

CROSSOVER YOUTH IN EASTERN IDAHO

RESULTS FROM THE DISTRICT 6 *CROSSOVER YOUTH PRACTICE MODEL* PILOT PROJECT



Idaho Statistical Analysis Center
Planning, Grants, & Research
Idaho State Police

IN COLLABORATION WITH:
IDAHO DISTRICT 6 CYPM STAKEHOLDER GROUP

Crossover Youth in Eastern Idaho: Results from the District 6 *Crossover Youth Practice Model* Pilot Project

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Published: October 2021

This project was supported by Grant No. 2017-BJ-CX-K005 awarded by the Bureau of Justice Statistics. The Bureau of Justice Statistics is a component of the Office of Justice Programs at the U.S. Department of Justice, which also includes the Bureau of Justice Assistance, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice, nor the Idaho State Police.

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Executive Summary

In 2019, a group of juvenile justice and child welfare stakeholders launched the Crossover Youth Practice Model (CYPM) as a pilot project in Bannock, Oneida, and Power Counties. The stakeholder group (the Idaho District 6 CYPM Stakeholder Group) included practitioners at both the state and local levels and included among its members representatives of the judiciary (including prosecutors, public defenders, and one judge), juvenile probation, child welfare, and education systems, as well as mental health providers and child advocates. This group spent 2019 engrossed in collaborative planning facilitated by technical assistance providers from Georgetown University's Center for Juvenile Justice Reform, which developed the CYPM. The CYPM was fully implemented in all three counties by February 2020.

One core component of the CYPM is in-depth data collection on crossover youth being served by the program, and program processes. This allows practitioners to determine the extent to which the CYPM has been implemented and is running as intended, and to give stakeholders an idea of whether the program is successful in improving outcomes for crossover youth. The Idaho Statistical Analysis Center (ISAC) was heavily involved in data collection and analysis for the pilot project. This report presents results of the data collected one year before and one year after CYPM implementation.

Key findings from ISAC's analysis of the pilot project data fall into three categories: demographics of crossover youth; differences in case processing and outcomes; and differences in social, behavioral health, and educational outcomes.

- **Demographics of crossover youth**

- Crossover youth in the pilot site were more likely to be non-White than the general population. Specifically, Hispanic (20%), Native American (7%), or multiple race (7%) youth were overrepresented among crossover youth.
- These youth also were more likely to come from a family living below the poverty line (72%, compared to 20% of the general population). Notably, 39% of crossover youth came from a family that reported no income.
- About two-thirds of crossover youth had their current juvenile justice case opened prior to their current child welfare case. However, the average crossover youth had been previously referred to the child welfare system more than 10 times before their current case was opened.

- **Differences in case processing and outcomes**

- *Juvenile justice cases*
 - Youth who crossed over after the CYPM was implemented (the "CYPM group") were more likely to have their juvenile justice cases dismissed or diverted (80%) than youth who crossed over within the year prior to CYPM implementation (the "pre-CYPM group; 50%).
 - The CYPM group also tended to have their juvenile justice cases closed faster than the pre-CYPM group; 100% of the CYPM group whose cases were closed at the time of data collection had those cases closed within one year, compared to 25% of the pre-CYPM group.
 - Recidivism rates at the 9-month mark after crossover were higher for the CYPM group (65%, compared to 45% for the pre-CYPM group).

- *Child welfare cases*
 - On the child welfare side, the CYPM group were able to avoid being removed from their homes more often than the pre-CYPM group (42% and 30%, respectively).
 - The CYPM group also tended to have fewer additional, potentially duplicative assessments performed than the pre-CYPM group, further reducing the burden on youth and their families. All pre-CYPM youth had at least one additional assessment (compared to 92% of the CYPM group), and for each category of assessments, fewer youth in the CYPM group had assessments performed than the pre-CYPM group.
- **Differences in social, behavioral health, and educational outcomes**
 - The CYPM group outperformed the pre-CYPM group on nearly every measure in this category. At the 9-month post-crossover mark, CYPM youth were...
 - more likely to make academic improvements (58%, compared to 45% of the pre-CYPM group);
 - improve their mental health (46%, compared to 30% of the pre-CYPM group) and behavior (54%, compared to 45% of the pre-CYPM group);
 - develop and maintain contact with positive family members and adult mentors (CYPM youth made improvements in 9 of the 14 categories, and the improvements were larger for the CYPM group); and,
 - find productive and pro-social ways to spend their time outside of school, such as after-school programs (participation rates increased for the CYPM group 9 months post-crossover but decreased for the pre-CYPM group in that same time frame).

Background

“Crossover youth”, broadly, are youth who have both experienced maltreatment and engaged in delinquency, regardless of whether the youth has had contact with the child welfare or juvenile justice systems.¹ For the purposes of this report, the term “crossover youth” will refer to a subset of this group who is simultaneously receiving services, at any level, from both the child welfare and juvenile justice systems. In the literature, these youth are sometimes referred to as “dually-involved youth”.

The Crossover Youth Practice Model

The Crossover Youth Practice Model (CYPM) was developed by Georgetown University’s Center for Juvenile Justice Reform (CJJR). It is meant to streamline services for crossover youth by bringing together stakeholders from the child welfare and juvenile justice systems. Together, stakeholders develop joint case management plans for these youth, with the goal of providing services in a more efficient and targeted way, while reducing duplication of services and eliminating the provision of services that may not be appropriate. It is thought that through collaboration between the two systems, outcomes for crossover youth can be improved.

The CYPM grew out of a series of symposia and research that occurred in the late 2000s. The Wingspread Conference in May 2008 focused broadly on gaps in services for crossover youth,² while a related conference two months earlier had been convened in response to research on racial and ethnic disparities in the child welfare and juvenile justice systems.³ Led by CJJR, these conferences started a national, practitioner-led conversation about how to adjust the two systems to be more adept in addressing the unique needs of crossover youth, and soon after the CYPM was created. By 2015, more than 70 jurisdictions had implemented the CYPM with CJJR’s help.¹

Prior to CJJR developing the CYPM, research on crossover youth was sparse and difficult to perform.⁴ But by 2016, multiple studies had been conducted to examine the characteristics of crossover youth, as well as evaluate outcomes prior to and after CYPM implementation. In reviewing the existing literature, Herz et al. (2012) describe studies that examined predictors of delinquency among maltreated youth and outcomes among crossover youth.⁵ These studies found links between delinquency and physical abuse,

¹ Georgetown University Center for Juvenile Justice Reform. (2015). *The Crossover Youth Practice Model (CYPM): An abbreviated guide*. Washington, DC: Center for Juvenile Justice Reform, Georgetown University McCourt School of Public Policy. Retrieved from <https://cjjr.georgetown.edu/wp-content/uploads/2015/09/CYPM-Abbreviated-Guide.pdf>

² Georgetown University Center for Juvenile Justice Reform & American Public Human Services Association. (2008). *Bridging two worlds: Youth involved in the child welfare and juvenile justice systems, A policy guide for improving outcomes*. Retrieved from https://cjjr.georgetown.edu/wp-content/uploads/2015/03/BridgingTwoWorlds_2008.compressed.pdf

³ Georgetown University Center for Juvenile Justice Reform & Chapin Hall at the University of Chicago. (2009). *Racial and ethnic disparity and disproportionality in child welfare and juvenile justice: A compendium*. Retrieved from https://cjjr.georgetown.edu/wp-content/uploads/2015/03/RacialandEthnicDisparity_January2009.pdf

⁴ Georgetown University Center for Juvenile Justice Reform & American Public Human Services Association. (2008). *Bridging two worlds: Youth involved in the child welfare and juvenile justice systems, A policy guide for improving outcomes*. Retrieved from https://cjjr.georgetown.edu/wp-content/uploads/2015/03/BridgingTwoWorlds_2008.compressed.pdf

⁵ Herz, D., Lee, P., Lutz, L., Stewart, M., Tuell, J., & Wiig, J. (2012, March). *Addressing the needs of multi-system youth: Strengthening the connection between child welfare and juvenile justice*. Retrieved from https://cjjr.georgetown.edu/wp-content/uploads/2015/03/MultiSystemYouth_March2012.pdf

high severity of abuse, long-term abuse, and placements in group homes, while safe schools and positive social attachments acted as protective factors. Other studies found overrepresentation of racial/ethnic minorities and females among the crossover population. Regarding outcomes, the authors found studies indicating that crossover youth have higher recidivism rates as both juveniles and adults. Additionally, crossover youth were more likely to commit abuse or neglect offenses as adults, were more likely to access public benefits such as welfare or behavioral health services, and were less likely to be consistently employed.

Other studies have focused on specific locations. Baglivio et al. (2016) studied nearly 13,000 justice-involved youth in Florida.⁶ They found that over 7% of Florida's justice-involved youth had an open child welfare case within 5 years prior to their juvenile justice involvement. These youth were 1.5 times more likely to recidivate compared to non-crossover youth, although completion of a residential program at an older age mitigated that risk. Additionally, being male, Black, or Hispanic further increased the risk of recidivism among crossover youth. The researchers also found that high Adverse Childhood Experiences (ACE) scores were associated with a higher likelihood of experiencing at least one child welfare placement prior to becoming justice-involved, which in turn increased the risk of recidivism after crossing over.

Researchers in Minnesota evaluated recidivism outcomes after CYPM was implemented in one county in that state.⁷ When compared to youth both in neighboring counties and in the CYPM county prior to implementation, youth who went through the CYPM protocol were significantly less likely to recidivate (31.6% for CYPM youth, 48% average for three comparison groups). Additionally, while there was no statistically significant difference in recidivism rates between the CYPM county's pre-CYPM youth and the neighboring county's contemporary youth, the difference between the CYPM youth and their contemporary neighbors held, providing more evidence of the CYPM's effectiveness in reducing recidivism.

Other research has focused on CYPM's processes and how it affects organizational and cultural change. Three studies cited in a CJJR review demonstrated CYPM's role in bringing the child welfare and juvenile justice systems together to better serve to crossover youth.⁸ Research teams in Minnesota and Nebraska found that implementation of the CYPM helped overcome some structural and legal hurdles to cross-agency collaboration and data sharing. In Minnesota, front-line staff noted that the two systems became more agile and better able to adjust practices as needed. They were also able to provide a wider range of services than they did previously. In both states, staff indicated that greater coordination between systems, identification of more diversion opportunities, and a shift in perceptions of crossover youth and their families (i.e. staff became more willing to incorporate youth and family voices into the case management process) were key benefits of CYPM implementation. In 2018, the California Evidence-Based Clearinghouse for Child Welfare (CEBC) evaluated the CYPM, including program processes, trainings, and

⁶ Baglivio, M. T., Wolff, K. T., Piquero, A. R., Bilchik, S., Jackowski, K., Greenwald, M. A., & Epps, N. (2016). Maltreatment, child welfare, and recidivism in a sample of deep-end crossover youth. *Journal of Youth and Adolescence*, 45, 625-654. doi: 10.1007/s10964-015-0407-9

⁷ Haight, W., Bidwell, L., Choi, W. S., & Cho, M. (2016). An evaluation of the Crossover Youth Practice Model (CYPM): Recidivism outcomes for maltreated youth involved in the juvenile justice system. *Children and Youth Services Review*, 65, 78-85. doi: 10.1016/j.childyouth.2016.03.025

⁸ McKinney, H. (2019). *CYPM in brief: Research supports model's effectiveness in improving outcomes for youth*. Washington, DC: Center for Juvenile Justice Reform, Georgetown University McCourt School of Public Policy. Retrieved from https://cjjr.georgetown.edu/wp-content/uploads/2019/01/CYPM-Research-Brief_Final-2.pdf

existing literature. The CEBC gave the CYPM a rating of 3, indicating it is a promising practice with limited evidence supporting it at the time of the evaluation. CYPM was also noted as having “high” relevance in the “Child/Family Well-Being” category of outcomes.

Crossover Youth and CYPM in Idaho

Crossover youth have been a population of interest for many stakeholders in Idaho in recent years. In 2015, a seven-member working group in eastern Idaho desired to implement the Crossover Youth Practice Model (CYPM) as a pilot project in Bannock County to improve service delivery and outcomes for these youth.⁹ However, due to legal and financial roadblocks that prevented CYPM implementation, that effort stalled.

The following year, the Idaho Legislature set up an interim committee on foster care. At the request of the Legislature, the Office of Performance Evaluations (OPE) conducted a study on Idaho’s child welfare system, which was published in 2017. This report and the findings of the legislative committee prompted the Legislature to ask OPE for a second study. One of the three main questions the Legislature asked OPE to investigate in the second study was how to prevent youth from crossing over from the child welfare system to the juvenile justice system.

That study, published in 2018, highlighted some characteristics of Idaho’s crossover youth population, and made recommendations for improving service delivery to these youth. OPE found that while the Idaho Department of Juvenile Corrections (IDJC) and Idaho Department of Health & Welfare (IDHW) had been collaborating since 2012, the data sharing process needed to identify crossover youth was informal, costly, time-intensive and difficult. The main reason for this is because there was no formal process or infrastructure through which to share data. Tracking individual youth between the two systems took significant effort on the part of the two agencies. Additionally, OPE estimated that with data only being shared at the state level, as much as 95% of Idaho’s justice-involved youth had been left out of these analyses because they never came in contact with IDJC; they only experienced the juvenile justice system at the county level.¹⁰

In an attempt to fill in the picture of crossover youth that IDJC and IDHW had begun to explore, OPE conducted their own analyses using data from both state agencies, as well as 30 county juvenile probation offices. They discovered that about 37% of youth on county probation in 2014-2015 had experienced at least one child welfare assessment between 2005 and 2017 (18% for those under IDJC jurisdiction), and 9% had been placed in foster care at least once in that same time (7% for IDJC). OPE called these youth “dual system youth.” Of those who were identified as dual system youth, 84% had a child welfare case prior to or during their contact with the juvenile justice system. More than half (52%) had experienced one placement episode between the ages of 12 and 17, and of those, 31% had more than one episode. One quarter of dual system youth had spent two or more years in foster care, and 54%

⁹ Office of Performance Evaluations, Idaho Legislature. (2018, March). *Child welfare system: Reducing the risk of adverse outcomes*. Retrieved from <https://legislature.idaho.gov/wp-content/uploads/OPE/Reports/r1803.pdf>

¹⁰ Idaho’s juvenile justice system is a bifurcated system. According to IDJC’s strategic plan, “Only the most seriously delinquent juveniles are committed to the custody of [IDJC].” Committing a youth to IDJC custody is seen as a last resort after all other efforts at the county level (i.e. through county juvenile probation and/or detention) have failed to decrease the youth’s risk to the community and address their criminogenic needs.

of those youth were moved at least twice during their time in foster care (the highest number of movements experienced by one youth was 22).

Although OPE had some success identifying and characterizing crossover youth, they ran into the same problems as prior efforts in examining this population. OPE made two recommendations for addressing these issues. First, a formal governance structure to facilitate collaboration across agencies and jurisdictions is necessary. Second, and related to the first, legal roadblocks to data sharing needed to be removed. One of two models that OPE recommended to address both points was the Crossover Youth Practice Model (CYPM).

Shortly after the publication of the second OPE report, the Idaho Statistical Analysis Center (ISAC) published a report on youth committed to IDJC custody between 2012 and 2016.¹¹ ISAC found that 66% of those youth self-reported a history of family criminality and/or experiencing abuse or neglect. Additionally, 65% self-reported being either a victim or a witness to at least one violent or traumatic event, and 20% were living either in foster care or with a non-parental family member. For all three of those indicators, the rates among females were higher than for males. In assessing whether these indicators were predictors of future employment or recidivism, ISAC found weak, non-statistically significant correlations for history of family criminality and/or abuse or neglect, and for living in foster care or with a non-parental family member. That is, youth who had experienced these hardships were slightly less likely to be employed 12 months after being released from IDJC and were slightly more likely to recidivate as an adult.

Armed with these two studies, the pilot project in Bannock County found new life. In August 2018, IDJC contracted with the Center for Juvenile Justice Reform (CJJR) at Georgetown University to begin planning and implementation of the CYPM in three eastern Idaho counties (Bannock, Oneida and Power). The project brought together stakeholders from the child welfare and juvenile justice systems, including judges, probation officers, and social workers. The CYPM has enabled data sharing agreements between county probation offices, IDHW, IDJC, and ISAC for the purposes of tracking youth across systems and performing a program evaluation. ISAC staff created tracking spreadsheets while IDJC worked out a contract with a vendor to put a permanent data sharing infrastructure in place. Starting in August 2018, while the CYPM protocol was being developed by local stakeholders with the aid of CJJR staff, periodic trainings with front-line staff occurred in Pocatello. In February 2020, the full protocol was implemented, and data collection began the following month.

¹¹ Swerin, D. & Strauss, T. (2018, September). *Characteristics and outcomes of justice-involved youth in Idaho*. Retrieved from <https://isp.idaho.gov/wp-content/uploads/sites/16/documents/CharacteristicsandOutcomesofJustice-InvolvedYouthinIdaho.pdf>

Idaho's Data Collection Instruments and Protocols

Between 2019 and 2021, Idaho Statistical Analysis Center (ISAC) staff collaborated with the Crossover Youth Practice Model (CYPM) Program Manager at Georgetown University's Center for Juvenile Justice Reform and local stakeholders from the juvenile justice and child welfare systems in the three counties (Bannock, Oneida and Power) where the CYPM pilot was occurring to develop data collection tools that would aid in measuring both CYPM implementation progress and outcomes for crossover youth. Three instruments were developed; two track core CYPM procedures to ensure that crossover cases are being handled appropriately, and one tracks data on the cases themselves (including outcomes) as youth move through the CYPM.

Status of Practice Checklist

Two separate versions of the Status of Practice Checklist (SPC) were deployed. In Oneida and Power counties, the SPC is meant to provide child welfare and juvenile justice staff with a self-assessment tool regarding their CYPM protocols. Stakeholders can use the SPC periodically to determine whether core principals of the CYPM have been implemented, establish a timeline for implementing those that have not, and evaluate how often CYPM protocols are being followed. Initially developed by CJJR as a blank form for both counties to re-use as often as they wish, ISAC developed an Excel spreadsheet for each county to visualize their implementation progress in a Gantt chart, as well as provide a live document for updating implementation plans as needed. This version of the SPC was deployed in Oneida and Power counties in the spring of 2020.

Due to their higher number of crossover youth compared to Oneida and Power counties, Bannock County chose to modify the SPC to track CYPM implementation at the individual level rather than the organizational level. Using the original SPC as a guide, CJJR, ISAC, and Bannock County Juvenile Probation developed the Case Level SPC. This version, deployed in the fall of 2020, is being used by Bannock County Juvenile Probation officers to document when key events occur for each youth they supervise (or if the event did not occur, why not). At least one form per case is filled out, and that data is then transferred into an Excel document where the data can be analyzed both in the aggregate and at the case level. Probation officers can re-evaluate each case periodically, making it easy for the Chief Probation Officer to ascertain where implementation efforts need to be focused. This level of detail also enables Bannock County staff to recognize differences between cases (e.g. involvement from the youth's family), which will provide valuable information not only in assessing CYPM implementation and fidelity but will also aid in case planning at the individual level.

District 6 Crossover Youth Practice Model Data Collection Form

All three counties are using the District 6 Crossover Youth Practice Model Data Collection Form (D6 CYPM Data Form) to collect case-level data on all crossover youth and crossover prevention youth.¹² This expansive form includes 179 data points ranging from demographics, to specifics on the youth's juvenile justice and child welfare cases, to educational and behavioral health information, to case outcomes and indicators of the youth's improvement at the 9-month mark after identification as a crossover youth.

¹² Prevention cases are cases in which juvenile justice or child welfare staff have identified the youth as being at risk of becoming a crossover youth and have created a case plan that includes voluntary services aimed at preventing crossover before it happens.

Development of the D6 CYPM Data Form was spearheaded by a stakeholder group of front-line case workers (including probation officers and child welfare case managers) and CJJR staff. After that group finalized the data points to be included, ISAC staff built a PDF form to be used by those front-line workers for data collection. Completed forms are submitted to a single point of contact at Bannock County Juvenile Probation for data entry into SPSS for data analysis and archival.

Data Analysis

For this report, Bannock County Juvenile Probation shared data collected from the D6 CYPM Data Form with ISAC. The form was deployed retroactively in order to create a comparison group. Bannock County Juvenile Probation collaborated with the Idaho Department of Health & Welfare to gather information on 20 youth who crossed over before CYPM implementation occurred (i.e. a “pre-CYPM” group). In early 2021, those same stakeholders collected data on 26 youth who entered the CYPM during its first year of implementation. ISAC used this data to compare case characteristics, processing, and outcomes for the two groups (hereafter referred to as the “pre-CYPM group” and the “CYPM group”). The results of that analysis are presented in the next section of this report. The analysis procedures ISAC used in creating this report have been documented for later use by staff in the CYPM counties to continue to evaluate their use and the successes of the CYPM going forward.

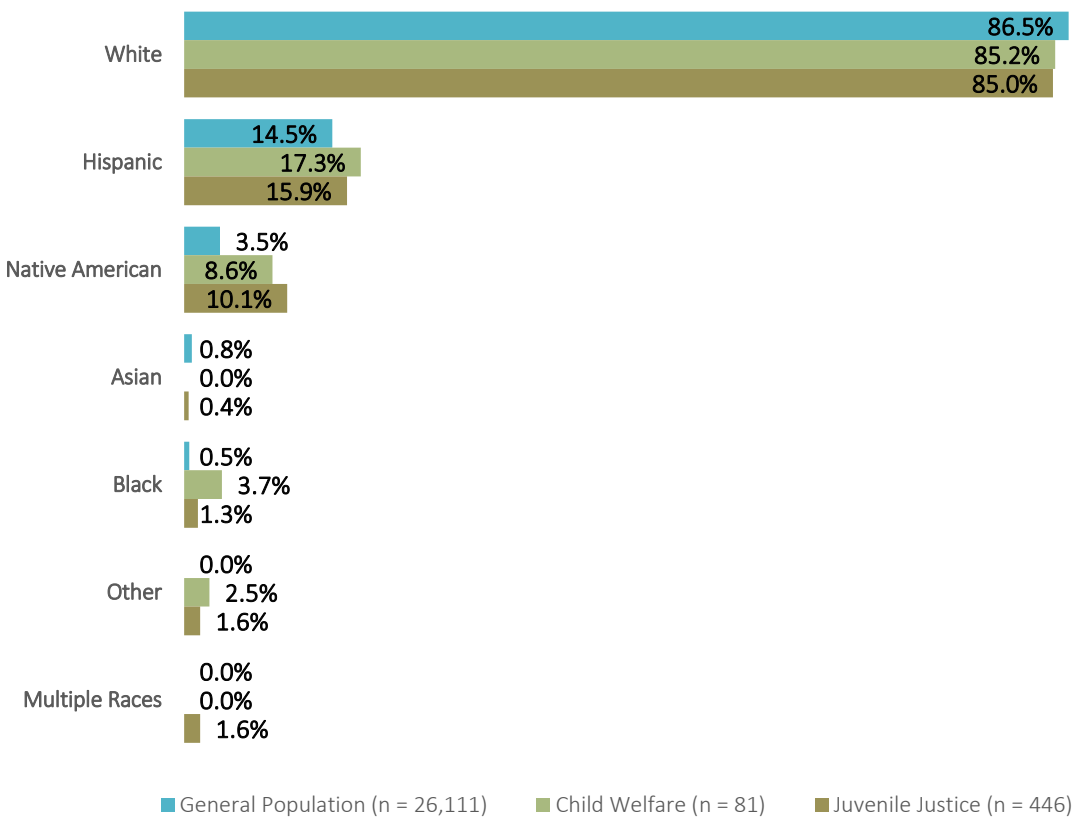
Results

Baseline Demographics of Youth in Bannock, Oneida and Power Counties

Because prior research has shown some demographic groups are more likely to end up as crossover youth (see the “Background” section of this report for more information), data on the overall youth population in the three pilot counties was collected for use in making comparisons to the child welfare, juvenile justice, and CYPM populations. Data from the U.S. Census Bureau’s American Community Survey 2017 5-year estimates was used to determine baseline characteristics of the general youth population in the three CYPM pilot counties, as well as more detailed data on the child welfare and juvenile justice populations in those counties. Overall, there were an estimated 26,111 youth living in the three counties, with 446 of those involved in the juvenile justice system, and 81 involved in the child welfare system.

In general, the same disparities documented in previous research were also present in Bannock, Oneida and Power Counties. The biggest disparities were observed when looking at race and ethnicity. Although White youth make up nearly 87% of the population in Bannock, Oneida and Power Counties, they were underrepresented in the child welfare and juvenile justice populations. Racial and ethnic groups that tended to be overrepresented in these groups were Black, Native American, Hispanic, and multiple race youth.

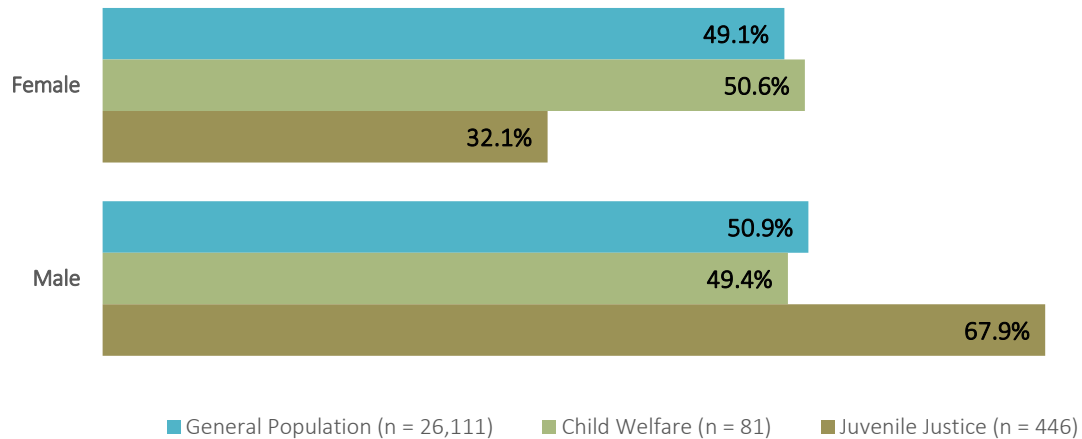
Youth Race/Ethnicity by System Involvement



NOTE: Due to rounding, some General Population numbers may read 0.0%, but are actually between 0.00% and 0.05%.

Male youth are substantially overrepresented in the juvenile justice population, while female youth are only slightly overrepresented in the child welfare population.

Youth Sex by System Involvement



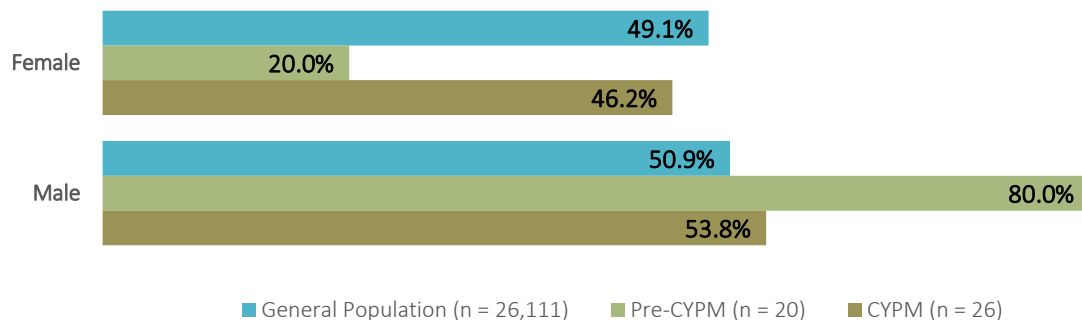
Pre-CYPM and CYPM Comparisons

Bannock County Juvenile Probation, with the aid of the Idaho Department of Health & Welfare, collected 179 data points on youth who were involved in both the juvenile justice and child welfare systems. Data was collected on youth who “crossed over” up to one year prior to the full implementation of the CYPM in 2020 (the “pre-CYPM” group, *n* = 20), and those who were identified as crossover youth during the first year of implementation (the “CYPM group”, *n* = 26). For each group, data was collected on demographics, case information from both systems, and outcomes nine months after crossover. Comparisons between the pre-CYPM and CYPM groups are presented in this section.

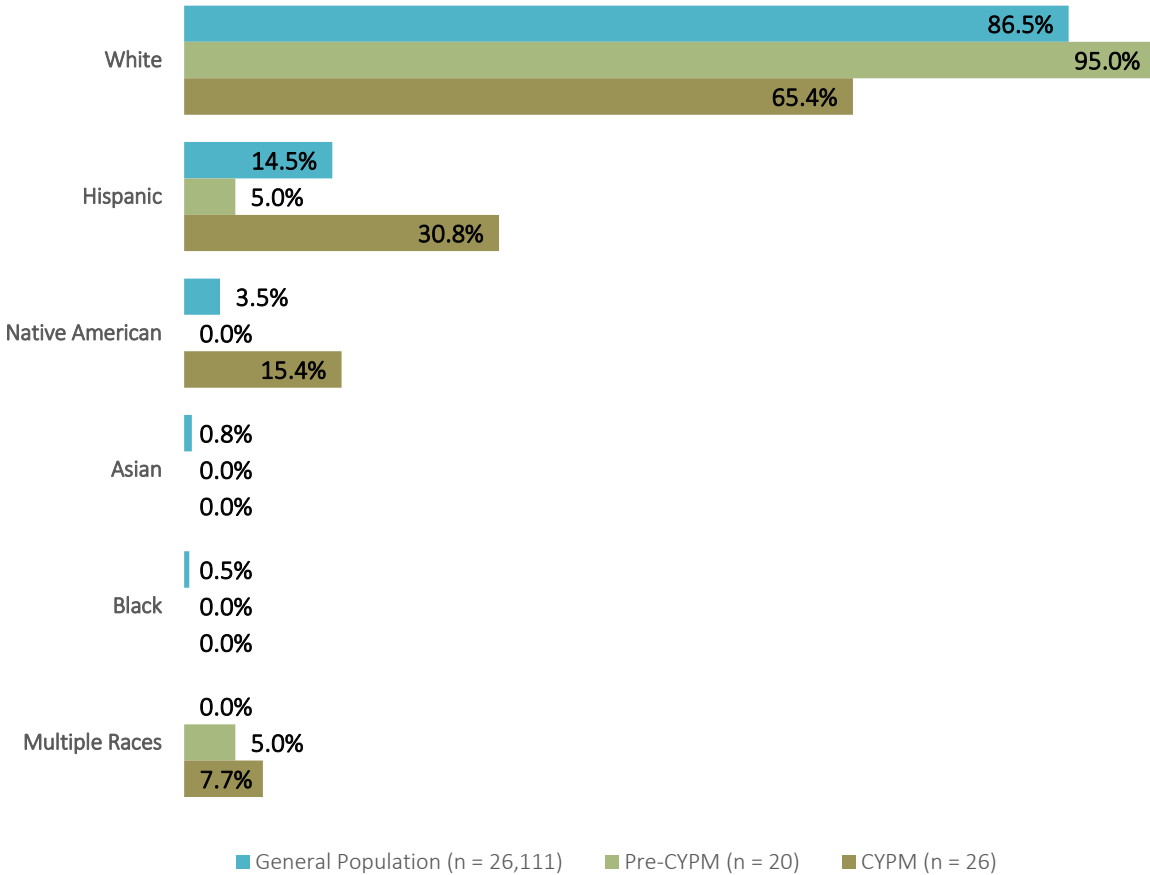
Demographics

The demographics of the pre-CYPM and CYPM groups both differed markedly from the general youth population of Bannock, Oneida and Power Counties. Males were overrepresented in both groups, as were most racial and ethnic minority groups.

Youth Sex by CYPM Status



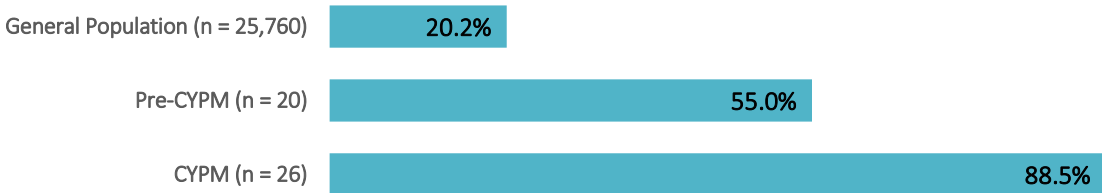
Youth Race/Ethnicity by CYPM Status



The majority of youth in both the pre-CYPM and CYPM groups came from families living in poverty. More than half (55%) of the pre-CYPM group and 89% of the CYPM group came from families with a household income below the poverty line (the poverty line for a family of four is \$26,200). In the three pilot counties, an estimated 20% of the total youth population lives below the poverty line. Notably, in the CYPM group, more than half of youth (58%) came from families with \$0 total income.

% Living in Poverty

Poverty line for family of four = \$26,200 total household income

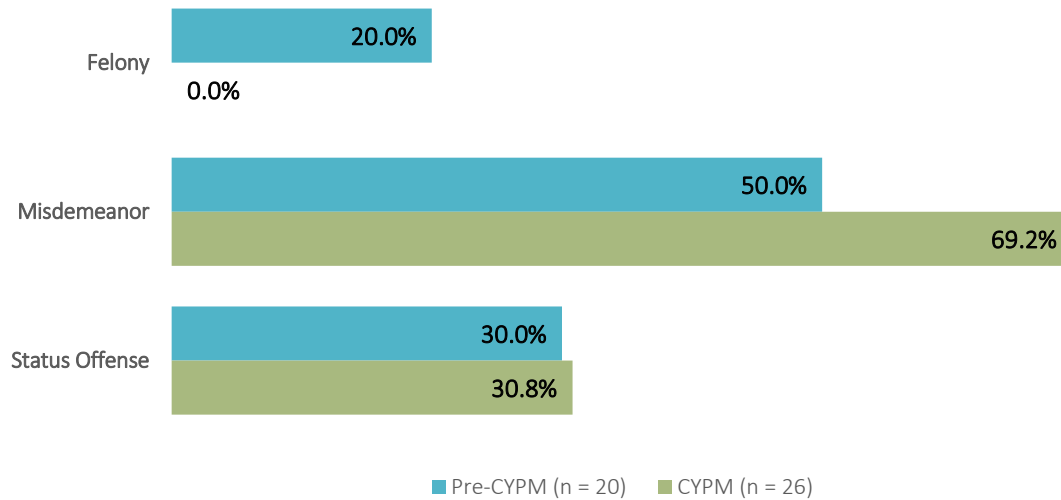


NOTE: The U.S. Census Bureau reports poverty rates for those whom poverty status is determined, which may not include the entire population.

Juvenile Justice Case Characteristics and Outcomes

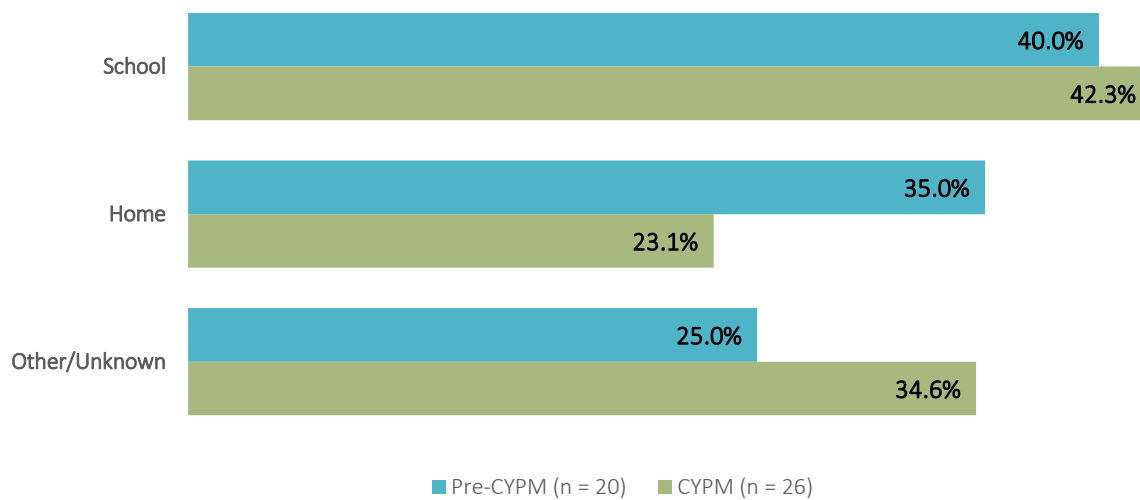
The CYPM group tended to be arrested on less serious charges than the pre-CYPM group. None of the CYPM group was charged with felonies, compared to 20% of the pre-CYPM group. The rate of status offenses was roughly equal between the two groups.

Charge Type by CYPM Status



For both groups, the majority of offenses occurred either at school or home. However, a larger proportion of the CYPM group committed offenses at some other place (35%) compared to the pre-CYPM group (25%).

Offense Location by CYPM Status



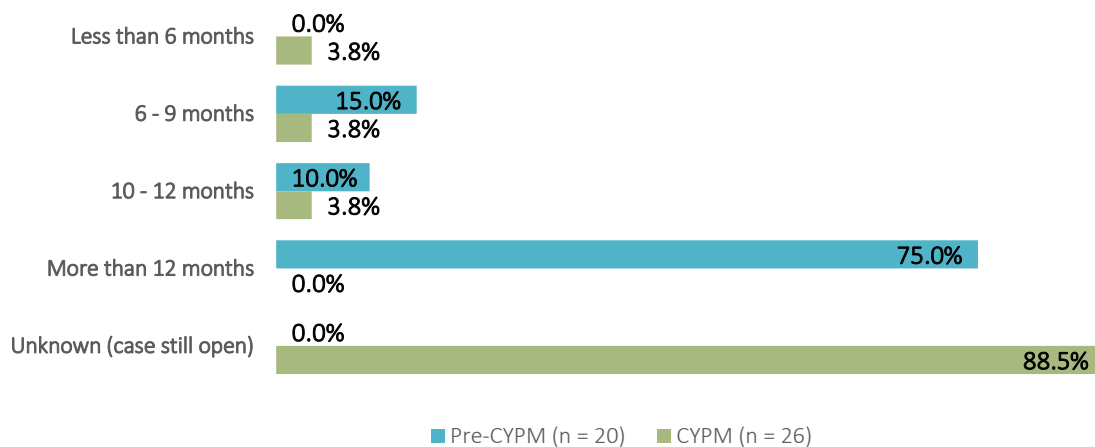
Juvenile justice case outcomes differed between the pre-CYPM and CYPM groups. Those in the CYPM group had their cases handled through diversion, dismissal, or informal probation (81%) more often than the pre-CYPM group (50%), as well as the baseline juvenile justice population (72%).

Case Outcomes: Diversion, Dismissal or Informal Probation



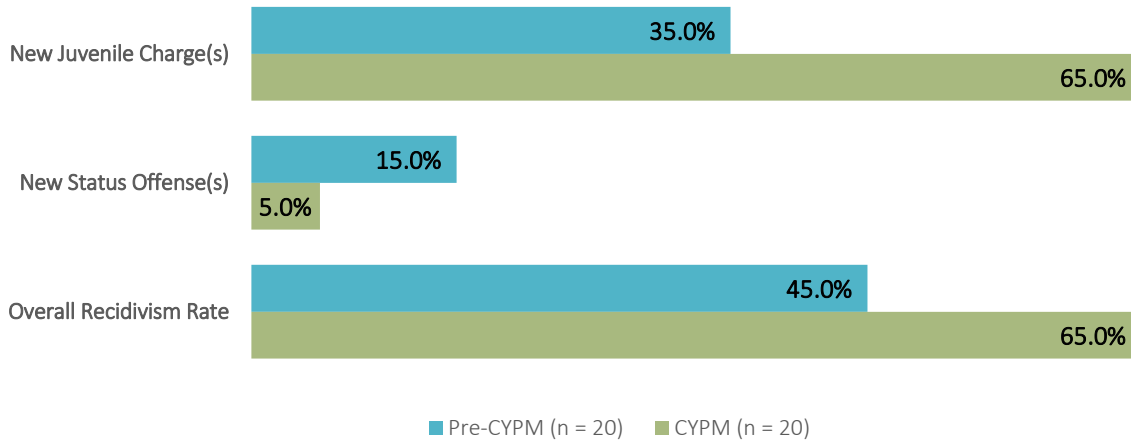
One of the goals of the CYPM is to accelerate case processing times and close out cases faster so that youth spend less time involved in the juvenile justice and child welfare systems. The benchmark for case closure set by the Idaho pilot project is nine months after crossover. While there are only three youth in the CYPM group for which there is case closure data available, the early trend is headed in the right direction. For the pre-CYPM group, the median time between crossover and justice system case closure was 15.5 months, with 75% of that group seeing their case stay open longer than one year. In contrast, all three of the CYPM youth with closed cases have seen those cases closed less than one year after crossover, and two of those were closed before the 9-month benchmark.

Time Between Crossover and Juvenile Justice Case Closure



The nine-month recidivism rate for the CYPM group was higher than that of the pre-CYPM group. Overall, 65% of the CYPM group for which a nine-month follow-up was available had been charged with either a new juvenile criminal or status offense (for six of the 26 CYPM youth, nine months had not yet passed since crossover at the time of data collection). For the pre-CYPM group, the rate was 45%. In both groups, one youth was charged with both types of offenses. No youth in either group was charged in adult court.

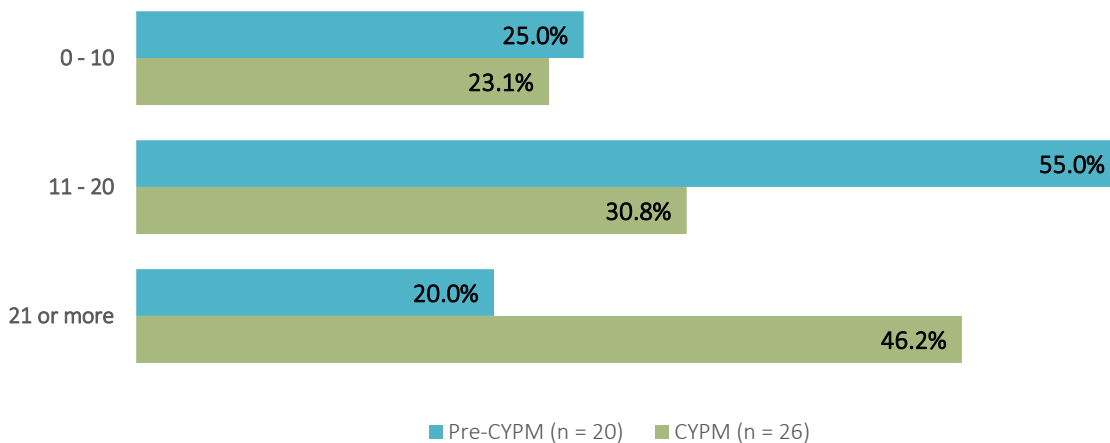
9-Month Recidivism Rates



Child Welfare Case Characteristics and Outcomes

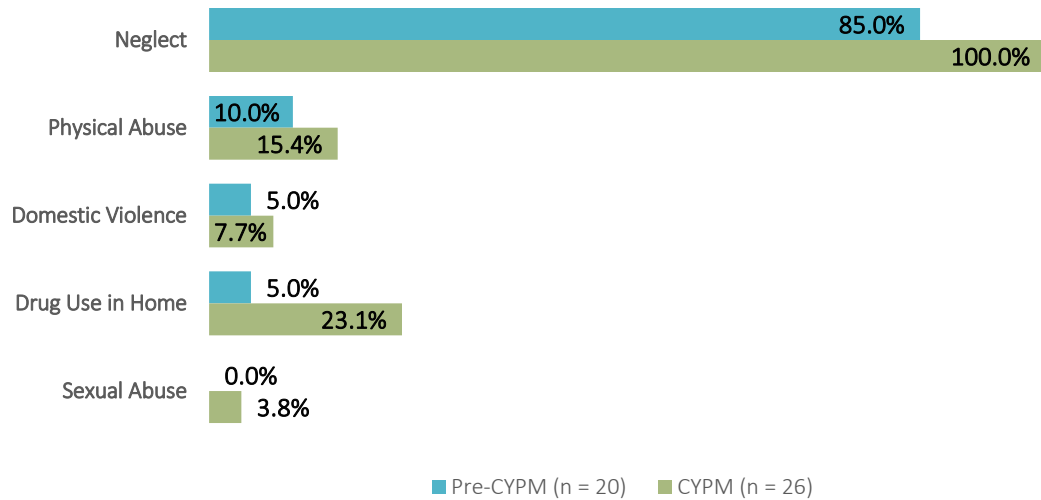
Youth in the CYPM group tended to have more prior referrals to the child welfare system (median = 18 referrals) than those in the pre-CYPM group (median = 15). Nearly half (46%) of the CYPM group had received more than 20 prior referrals, compared to 80% of the pre-CYPM group having received 20 or fewer referrals.

Number of Prior Child Welfare Referrals



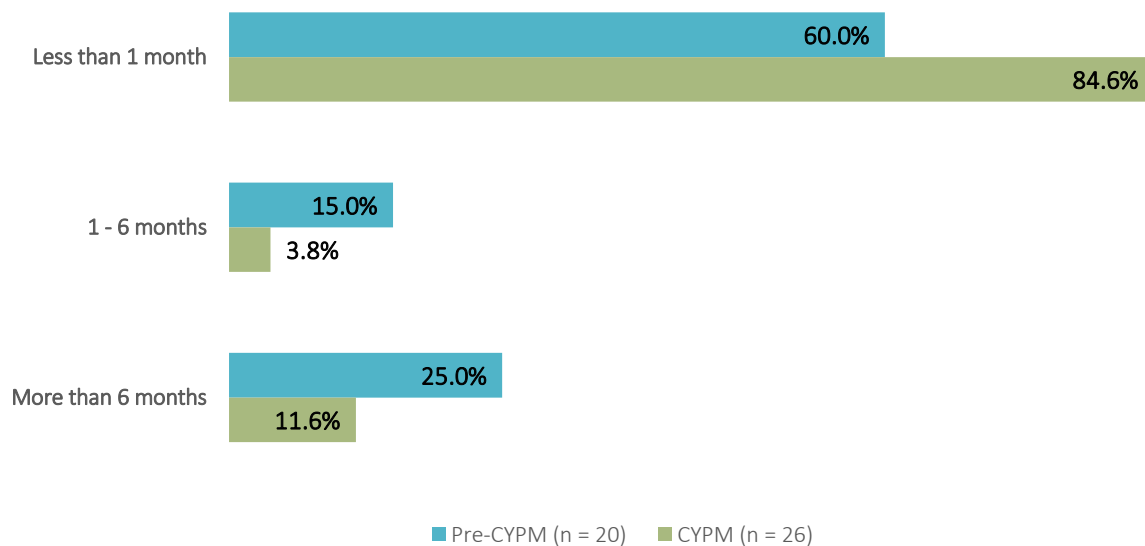
The vast majority of youth in both groups had received their most recent child welfare referral due to neglect. A small number in both groups were referred for either physical or sexual abuse, or were living in homes where domestic violence or illicit drug use was occurring.

Reason for Most Recent Child Welfare Referral

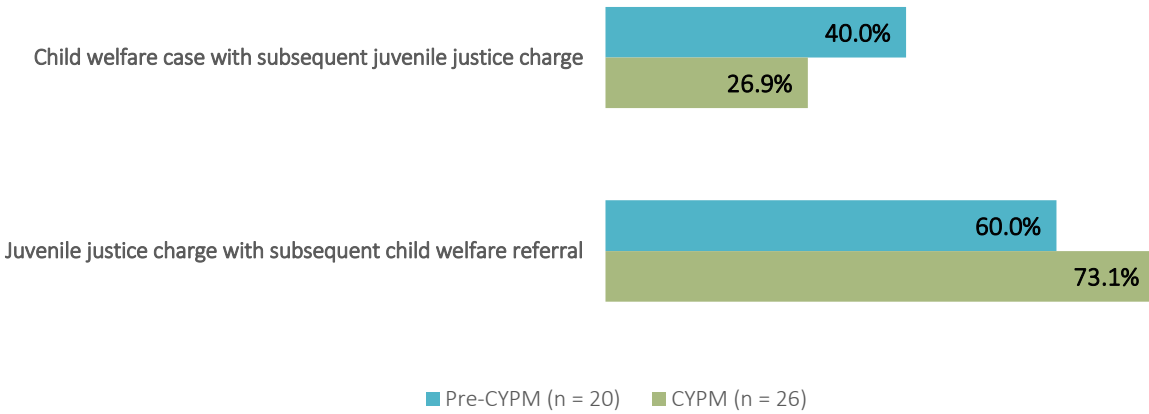


Although most youth in both groups had received many referrals to the child welfare system before crossing over, most youths' current case had only been open for less than one month prior to crossing over. This is due to the pathway through which youth in both groups tended to cross over. The majority of youth in both groups, regardless of how many prior child welfare referrals they had received, had their current juvenile justice case opened prior to their current child welfare case.

Length of Current Child Welfare Case At Time of Crossover

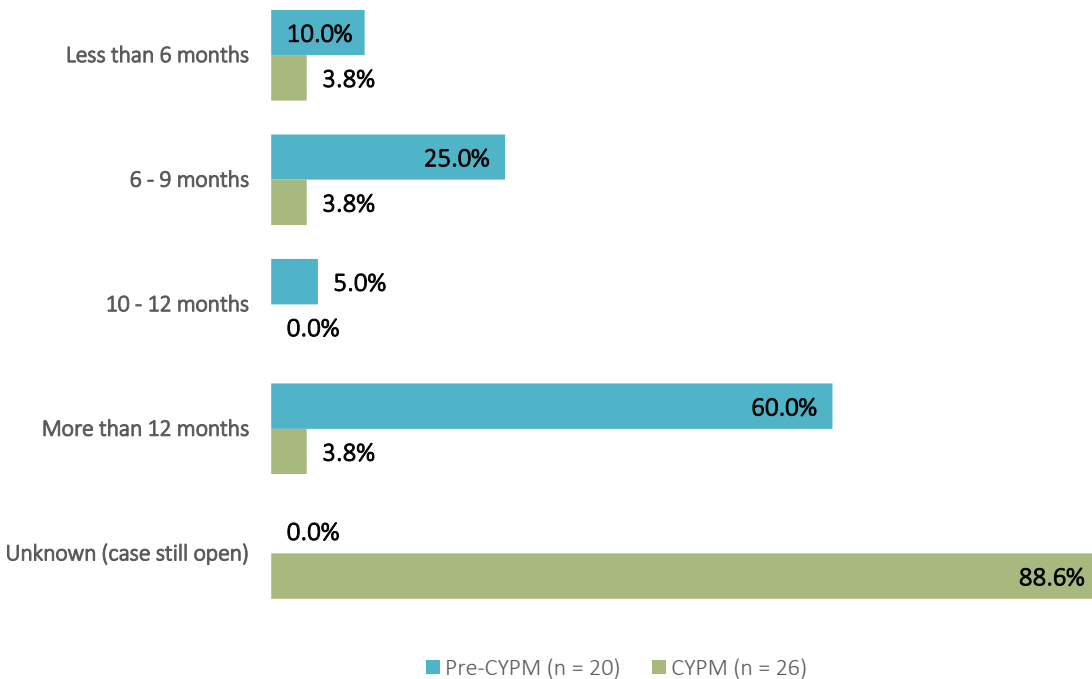


Pathway to Crossover Status



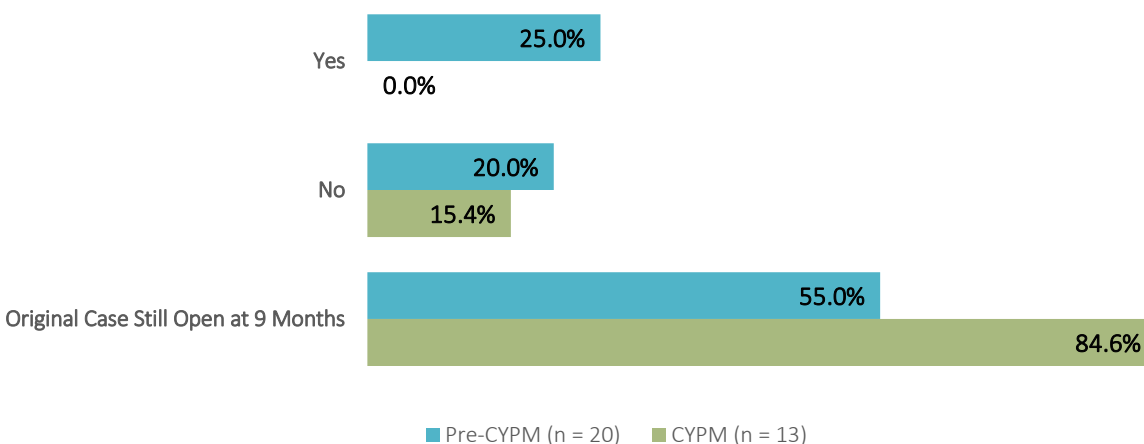
Similar to the goal for closing juvenile justice cases, the benchmark for child welfare case closure set by the Idaho pilot project is nine months from when the youth crosses over. While there are only three youth in the CYPM group for which there is case closure data available, the early trend is headed in the right direction. For the pre-CYPM group, the median time between crossover and child welfare case closure was 13.5 months, with 60% of that group seeing their case stay open longer than one year. In contrast, two of the three CYPM youth with closed cases have seen those cases closed less than one year after crossover, and both of those were closed before the 9-month benchmark.

Time Between Crossover and Child Welfare Case Closure



Another goal of the CYPM is to prevent new child welfare cases from being opened after the original case has been closed. Using the same nine-month benchmark above, data was collected on whether new cases were being opened within that nine-month timeframe. For those whose cases were closed by the 9-month follow-up, no new cases were opened for youth in the CYPM group, compared to 25% of the pre-CYPM group. However, this data is incomplete. At the time of data collection, only half of youth in the CYPM group were able to be included in this analysis. Those for whom nine months had not yet passed since their original child welfare case was opened were excluded from this specific analysis.

New Child Welfare Case Opened Within 9 Months of Crossover

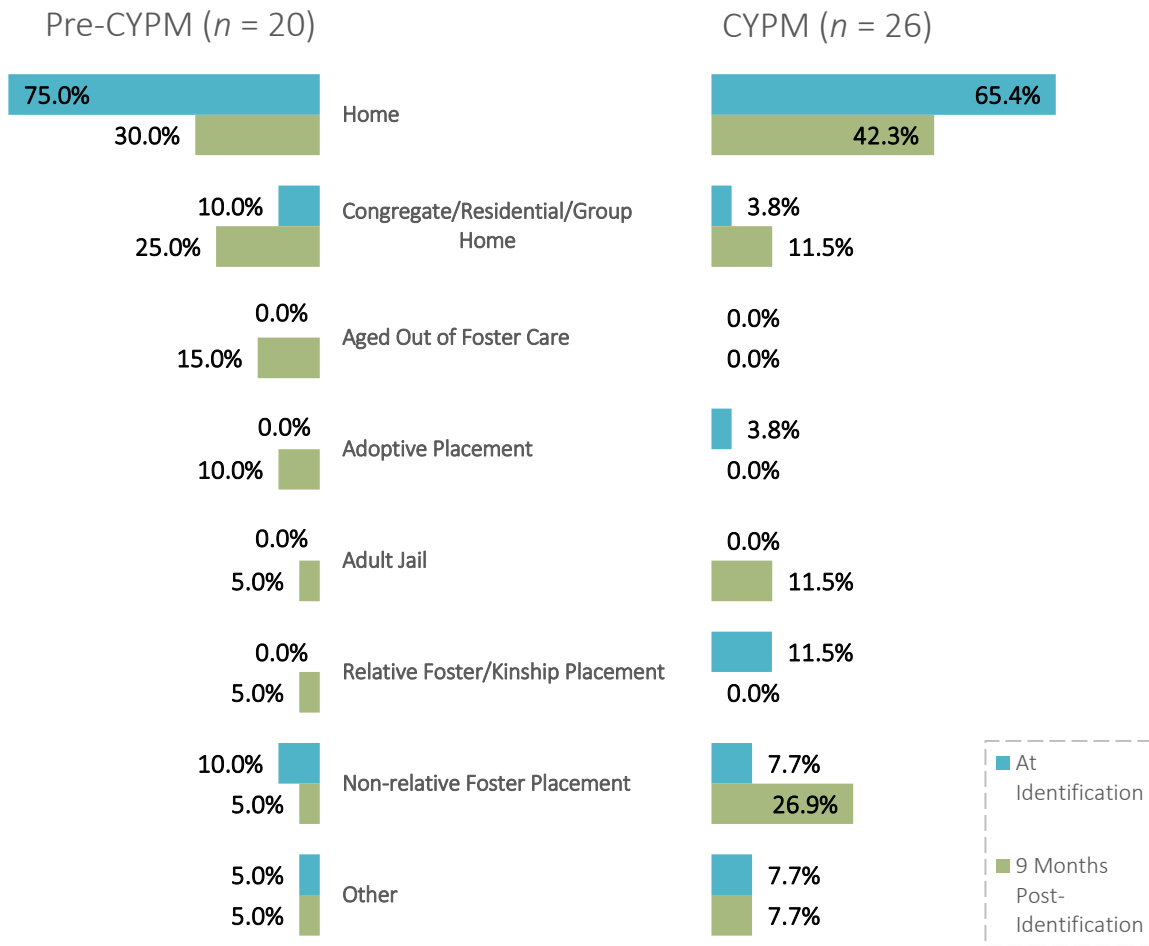


Social, Behavioral Health, and Educational Outcomes

In addition to improving juvenile justice and child welfare case processing and outcomes, the CYPM seeks to improve the overall well-being and stability of crossover youth through improved social, behavioral, and educational outcomes. As such, data was collected on a number of indicators related to these three outcomes both at the time the youth crossed over and nine months after crossover.

At the 9-month follow up, youth in both groups tended to be living at home at lower rates than when they crossed over. However, this happened less often in the CYPM group; about 42% of CYPM youth were living at home nine months after being identified as dually involved, compared to 30% of the pre-CYPM group. For both groups, living at home was the most common placement for youth at both points of data collection. Regarding the two least desirable outcomes for youth (aging out of foster care or ending up in adult jail), the CYPM group experienced these outcomes less often than the pre-CYPM group (12% and 20%, respectively).

Youth's Living Situation

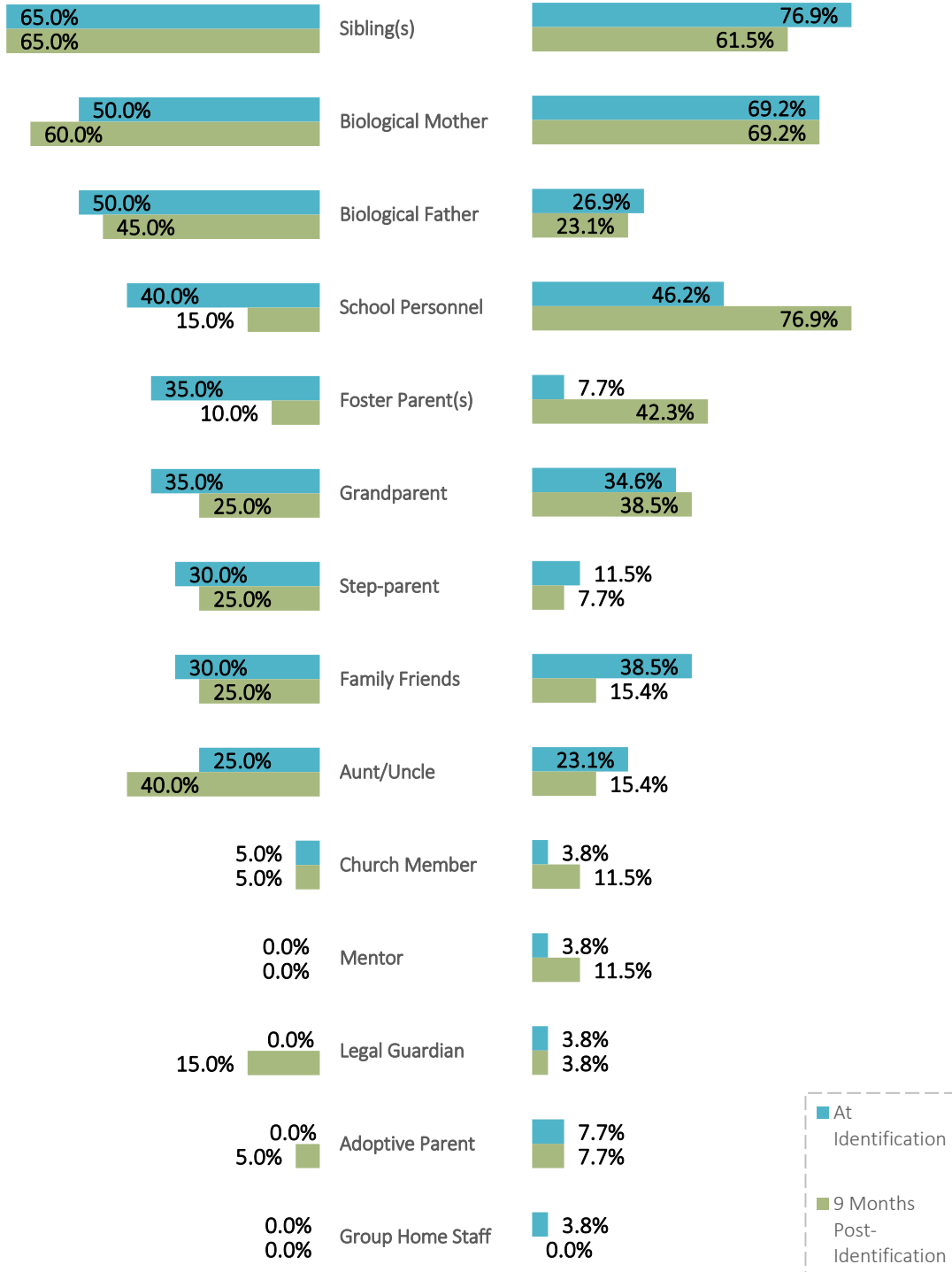


Data on consistent contact between dually involved youth and positive adults and family members indicates that youth in the CYPM group outperformed the pre-CYPM group on maintaining and improving these pro-social relationships. At the 9-month follow up, youth in the CYPM group had contact with positive adults and/or family members at equal or higher rates than the pre-CYPM group in nine of the 14 categories tracked. Both groups saw decreased contact between the time they crossed over and the 9-month follow up in six categories, but the magnitude of the decreases tended to be larger in the pre-CYPM group.

Youth's Consistent & Stable Contacts

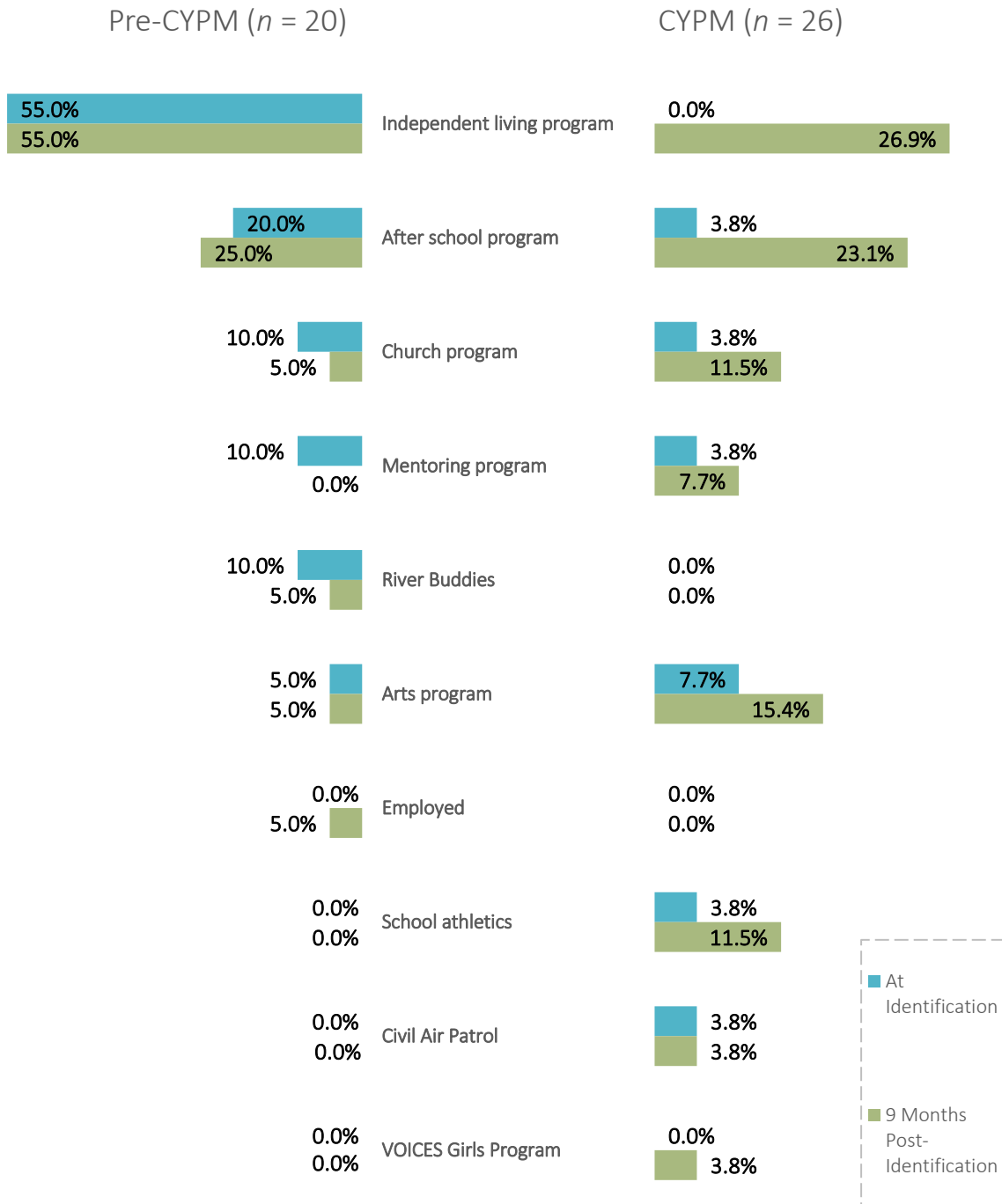
Pre-CYPM (*n* = 20)

CYPM (*n* = 26)



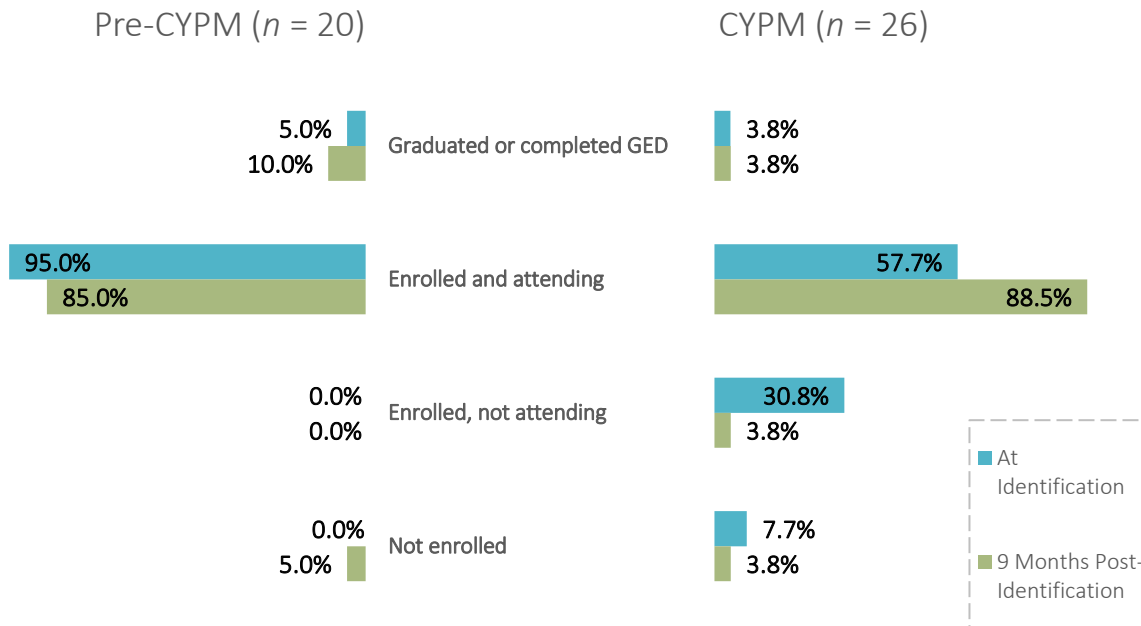
Youth in the CYPM group also outperformed the pre-CYPM group on participation in pro-social programming. Rates of participation in all 10 types of programs for which data was collected either remained stable or increased for CYPM youth by the 9-month follow-up. In contrast, participation rates in the pre-CYPM group decreased for three program types.

Pro-Social Program Involvement



CYPM youth showed dramatic improvements in school attendance compared to pre-CYPM youth. Rates of youth both enrolled in school and attending school jumped substantially by the 9-month follow-up; for pre-CYPM youth, rates in both categories moved in the opposite direction.

Youth’s Educational Status

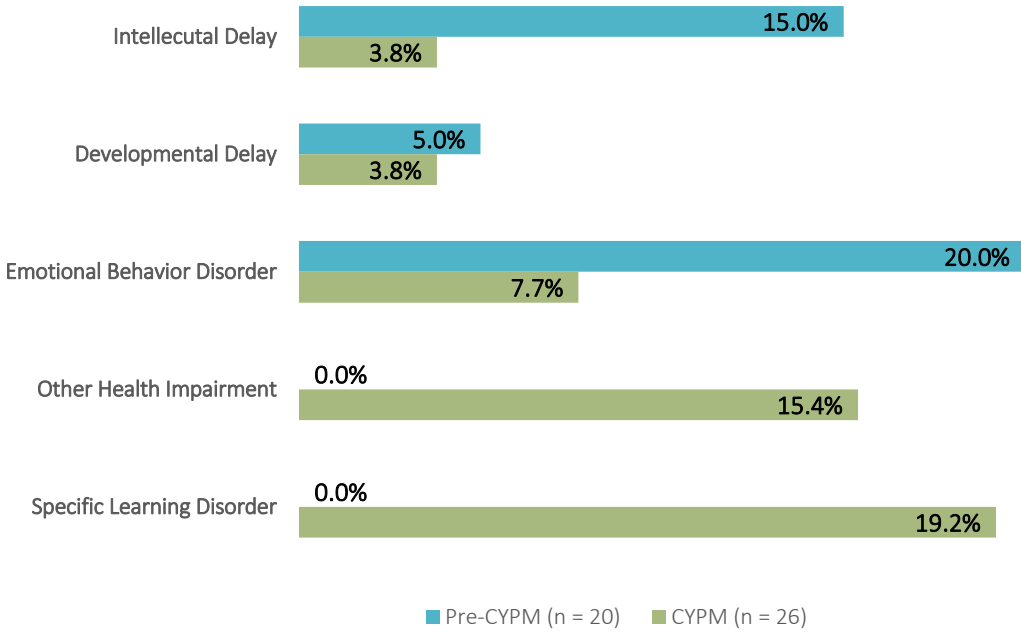


Upon crossover, data is collected on existing academic and behavioral health issues, and the need for additional assessments is considered by a multi-disciplinary team. In school, an Individualized Education Plan (IEP) helps students, teachers, and parents address issues such as learning disorders or developmental delays. A similar number of pre-CYPM youth (40%) and CYPM youth (50%) had IEPs in place when they crossed over, although the reasons youth needed IEPs varied more in the CYPM group (see page 25).

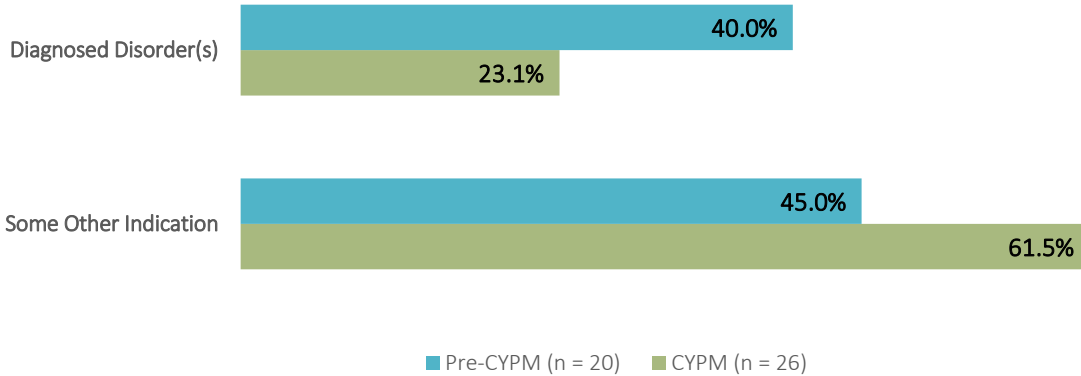
Similar patterns exist when looking at the data on known mental health issues prior to crossover. In both groups, 85% of youth were known or suspected to struggle with some kind of mental health issue. However, youth in the pre-CYPM group were more likely to have been diagnosed with a disorder (40%) compared to the CYPM group (23%; see page 25).

Youth in the pre-CYPM group were far more likely than the CYPM group to have an identified substance use or dependency issue when they crossed over (see page 26). The reason for the disparity is not clear from this data; however, it is plausible that the COVID-19 pandemic could have limited youth’s access to drugs and alcohol, especially during the spring 2020 lockdowns, driving down the number of youth who were using drugs or alcohol around the time they were identified as a crossover youth.

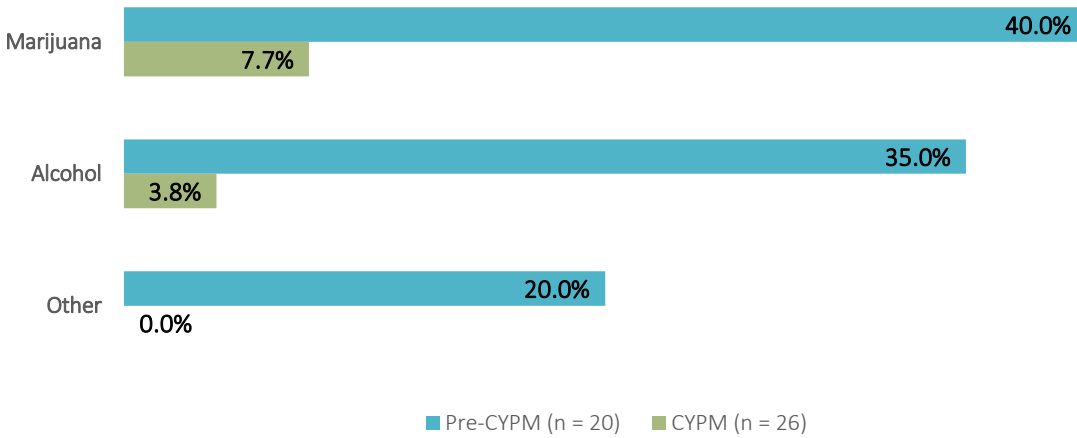
Youth with an Individualized Education Plan (IEP) Prior to Identification as Dually Involved



Mental Health Problems At Time of Identification

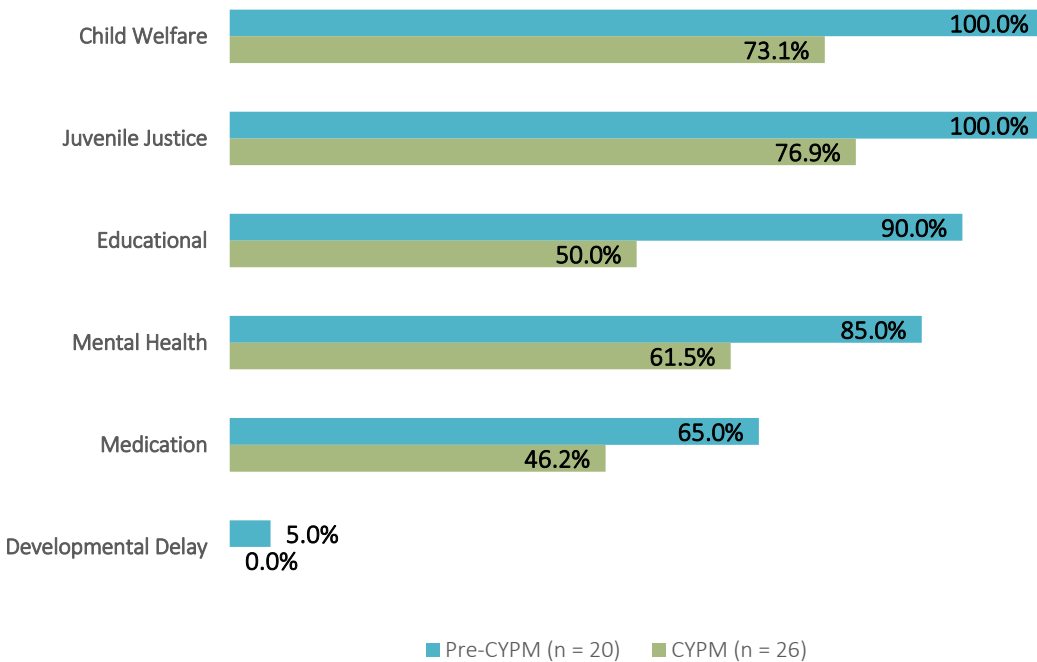


Substance Use/Dependency At Time of Identification



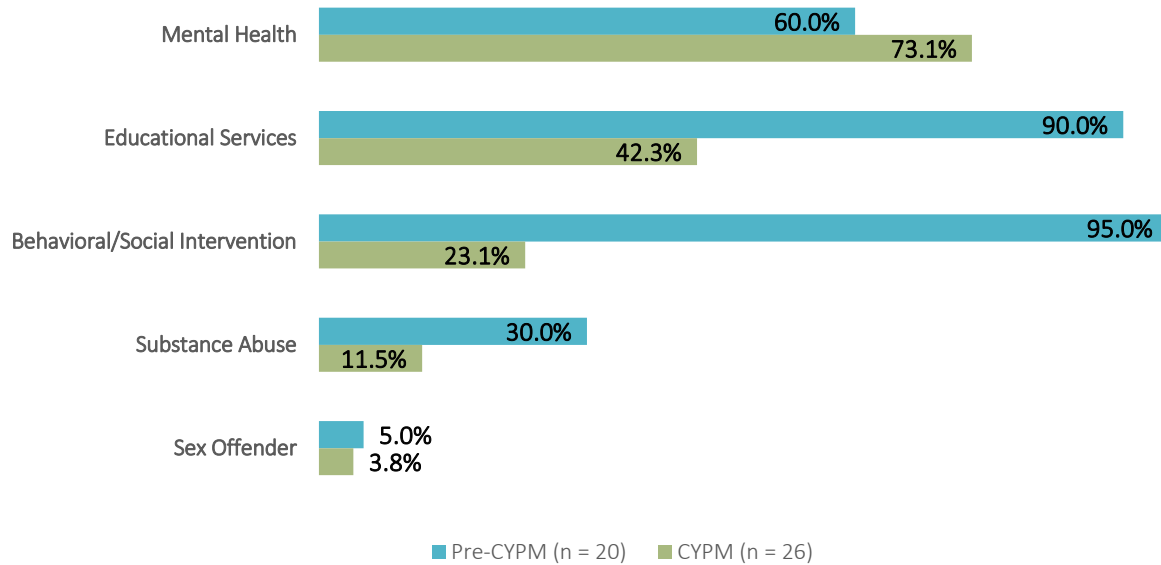
Youth in the pre-CYPM group were more likely to have had additional assessments performed in multiple areas after crossing over. This drop in additional assessments for the CYPM group is not unexpected. One goal of the CYPM is to eliminate duplicative assessments being performed. The fact that additional assessments fell after the CYPM was implemented is an indicator that the model is working to eliminate unnecessary assessments, reducing the burden on youth and their families as they progress through both the juvenile justice and child welfare systems.

Additional Assessments



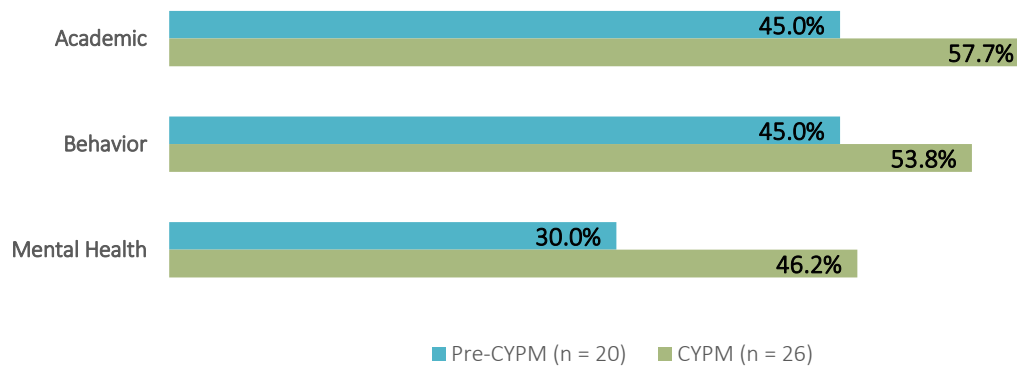
More youth in the pre-CYPM group than the CYPM group received additional treatment or services as a result of the aforementioned additional assessments. While the increase in the rate of youth receiving mental health services after CYPM implementation is encouraging, the decreases in the other four areas warrants further investigation. One possible explanation could be that the COVID-19 pandemic restricted access to services for the CYPM group, especially if those services were being received in school, but that is not entirely clear from this data.

Additional Treatment or Services



Across the board, CYPM youth outperformed pre-CYPM youth regarding improvements in the academic, behavior, and mental health problems noted when they crossed over. As determined by case managers and probation officers, the rate of CYPM youth who were making progress in these areas ranged from 9 percentage points higher (behavior problems) to 16 percentage points higher (mental health issues) than the pre-CYPM group.

9-Month Improvements



Conclusions and Policy Recommendations

Although there has been interest in implementing the Crossover Youth Practice Model (CYPM) in Idaho since 2015, this pilot project is the first attempt at making that vision a reality. It has come at a trying time for both the juvenile justice and child welfare systems. Those systems, like many others, were upended by the COVID-19 pandemic in early 2020, right as the CYPM was being fully implemented in three eastern Idaho counties. The data in this report, and the conclusions drawn from it, should be taken with caution. CYPM implementation was planned and protocols were finalized pre-pandemic, and it will take time to gather more data and study how the pandemic affected everything from delinquency patterns and identification of child neglect and abuse to service provision for those youth who did find themselves involved in both systems during 2020 and beyond.

Despite the disruptive effects of the pandemic on how systems function, the data collected on the CYPM pilot project shows some promising results. CYPM youth outperformed pre-CYPM youth in nearly all areas. More CYPM youth got back into school and kept attending than their pre-CYPM counterparts. CYPM youth developed and maintained more relationships with supportive adults and participated in more pro-social programs outside of school. CYPM youth also made bigger strides in improving their academic performance and behavioral health. Data also indicates that CYPM youth were subjected to fewer potentially duplicative assessments while still receiving the services they needed to make all of the improvements previously described. Although CYPM youth experienced higher recidivism rates than pre-CYPM youth, they were less likely to have additional child welfare cases opened after their initial case that triggered crossover status was closed.

Additional systemic benefits have also taken root as a result of CYPM implementation. One of these developments was the implementation of a notification system that connects the case management systems at the Idaho Department of Juvenile Corrections (IDJC) and the Idaho Department of Health & Welfare (IDHW). The system sends notification emails to IDHW case managers when one of their youth experiences an event in the juvenile justice system, and to juvenile probation officers when one of their youth experiences an event in the child welfare system. The emails include contact information for the appropriate counterpart on either side of the system so that the two parties can connect and share information with each other on how the youth's case is progressing. Another technological advancement spurred by this project was the expansion of the Idaho Juvenile Offender System (IJOS), which is maintained by IDJC, to give juvenile probation officers the ability to submit behavioral health treatment claims to IDHW for cost reimbursement. This system facilitates the connection of youth in the juvenile justice system to behavioral health services that are paid for by IDHW. This system was launched in April 2021 and facilitated nearly \$5,500 in behavioral health services for 21 youth in its first month. As of the end of April, the system was accessible to 119 juvenile probation officers around the state.

Based on the results of the pilot project and growing support for the CYPM within state-level agencies, the Idaho Statistical Analysis Center makes the following recommendations:

1. **Continue to gather and analyze data on dually involved youth.** Data should not only be collected where the CYPM has already been implemented, but across the state. Additionally, data infrastructure, especially infrastructure that connects stakeholders across the juvenile justice and child welfare systems, should be built out to enable more efficient data collection and analysis. This will yield more robust data sets and will allow stakeholders to gain a deeper understanding of how the CYPM is functioning. One major limitation of this study is the small size of the two

groups being compared against each other. As momentum builds for expanding the CYPM statewide (the Idaho Judiciary has already taken steps in this direction in the first half of 2021), it will be critical to understand the characteristics and needs of dually involved youth throughout the state. Although this study captured the full population of dually involved youth in one area of the state over roughly two years, youth in other areas of the state may be different in terms of demographics and behavioral health needs of the youth, for example. A study that incorporates other areas of the state and larger numbers of youth will strengthen our understanding of crossover youth in general, as well as the effect of CYPM implementation.

2. **Continue to evaluate CYPM implementation and protocols on a regular basis.** The three participating counties in this pilot project are all using the Status of Practice Checklist (SPC) to document CYPM implementation and identify areas for improvement. This tool will be crucial to maintaining the fidelity of the CYPM program. Practitioners who serve crossover youth, as well as their supervisors in those agencies, should be knowledgeable in how to use this tool, and should rely on it to inform regular reviews of CYPM protocols. Utilizing the SPC in this way will enable service providers in both systems to ensure the CYPM continues to function as intended.
3. **State-level stakeholders should take the lead on expanding CYPM protocols statewide.** The Idaho Supreme Court (ISC) has already begun the work of expanding the CYPM beyond the District 6 pilot project. The amendment of Idaho Juvenile Rule 16 has given judges in other jurisdictions around the state the ability to bring elements of the CYPM to their courtrooms. ISC has also begun providing trainings to judges on the new procedures. However, the Judiciary is just one of many stakeholders needed to implement the CYPM completely. The Idaho Department of Juvenile Corrections (IDJC) and the Idaho Department of Health & Welfare (IDHW) should follow the Judiciary's example by adopting their own rules to facilitate the implementation of the CYPM statewide, and should train practitioners and other stakeholders across the state on how to successfully implement the CYPM in their jurisdictions, using the District 6 pilot project as an example. The Judiciary, IDJC, and IDHW should hold joint trainings when appropriate to ensure that all of the practitioners around the state involved in case management of crossover youth are aware of the CYPM protocols and can carry them out appropriately. The involvement of state-level stakeholders in facilitating a coordinated statewide rollout of the CYPM will ensure that the program is implemented uniformly across the state, and that all crossover youth in Idaho receive the same level of care and case management that has benefited youth in District 6 since the beginning of this pilot project.

Appendix: Idaho District 6 CYPM Stakeholder Group Members

County Agencies

Bannock County

- Bannock County Juvenile Court
- Bannock County Juvenile Probation
- Bannock County Prosecutor's Office
- Pocatello/Chubbuck School District #25

Oneida County

- Oneida County Courts
- Oneida County Juvenile Probation
- Oneida County Prosecutor's Office
- Oneida County Sheriff
- Oneida School District #351

Power County

- American Falls School District #381
- Power County Juvenile Court
- Power County Juvenile Probation
- Power County Prosecuting Attorney
- Power County Public Defender

Regional and State Agencies

- 6th Judicial District CASA Program
- District VI Juvenile Detention Center
- Idaho Department of Health & Welfare
 - Region 6 Child and Family Services
 - Region 6 Children's Mental Health Services
- Idaho Department of Juvenile Corrections
- Idaho Statistical Analysis Center – Idaho State Police
- Justice Services Division – Idaho Supreme Court