



Robert F. Kennedy
Children's Action Corps
RFK National Resource Center
for Juvenile Justice



Dual Status Youth Initiative Report, First Edition: Early Gains and Lessons Learned

INTRODUCTION

The term “dual status youth” refers to youth who have come into contact with both the child welfare and juvenile justice systems (Wiig, Tuell, & Heldman, 2013). The extent and timing of the contact is variable and can be described with the following terms:

- **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) (Wiig, Tuell, & Heldman 2013, p.xix).

Research suggests that dual status youth have experienced “complex trauma” at a higher rate than general population youth. Complex trauma is exposure to a number of traumatic events of an interpersonal nature with potentially long-term impacts. For many of these youth, exposure to these traumatizing experiences causes behavior problems, resulting in contact with the juvenile justice system (Grisso & Vincent, 2014). Once involved with the juvenile justice system, dual status youth are more likely to be detained, and for longer

periods of time, and are more likely to be formally processed and placed outside the home than youth without child welfare involvement (Halemba & Siegel, 2011). Detention, court processes, and placement are costly interventions, and too often contribute to re-traumatization of dual status youth – subjecting them to interruptions in their education, placements, and services. In addition, research shows that dual status youth experience poor long-term outcomes despite these traditional interventions (Culhane, Metraux, & Moreno, 2011). This discouraging picture is what drives the work of the Robert F. Kennedy National Resource Center for Juvenile Justice and the jurisdictions that seek technical assistance.

Since 2000, the John D. and Catherine T. MacArthur Foundation has generously supported research, education, and technical assistance targeting the issue of dual status youth. This work has resulted in the development of numerous resources and tools to guide jurisdictions in improving outcomes for this special population. In 2011, the MacArthur Foundation and the federal Office of Juvenile Justice and Delinquency Prevention joined forces to support the work of Robert F. Kennedy Children’s Action Corps, funding the provision of technical assistance in four competitively selected sites. Because these entities renewed their support for a second round of sites in 2014, the 2011 sites are referred to as “Round One” sites whereas the later sites are known as “Round Two” sites. This report highlights the achievements and impact of the work done by the Round One sites and forecasts promising outcomes for the work of the Round Two sites.

THE FRAMEWORK

In 2013, Robert F. Kennedy Children's Action Corps launched the Robert F. Kennedy National Resource Center for Juvenile Justice (RFK National Resource Center), which provides increased opportunities for communities around the nation to learn about and experience juvenile justice reform, including dual status youth initiatives. The dual status youth work of the RFK National Resource Center is based on a four-phase process detailed in the *Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration* (2013) and the accompanying *Dual Status Youth – Technical Assistance Workbook* (2013). The four phases outlined in these publications and experienced by both Round One and Round Two sites are:

1. **Mobilization and Advocacy:** the building of a foundation to support the initiative, including the identification of leaders, the establishment of a governance and management structure, the articulation of desired goals, and the initiation of evaluation mechanisms.
2. **Study and Analysis:** the detailed exploration by subcommittees of essential topics such as data collection, management and performance measurement; resources and practices; and law, policy, and information sharing.
3. **Action Strategy:** the identification and endorsement of action steps based on findings and recommendations developed by the study and analysis workgroups.
4. **Implementation:** planning for the launch and evaluation of new practices and protocols detailed by the action strategy.

This framework is intended to be a flexible one through which jurisdictions can establish their unique priorities and desired outcomes for the initiative. To achieve those outcomes, each site devises its own strategy for reform, considering the adoption of recommended practices such as the following:

1. **Routine Identification of Dual Status Youth:** Many jurisdictions begin an initiative with the acknowledgement that they do not have a mechanism for routinely and reliably identifying youth who are involved with the child welfare system when they come in contact with the juvenile justice system. It is strongly encouraged that jurisdictions endeavor to create practices intended to identify cross-system involvement and ensure notification of all agency personnel who may be presently involved with a youth. Such a process allows the initiation of new practices as well as establishes a starting point for data collection to support outcome and process evaluation.

2. **Using validated screening and assessment tools:** In order to ensure that decisions about dual status youth (e.g., whether to detain and/or charge) are made objectively, it is recommended that jurisdictions use tools specifically developed to inform those decisions, such as risk screening tools. In addition, service interventions should address each youth's identified needs in order to be most effective. Individualized case plans can be informed by the results of specialized risk/needs assessments that help to match the level of risk and need to the appropriate services.
3. **Coordination in case planning and management:** By coordinating or consolidating assessments, meetings, case plans, court hearings, and case management across systems and by sharing appropriate and relevant information, conflict amongst decision-makers can be reduced, and innovative multi-system approaches to individual cases can be designed and implemented. Such collaboration is at the heart of recommended practice addressing dual status youth.
4. **Engaging youth and families in decision-making processes that impact them:** Research has shown that the participation of families enhances the family's sense of competence, engenders a sense of trust between families and system personnel, supports the potential for alternatives to placement outside the home, and results in improvements to the safety and stability of youth and families (See Wiig, Tuell, & Heldman, 2013, pp. 68-69).

These are just some of the practices that can support improved outcomes for dual status youth. In addition to these practices, sites employing the framework for integration and coordination during Round One and Round Two have emphasized the importance of both data collection and trauma-informed practices as components in dual status youth reform, and the RFK National Resource Center has developed resources and tools directly addressing these topics.¹

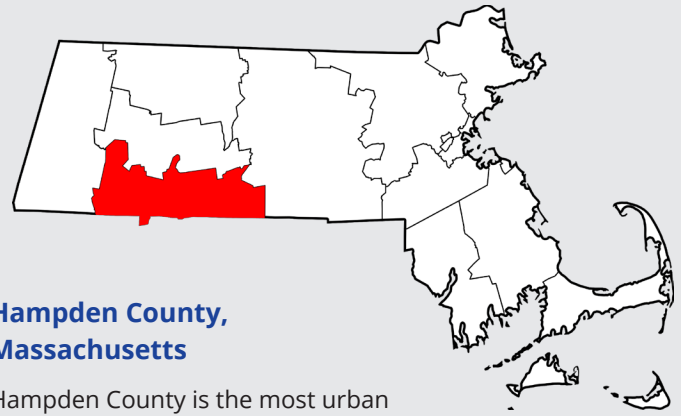
¹ See www.rfkncjj.org/resources for a complete list of available publications and tools.

THE RESULTS: ROUND ONE

Round One of the RFK National Resource Center Dual Status Youth Initiatives began in 2011 with the selection of four sites that demonstrated a willingness and readiness to begin reform. Hampden County, MA; Santa Clara County, CA; Newton County, GA; and Outagamie County, WI began planning for their initiatives in 2012 and spent the next 12-15 months engaged in an intensive process of study, analysis, and strategic planning. The Round One sites embraced the recommended practices, thereby establishing identification and notification methods, setting information sharing parameters and establishing protections, creating dedicated dockets, and staffing youth and family-driven interagency meetings for case planning and case management. The sites also succeeded in building solid infrastructures that include steering or leadership committees that continue to hold dual status youth (DSY) meetings following the formal conclusion of the initiative, in order to identify what is or is not working and to make protocol adjustments.

In addition to practice reforms, sites have developed different capabilities for data collection and analysis that allow initial compilation of some preliminary but promising performance indicator and outcome data. In the two years since the conclusion of the formal technical assistance, preliminary data in some sites indicate that target population youth are experiencing reduced recidivism as measured by reductions in referrals or adjudications for new offenses, lower frequencies of violations of probation, and less severity in new offenses when these do occur. Preliminary positive performance indicators and outcomes are also occurring on the dependency side, including notable reductions in placement disruptions.

While there are encouraging signs, there are important caveats and limitations associated with the preliminary data. First, the number of youth who are tracked in each jurisdiction is quite small, making generalization based on their results unadvisable. Second, the process of DSY data collection and analysis is relatively new in each jurisdiction, and the periods of time during which youth have been tracked have been relatively short. With those limitations in mind, it remains encouraging to reflect upon what the initial efforts have begun to yield – a number of jurisdictions that have committed to long-term evaluation of reform efforts and the will to make adjustments when indicated. There is reason to believe that these systemic changes are beginning to reveal the potential for significant impact in the lives of the children and families relying on these systems. The following sections highlight the substantive accomplishments and preliminary data, where available, in each of the Round One sites.



Hampden County, Massachusetts

Hampden County is the most urban county in Western Massachusetts, with Springfield as its county seat. Within the county there are three child-serving agencies, including the Department of Children and Families (child welfare), the Department of Youth Services (juvenile justice), and the Department of Mental Health. In addition, Probation services are provided by the Court. When Hampden County began its DSY Initiative, they conducted an initial data scan to determine some baseline measures for their DSY population. They found that there was a high rate of DSY within their juvenile justice population (Hampden Manual, 2013). These youth were disproportionately held in detention because they were awaiting further service planning or placement by the Department of Children and Families (DCF). The data also revealed that most of these youths' offenses were misdemeanors and that the youths were classified as low-risk. The majority had experienced out of home placement and averaged 12.9 referrals to DCF for services. The data showed racial and ethnic disparity for dually-involved youth as well (Hampden Manual, 2013, p.5).

Target Population

Using the baseline data, the leaders of the initiative, having formed an Executive Committee, worked to define a target population for reform. It was decided that the target population would include dually-involved youth defined as:

- Youth already involved with DCF on any open matter (including current investigation, open Child in Need of Services, voluntary applications, or Care and Protection cases) who are arraigned on a delinquent offense (Hampden Manual, 2013, p. 5).

Goals

Prior to the launch of the DSY initiative, efforts at collaborative work had resulted in a Memorandum of Understanding between DCF and the Department of Youth Services (DYS) aimed at reducing the unnecessary use of pre-trial detention. The DSY Initiative built on this foundation and defined the following goals:

1. Ensure processes are family-led and strength focused

2. Ensure early recognition of DSY
3. Allow more coordinated approach to addressing needs of DSY
4. Reduce the penetration of child welfare-involved youth into juvenile justice
5. Reduce the rate of detention for DCF involved youth and decrease their length of stay if detained
6. Reduce recidivism

Practice Reforms

At the core of Hampden County's reforms is the establishment of a **pre-trial multidisciplinary team meeting (MDT)**. The goal of this meeting is to collaboratively design strategies for preventing the youth from moving deeper into the delinquency system. Participation in this meeting is optional for the family, and the invitation to attend is made by the youth's defense attorney. The meeting is facilitated by the court clinic director and includes the Probation Officer, DCF Social Worker, DCF Diversion Workers, youth when appropriate, Parent Advocate, Family Resource Center, defense attorney, and Assistant District Attorney. The family is also asked to invite individuals whom they would like to have at the meeting. Invitees have included therapists, guidance counselors, mentors, foster parents, group care providers, other service providers, and extended family members. The result of the meeting is a documented plan that reflects consensus on action steps and assigned roles for presentation to the judge at the pre-trial conference.

Following the launch of this practice in April 2013, leaders recognized the value of pairing this practice with the development of a **dedicated court docket**. This resulted in a set date and time for dually-involved youth cases to be heard before two specially trained judges. In October of 2013, **parent peer advocates** were hired to support families by providing information and guidance on accessing mental health and education services and other ways of advocating for their children.

Challenges

The primary challenges faced by Hampden County reformers were those typical of multi-system collaborative initiatives. First, it proved challenging to successfully engage law enforcement and education partners in the work of the initiative. Second, there were concerns about information sharing in the process of identifying the target population as well as for case planning within the MDT structure. These familiar concerns and strategies for addressing them are the basis of several resources developed by the RFK National Resource Center for Juvenile Justice.²

2 Visit infosharetoolkit.org and www.rfknrcj.org/our-work/information-and-data-sharing-reform for resources on information sharing in dual status youth initiatives. See also www.rfknrcj.org/resources for resources on education engagement.

Hampden County Data Collection Process

Most jurisdictions beginning a Dual Status Youth Initiative will not already have in place a methodology for collecting and analyzing data on dual status youth. In order to be successful in establishing a new data collection process, Hampden County offers the following tips:

- Ensure that leadership has clearly defined desired youth outcomes and measures and that data personnel have identified the essential data sources.
- Create a database, as simple as an Excel spreadsheet, where the shared data can be stored.
- Set regular deadlines for the submission of data from each partner supplying data.
- Hold monthly meetings of a data subcommittee made up of data staff and program staff to discuss the process of collecting data and the work of analyzing and reporting the data.

Achievements

Two years after the launch of Hampden County's reform efforts, the anecdotal reports are extremely positive. County leaders note that the District Attorney is more willing to refer youth to a diversion program rather than formally process them; DCF social workers report that the MDTs enhance communication with families and partners, helping them to build rapport; MDT participants share that the meetings offer a welcome opportunity for creative problem-solving and engender shared responsibility for better outcomes. Most notably, families themselves have reported that the opportunity to voice their concerns and to lead the team in determining the best course of action for their child has been beneficial.

Data

Hampden County committed to developing a structure for data collection and analysis as part of the initiative, in order to assess the impact of its reforms. This effort was driven by a shared understanding of the importance of data collection and facilitated by the drafting of important documents such as a memorandum of understanding (MOU) and a multi-agency release of information. The work benefited from the early drafting of desired youth outcomes and corresponding measures. Within this structure, Hampden County tracked target population cases from March 26, 2013 to September 29, 2015. During this time 335 case conferences were completed. Data was collected in the following three areas:

1. **Recidivism** – measured by reduction of new offenses³ and reduction in violations of probation
2. **Permanency** – measured by a % reduction of home removal episodes (placement disruptions)
3. **Family Participation** – measured by a % increase of families attending case conferences.

The data collected falls into 5 sequenced groups that distinguish between dually-involved youth (DIY) who received no new practices, some new practices, or all new practices:

- **Group 1:** Comparison Group for Recidivism. These youth did not have a Case Conference or special judicial session. **(51 Youth)**
- **Group 2:** DIY who had a Case Conference. **(72 Youth)**
- **Group 3:** DIY who had a Case Conference and Special Docket Session. **(67 Youth)**

- **Group 4:** DIY who had a Case Conference, Special Docket Session and Parent Advocate (Some), Designated Prosecutor and DYS funded Case Coordinator. **(68 Youth)**
- **Group 5:** DIY who had all of what included in Group 4 as well as the addition of Resource Center Staff to the MDTs. **(71 Youth)**
- **Group 6:** The most recent group of youth receiving all new practices.

Once again acknowledging the limitations of the current data and therefore the limitations on inferences that can be made, the data nevertheless describe some promising progress toward the goals articulated above. **Table 1** includes data related to recidivism, specifically capturing the number of new offenses and violations of probation occurring between the time of the case conference and the time that the youth completes probation, which varies depending on the youth.

3 Offenses are counted as any new arraignments.

TABLE 1: DUALY-INVOLVED YOUTH RECIDIVISM

	Group 1		Group 2		Group 3		Group 4		Group 5		Group 6	
Number	51		72		67		68		71		57	
New Offenses	45%	23	31%	22	19%	13	28%	19	21%	15	21%	12
VOP	37%	19	43%	31	18%	12	21%	14	6%	4	4%	2
DYS Holding (Post Case Conference)	----		35%	25	30%	20	31%	21	32%	23	25%	14
DYS Committed	31%	16	26%	19	25%	17	9%	6	3%	2	3%	2

Source: Hampden County, Elorie Stevens

As the practice reforms were implemented and expanded, the following were observed:

- Following case conferences, those in Groups 5 and 6 were far less likely than those in Group 1 to commit a new offense or violate their terms of probation.
- The number of children held in DYS detention or committed to DYS was greatly reduced following implementation of the new practices.

Hampden County also made gains in the area of increasing permanency for DSY. Recognizing that the number of placements with each placement change being a “disruption” can contribute to the risk of delinquency (See Kolovoski,

Barnett, & Abbott, 2015; Ryan & Testa, 2005), Hampden County sought to reduce the number of changes of placement for its DSY. The data show that the youth who experienced the full array of practice reforms experienced at least half the number of “placement disruptions,” defined as a change in placement following a case conference (Hampden County Data Report, 2016).

Finally, the work in Hampden County has been driven by a commitment to a strength-based, family-driven process. This fundamentally requires that the families participate in the DSY conferences. One of the propitious process outcomes in Hampden County is illustrated in **Table 2**.

TABLE 2: DUALY INVOLVED YOUTH FAMILY ATTENDANCE

	Group 2		Group 3		Group 4		Group 5		Group 6	
Number	72		67		68		71		57	
Attended:	67%	48	79%	53	78%	53	86%	61	84%	48
Not-attended	33%	24	21%	14	22%	15	14%	10	16%	9

Source: Hampden County, Elorie Stevens

Looking Ahead

The efforts in Hampden County have been bolstered by the early indications of success both qualitatively and quantitatively. The reforms in Hampden County have formed the basis of reform efforts in other communities in Massachusetts and beyond. The cross-system leaders of DCF, DYS, Probation and the Court Clinic in Hampden County remain committed to the continuation of data collection and analysis to ensure the thoughtful evaluation of practices and the opportunity for continued growth toward its identified process and impact goals.

Santa Clara County, California

On the other side of the country from Hampden County is Santa Clara County, with a population of 1.8 million. The County is located at the southern end of San Francisco Bay and has a high median income, while also having many who live in poverty. Initial data showed that among youth with a delinquency petition, close to half had concurrent involvement in the child welfare system (Santa Clara Manual, 2013).



The County began the Dual Status Youth Initiative with a solid history of reform and collaborative efforts. Due to a previous focus on detention reduction, detention numbers were at an all-time low, and access to intensive home-based wrap-around services had significantly increased. The child welfare department had closed its shelter program and transitioned to a non-residential Receiving Center with the goal of placing children more often in the community or with relatives.

Target Population

The Executive Committee in Santa Clara struggled to gain consensus on its target population, given concerns about the volume of potential target youth as well as the array of specific risk factors identified by agency personnel as deserving of attention. Ultimately, the Executive Committee decided to focus on dually-involved youth, defined as:

- Youth currently involved with the Department of Family and Children’s Services (DFCS) at any level who is cited for a criminal offense, OR any child with a criminal offense and a significant history of abuse and/or neglect.

Goals

The Executive Committee articulated several overarching goals that formed the foundation of later-defined desired system, youth, and community outcomes. The goals were to:

- Create a true paradigm shift
- 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
- Eliminate disproportionate minority contact in the child welfare and juvenile justice systems
- Strengthen the ability of families to rise above the challenges they confront (Santa Clara Manual, 2013)

“The goal of this project is to build stronger families, rehabilitate youth, and keep our community safe. By addressing the families’ entire needs we increase the chance of successful outcomes.”

SANTA CLARA JUVENILE COURT JUDGE

Practice Reforms

Similar to Hampden County, Santa Clara County focused a great deal of effort on developing **multi-disciplinary team meetings**, referred to as Youth and Family Team Meetings (YFTM). The goal is for system personnel to establish a true partnership with youth and families through which they can jointly identify the supports that are needed in order to function safely, thereby reducing involvement in either system. The process involves a Youth Advocate (a role specifically designed to support the youth) reaching out to the youth and family to inform them about the meeting and conducting an initial assessment of the youth's primary needs. The Youth Advocate works to build a solid relationship with the youth and family and empower them to advocate on their own behalf. The YFTM is facilitated by a clinician provided by the Department of Behavioral Health Services, and the discussion focuses on identifying strengths and needs. Following the meeting, probation and child welfare staff meet separately to craft joint recommendations for the court (Santa Clara Manual, 2013, pp.13-15).

In addition to the YFTM practice, Santa Clara County determined that establishing a **Dually-Involved Youth Unit** would be the most effective way to serve the target population youth. The unit co-locates designated probation officers and child welfare social workers. Currently there are four teams within the unit, each consisting of a Probation Officer and a Social Worker. Each team jointly develops case plans with the youth and families and coordinates case supervision. Staff is explicitly encouraged to develop innovative solutions and to seek out non-traditional service providers to meet the needs of clients.

Challenges

Santa Clara County also encountered challenges with effectively engaging partners within the education system, but its primary challenge consisted of the time and effort required in order to make lasting change. It was observed that staff have a tendency to hold fast to familiar processes, and the

supervision and management necessary to truly transform the work is intensive. Add to that the typical challenge of staff turnover, and there is an almost constant need to train and respond to daily operational challenges. Santa Clara leadership was also mindful of ensuring that the adopted reforms did not lead to “net widening”⁴ or facilitating an “over-dependence” on the system among target population youth. These considerations presented the need for careful and constant monitoring of the processes and their outcomes.

Achievements

The collaborative process that led to the reforms produced several less tangible but invaluable results. By coming together regularly to discuss dual status youth, system and community leaders have achieved a deeper level of understanding about the complexity of these youth's experiences and created political will for providing trauma informed responses for all youth. The initiative also has produced an expectation for robust data collection in the involved agencies. These changes have had impact far beyond the target population. System changes on behalf of dual status youth have led to systems-wide advancements that affect all youth (Santa Clara Manual, 2013).

As seen in Hampden County, initial reports indicate that youth and families are responding well to the new processes and practices. In fact, one of the youth that inspired the initiative was reported to have “really invested herself in her own plan as opposed to her usual ‘you’re going to do whatever you want anyway’ attitude that has prevailed until now.” (RFK Children's Action Corps, 2014).

Data

Santa Clara County embraced the opportunity to build a comprehensive data collection process in order to capture both system and youth and family outcomes as a result of the Dual Status Youth Initiative. Desired outcomes for the initiative provided the basis for a data matrix with numerous tracking indicators intended to measure incremental change. Indicators are tracked at the point of referral to the DIY Unit, at six and twelve months after entry into the Unit, and then again at the time of case closure. The most recent data reveal favorable results, albeit on the basis of a very small sample size of 19 youth who entered the Unit during the period from June 2014-December 2014. Conclusions cannot yet be drawn from these data, but the short term impacts can be described as preliminarily positive.

⁴ Net widening refers to the unintended consequence of bringing more youth into contact with the juvenile justice system as a result of the introduction of diversion programs. Essentially the concern is that youth who would have otherwise had their charges dismissed will instead be referred to diversion programs, and once in diversion programs, failure to comply with conditions of the program would result in referral to juvenile court. Juvenile Diversion Guidebook, Models for Change Juvenile Diversion Workgroup, 2011.

Primary Goals of the Santa Clara Dually-Involved Youth Unit

1. Provide seamless and blended service delivery for families.
2. Prevent families from further penetration into either the child welfare or juvenile justice systems.
3. Ensure that families safely and successfully exit both systems.

(Santa Clara DIY Annual Report, 2015)

Figure 1: Arrests and Sustained Petitions

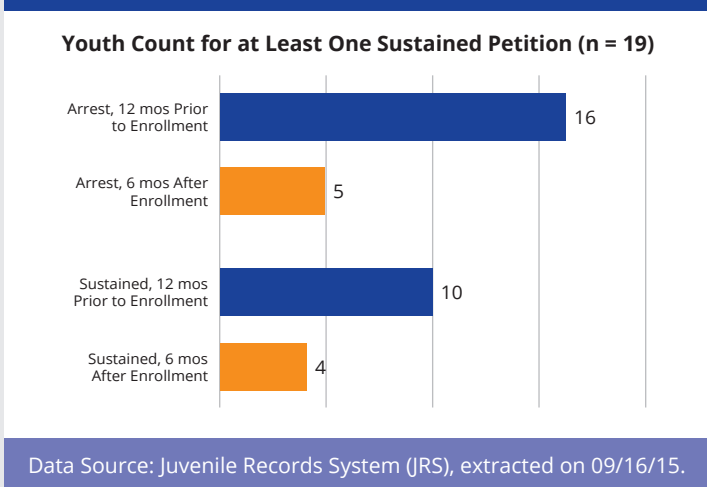
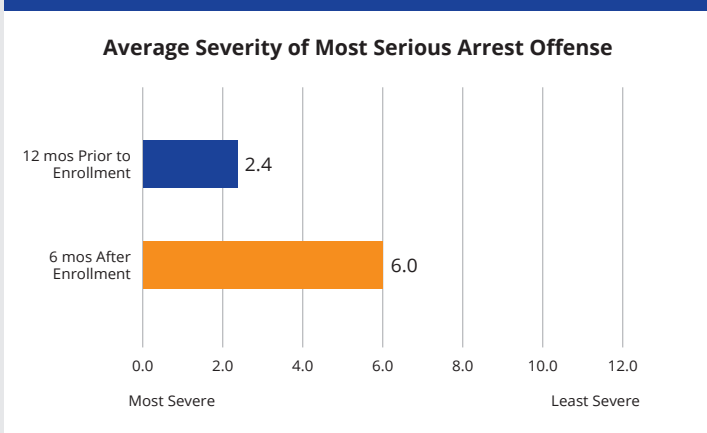


Figure 1 addresses the topic of recidivism.

The data indicate that following enrollment into the DIY Unit, the number of arrests and sustained petitions both declined compared to the time period prior to enrollment. **Figure 2** explores the severity of offense for those who were arrested subsequent to enrollment in the DIY Unit.

Figure 2: Average Severity of Most Serious Arrest Offense



Data Source: JRS, extracted on 09/16/15.

Note: Average Severity is scaled 1-12, with lower scores denoting more severe crimes. Improvement is observed when the average severity value increases. Examples: 1= felony assault, 2= first degree burglary, 3= assault with a deadly weapon, 4= battery with serious bodily injury, 5= second degree burglary, 6= possession of a bad check, 7= felony weapons, 8= vandalism (\$400 or more), 9= obstructing an officer, 10= minor attempt escape/escape from county facility, 11= fighting, 12= trespassing.

The data point to the encouraging finding that, among those who are arrested while part of the DIY Unit or following involvement with the DIY Unit, offenses tend to be less serious than the offenses they were arrested for prior to DIY Unit involvement. One other encouraging albeit preliminary finding indicates that 26% fewer youth were residing in congregate care/group home settings at the six month mark in comparison to at the program's start.

While there is some encouraging early data around recidivism and severity of offense, the data also highlight areas for improvement. Among the youth who were tracked, 11 had their cases closed from the DIY Unit. Of these, three of the youth met all or most of their DIY goals, three youth partially met their goals and five youth did not meet their goals. In the area of parent/caregiver service utilization, data showed that there was not much improvement from the program start to the six-month mark. However, data also indicate that there was improvement in the number of needed services that were utilized by youth.

While these initial numbers may not seem large, it is important to remember that a disproportionate number of dually-involved youth experience extremely adverse trajectories at great costs to communities, youth and families. Reversing the trajectories for even a relatively small number of these cases can have profound positive effects.

Looking Ahead

The DIY Unit continues to collect data to measure success and outcomes, and the cross-system leaders continue to meet regularly to review data and feedback from staff and clients in order to make necessary adjustments to processes and practices. Data with respect to school attendance, disciplinary referrals, suspensions and expulsions proved difficult to obtain in the early phase of collection, and efforts to more effectively retrieve and analyze these data are goals of the coming year. The Unit has been viewed as a valuable asset in addressing the issues of many of the most challenging cases in both the juvenile justice and child welfare systems, and there has been a strong desire to ensure that more youth – truly all youth – are treated with the same care and attention. Because of this desire, the successful efforts at funding, and the creative reallocation of staff, the Unit has continued to expand.

Outagamie County, Wisconsin

Outagamie County is a county of approximately 176,123 people, predominantly white, with Appleton as its largest city. Prior to the Dual Status Initiative, the youth serving systems in Outagamie were already engaging



in innovate approaches to serving youth. The Youth and Family Services Division (YFS) had played an active role in the *Models for Change* Action Network on Disproportionate Minority Contact and the Children, Youth and Families Division (CYS) had adopted Positive Family Teaming, which promotes family involvement in case planning and encourages identification of informal support systems as part of the case. A retrospective analysis of the County's juvenile justice population had found that a significant number of repeat offenders had experienced contact with the child welfare system, and this had led to early efforts in joint training and coordinated case planning. The Initiative would support these efforts by encouraging formalization and routinization of these emerging best practices (Outagamie Manual, 2013).

Target Population

With a strong appetite for prevention, the Executive Committee in Outagamie County had to consider how to focus its efforts not only on youth who have not yet offended, but also on the youth who were in fact coming into contact with the juvenile justice system. Therefore the selected target population became:

- Youth of any age (under 17 for delinquency) who are referred to Juvenile Intake for Delinquency or JIPS (Juvenile in Need of Protection or Services) for the first time and who have had some Child Protective/Child Welfare involvement in Wisconsin that includes a screened-in case (Outagamie Manual, 2013, p. 20).

Outagamie County was able to pull some initial data on this population quite quickly in order to inform their early study and analysis activities. This initial data showed that dually-involved youth's prior involvement with the child welfare system tended to happen before the child's 9th birthday. It was concluded that DSY have largely experienced early and potentially complex maltreatment or related problems. The data also showed that 2/3 of the profile group referred to juvenile justice were 14 years old or younger.

Goals

The goals the county leaders identified for the DSY Initiative included the following:

- Decrease in youth's negative/unhealthy behaviors
- Increase in positive/healthy behaviors
- Improved connections among youth's family members
- Improved preparation for adulthood
- Reduced recidivism
- Reduced length of stay in placement
- Improved multi-system collaboration
- Increased ability to identify dual status youth

Practice Reforms

Outagamie County focused reform on one overarching approach and two specific new practices. First, study and analysis of the target population revealed that many youth had a history of trauma exposure, yet there were a lack of trauma-specific practices and resources available for youth. Therefore, the overall approach to DSY reform was defined as ensuring the delivery of **trauma-informed care** with a coordinated and evidence-based approach. Second, it was decided that current informal efforts regarding **coordinated case planning** needed to be formalized to facilitate the more routine practices of sharing information and basing decision-making on the knowledge and expertise of a diverse group of involved professionals. Finally, it was determined that the complex cases of **intra-familial sexual abuse** required a more formal and coordinated approach in investigating and responding to the cases to better ensure safety and decrease the risk of subsequent abuse (Outagamie Manual, 2013).

Protocols were designed to ensure the overarching approach of engaging in coordinated trauma assessment and to guide the specific activities of workers in coordinated case planning and intra-familial sexual abuse cases. Supervisors were brought together from across divisions with the contribution of other stakeholders to help build the protocols. The coordinated case planning protocol included actions to be taken in joint case planning as well as in selecting resources and monitoring resource utilization. The sexual abuse cases included the practice of coordinating with law enforcement, probation and child welfare to develop an immediate safety plan.

Challenges

Some of the challenges faced in Outagamie stemmed from the time and labor involved in tasks such as establishing a data collection process. There were significant differences between the various data systems regarding how cases were counted, making it difficult to match cases. As is the case in many

communities, there was no data analyst capacity. However, the greatest challenge in Outagamie County was overcoming the stasis among staff – the instinct to remain attached to the status quo rather than build momentum toward change. This challenge is present in most, if not all, jurisdictions, but was well met by the leadership in Outagamie County which engaged in a dedicated process of promoting organizational culture change.

Achievements

Facing the challenges of organizational culture change head on, the leadership in Outagamie County succeeded in developing a strong culture of collaboration. Through joint trainings, messaging the importance of collaboration, and providing opportunities for cross-system problem solving, barriers between divisions began to break down and new relationships and collaborations were formed. The success of these efforts is captured in *A Better Way to Do Business* (2014), a brief authored by Mark Mertens and Melissa Blom, heads of YFS and CYS respectively. With the culture embracing collaborative and innovative practices, the scope of reform grew to include changes to the **court processes** and new efforts at **finding families** and placements for hard to place youth through the Family Finding model.⁵

5 Family Finding is a model developed by Kevin A. Campbell to assist in locating and engaging relatives of children in out of home care in order to support the establishment of lifelong connections. See www.familyfinding.org for more information.

Data

Outagamie County is committed to ensuring that its process for collecting data related to activities, performance, and outcomes for dual status youth is as effective as possible. With the support of Gene Siegel, RFK National Resource Center Data Consultant, Outagamie County engaged in a data “boot camp” in which Mr. Siegel explored the data environment and provided recommendations for improvement as well as assisted the county in identifying the range and types of data and related reports that could prove useful in their DSY efforts.

First, with regard to current data collection processes, stakeholders expressed the desire for a more automated process of data collection, distinct from the current manual use of paper forms. Among the recommendations that emerged from the boot camp was the suggestion that developing an interim or prototype “relational” database would increase efficiency and provide more dynamic and up to date information for use by case workers.

When considering what kind of data and reports the county would be most interested in collecting and producing, Mr. Siegel led discussion about what stakeholders would like to know about their dual status youth, with an emphasis on categories addressing prevalence, characteristics, and outcomes. Essentially, the discussion was intended to generate a list of questions to be answered and to identify in which database the answers could likely be found. Below is an example of the tables that were created for this purpose:

DATA CATEGORY 1: PREVALENCE				
Question/Topic	Data MAY Be available			
	eWisACWIS	TCM	YASI	Excel
What are the Home Consultants statistics for the period?				✓
What are the Parent Resource Program (PRP) statistics for the period?				✓
How many CPS cases come from other countries?	✓			
What are the delinquency charges for each client?		✓		
What is the prevalence of drug/violence related issues?		✓		
What is the number of cases open for intake?	✓	✓		
What is the number of cases open for ongoing?	✓	✓		
What are individual worker’s caseloads?	✓	✓		
Is this a dual status youth?		✓		
How many siblings of CYF/YFS cases are referred?	✓	✓		
Applies to CYF data.	Applies to YFS data.		Applies to both CYF and YFS data.	

This exercise led to the creation of an Outcome Report Design that divides the target population into groups based on when they were identified and what new practices were utilized in their case (e.g. coordinated case planning or dual court protocol). The design outlines a number of data points related to the desired outcomes such as the number of new referrals, number of screened-in reports in child welfare, number of out of home placements, and number of days in care.⁶ Armed with this design, Outagamie County is poised to collect and analyze data, with an emphasis on efficiency, in order to best assess the impact of its reforms.

"As we began seeing success with the target population cases, we felt in some ways that it would be unethical to not offer the same approach to other children and youth."

SUPERVISOR

Looking Ahead

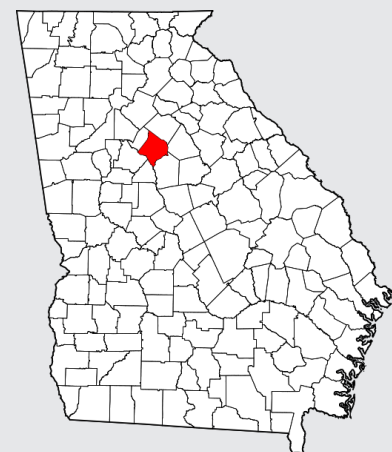
Outagamie continues its efforts at ensuring that the changes implemented through this initiative are part of a larger effort of lasting organizational culture change. One example of this effort is the establishment of a permanent routine to inform staff about the expectations regarding DSY on a regular basis. A common concern among staff when implementing new protocols is the number of youth to which the protocol applies and how that impacts their caseload. Confusion or resentment about this can stand in the way of embracing new practices. Outagamie has built off of its process for identifying target population youth and created a weekly practice for providing all supervisors and managers between both youth serving divisions a report on the number of open dual status youth. This allows the team to be aware of prevalence and expectations for protocols and keeps the opportunity for communication about the work open.

There is momentum on the data front in Outagamie as well. In order to reconcile the three distinct data systems across the child welfare and juvenile justice systems, a report writer was hired in March 2016 to run the first set of automated data. This allows for increased efficiency over the paper data collection and reporting process previously in place. In addition, an automated system is anticipated to be in place by June 1, 2016 that will allow management to run weekly reports on how dual

status youth are impacted by up-front safety planning and coordinated case planning.

Newton County, GA

In Georgia, the organization of the juvenile justice system varies widely across the state. There are two distinct probation systems – one centrally controlled by the state Department of Juvenile Justice and the other operated independently under the direction of local juvenile court judges. Like the other sites, Newton County, with a population of approximately 100,000, began its Dual Status Youth Initiative with a strong history of collaboration. Specifically, its system of care collaboration known as its Child and Adolescent Strategy Team (CAST) serves youth with mental health needs and youth at risk across multiple services agencies and community organizations (Newton Manual, 2013). Therefore, in coming together to impact the outcomes of dual status youth, the youth and family serving entities distinctly branded this effort, adopting the acronym SYNC – Serving Youth in Newton County.



Target Population



Due to data collection challenges, Newton County began discussions about its target population before establishing the ability to collect data to identify the volume of its dual status youth. Therefore, they began by including youth with any delinquent or status offense for which the Division of Family and Children Services (DFCS) had an open case within five years of the Court referral. When data was available later in the initiative, the target population was further refined. Data covering a six month period of time revealed that the initial target population could be much larger than anticipated, with 56% of the youth in the data sample with Court referrals also having DFCS involvement. The data also showed that almost 40% of the dually-involved youth identified were status offenders, and although most of the dual status youth were low-risk offenders, there was concern about the surprising number of child molestation, sexual battery and sodomy

⁶ To view the Outcome Report Design, visit <http://rfknrcj.org/wp-content/uploads/2014/04/DSY-Outcome-Measure-Design.pdf>

charges among the group (Newton Manual, 2013, pp. 12-14). With this information, the Executive Committee amended the target population to the following:

Youth having an Unruly/CHINS referral (status offense) or child molestation, sexual battery or sodomy charges AND

- Open DFCS case (substantiated or unsubstantiated) within 5 years of Court referral OR
- Open DFCS case (substantiated or unsubstantiated) after Court referral by the time of adjudication.

This refinement allayed the concerns about limited workforce and treatment resources, maintaining a manageable number of target population youth.

Goals

The goals of SYNC focused on the following:

1. **Data Driven Decision Making:** Improve outcomes for dually-involved children, youth, and families through in-system and cross-system data collection and analysis directed towards system reforms.
2. **Cross-Training and Information Sharing:** Identify and create opportunities for professionals in the youth-serving systems to work together effectively and communicate across systems.
3. **Diversity and Youth/Family Engagement:** Embrace and value the inclusion of the diverse youth, families and agencies in comprehensive strategy, planning and projects.
4. **Promoting Healthy Communities:** Promote the ability of systems to engage and improve youth's education, health, welfare and futures.
5. **Disproportionate Minority Contact:** Continue to evaluate and analyze DMC in the juvenile justice system (Newton Manual, 2013, p. 8).

Practice Reforms

Much of the work of the dual status youth initiative in Newton County was influenced by the early challenges faced in attempting to identify the target population and collect data on the group. Therefore, a strong and early focus of the practice reforms was to **establish a means to identify the youth** in order to know of and consider their dual system involvement at key decision points such as pre-adjudicatory diversion and post-adjudication interventions prior to disposition (Newton Manual, 2013).

An additional area of focus was on creating a mechanism to bring together multi-system partners to collaboratively case plan for the dual status youth. In Newton County there was no need to reinvent the wheel, as a statutorily created structure

already existed. **Local Interagency Planning Teams (LIPTs)** are regularly scheduled family and child-driven meetings held post-adjudication for children identified as having severe emotional disturbances, attended by representatives from the court, DFCS, DJJ, mental health, school, and other child serving agencies. The Executive Committee determined that a LIPT would be scheduled for every dually-involved youth whose charges are not dismissed. During the meeting, a specific list of screening and assessment results are shared, and there is agreement that the information is used only to divert youth from deeper juvenile justice involvement and to connect families with needed resources and that the information will remain confidential among the LIPT participants (Newton Manual, 2013).

Since the launch of the LIPT, the county has begun to focus its efforts on prevention and early intervention. This has led to an area of practice reform that includes the launch of a **Truancy Intervention Board**. The aim of the board is to divert youth away from the formal court process by addressing problems of truancy and educational neglect outside the courtroom with the support of invested stakeholders.

Challenges

The primary challenge faced by Newton County provided the opportunity to address a long-standing issue around information and data sharing. Because juvenile justice and child welfare data reside in three separate systems that are unable to communicate with one another and because each of these systems uses different identifiers, there was a significant delay in obtaining needed data to define the target population and therefore craft effective practice reforms. An additional obstacle was that Georgia law prohibited DFCS from sharing children's names without parental consent.

Achievements

In the face of the obstacles presented by data systems and Georgia law, a dedicated team worked for more than a year to develop a data sharing MOU that met legal requirements and allows for the sharing of data necessary to identify the target population. As a result, Court intake and local DFCS staff are now able to routinely identify target population youth despite the lack of an automated data integration system. The placement of a DFCS case worker at the Court has helped tremendously with this effort. Having a **DFCS Court Liaison** housed at the court has not only streamlined the DSY identification process, but it has also improved response time for assessments and access to services.

Although Newton County had long worked to provide interventions to deepening juvenile justice involvement through diversion programs and detention alternatives, there

were no multi-agency protocols in existence to formally guide and sustain these practices on behalf of dual status youth. The Dual Status Youth initiative produced an **MOU** that addressed this and remains a guiding force for continued focus on this population of youth. One of the intents of the MOU was to institutionalize the dually-involved protocol and dedication to desired outcomes beyond the tenure of those in leadership positions. Its success was demonstrated through the continuity of work in Newton County in spite of a change in directors for both DFCS and DJJ.

Data

Following the long delay in obtaining baseline information, Newton County was eventually able to identify a robust set of data findings about its DSY population. As of yet, Newton County has not reported outcome data to measure the potential impact of its efforts on behalf of dual status youth. However, the ability to finally identify and begin to track these youth opens the door to significant possibilities in evaluation for the future.

What the data has shown in Newton County, according to a data report covering June, 2013 – October, 2015, is that 62% of the youth who fit the juvenile justice criteria for the target population have been identified as dually-involved, and 27% of those youth have open DFCS cases at the time of their court referral. Dually-involved youth were somewhat more likely to reoffend than youth without child welfare involvement, and those reoffending were more likely to be older, have ungovernable/runaway charges, and have an open DFCS case. On the positive side, most of the dual status youth live at home and have a positive connection with at least one biological parent. Additionally, the Court has increased use of diversion for all youth, and the efficacy of its programs is evidenced by reduced likelihood to reoffend⁷ among the target population. However, data also show that 80% of dual status youth experience no pro-social programming and that more than half have academic or behavioral problems at school (Dually-Involved Target Population Report, 2015). These findings will help to guide Newton County as it works to refine its target population and further develop its array of reforms.

Looking Ahead

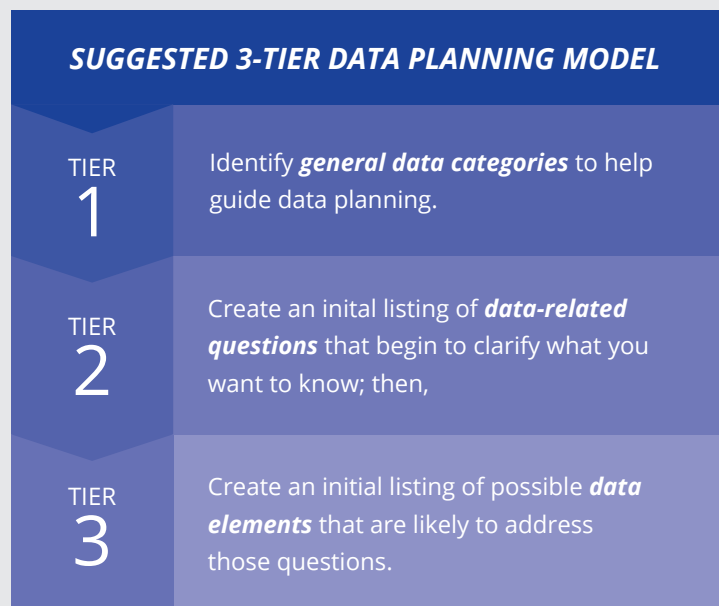
With the addition of data to the discussions about DSY in Newton County, there has been an acknowledgment that the target population may have been too limited and that there is potential to expand reforms to include more dual status youth by reexamining and revising the target population definition.

Indeed, the SYNC committee has already responded to data showing youth with open DFCS involvement are more likely to return to court; interventions have been introduced for these youth, sending them to LIPT or the Truancy Intervention Board.

Newton County is seeing a tremendous increase in the number of children in foster care; numbers tripled from 2013 to 2015. SYNC will explore ways all agencies can support DFCS to serve this population as Department resources are stretched, as well as ways to prevent dual-involvement for foster care youth. Mental Health also continues to be a critical need for target population families. The committee will re-assess its resource inventory, examine the community mental health mechanism and seek new funding sources for cutting-edge treatments.

ON THE HORIZON

Round Two of the OJJDP-MacArthur Foundation supported Dual Status Initiative through the RFK National Resource Center began in 2014 with a renewed competitive selection process of four jurisdictions. The Initiative formally launched in 2015 in Fulton County, GA; Marion County, IN; El Dorado County, CA; and Anchorage, AK. These jurisdictions benefited from the addition of a data expert, Gene Siegel, to the consulting team. Mr. Siegel has designed a suggested data structure for work within dual status youth initiatives. The structure is detailed in a series of articles, and the primary activities are listed in the text box (Siegel 2014 and Siegel 2016). Essentially, jurisdictions are guided in determining what it is they want to know about their dual status youth population, exploring the categories and specific questions they want answered, and listing the possible data elements that may answer those questions and identifying where they can find those data elements.



⁷ Re-offense is measured by a youth coming back to the Newton County Juvenile Court, specifically, that a petition was filed on the youth.

With the greater emphasis on and additional resources guiding data collection and analysis to help define the target population and to create a mechanism through which effectiveness of reforms can be measured unique to each DSY jurisdiction, there promises to be even more valuable data findings to report from these jurisdictions regarding dual status youth characteristics and outcomes. The following section highlights the practice reforms being readied for launch as of this publication, and forecasts the type of data that the jurisdictions will be equipped to report.

El Dorado County, California

El Dorado County is in month 11 of its initiative as of this writing. The County has dedicated considerable time and resources to promoting a true paradigm shift through which workers in both systems are encouraged to contemplate how they can be of support to the partner agency in best serving the youth and family they have in common. County leadership in both child welfare and juvenile justice have clearly messaged the importance of collaborative work and the imperativeness of improving outcomes for this population of youth.

To this end, the County has designed **Multi-Agency Case Staffings (MACS)** to be implemented for use at various points within the dual status youth case flow, as per a new dual status youth protocol. For example, for detained youth, a MACS will occur following the Detention Hearing in order to consider placement, safety and potential dispositional and treatment options. The goal is to come to consensus as a team and present the recommendation(s) to the Judge at the Jurisdictional Hearing.

In addition to the MACS, El Dorado County has explored a more unique aspect of collaborative dual status youth work, namely what partner systems can do to support those youth they no longer or do not yet have in common. In such cases, the child welfare or probation department can call upon the partner agency to confer about the youth and the risk factors presented and even confer with the youth in order to offer additional support and possible informal options.

In the midst of developing these innovative practices, El Dorado County has worked diligently to overcome data and information sharing issues that have made the collection and reporting of data a challenge. In light of not having a data analyst on staff at Probation or in the child welfare department, and having separate data systems between child welfare and juvenile justice that do not communicate with one another, the dedicated Data Subcommittee has established a largely manual process of **identifying target population youth** – which is defined as a youth who has a referral to juvenile justice and has an open child welfare case currently

“We aren’t going to get across the finish line with implementation; we are getting across the starting line.”

EL DORADO COUNTY PROBATION CHIEF

or within the last five years, or a substantiated referral at any point. The process through which these youth are identified allows for both a triggering of the dual status youth protocol activities as well as the opportunity to begin tracking the youth in order to eventually report on outcomes in the identified areas of intended impact. These areas include a reduction in at-risk behavior, increased educational performance, and increased stability.

El Dorado is poised to begin its new practices and data collection activities in the summer of 2016 in order to support its goal of a true and lasting paradigm shift.

Anchorage, Alaska

Anchorage is unique in being the only municipality among all of the Round One and Round Two jurisdictions. Additionally, the initiative in Anchorage is intended to serve as a pilot for a possible statewide dual status youth reform effort in Alaska. Thus, the stakeholders involved in the work represent both state and city level agencies and entities. While many other jurisdictions struggle with the ability to capture data relevant to dual status youth early in their initiatives, Anchorage had the advantage of a data director who had familiarity with both the juvenile justice and child welfare data systems. The Data Subcommittee led by this director has been able to design a method through which target population youth can be identified and easily tracked in what amounts to almost real time. With this ability, Anchorage has been able to adjust its target population based on initial findings regarding prevalence and characteristics and, as reforms move forward, this more dynamic case tracking capability should also allow Anchorage to be more proactive in making timely program adjustments and in tracking key performance measures.

Looking ahead, the initiative intends to provide three types of routine reports to involved agencies:

1. A ‘scoresheet’ for the DSY target population that reports data indicating how youth are faring as a result of the program.
2. A report for the Executive Committee on a regular basis responding to questions that they want answered about the initiative and the target population through data analysis.
3. A report that is specific to each individual youth that supports joint casework.

This rare opportunity for early and ongoing data reporting will greatly support the development and evolution of practices within Anchorage. A dedicated cross-system group of supervisors, line staff, attorneys, and other stakeholders have conducted a detailed process of exploration of current and best practices. This has led to the development of a comprehensive dual status youth protocol. The practices that are slated to be developed and launched this year as part of that protocol include a **collaborative case conference** that will be held regularly to discuss new target population cases as well as keep tabs on existing cases. This is an opportunity to triage the cases to ensure the appropriate level of intervention, to identify what screens or assessments might be necessary, and to identify other stakeholders who may need to come to the table to provide support and services. These exciting developments provide the foundation for a process of reform that has the potential to guide similar efforts in other Alaska jurisdictions.

Fulton County, GA

Fulton County, covering the metropolitan area of Atlanta, has benefited from the extraordinary leadership and an exemplary cross-system Executive Committee that can best be described as “problem solvers,” not problem finders. The work of the DSY team in Fulton County has included a detailed examination of the prevalence, characteristic and baseline trajectory data of multiple potential dual status youth target populations, resulting in well-informed identification of four major categories of youth to be the focus of new protocols and practices. These categories are: 1) foster care youth, 2) youth under an open child protection investigation, 3) youth referred to family preservation services, and 4) youth referred to family support services; all of whom become known to the delinquency court through a new delinquency or CHINS referral.

The Data Subcommittee benefited from the inclusion of personnel with data system expertise, personnel with information technology expertise, personnel with understanding of the data points as it relates to the workforce and practices, and leadership that could endorse action steps and system enhancement decisions. Using the step by step process detailed in *Data Planning in Dual Status Youth Initiatives: Initial Suggestions* (Siegel, 2014), the subcommittee conducted a thorough examination of data capacity and availability from 3 key automated data systems that serve youth in dependency and delinquency.

In addition to the work of the Data Subcommittee, a small core of managers meticulously engaged in a mapping process to identify early intervention and alternative cross-system responses for the target population. These managers

were committed to replicating successful elements of multi-disciplinary meeting structures and considering the use of relevant structured decision making tools to inform recommendations for action. Finally, leadership from the GA Department of Family and Children’s Services and the Fulton County Department of Juvenile Justice (probation) moved to re-allocate staff to ensure that the agreed upon process and protocols would be overseen by specially trained staff.

The combination of these factors has led to a detailed new **dual status youth protocol** that has passed through the approval of each impacted professional entity. The cross-system collaborative identified specific desired youth outcomes and associated measures and developed a dual status youth data collection prototype to ensure effective tracking of these outcomes as well as system performance. In addition, the group thoughtfully and lawfully developed confidentiality and self-incrimination protections in overarching **MOUs** and release authorization documents to ensure appropriate and legal information sharing. Fulton County has agreed to launch implementation of the protocols in a sequenced manner, initially addressing the foster care-new delinquency referral target population for the initial four months of the initiative. Combining these protocols with its excellent data work, Fulton County has extraordinary potential to collect, manage and report data related to system performance and youth outcomes.

Marion County, IN

Similar to the Fulton County experience, Marion County, IN, which includes the metropolitan area of Indianapolis, has benefited from the extraordinary leadership and an outstanding cross-system Executive Committee. Throughout the initiative, a large group of stakeholders representing a wide array of interests has routinely met and vigorously debated the issues of concern, seeking innovative ways to resolve the identified issues. Unlike any of the other jurisdictions in the current cohort of four, Marion County has also witnessed the passage of House Enrolled Act (HEA) 1196, which statutorily calls for the convening of a dual status assessment team (DSAT) for youth that may be identified as a dual status youth. This new law, which went into effect July 1, 2015, provided the opportunity for Marion County to set an example for implementation practice for other IN jurisdictions and has allowed it to be the beneficiary of state guidance and documents that support new practices on behalf of the DSY population.

Against this backdrop, the work of the Marion County DSY Executive Committee features a robust collection and analysis of detailed data of multiple potential dual status youth target populations through the collaboration of database system,

information technology, and child welfare and juvenile justice practitioners, resulting in a well-informed identification of the priority target population of dually involved youth.

In addition to the goal of interrupting the delinquency trajectory for dually involved youth, the Executive Committee came to consensus on a collective set of desired youth outcomes that comport with the characteristics revealed in the baseline data, reflecting the common criminogenic needs. The Executive Committee leveraged these findings and sought outcomes to secure a \$20,000 grant from the IN Judicial Center to support data enhancements for the QUEST automated database that will permit effective tracking of these outcomes.

A small group of cross-system managers meticulously used the mapping process to identify early intervention and alternative cross-system responses for the target population. Their collaboration resulted in the identification of dedicated staff from each agency that would a) be specially trained to administer the new roles and responsibilities, and b) would be committed to this DSY case load.

Finally, there will be the creation of a **specialty court** to be overseen by a specially trained magistrate/judge. This court and docket will be enhanced by the judicial use of a Bench Card specifically designed to ensure the preparatory protocol steps administered by staff have been carried out with fidelity, thereby increasing the likelihood that an informed treatment intervention or case plan is initiated by the court.

Once again, the combination of these factors has led to a detailed new **dual status youth protocol** that has achieved cross-system approval, has established a mechanism for evaluating the impact of reform, and approaches implementation in a sequenced manner, hoping to eventually address the much larger population of all dually identified youth.

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