ Public Defender	_____ Executive Director, Council of Nonprofits		_____ Youth Staff

# Appendix P: Outagamie Logic Model

## Sample Logic Model Produced by Outagamie County, WI

