

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: September 4, 2019 **Approx. Start Time:** 1:00pm
Approx. Length: 1 hour

Presentation Title: Juvenile Justice System Improvement: Evidence-Based and Multi-System Approaches

Department: Juvenile Department

Presenters:

Shay Bilchik, Director, Georgetown University's Center for Juvenile Justice Reform, and Christina McMahan, Director, Clackamas County Juvenile Department

Other Invitees:

Kevin Long, Child Welfare Program Manager, Oregon Department of Human Services, Clackamas County District, and Mary Rumbaugh, Director, Clackamas County Behavioral Health Division

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

N/A - The purpose of this policy session is to provide the Board of County Commissioners (BCC) with background information and the summarized research which supports the collaborative initiatives currently underway among Clackamas County stakeholders to achieve better outcomes for justice-involved youth and their families. In addition to creating deeper understanding of the work taking place, another purpose for this session is to provide the BCC with an opportunity for discussion with some of the local leaders as well as the subject matter expert providing consultation and technical assistance on these important initiatives.

EXECUTIVE SUMMARY:

The Clackamas County Juvenile Department serves as a coordinating agency for the multi-system initiatives that will be discussed in the presentation, and serves as the lead agency for the Crossover Youth Practice Model initiative in Clackamas County.

Many agencies in Clackamas County are involved in these efforts to prevent youth and families from becoming involved in the juvenile justice system and a myriad of other systems, and to improve our systemic practices for those who do experience multi-system engagement.

For the last three years, Georgetown University's Center for Juvenile Justice Reform has provided technical assistance and consultation to the systems and practice

improvement efforts undertaken in Clackamas County for juvenile justice involved youth and families. A major focus of the presentation will include discussion of the Crossover Youth Practice Model, an initiative currently underway which includes youth dually involved in both the child welfare and juvenile justice systems. A Crossover Youth Practice Model Information sheet is attached for reference.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? \$92,448 What is the funding source? One-time
only General Fund carried over from the FY 2018-2019 budget

STRATEGIC PLAN ALIGNMENT:

- How does this item align with your Department’s Strategic Business Plan goals?
 - Youth whose involvement with the Juvenile Department ends successfully, and do not commit crimes
 - Youth who are involved with the Juvenile Department will experience personal reformation and demonstrate skills to successfully transition to adulthood
 - Parents and guardians who have children involved with the Juvenile Department will be engaged as partners in their child's reformation
 - Victims of juvenile crime will be heard, receive restitution, and see juvenile offenders held accountable
 - The Juvenile Department and community partners will share common goals for the prevention of youth committing crimes and the reformation of those who do

- How does this item align with the County’s Performance Clackamas goals?
 - It aligns with the County’s “ensure safe, healthy, and secure communities” strategic result

LEGAL/POLICY REQUIREMENTS:

N/A

PUBLIC/GOVERNMENTAL PARTICIPATION:

Clackamas County Juvenile Department, Oregon Department of Human Services-Child Welfare, Clackamas County Circuit Court, Clackamas County District Attorney’s Office,

Clackamas County Behavioral Health, Oregon Youth Authority, North Clackamas School District, Child Advocacy Section Civil Enforcement Division Oregon Department of Justice, Independent Defenders Inc., Juvenile Advocates of Clackamas LLC, Court Appointed Special Advocates of Clackamas County, Northwest Family Services, Latino Network, Children's Center.

OPTIONS:

Informational Session with no action expected

RECOMMENDATION:

None – this is an education and discussion opportunity as well as an update.

ATTACHMENTS:

Biography for Shay Bilchik
Crossover Youth Practice Model Information Sheet

SUBMITTED BY:

Department Director Approval _____

County Administrator Approval _____

<p>For information on this issue or copies of attachments, please contact Lisa Krzmarzick @ 503-655-8788</p>
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Shay Bilchik **Biographical Summary**

Shay Bilchik is a Research Professor and the founder and Director of the Center for Juvenile Justice Reform at Georgetown University's McCourt School of Public Policy. The Center's purpose is to advance a balanced, multi-systems approach to reducing juvenile delinquency that promotes positive child and youth development, while also holding youth accountable. This work is carried out through the dissemination of papers on key topics; the sponsorship of symposia; Certificate Programs at Georgetown providing leaders with intensive learning opportunities and ongoing support in their systems improvement efforts; and multi-site demonstration projects. Shay has been recognized as a Distinguished Investigator by Georgetown University in 2014, 2015 and 2016 for his field research on multi-systems reform.

Prior to joining the School on March 1, 2007, Mr. Bilchik was the President and CEO of the Child Welfare League of America, a position he held from February of 2000. Shay led CWLA in its advocacy on behalf of children through his public speaking, testimony and published articles, as well as collaborative work with other organizations. He worked closely with the CWLA Board of Directors, staff, and its public and private agency members on issues impacting the well being of children and families. In 2001, 2004, 2005 and 2006, he was named among The NonProfit Times Power and Influence Top 50 for making his mark in the public policy arena and championing child welfare issues.

Prior to his tenure at CWLA, Shay headed up the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the U.S. Department of Justice, where he advocated for and supported a balanced and multi-systems approach to attacking juvenile crime and addressing child victimization. Before coming to the nation's capital, Mr. Bilchik was an Assistant State Attorney in Miami, Florida from 1977-1993, where he served as a trial lawyer, juvenile division chief, and Chief Assistant State Attorney.

Mr. Bilchik earned his B.S. and J.D. degrees from the University of Florida.



The Center for Juvenile Justice Reform at the Georgetown University McCourt School of Public Policy has worked since 2007 to address the unique issues presented by children and youth who are known to both the child welfare and juvenile justice systems. These young people, often referred to as “**crossover youth**,” move between the child welfare and juvenile justice systems, or are known to both concurrently.

A disproportionate number of them are youth of color and girls, and the population as a whole generally requires a more intense array of services and supports than other youth known to each system individually.

While the exact number of crossover youth may vary across jurisdictions, research has established that youth who have been maltreated are more likely to engage in delinquent behavior. The development of the **Crossover Youth Practice Model** was designed to better address the issues these youth present and meet their needs.

The Practice Model

The Model, now introduced into over **110 counties across the country**, describes the specific practices that need to be in place within a jurisdiction in order to reduce the number of youth who crossover between the child welfare and juvenile justice systems, the number of youth entering and reentering care, and the length of stay in out of home care.

The CYPM provides a template for how jurisdictions can immediately impact how they serve crossover youth and rapidly impact outcomes. It provides a mechanism whereby agencies will strengthen their organizational structure and implement or improve practices that directly affect the outcomes for crossover youth. This includes but is not limited to the following practices:

- ✓ *The creation of a process for identifying youth at the point of crossing over*
- ✓ *Ensuring that workers are exchanging information in a timely manner*
- ✓ *Coordinating case assessment, planning and management*
- ✓ *Including families in all decision-making aspects of the case*
- ✓ *Ensuring that detention or institutional care bias is not occurring at the point of detention or disposition for crossover youth*
- ✓ *Maximizing the services utilized by each system to prevent crossover from occurring.*

Overarching Goals

Each jurisdiction is provided on and off-site technical assistance leading to the development of cross-system case management protocols and a plan to evaluate their implementation. Among other goals, this support is designed to help jurisdictions...

- ✓ **Reduce** youth placed in out-of-home care
- ✓ **Reduce** the use of congregate care
- ✓ **Reduce** the disproportionate representation of children of color
- ✓ **Reduce** the number of youth crossing over and becoming dually involved.

Areas of Impact

There are also system processes and outcomes we anticipate the model will impact, including...

Reductions in:

- ⬇ The number of youth re-entering child welfare from juvenile justice placement
- ⬇ The penetration of the juvenile justice system by youth in foster care
- ⬇ The use of out-of-home placements
- ⬇ The use of congregate care as a placement
- ⬇ The use of pre-adjudication detention
- ⬇ The rate of recidivism

Increases in:

- ⬆ The inclusion of family voice in decision making
- ⬆ The use of diversion as an appropriate case disposition option
- ⬆ Youth and Parent satisfaction with the process
- ⬆ The use of joint assessments
- ⬆ The use of interagency information sharing



Implementation of the Practice Model

Participating in the practice model will allow each jurisdiction to create a seamless process from case opening to case closing that improves outcomes for crossover youth. Implementation of the model ensures that practices are consistent for all youth within a system and resources are shared between the systems to maximize their impact. The model also emphasizes the importance of developing cross systems data capacity and the need to use good data to make program and policy decisions.

The practice model is introduced to sites in three phases.

Phase I



Arrest, Identification, and Detention: This phase addresses the handling of a case from the point of arrest or citation. Protocols will be developed and instituted to ensure that crossover youth are identified and an appropriate assessment is occurring following the detention/intake decision. It also emphasizes the early engagement of family and cross-system workers engaging with the family when the arrest occurs.

Decision-Making Regarding Charges: This aspect of the model addresses the need for a cross-systems team approach when a youth involved in the child welfare system has been arrested and the decision is being made whether the case should be filed and referred to the court or diverted from the juvenile justice system. It further emphasizes the use of a team approach that includes the family at all decision-points.

Phase II



Joint Assessment and Planning: This phase has a strong emphasis on a variety of case management functions to be performed in a cross-systems manner, court operations for streamlining judicial oversight, and service delivery including but not limited to the use of evidenced-based practices.

Phase III

Coordinated Case Management and On-going Assessment: This phase builds on the capacity created in Phase II as it focuses on strengthening the use of a cross-systems approach in working with families post-adjudication. This includes improving the educational and behavioral health supports provided across the two systems, and enhancement of community engagement.

Planning for Youth Permanency, Transition, and Case Closure: This aspect of the model focuses on permanency and case closure. It looks to enhance the permanency planning that occurs throughout the case and improving permanency outcomes for crossover youth. It also stresses the importance of engaging community supports to ensure a safe transition from the system for all youth.



Evaluation

Three different academic institutions have evaluated the CYPM: California State University at L.A., University of Minnesota and University of Nebraska at Omaha. In each instance the CYPM has been proven to be effective in changing both system behavior and population level outcomes for crossover youth and their families. In 2018, the California Evidenced Based Clearinghouse ranked the CYPM as a Promising Practice with high relevance to child welfare.

website: <https://cjr.georgetown.edu>
email: jjreform@georgetown.edu



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CROSSOVER YOUTH PRACTICE MODEL