

EXPLORING CHARACTERISTICS AND OUTCOMES OF 241.1 YOUTH IN
ALAMEDA COUNTY

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EXPLORING CHARACTERISTICS AND OUTCOMES OF 241.1 YOUTH IN
ALAMEDA COUNTY

A Thesis


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Abstract

of

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Janay R. Swain

This study explored the characteristics and outcomes of crossover youth (youth who come from the child welfare system and cross over into the juvenile justice system also known as Welfare and Institution Code 241.1 youth) in Alameda County. The study results were compared to a Los Angeles County study of 241.1 youth with the assumption that crossover youth will have similar characteristics no matter what region they come from. Maltreatment, disparity of African-American males, instability in placement, mental health issues, co-occurring disorders, poor academic achievement, and a lack of permanency were prominent in the findings. Child welfare and juvenile justice system should collaborate in providing preventative and intervention services to decrease the risks of foster youth becoming a delinquent. Michelle Saeteurn and Janay Swain are co-authors in this research study. The two authors of this study have contributed equally to the research.



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8/6/09

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Next we would like to thank Commissioner Paul Seeman, you allowed two graduate students to conduct this monumental study, while taking Dr. Herz's word for it. You ensured we had all the access and technology we needed to conduct this study, and all the while, you were available any time to answer our many questions. We truly felt at home with Claudia Jackson and her staff, everyone was so attentive to our needs. This study gave us the opportunity to contribute to the research community in regards to a population that has not received a lot of attention and to share our passion for youth and advocacy through data. This was definitely a life changing experience, and we would like to thank our families for putting up with us while we missed family events, did not return phone calls, text messages, emails, or date nights.

Last but definitely not least, we would like to dedicate our thesis to all of the foster youth state and nationwide. We know from personal and professional experience that foster youth are children and young adults who by no fault of their own, are left at the fate of the State of California and our federal government to be their parent while their biological parents either better themselves or leave them to the State to raise. Foster youth are the States children and it is time for the state to be a better parent in all aspects...the best parent to your children. This is our charge...please take it.

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Chapter 1

THE PROBLEM

Introduction

In the summer of 2008, the authors became interested in crossover youth. The term “crossover youth” refers to abused and neglected children in foster care who also become involved in the juvenile justice system. Foster youth are children who have been removed from their homes, generally due to abuse/neglect, and been adjudged dependents of the dependency court (governed by Welfare and Institutions Code of California (WIC) Section 300). Section 300 provides that any child who has suffered abuse or neglect, or is at a substantial risk of suffering abuse and neglect as defined in the statute, is within the jurisdiction of the court and may be judged to be a dependent child of the court (CAL WIC Code §300). The child welfare system then takes over the child as his or her custodial parent. When foster youth commit delinquent acts, they “crossover” into the juvenile justice system, and are within the jurisdiction of WIC Section 602, which governs delinquency. Section 602 provides that any person under the age of 18 who violates a state or federal law or local ordinance, other than an ordinance establishing a curfew based solely on age, is within the jurisdiction of the juvenile court, and may be judged to be a ward of the court (CAL WIC Code §602). In California, both systems are county-administered with state oversight. Each of California’s 58 counties has a child welfare agency that works with foster youth in the dependency court, and a separate probation department that works with wards who are in the juvenile court system.

The authors contacted Dr. Denise Herz, an Associate Professor at California State University-Los Angeles, School of Criminal Justice & Criminalistics, who has written and researched in this area. In 2005, Herz and Ryan conducted a study on the characteristics and outcomes of crossover youth in Los Angeles County which was later published in 2008. The authors were interested in examining these prior research findings. While the authors were in contact with Herz, the authors were simultaneously applying for a one-week summer certificate program in Washington, D.C., through Georgetown University Center for Juvenile Justice Reform (CJJR) and Casey Family Programs. The two groups have formed a three-year partnership to test innovative ideas that can improve and reform America's child welfare and juvenile justice systems. The authors were not accepted into the certificate program; however, Herz is part of the CJJR faculty. While she was facilitating and instructing in the program she met Commissioner Paul Seeman of Alameda County Juvenile Court. Commissioner Seeman stressed interest in Herz and Ryan replicating their Los Angeles County study in Alameda County. Herz informed Commissioner Paul Seeman of the authors' interest in the topic and proposed that he allow the authors to conduct the study for Alameda County. Commissioner Paul Seeman agreed, and Herz contacted the authors and informed them of the opportunity.

The authors accepted the offer to build upon the Herz and Ryan Los Angeles County study as well as other existing studies in order to contribute to the literature on crossover youth. The authors used Herz and Ryan's data collection tool to extract data from the Alameda County Juvenile Court Case Management System. The present study

correlates with Herz and Ryan's in the sense that the authors are exploring the characteristics and outcomes of "crossover" youth in Alameda County using methods similar to that of Herz and Ryan in Los Angeles County.

Prior to 2005, dependent youth who violated WIC Section 602 and moved into the juvenile justice system typically were no longer considered dependents of the court under WIC Section 300; that is, there was not an option for concurrent jurisdiction. Legislation enacted in 2004, however, sought to allow youth who cross over from one system to the other to have "dual status". More specifically, a bill authorized the probation department and the child welfare departments across the State of California to create a county protocol that would allow crossover youth to be designated both a dependant and a ward of juvenile court (AB 129, p. 2).

With the passage of Assembly Bill 129 in 2004, (taking effect in 2005) counties now have an additional option for crossover youth. Section 241.1(a) of the California Welfare and Institutions Code already required that counties have a protocol to determine whether youth who came under the jurisdiction of both the dependency and the delinquency systems should be placed in one system or the other (Herz & Ryan, 2008). AB 129 amended WIC Section 241.1 to add subdivision (e), which allows each county's probation and child welfare departments, in consultation with the presiding judge of the juvenile court, to develop a written protocol permitting a youth who meets specified criteria to be designated as both a dependent child and a ward of the juvenile court. These youth are also now known as "dual-status" youth (California Assembly Bill 129, Chapter 468, Statutes of 2004).

The goal of dual status is to provide services from both the probation and child welfare departments to families with multiple issues. Dual status also allows parents who have been found to be abusive or neglectful to be held accountable at the same time that their children's illegal behavior is addressed. In addition, dual status allows youth in placement that have successfully completed the terms of their probation -- but do not have parents with who to reunite -- to be placed with an alternative caregiver in foster care and have the probation case dismissed (Herz & Ryan, 2008). AB 129 also amended WIC Section 241.1(b) to require the court to hold a hearing for each crossover youth, during which both the child welfare and juvenile justice systems jointly decide the status of the youth that will best serve the youth and society (Herz, Krinsky, & Ryan, 2006). Application of WIC Section 241.1(b) is required in all California counties; however, each county is responsible for developing its own implementation protocol.

Target Population

The target population for this study includes youth in Alameda County who originally entered the dependency court system as victims of abuse or neglect and who were subsequently charged with committing delinquent acts during their placement in the child welfare system. At the time of this study, Alameda County had implemented the joint assessment and hearing provisions of AB 129 via a Memorandum of Understanding (MOU) developed between the juvenile court and the Alameda County Social Services Agency, Department of Children and Family Services (DCFS). In Alameda County, all dependent (WIC §300) youth charged with a crime receive a 241.1 hearing (Alameda County W&I 241.1 MOU, 2007). The purpose of this hearing is to determine whether a

crossover youth who entered the court system as a dependent will remain under the supervision of DCFS or will be adjudicated in the delinquency court. This decision is made by a judge at a 241.1 hearing based on a joint assessment report and a recommendation submitted by the county probation department and DCFS.

According to the Alameda County Memorandum of Understanding, the possible outcomes of the 241.1 hearing include dismissal of the case, informal probation, and formal probation. There are three forms of informal probation outlined in California's Welfare and Institutions Code. Specifically, WIC Sections 654.2, 725(a), and 790 govern the dispositions typically given to crossover youth that impose informal supervision (CAL WIC Code §§654.2, 725(a), 790). WIC Section 654.2 is defined as a youth on informal probation; after the youth has completed the terms of their probation the charges will be dismissed completely. WIC Section 725(a) is defined as a WIC 300 dependent youth who is on informal probation, who may or may not have to report to a probation officer. WIC Section 790 refers to deferred entry of judgment for a minor (non-court dependant) is a person described in Section 602 because of the commission of a felony offense and the minor has not previously been declared to be a ward of the court for the commission of a felony offense (CAL WIC Code §§654.2, 725(a), 790). In Alameda County, a WIC 300 dependant youth may be referred for a 241.1. If a WIC 300 dependent youth has not been formally referred to the probation department for an alleged violation under the law, either the child welfare worker and/ or probation officer believe the child's behavior (such as multiple incidents in violation of conditions of

probation -- i.e. assaults, property damage, not attending school, AWOL, etc) requires a new 241.1 review by the court (Alameda County (WIC Code §§241.1 MOU, 2007).

Data for this study were retrieved from all 241.1 joint assessment reports for cases processed from May 2008 through February 2009. Information on the youth, including data on demographics, placement, education, mental health, offense and characteristics, and recidivism, was extracted from court records and child welfare and probation joint assessment reports prepared for the 241.1 hearings. This data was collected using the Herz and Ryan tool.

Statement of Collaboration

The two authors of this study have contributed equally to the research for our literature review, the development of our theoretical framework, and the modification of the data collection tool. The authors equally completed and submitted the Application for Human Subjects for approval by the California State University, Sacramento, and Committee for the Protection of Human Subjects. Both authors collaborated equally in organizing, coding, and analyzing the data for the statistical results for Chapter Four, and the conclusion and recommendations in Chapter Five of this study. Additionally, both authors networked with many local and national organizations and professionals to ensure the success of this study.

Background of the Problem

The child welfare system (CWS) intends to be a temporary stay for children and youth whose parents are supposed to be working towards changing harmful behaviors that leave their children at risk, prompting immediate safety concerns. The history of

CWS goes back much further, however, After the Great Depression, the orphanage population grew to 144,000, with meager funds to support the children (Askeland, 2006, p. 33). By 1930, many impoverished families were using foster care and orphanages as a way to feed and shelter their children until they could reunite. The growing need for more foster parents and the fact that these children were not put up for permanent adoption led to a transition from free foster care to government-subsidized foster care. The ongoing need also prompted President Franklin D. Roosevelt to establish Aid to Dependent Children (ADC) in 1935 (later renamed Aid to Families with Dependent Children, or AFDC) to provide funds for children who had lost a parent due to death, who had a parent absent from the home, or who had a parent with prolonged incapacity. This reduced child dependency by providing many parents with enough income to keep their children rather than relinquish their children to the foster care system (p. 33-34). In 1933, the number of children in foster care was 59 children of every 10,000 children in care (p. 34). By 1960, the number decreased to 38 out of 10,000 in foster care (p. 34).

Also by 1962, the purpose of foster care had moved towards protecting and preventing children from abuse (Askeland, 2006, p. 34). At this time, the AFDC program was changed to provide funds to care for the increasing numbers of children becoming dependents of the court. The rate of children in foster care swelled to 75 in 10,000 by the mid 1970s (p. 34). There also was a growing recognition that foster care placements are scarce and are not guaranteed stable homes for a child. By the early 1980s, CWS professionals were trying to reduce these rising numbers by expediting adoption of children languishing in unstable foster placements (p. 34). The trend toward permanency

and safety of the children continued into the 1990s with the Adoption and Safe Families Act, enacted in 1997 (Munson & Freundlich, 2005).

Not every child can be adopted or reunified with their biological parents. What started happening, and what is currently the case in CWS, is that a substantial proportion of children stay in the system for some number of years, until they emancipate out at the age of 18 (Needell, Cuccaro-Alamin, Brookhart, Jackman, & Shlousky, 2002). The system is left to raise and to be financially responsible for these children and is dependent on foster parents, extended families, residential treatment, and group homes to help (Needell et al., 2002). Many of these children come from criminalized, abusive, neglectful, and substance-abusing families and many have lived in these traumatic conditions for years, leaving them emotionally scarred (Alltucker, Bullis, Close, & Yovanoff, 2006). Who are these children and youth, where do they come from, and how does the system meet their needs until adulthood? These are all valid questions that do not always have answers, which prompted the authors' exploration of crossover youth in Alameda County.

Youth in foster care are more likely than their peers to become involved in criminal activity. One study found that up to 29% of non-court-dependent youth engage in delinquent behavior compared to 47% of youth who have a history of abuse and neglect (Herz, Krinsky, & Ryan, 2006, p. 3). Another study observed that foster youth are arrested more often and began offending at an earlier age than their peers (Ryan & Testa, 2005). The previously mentioned Los Angeles County study looked at 580 foster youth who "crossed over" to the juvenile justice system and found that 98% of crossover youth

had one or more out of home placement, with a third of the arrests related to offenses occurred in group homes (Herz & Ryan, 2008, p. 50). One study found that involvement in the child welfare system could contribute to delinquent behavior (Munson & Freundlich, 2005). Another study shows that minority foster youth (especially African-American foster youth) are disproportionately more likely to cross over to the juvenile justice system (Drakeford, 2006, p. 54). The findings listed above show that there is a need for intervention and prevention in the child welfare system to reverse these tragic statistics.

In contrast to CWS, the juvenile justice system in the United States was created to address the issue of crimes committed by children up to the age of 18 (Ahranjani, Ferguson, & Raskin, 2004). Before the juvenile justice system was created, children were tried as adults. The concept of separating criminal justice for children developed during the Progressive Era in 1899 in hopes that the system could rehabilitate children and help them to become productive citizens (Ahranjani et al., 2004). The 1899 Juvenile Court Act in Illinois gave courts jurisdiction over youth (delinquent, dependent, or neglected) age 16 and under (Elrod & Ryder, 1999). Ten years after the establishment of a juvenile court in Chicago, 10 states had developed juvenile courts for delinquents and by 1925, all states in the United States, with the exception of Maine and Wyoming, had a juvenile court system (Elrod & Ryder, 1999). Platt (1977) argues that the elite created the juvenile system as a way to define criminal behavior in immigrant youth and among the working class. In the late 19th century, however, juvenile courts tended to be child-centered, looking at the needs of the individual child (Ahranjani et al., 2004). In 1938, the Federal

Juvenile Delinquency Act permitted United States Attorney General to prosecute a juvenile delinquent with life in prison or death (Drexler, 2000). By the 1960s and 1970s, juvenile courts began to focus on each youth's rights, such as providing all juveniles with legal representation, giving youth court hearings, filing proper notice of charges against youth, allowing cross-examination of witnesses, and granting the right considered innocent until proven guilty (Ahranjani et al., 2004). In 1966, *Kent v. United States* granted youth the right to be heard before a decision is made to try him or her as an adult (Small, 1997). The 1967 Supreme Court case *In re Gault* (387 U.S. 1) was the landmark in all the rights listed above (Marcotte, 1990). The Supreme Court made the decision that "proof of guilt beyond a reasonable doubt" is required in due process for juvenile cases from the 1970 case of *In re Winship* (Elrod & Ryder, 1999). *In re Winship* was a case about a 12-year-old girl who was accused of stealing \$112 from a woman's purse and was sentenced to a year and a half in a training school without proof of the crime (Elrod & Ryder, 1999). By 1971, the Supreme Court ruled in favor of not having a jury in juvenile court rooms to maintain confidentiality for the youth (Marcotte, 1990). The 1974 Juvenile Justice and Delinquency Prevention Act (JJDPA) were enacted with the goal of removing runaways and youth with minor offenses from juvenile hall, and looking for community-based alternatives instead (Marcotte, 1990). With the JJDPA, funding was provided for research to help address the needs of delinquents and help improve states' delinquency issues (Drexler, 2000).

Statement of the Research Problem

The stark outcome statistics for youth who transition out of the foster care system have caused the field of child welfare to reexamine itself and ask if this system is causing more harm than good. The authors are conducting this study to explore the history and background of crossover youth and to analyze the characteristics and outcomes of this population in Alameda County. Not very many studies have specifically targeted this population, besides the previously mentioned 2008 study conducted in Los Angeles County. Child welfare and juvenile justice leaders in Alameda County want to take a proactive approach and start now to look at where these youth come from, their behaviors, and their characteristics to inform how to move forward with these youth. The authors would like to understand where these youth come from in order to help improve where they can go, both in the child welfare and juvenile justice systems and in life.

Purpose of the Study

The authors are primarily interested in researching and exploring the characteristics and outcomes of foster youth who become involved with the juvenile justice system as crossover youth. The authors intend to build upon Herz and Ryan's Los Angeles County study and contribute to the exploratory data associated with the crossover population. The authors are interested in raising awareness about the problem of foster youth being overrepresented in the juvenile justice system through an exploratory study of the characteristics and outcomes of 241.1 (crossover youth) in Alameda County. Crossover youth are placed in juvenile halls, probation camps, ranches, or California Youth Authority facilities. They no longer have rights as a foster youth, nor

do they have the same supportive services to help them find a family or prepare them for emancipation at age 18. The authors would like to explore the characteristics of crossover youth, and the story behind their often-poor outcomes, in Alameda County.

In exploring the characteristics of this population, the authors will examine how the juvenile justice and foster care systems have influenced crossover youth. Existing laws and rules in these two systems create barriers to effective dual jurisdiction and collaborative case management. To improve the plight of crossover youth, the authors intend to explore the characteristics and backgrounds of these youth, in order to promote early intervention and foster the development of new programs and integrated systems that might better serve this population. The authors are interested in contributing to the field's understanding of how to prevent these youth from returning to criminal activity and ultimately entering California's adult prison system.

Without a support network in place and a permanent connection outside both the juvenile justice and foster care systems, it is extremely difficult for crossover youth to transition successfully out of either system. The needs of youth do not change just because they move from child welfare to juvenile justice; they still have the emotional damage incurred from the abuse and neglect they have suffered and still need support services. The authors will utilize essentially the same data collection tool that Herz and Ryan created for the 2008 Los Angeles study. The authors have worked with Dr. Herz and Commissioner Paul Seeman to examine the data collection tool and shape it to fit the demographics of Alameda County. After completing the data collection and analysis, the authors will submit findings and informed recommendations to Alameda County to assist

in the development of the county's WIC Section 241.1(e) protocol, which was in the process of being developed at the time of this study (Commissioner Paul Seeman, personal communication, 2009).

Theoretical Framework

Herz and Ryan (2008) revealed a definite connection between delinquency and maltreatment in the Los Angeles County crossover youth studied. This prior research demonstrates that there is a need to collect data with an application of a theoretical framework to better explain the transition between child welfare and the juvenile justice system and the impact of the transition on adolescent development (Herz & Ryan, 2008). This study is grounded in the interactional theory of delinquency, as explained by Thornberry (1987). The interactional theory is based on the basic premise that human behavior occurs amid social interaction, and behavior can be explained by focusing on that interaction process. This suggests that society should not view adolescents by whether they are delinquents or conform, but by how they interact with other people and institutions, and those interactions and the process (p. 865) form those behavioral outcomes. Thornberry (1987) argues that adolescent delinquent behaviors are formed, in part, by how adolescents interact with their parents over time and their level of attachment to their parents. This theory sheds light on the subsequent behavior of youth who are abused and neglected by their parents. Foster youth who have crossed over into delinquency are, at their core, youth who have been abused and neglected by their parents. Many of them do not have attachments with their parents or any caring adult. Because the delinquent behaviors of adolescents are shaped by interactions with systems,

the behaviors of others, such as parents and school officials, are influenced both by each other and by the youth, including delinquent behaviors (Thornberry, 1987).

The literature (Ryan et al., 2007; Thornberry, 1987; Krohn, 1986) suggests that interactional theory and social network theory are the most appropriate frameworks for evaluating the movement between service systems and the relationship between such movement and the long-term well-being of dependent youth. "When this framework is applied in a child welfare context, the onset of delinquency can occur when relational bonds are weakened and children move between placement settings" (Herz & Ryan, 2008). Social interactions and associations with other delinquent youth determine whether an adolescent will continue to engage in delinquent behaviors (i.e., the duration of their delinquency). When delinquent behaviors emerge, they have effects that compromise adolescents' ties with conventional societal norms. There is child welfare bias within the juvenile justice decision-making process (Herz & Ryan, 2008). The bias is that maltreated youth are more likely to enter juvenile justice group homes, camps, and secured residential facilities than youth without a history of abuse and neglect.

Definition of Terms

The child welfare system and the juvenile justice system have a separate and specific set of terminology that can often be confusing to the layperson. Below, the reader can find key terms used throughout this thesis. The terminology the authors decided to adapt comes from a publication called "*KNOW Justice*," created by The Center for Young Women's Development (CYWD) in San Francisco, one of the first non-profits in the United States that is entirely run by young women. "CYWD organizes young women

who were the most marginalized in San Francisco — those in the street economies and the juvenile justice system — to design and deliver peer-to-peer education and support” (CYWD, 2009, p. 2). The authors chose this publication because it is designed by youth, for youth. CYWD created this publication as a resource and guide for youth who are incarcerated and their families to know their rights while incarcerated.

Adjudication or adjudicatory hearing: “This is like the trial in adult court – it is the process used to determine the facts in a juvenile case” (CYWD, 2009, p. 35).

Allegation: “A statement of fact that hasn’t been proved. When the DA brings a charge against you that is an allegation. She must prove the allegation is correct to get a conviction” (CYWD, 2009, p. 35).

Advocate: “A person with clout who has your back during your journey through the criminal juvenile justice system. An advocate should be familiar with issues and agencies relevant to your case. An advocate should also be familiar with your life story and support your fight for freedom” (CYWD, 2009, p. 35).

Advocacy: “The process or act when you or a person publicly supports or recommends a particular cause or policy on your behalf” (CYWD, 2009, p. 35).

AWOL: Absent without leave.

Charge: “This is the crime that you are formally accused of committing” (CYWD, 2009, p. 36).

Child welfare, foster care and the dependency system: “These terms are used interchangeably to reference the overall system that handles abused and neglected children” (CYWD, 2009, p. 36).

Child welfare agency: "This may also be referred to as child protective services or CPS; this is the agency that provides social services such as over sight, case management, and a social worker to an abused or neglected youth" (Herz & Ryan, 2008).

Citation: "A 'ticket' given to a youth telling the youth to report to the Probation Department" (CYWD, 2009, p. 36).

Counsel: "Another name for a lawyer or an attorney" (CYWD, 2009, p. 36).

Continuance: "A delay in a court proceeding to a later date" (CYWD, 2009, p. 36).

Crossover (241.1) youth: "This refers to youth who are involved in both the child welfare and juvenile justice systems. These youth are also referred to as dual jurisdiction youth or dually-involved youth" (Halemba, Siegel, Lord, & Zawacki, 2004). A youth may become a crossover youth in one of three ways. The most frequent pathway occurs when a youth enters the child welfare system and later commits a crime while under the care and custody of child protective services. A second pathway involves a youth with prior, but not current, contact with child welfare who commits a crime and enters the delinquency system. A third possible pathway occurs when a youth with no prior child welfare system contact enters the delinquency system and probation refers the case to child protective services for further investigation of abuse or neglect" (Herz & Ryan, 2008).

Curfew: "A rule stating you must be home at a set hour" (CYWD, 2009, p. 36).

Custody: "Custody means 'care and keeping.' The person who has the legal right to control what you do and the responsibility to make sure your basic needs are met (like food, a home and clothes) has 'custody' over you. Your parents or guardians can have

custody over you, or the court can take custody of you and place you in an out-of-home placement or lock-up” (CYWD, 2009, p. 36).

Delinquent (delinquency): “A delinquent is a person under 18 who violates a law by committing a crime (like burglary, etc.). This does not include ‘status offenses’ (such as missing school, breaking the curfew, etc.)” (CYWD, 2009, p. 36).

Dependent child (dependency): “This can have two meanings. Usually, in juvenile court, a ‘dependent child’ is a youth under 18 years old who was neglected or abused by her or his parents or guardians, and who is under the control of the court. Sometimes, people call youth who still depend on their parents or guardians ‘dependent children’” (CYWD, 2009, p.36). “For the purposes of this study, dependent youth refers to youth who are currently under the care and custody of the dependency court due to sustained allegations of child abuse and/or neglect” (Herz & Ryan, 2008).

Detention: “You are in detention when you are being held temporarily at a facility such as a police station or juvenile hall” (CYWD, 2009, p. 37).

Detention hearing: “You must be given a detention hearing within 72 hours of the time when you are first picked-up by the police (weekends and holidays don’t count). At this hearing the judge will decide if you should be kept in juvenile hall, or if you will be set free until your next hearing” (CYWD, 2009, p. 37).

Disposition or disposition hearing: “The term used by the juvenile system instead of the term ‘sentence’ used by the adult system. At a disposition hearing, the judge decides what disposition or sentence to impose” (CYWD, 2009, p. 37).

Diversion program: “Sometimes, instead of prosecuting you for a crime, a probation officer or district attorney will put you in a ‘diversion program.’ This is sometimes called a ‘654’ which is the section of the Welfare and Institutions code that describes diversion programs. Under a diversion program, you will not go to trial, but you will have to follow certain rules. If you complete the diversion program, you will be out of the juvenile justice system. Usually, diversion is only for people who have never committed crimes before” (CYWD, 2009, p. 37).

Due process: “A set of rules and procedures specified by law that the court must follow in a court proceeding. ‘Due process’ is intended to protect your rights as a defendant and make sure you get a fair trial” (CYWD, 2009, p. 37).

Emancipation (legal adulthood): “An emancipated youth is free from the care and responsibility of her parents or guardians. Conversely, the parents or guardians no longer have responsibility for an emancipated youth. This means your parents or guardians do not have to provide you a home, food, medical care, or anything else. It also means you can live wherever you want, and make your own decisions. Even if you are emancipated, you can still be treated as a ‘juvenile’ by the juvenile justice system. You are automatically emancipated when you turn 18. You can also ask the court for emancipation before you turn 18” (CYWD, 2009, p. 37).

Emancipation (from foster care): “Most parents would never expect their children to be able to be completely self-supporting and independent at the age of 18. Foster youth are expected to leave care and be self-sufficient although they have often not received the foundation they need to be successful. Without adequate emancipation planning and

services foster youth struggle after foster care and face homelessness, loneliness, poverty, drug addiction, mental health issues, and incarceration” (CYC, 2009, p. 5).

Felony: “A felony is a serious crime that has a maximum sentence of more than one year in adult court. Murder, assault with a deadly weapon, grand theft, and some drug offenses are all examples of felonies. If you are found to have done a crime that was a felony, it may affect your life in a number of ways. But remember, a juvenile adjudication is not a conviction — if you have a juvenile adjudication and you later apply for a job, you can still say you have never been convicted of a felony” (CYWD, 2009, p. 38).

Fitness hearing: “A hearing where the judge decides if you are ‘fit’ to be tried as a juvenile, or if you should be tried as an adult” (CYWD, 2009 p. 38).

Foster youth: Children who have been removed from their homes, generally due to abuse/neglect, and been adjudged dependents of the dependency court (governed by Welfare and Institutions Code of California (WIC) Section 300). “Section 300 provides that any child who has suffered abuse or neglect, or is at a substantial risk of suffering abuse and neglect as defined in the statute, is within the jurisdiction of the court and may be judged to be a dependent child of the court” (CAL WIC Code §300).

Foster home: “A place to live that is not with your parents or guardians, and where you will live for a short time only” (CYWD, 2009, p. 38).

Group home: “A place where the juvenile system sends youth who have gotten in trouble with the law or who were abused or neglected. Group homes should offer services like mental health counseling or drug treatment” (CYWD, 2009, p. 38).

Guardian or Guardian ad litem: "An adult who has been given the right to make decisions for a child by a court" (CYWD, 2009, p. 38).

Hearing: "Any time you or your lawyer go to court and talk to a judge (CYWD, 2009, p. 38)."

Home Supervision: "When a youth is allowed to go home, but is required to sign a form agreeing to follow certain rules that the judge made (such as a curfew and attending school)" (CYWD, 2009, p. 38).

Informal Probation: "Informal probation usually means that you live at home, but you have to follow some rules for six months. If you follow all the rules, your charges will be dismissed in six months, and your record stays clean. Your PO can send you to informal probation without ever going to court or a judge can order you to do informal probation after you have gone to court" (CYWD, 2009, p. 38).

Infraction: "The least serious type of a crime. For example, a traffic ticket is an infraction. Usually, you will get a fine, not lock-up time, for an infraction" (CYWD, 2009, p. 38).

Initial Hearing: "Your first hearing before a judge. If you are locked-up, your initial hearing will usually include your detention hearing and an arraignment. The judge will decide whether you should be kept locked up, and will ask you whether or not you did the crime" (CYWD, 2009, p. 38).

Interagency: "Made up of, involving, or representing two or more government agencies: *interagency cooperation*" (<http://www.dictionary.com>).

Jurisdiction: "The court's power to hear and decide a case" (CYWD, 2009, p. 38).

Juvenile justice system (juvenile court): This phrase is used to associate the involvement of a child or youth in the delinquency court system. Delinquent youth are youth who are currently under the care and custody of the delinquency court due to sustained charges of delinquency. We will be referencing the Alameda County Probation Department, which is a county-based agency that is responsible for the supervision of delinquent youth.

“Most youth on probation are supervised in their home by their own parents and are not in an out-of-home placement. However, probation departments can utilize group home care and other residential treatment center placements or correctional institutions for delinquent youth. Correctional institutions are often utilized for placement of delinquent youth who have longer criminal histories and/or are adjudicated for more serious crimes” (Herz & Ryan, 2008).

Jurisdictional hearing (the trial): “Procedure where the court decides if it has power over a youth. This is sometimes called a trial, sometimes called an adjudicatory hearing, and sometimes called a jurisdictional hearing” (CYWD, 2009, p. 39).

Juvenile: “A person under 18 years of age. Also known as a ‘minor’” (CYWD, 2009, p. 39).

Juvenile court: “The court that hears cases involving youth under 18 years old who have been abused or neglected, or have been found to be outside the control of their parents or guardians, or are accused of committing a crime” (CYWD, 2009, p. 39).

Lock-up: “A place where youth are held where the doors are locked and you are not free to leave — also called a ‘secure facility’” (CYWD, 2009, p. 39).

Meta-analysis: “The statistical analysis of a large collection of analysis results for the purpose of integrating the findings” (Glass, 1976, p. 3).

Misdemeanor: “A crime that has a maximum sentence of less than one year. In other words, if you did a crime, and the longest amount of time that the judge could sentence you for that crime is less than one year, then the crime is a misdemeanor. Prostitution, petty theft, and minor drug offenses are examples of misdemeanors” (CYWD, 2009, p. 39).

Penal Code: “The section of the California law that describes crimes and sentences” (CYWD, 2009, p. 39).

Petition: “The legal paper that says what the charges are. If the petition is ‘sustained,’ it means that the judge found that the charges against you are true” (CYWD, 2009, p. 39).

Probable cause: “Reasonable belief that a person has committed a crime. There are many technical legal requirements for ‘probable cause’ to exist. There must be proof that a crime was committed and that the person charged was somehow involved in doing that crime” (CYWD, 2009, p. 40).

Probation: “A person on probation is outside of juvenile hall –living alone, with parents or guardians, or in an out of-home placement – but is still supervised by a probation officer (PO), and still must follow the PO’s rules” (CYWD, 2009, p. 40).

Prosecution: “The process of bringing a person to trial for criminal charges” (CYWD, 2009, p. 40).

Prosecutor: “Usually the District Attorney, the government’s lawyer who tries to prove you did the crime” (CYWD, 2009, p. 40).

Recidivism: refers to the possibility or likelihood of a criminal re-offending.

Rehabilitation: “Process by which a person convicted of a crime is reformed or changed, so she is unlikely to commit more crimes” (CYWD, 2009, p. 40).

Relative Caregiver: “A relative caregivers and the dependent children placed in their homes by the juvenile court and to those who are at risk of dependency or delinquency” (CYC, 2009, p. 6).

Statute: “A law enacted by the legislature” (CYWD, 2009, p. 40).

Status offender: “A youth charged with doing something – like running away from home or missing school – that is only a crime if you are under 18. Adults cannot be charged with status offenses” (CYWD, 2009, p. 40).

Sustained (as in, “the petition was sustained” or the charges were found to be true):
“When the judge agrees with something, she will say it is ‘sustained.’ The judge may say the ‘petition was sustained’ to mean that she finds that you did the thing you were accused of. In a criminal court, they would say you were found ‘guilty’ or you were ‘convicted’” (CYWD, 2009, p. 41).

Truant: “A youth who frequently misses school without an excuse” (CYWD, 2009, p. 41).

Unfit parent: “A parent who has been proven to be unable to take care of her child” (CYWD, 2009, p. 41).

Ward of the court: “A child who has been brought under the jurisdiction of the juvenile court pursuant to Welfare and Institutions Code Section 602. The juvenile court is your legal guardian instead of your parents or other persons. A judge decides where you will

live, what kind of school, programs or other services you need, what rules you need to follow, and so on” (CYWD, 2009, p. 41).

Welfare and Institutions Code: “The section of the California law that covers youth and the juvenile justice system. Some of the common terms you might hear are Welfare and Institutions Code Section 300, 601, 602 or 707” (CYWD, 2009, p. 41).

Assumptions

It is assumed by the authors that there is little research on crossover youth but from both the Arizona Dual Jurisdiction Study (2004) and the Los Angeles County Study (2008), there is an indication that no matter the geographic location (urban metropolis, rural area) there is great deal of consistency amongst the characteristics of the crossover population. The authors will build upon the existing data utilizing the exact same methodology as the Los Angeles County Study to determine rather or not crossover youth are similar regardless of their geographic location. The authors will compare both the Los Angeles County data with the Alameda County data, comparing the crossover population’s characteristics and demographics. The authors assume that there will be more similarities than differences between Los Angeles County crossover youth and Alameda County crossover youth.

Children who are abused and neglected have weaker social bonds and have varied experience regarding interactions with major systems such as child welfare, mental health, and the juvenile justice system. Many foster youth are at a disadvantage due to their out-of-home placement, which increases their likelihood of committing a delinquent

act. The authors hope to explore the characteristics of crossover youth in Alameda County and contribute to existing data with the completion of this study.

Justification

Exploring the characteristics of crossover youth in Alameda County will benefit the profession of social work by giving service providers a closer look at where crossover youth come from. It may be helpful to compare this study to Herz and Ryan's Los Angeles County study, which this study emulates, in order to draw out similarities and differences across the two studies and to stimulate future research on this population. Further, the outcomes of this study will allow Alameda County to create new and innovative programs that foster intervention, prevention, and systems integration to rehabilitate and support crossover youth. This study could assist the county with improving its performance on federal and state outcome measures regarding transition-age foster youth, while helping youth lead more productive lives. This study allows Alameda County to create policies that will benefit this population, improving the safety, permanency, and well-being of crossover youth.

Limitations

The study limitations are that the data collected are not longitudinal; rather, the data are retroactive, which does not capture recidivism of the crossover youth studied. The reader will not be able to see the actual outcomes of the youth. The study implications will reflect characteristics specific only to youth in Alameda County, so it may not be generalizable across the State of California.

Chapter 2

LITERATURE REVIEW

Introduction

The literature review covers major areas pertinent to the study of foster youth crossing over into the juvenile justice system and vice versa. Some of the major contributing factors in youth crossing over are instability, foster care placement, family criminality, peer contagion, mental health, and substance abuse (Alltucker, Bullis, Close, & Yovanoff, 2006). Henggeler (1989) reported that most delinquents have multiple problems, such as educational delays, family disorganization, lack of community support systems, poverty, and poor social skills. The literature review covers the characteristics, outcomes, and other pertinent information below in the order of 1. maltreatment, 2. family background/criminality, 3. education, 4. placement, 5. support systems, 6. peer contagion, 7. mental health and substance abuse, 8. racial disparities, 9. post-emancipation, 10. recidivism, 11. prevention, 12. dispositions, and 13. multisystem integration.

Maltreatment

Throughout multiple articles discussed below, maltreatment continuously was found to be a major factor in delinquent behavior. Herz and Ryan (2008) argue that maltreatment during childhood increases the risk of negative outcomes such as pregnancy, school failure, emotional problems, substance abuse, mental health problems, and delinquency. Halemba, Siegel, Lord, and Zawacki (2004) examined data from Arizona's state information system, called the Juvenile On-Line Tracking System

(JOLTS), and found that crossover youth represent a larger proportion of youth in the JOLTS than their non-court-dependent counterparts. Herz and Ryan (2008) emphasize that maltreatment is a factor in delinquency, especially when maltreatment occurs at a younger age. Halemba et al. (2004) found that 74% of crossover youth families had prior CPS history and 59% of the CPS reports were substantiated (p. 34). The average number of prior CPS reports per studied family was 4.3, of which 1.9 were substantiated (p. 34).

Crossover youth also appear to initiate delinquent behavior earlier than their non-court-dependent peers. The study by Alltucker et al., 2006 found that youth with foster care experience due to maltreatment are more than four times more likely to become an early delinquent (p. 479). Another study by Munson and Freundlich (2005) interviewed a juvenile court judges, one stated, "if you get in foster care, the risk factors go up, and you'll probably see the kid in the delinquency system" (p. 11). In another interview, an emancipated youth stated "If kids lived with their family, maybe they'd try not to get in trouble, but they don't have family, 'So [they think], so what if my group home or foster family finds out? They're not real parents,' you figure you got nothing to lose because you are not with your real family" (p. 11). The average age of committing a first-time delinquent offense for crossover youth is 13.1 years of age, compared to their non-court-dependent peers' average age of 14.0 (Halemba et al., 2004, p. 23). The same study found that crossover youth are placed on probation for the first time at an earlier age (15.3 years) compared to their non-court-dependent peers (15.9 years). Another study by Egeland, Yates, Appleyard, and van Dulman (2002) discovered a strong correlation between neglect and abuse in childhood and negative outcomes later in life. This study

found that youth with a history of physical maltreatment and psychological unavailability of parents had a higher diagnosis of conduct disorder. At the age of 17 ½, 50% with a history of physical abuse and 39% who had suffered psychological unavailability of the parent compared to 21% of youth with no maltreatment were diagnosed with conduct disorder (Egeland et al., 2002, p. 253).

Child maltreatment also is a predictor of continued criminal behavior, as found in the multivariate analysis done by Kingree, Phan, and Thompson (2003). This study found in the first model that race, prior detentions, and substance use were factors of recidivism; the second model found that physical neglect and emotional neglect were associated with recidivism; while the third model found that the first and second model combined predicted recidivism (Kingree, et al., 2003, p. 634-636). The research of Widom (1994) found that the effect of maltreatment follows the victim into adolescence and beyond. Widom and Maxfield (2001) report that children who were abused or neglected have a 59% higher risk of being arrested as a juvenile, a 28% higher risk as an adult, and a 30% higher risk of committing a violent crime (p. 1). Their study also notes that victims of neglect are likely to develop violent criminal behavior (Widom & Maxfield, 2001).

Kelly, Thornberry, and Smith (1997) report that survivors of child maltreatment often have difficulty during their years of adolescent development. The Rochester Youth Development Study was the result of a collaboration between the University at Albany, State University of New York, the University of Pittsburgh, and University of Colorado that involved regular interviews with 4,000 participants over a decade to collect findings about the effects of maltreatment (Kelly et al., 1997). A subsample of this study from

Rochester, New York included 1,000 youth (75% male and 25% female) who were chosen for more in-depth data analysis (p. 3). The study looked at official delinquency records to determine the relationship between prevalence of childhood maltreatment and delinquency. The official delinquency records showed that youth with a history of maltreatment made up 45% of the sample, compared to non-maltreated youth who made up 32% of the sample (p. 5). This study also reviewed levels of maltreatment along a continuum from less maltreated to more maltreated, as well as including dimensions of maltreatment such as frequency, severity, duration, and variety through the youth's self-reports. Across the board in all dimensions, maltreated youth reported a higher participation in delinquency as follows (p. 7):

Minor delinquency: 45% for maltreated youth, 37% for non-maltreated youth

Moderate delinquency: 71% for maltreated youth, 56% for non-maltreated youth

Serious delinquency: 42% for maltreated youth, 33% for non-maltreated youth

Violent delinquency: 70% for maltreated youth, 56% for non-maltreated youth

General delinquency: 79% for maltreated youth, 70% for non-maltreated youth

The Rochester study found that more-maltreated youth were about twice as likely to be arrested compared to the less-maltreated youth (p. 7). In fact, Chamberlain, Leve, and DeGarmo (2007) found in their research that youth were often exposed to trauma, physical abuse, emotional abuse, anxiety, neglect, or mood problems before engaging in delinquency. Ross, Conger, and Armstrong (1997) found that the 2% of foster youth in New York made up of 15% of the juvenile detention facility population (p. 473). Kelly et al. (1997) concluded that there is a correlation between maltreatment and later violent or

serious delinquency, and the intensity of delinquency increases for the victims with higher incidents of maltreatment. Kelly et al. (1997) noted that 52% of young girls with a history of maltreatment became pregnant in adolescence, compared to 34% of non-maltreated girls (p. 8). The impact of maltreatment tremendously influences outcomes later in life and increases risk for youth in a negative way.

Family Background/Criminality

Youth with family criminality and negative family background are at a higher risk of engaging in delinquent behavior, which also is exacerbated by the foster care system as discussed later in the chapter in the section on peer contagion. Halemba et al.'s (2004) study of the characteristics of the parents of Arizona crossover youth show that 78% of these parents were substance abusers, 31% had mental health issues, 70% were involved in domestic violence, 61% had financial and housing problems, and lastly, 55% had a history of incarceration (p. 40). The same study also found that 12% of the studied crossover youth had one or both parents who were deceased (p. 42).

Similarly, a study conducted in Los Angeles found that 72% of crossover youth's biological parents had a history of substance abuse, 24% had a history of mental health, and 36% had a history of criminal behavior. Thirty-three percent of the youth were exposed to domestic violence from parents, and 17% of the youth had a positive toxicology screen at birth due to the mother's drug use (Herz & Ryan, 2008, p. 47). Fallor and Bellamy (2000) found that parents involved with CPS often have one or more mental health issues. The most common mental health issues in parents in the child welfare system were personality disorder and depression; less common were manic depression

and schizophrenia (p. 2). A youth who had a mother, father, or sibling convicted of a felony was two times more likely to become a young delinquent and enter the juvenile justice system compared to youth who did not have a family member who was convicted of a felony (Alltucker, et al., 2006, p. 487).

In other instances, children have behavior issues that bring the family to the attention of child welfare officials. Stumphauzer (1986) theorizes that families are an important part of childhood development, arguing that a young child is more influenced by the family compared to an adolescent youth who is more susceptible to peer pressure. By the time child welfare, other professionals, or juvenile justice come into contact with the family, parents often will state, “we have tried everything but nothing works” (Stumphauzer, 1986, p. 91). Parents sometimes relinquish their children due to their behavior and the parents’ inability to parent the children. The inability to care for the child because of the child’s behavior is also seen in relative foster placements and non-relative placements ultimately asking for removal of the child (Herz & Ryan, 2008).

Education

Poor engagement in school and academics also has been found to be related to delinquency. Poor academic achievement, lack of school participation, drug use, and association with delinquent peers are factors that predict recidivism (Baltodano, Platt, & Roberts, 2005). School is a significant socializing institution that prevents delinquent behavior (Sampson & Laub, 1993). Sampson and Laub (1993) hypothesize that youth have a higher risk for delinquency if they perform poorly in academics and lack attachment to school. If students are resistant to the structures that are enforced in the

school institution, then they will be less likely to follow the structures that exist in other parts of society. Sampson and Laub (1993) go on to discuss how incarceration of a foster youth affects the youth's educational attainment. While the crossover youth is incarcerated, the prior foster placement is often filled with another child and the crossover youth may be placed at an emergency placement until the child welfare agency finds another placement. This delays the educational track for the crossover youth because of the number of school days missed and the instability of moving several times. Studies also show that crossover youth often have poor academics and attendance in general. A study from Arizona found that 67% of crossover youth were truant, 59% had severe academic deficiencies and were one year or more behind in school, 44% needed special education, and 23% had or were suspected of having a learning disability (Halemba et al., 2004, p. 42). In terms of gender, the Arizona research showed that males were more likely to be placed in special education and females were more likely to have behavioral problems and academic problems. A study conducted in Los Angeles showed that 51% of crossover youth were truant or not attending school consistently, 49% were performing poorly in school, 21% were diagnosed with a learning disability, and 47% were engaging in problem behaviors resulting in suspension (Herz & Ryan, 2008, p. 48). The Los Angeles study revealed that females tended to have more truancy and males were more likely to display behavioral problems and to be identified with a learning disability. Other studies found a correlation between academic achievement and positive outcomes (Fredricks, Blumenfeld, & Paris, 2004). Fredricks et al. (2004) argue that engagement with three key components (behavior, emotion, and cognition) is imperative

to academic achievement. Behavior means “doing the work and following rules,” emotion refers to an affinity for and identifying with school, and cognition refers to “self-regulated learning strategies that promote deep understanding and expertise” (p. 61).

The issue of instability in school associated with poor academics for foster children resulted in the passing of California Assembly Bill 490 in 2003, which took effect in January 2004, to promote immediate enrollment and stability in schools (California Assembly Bill 490, Chapter 862, Statutes of 2003). This bill required that youth continue at the same school even if they move to a different placement. Sometimes foster youth are moved to other homes or are displaced by incarceration and may not be in the same school district. Opponents of the bill were concerned about the cost and logistics of transportation since some youth end up being placed far from their old school. However, the above research indicates the importance of maintaining stability in the placement of foster youth and having consistency in school and educators for social and emotional stability.

Placement

Out-of-home placements are reviewed below (foster homes, group homes, residential care, juvenile hall, camps, and so on) to find if there is a correlation between out-of-home placements and delinquency. Consistent with the above findings regarding maltreatment, research indicates that youth with foster care placement experience are four times more likely to become early delinquents (Alltucker, Bullis, Close, & Yovanoff, 2006, p. 479). Jonson-Reid and Barth (2000) found no correlation for foster care placement and delinquency, but were able to distinguish that youth with multiple

placement were more at risk for later delinquency. In a 2005 study, youth placed in foster care settings in Pittsburg, California were twice as likely to engage in delinquency compared to youth receiving in-home services (Ryan & Testa, 2005, p. 244). Further, research by Conger and Ross (2001) found that when foster youth are arrested, they tend to remain in the juvenile detention longer waiting for trial rather than being sent back to their placement. This is disruptive to the youth's stability of placement.

Widom and Maxfield (2001) found that children with multiple placements (three or more moves while in care) had a considerably higher rate of arrests and nearly twice as many reports of all forms of delinquent acts (p. 6). They also noted that this population typically had behavioral problems in their records. The Arizona study found that a majority of crossover youth experienced instability in placements with an average number of 10.7 placements (Halemba et al., 2004, p. 47). Within the sample studied, 3% had 1-2 placements, 18% had 3-5 placements, 31% experienced 6-10 placements, 29% experienced 11-15 placements, and 19% had 16-20 different placements (p. 47). In all, 79% had six or more placement changes. The research found that crossover youth spent an average of 13% of their dependency time incarcerated, with 89% entering a juvenile detention center (p. 48). In addition to placements, this study also showed that 51% of the crossover youth had a history of running away for an average of 65 days (p. 49). Running away can affect the youth's stability due to the loss of their previous placement, increasing the number of placements and, in turn, the risk of delinquency.

The study in Pittsburg, California found that 90% of youth who had five or more placements reported that they engaged in delinquent activity (Ryan & Testa, 2005, p.

230). The researchers noted that placement instability results in feelings of insecurity, behavior issues, and dissatisfaction with the foster care system and juvenile justice system. Ryan and Testa (2005) also found that males' risk of delinquency increased with the instability in placements, though the same was not found for females (p. 237).

The type of placement may also play a role in whether foster youth cross over to the juvenile justice system. Ryan, Marshall, Herz, and Hernandez (2008) showed that youth with group home placements are more likely to engage in delinquency compared to youth in foster family home placements. These researchers also found that more arrests occur in group homes rather than foster home settings, with 40% of arrests occurring in the group home setting (Ryan et al., 2008, p. 1096). The previously cited Arizona study showed that 90% of crossover youth were placed at least once in a group home or residential treatment, with the average of 46% of their dependency time spent in these settings (Halemba et al., 2004, p. 47). Their study found that placement in the foster care system increased the number of arrests for these youth compared to their non-foster-care peers who committed the same delinquent act. Ross, Conger, and Armstrong (2002) discuss how arrests often occur because child welfare workers and group home facilities call the police to remove difficult children. For example, Conger and Ross (2001) found that group home facilities are likely to call law enforcement on the youth for behaviors such as stealing and fighting, which is much less likely to occur when a youth is living with his or her biological family.

Support Systems

When crossover youth lose access to services after incarceration, it may adversely affect their connections with family, their permanency placement, and educational attainment. For example, one of the Sacramento school district Independent Living Program workers works with a youth's probation officer months in advance to seal the youth's juvenile record so the youth's record is cleared by the time he or she is released from the juvenile system (Aliyah Holmes, personal communication, 2008). The day the youth is released, he or she can apply for jobs without disclosing a criminal background which broadens the opportunities. There has also been a history of front-line juvenile justice workers not being able to, or not knowing to, contact social workers or other involved professionals to advocate on behalf of the youth (Ross, Conger, & Armstrong, 2002). Authorizing and ensuring the delivery of continued services to crossover youth is important for helping these youth out of their predicament and giving them a full chance at being a contributing member of society.

When foster youth cross over to the juvenile justice system, they are usually disconnected from their siblings and birth families. Some organizations are working to reverse that, and model programs do exist. Sibling Kinnections Program (SKP) is a program developed from the Center for Family Connections (CFFC). According to Pavao, St. John, Cannole, Fischer, Maluccio, and Peining (2007), this program is the first and only programs that provides pre- and post-adoption (including foster care, kinship, guardianship, reproductive technology, and other complex families) clinical work, consulting, and training of parents and professionals without the conflicting demands of

the child welfare system of placing children as well. CFFC staff observed that siblings separated by the adoption and foster care systems are not receiving support to maintain their sibling connections, which impedes on the siblings' ability to form trusting, permanent attachments with their adoptive parents and new siblings. Pavao et al. (2007) conclude that siblings were better able to form healthy attachments to their adoptive families when they experienced fewer disturbances in their relationships with their birth families, especially their birth siblings. For crossover youth, there also is the struggle of staying connected to siblings while incarcerated.

Peer Contagion

Peer contagion is a factor that increases the foster child's likelihood of crossing over to the juvenile justice system. Herz and Ryan (2008), authors of the Los Angeles crossover youth study, define peer contagion as "the exposure and socialization processes (e.g. social learning) that are likely to shape and support deviant attitude and behaviors in the group care setting" (p. 36). Their study suggests that spending time in residential settings with extended exposure to high-risk peers heightens a youth's bad behavior. The Herz and Ryan study gives insight to behaviors of crossover youth. The study suggests that putting high-risk youth in group homes rather than with foster families has many negative effects on the youth (Herz & Ryan, 2008). However, not all foster parents can provide all the services needed for high risk youth who may need placement in group homes. More efforts to provide better placement where the youth's needs are met will need to be developed. Another study found the same results and reported that youth begin

to normalize delinquent behavior/culture from exposure in the juvenile delinquency system (Thornberry & Burch, 1997).

Thornberry and Burch (1997) also discuss the Rochester Youth Development Study (RYDS) results and note the relationship between gangs and delinquency, with high levels of peer contagion within the gang structure. The sample in this study included 30% gang members and 70% non-gang members (p. 2). The RYDS showed that gang members committed 86% of serious offenses, 69% of violent offenses, and 70% of drug sales (p. 3). The numbers overwhelmingly show cased that a large proportion of the gang members engaged in delinquent behavior. This study concluded that gang prevention and interventions would decrease delinquent behavior. These findings may be instructive for social workers and juvenile justice staff working with crossover youth who have been exposed to peer behavior that normalizes delinquency.

Along the same lines, Ross, Conger, and Armstrong (2002) noted that detention stays can amplify negative behaviors and that youth jail culture can promote delinquency among crossover youth. Jail culture can be learned as the norm and youth will become acculturated with this type of lifestyle. Ross et al. (2002) discussed that upon their release, the youth will be placed in another foster home – thus increasing the number of placements, which in turn increases the likelihood of delinquent behavior, as discussed previously. Halemba et al. (2004) point out the disadvantage of crossover youth having more detention time, pushing them further into the juvenile system (partially as a result of peer contagion mentioned earlier). Placement in residential treatment and group homes reinforce criminal behavior, defiance, antisocial behavior, and recidivism into adult

prisons (Dodge, Lansford, & Dishion, 2006). How to break youth out of this cycle is a question for further research.

Mental Health and Substance Abuse

Mental illness and substance abuse are prominent in the juvenile justice system, as the studies below elaborate. According to Foster, Qaseem, and Conner (2004), many youth in the juvenile justice system suffer from mental health issues that are exacerbated by incarceration. They suggest that an integrated system between mental health and juvenile justice is vital to give youth with mental health a system of care. The majority of the adolescents in this study entered the juvenile justice system, but needed entry to the mental health service system as well. In another study of mental health prevalence in the juvenile justice system, 77% of youth received mental health services, and 83% had either mental health problems or substance abuse problems, while only 8% were treated for substance abuse alone (Herz, Krinsky, & Ryan, 2006, p. 3).

According to Kelley, B. T., Thornberry, T., & Smith, C. (1997), there is a link between maltreatment and mental health problems. It is useful to employ a developmental approach to psychopathology (Cicchetti, 1989). Psychopathology usually occurs when there is a lack of integration of the various social, emotional, and cognitive competencies that underlie healthy or normal adaptation at a particular level of childhood development. Child victims respond differently to maltreatment experiences, they also display a wide range of maladaptive emotional and interpersonal symptoms.

There are many negative attributes commonly associated with the foster youth population include anxiety, inattentiveness, impulsiveness, anger, aggression, passivity,

withdrawal, depression, self-destruction, obsessive-compulsive behavior, and unpopularity (Erickson, Egeland, & Pianta, 1989). Maltreated children describe feeling a lack of self confidence, empathy, and joy. As mentioned before research shows that long-term, childhood maltreatment has been linked to a number of mental health problems among adolescents. There is an increased with self-destructive and suicidal behavior, fewer interpersonal competencies, and more mood disorders, such as anxiety and depression (Malinosky-Rummell & Hansen, 1993; Downs, 1993).

In the 2004 Arizona study, substance abuse was the most prevalent issue documented – 80% of crossover youth reported some substance abuse (Halemba et al., 2004, p. 43). The review of court and social services files also found that 61% of crossover youth had been diagnosed as having severe emotional/mental health problems, a like amount 61% were taking psychotropic medications (often, multiple types), and 39% had a history of being sexually abused. In 27% of cases, documentation existed to suggest these juveniles were seriously considering or had attempted suicide (p. 43). Substance abuse was almost always identified as a problem among crossover females 91% and somewhat less so among males 76% (Halemba et al., 2004, p. 43). Suicide ideations and/or attempts were more present among females 44% compared to 19% among the male study population (p. 43). Lastly, females in the study population were slightly less likely to be diagnosed with emotional/mental health disorders 55% and to be taking psychotropic medications 56% than their male counterparts (Halemba et al., 2004, p. 43). Multiple advocates and agencies have pushed for awareness of mental health needs for youth involved in the juvenile justice system (Grisso, 2004). Grisso notes that the

juvenile justice system has an obligation to provide increased treatment for this population.

Racial Disparities

Disproportionality is the overrepresentation of African-American youth in the child welfare and juvenile justice systems are of great concern according to Ryan et al. (2007). Overrepresentation refers to a situation where a greater proportion of a specific group (such as African-American children) is present at a specific stage within a service system (such as child welfare or foster care). Nationally, African-American children represent 35% of all children in foster care, yet African-American youth represent only 15% of the child population according to Department of Health and Human Services in a 2005 report (U.S. Department of Health and Human Services, 2005). Ryan et al. (2007) identified that there was an overrepresentation of this population that had been maltreated and simultaneously involved with child welfare and the juvenile justice system. In 2003 Courtney and Harris, found that African-American in single parent households were less likely to reunify, compared to their white and Hispanic peers. One study found that in regards to the juvenile justice system: African-American youth are more likely to be arrested and more likely to be placed in detention, and less likely to receive mental health services (Leiber & Fox, 2005; Rawal, Romansky, Jenuwine, & Lyons, 2004). Drakeford's (2005) study of dispositions was that 83% of minority youth are adjudicated for personal offenses.

According to Crampton and Jackson (2007), research is showing that there are a disproportionate number of children of color in the child welfare system, suggesting that

child welfare agencies should focus on key interventions at decision-making points (i.e., investigations, substantiations, and placements) to understand the experiences of children of color. Crampton and Jackson describe a community's efforts to utilize a process called Family Group Decision Making (FGDM) when making placement decisions, which may lead to less racial disproportionality in foster care by resulting in more children of color being placed in kinship care rather than with strangers in foster care. The research shows that African-American children are more likely to be placed in foster care (rather than kinship care), compared with white and Hispanic children (Needell, Brookhart, & Lee, 2003). FGDM focuses on planning for the protection and care of the children whose family has safety concerns, with the support of extended family members. Burford (2001) summarizes FGDM as demonstrating that family members come to meetings when given the opportunity from the child welfare system; both family members and child welfare professionals believe meetings improve child protection work; and children placed through FGDM meetings are more likely to remain with their extended families, preserving bonds and social networks and providing stable and long-term care.

State practices vary widely, and can have an impact on the degree of disproportionality in the child welfare system. The National Association of Public Child Welfare Administrators (NAPCWA) surveyed child welfare directors in all 50 states and the District of Columbia regarding their use of 40 promising practices that might help to reduce the disproportionate representation of minority children in foster care (Vandergrift, 2006). The states were asked whether these practices were used statewide,

in some jurisdictions, or only on a limited basis, as well as how well-supported the practices were, measured by characteristics such as staffing levels and funding.

In order to measure disproportionality across states, NAPCWA developed an index based on the likelihood of a child from a minority group (black, Hispanic, Native American, etc.) being placed in care in each state when compared to the placement rates for white children. The index scores were used to divide states into four quartiles. States where a minority child was least likely to be in foster care compared to a white child were in Quartile 1, while those states where minority children were most likely to be placed in foster care were in Quartile 4. Using the index rankings for black children as an example, the states ranged from 1.58 to 65.95 on the index, meaning that black children were 1.58 times more likely to be in care than white children in the state with the lowest index, and nearly 66 times more likely in the state with the highest index score (p. 10).

Some of the practices that states were surveyed about included communitywide parenting programs, culturally diverse foster parent recruitment, and substance abuse facilities for children and parents (p. 12). Interestingly, states with higher relative rate indices for black children were more likely to have more of the practices in place. It is surprising that this study shows states utilizing the most promising practices to address disproportionality, are in the higher quartiles. Surprisingly, surveys from the five respondent states from Quartile 4 indicated that four of the states had 39 or 40 practices out of 42 listed practices; no other states had 40 practices (Vandergrift, 2006, p. 11). States with the highest relative rate indices for both black and Hispanic children are more likely to have satellite offices, this is a good indication that when the satellite offices are

in the community more children likely to be with relatives. Most of the states reported having “regular race-based data collection,” the foundation for any intervention program. Many of the states with the lowest rates of disproportionate representation for both black and Hispanic children are more likely to have dependency drug courts. States within Quartile 1 and 2 states were more likely to have focused or limited programs, three Quartile 3 and 4 states have statewide dependency drug courts. “Seven of nine Quartile 4 states relative to black children have subsidized guardianship, while only one of six Quartile 1 states have the program” (Vandergrift, 2006, p. 16). Counter-intuitively, states with a lower relative rate index for black children had less widespread practices. Moreover, the states with the lowest relative rate indices are more likely to have cultural competence training. More promising practices including integrating systems should be recognized and practiced to acknowledge inconsistent practices within child welfare system and the juvenile justice system.

Post Emancipation

Across the nation, adolescent foster youth emancipating from the child welfare system face problems with money management, accessing medical care, family relationships, physical victimization, unemployment, incarceration, and homelessness after emancipation (Courtney, et al., 2001; Morris, 2007). English and Grasso (1998) showed that about 49% of emancipated foster youth have psychological disorders and about 53% have developmental problems (p. 34). Another study by Zima et al. (2000) showed that emancipated foster youth had low educational attainments, low reading

scores, special education needs, depression, anxiety, and anger expressed through physical violence, and illegal substance use.

These troubling statistics are a reality in the struggles of emancipated foster youth. For foster youth who cross over to the juvenile justice system and emancipate from that system, their risk increases. They emancipate from the juvenile justice system often without any family and support systems because they were cut off from these supports while they were incarcerated (Aliyah Holmes, personal communication, 2008). Maintaining services helps foster youth improve their potential to self-sufficiency (Leathers & Testa, 2006). However, when crossover youth emancipate from the juvenile system they have to jump through hoops to get their records sealed (Aliyah Holmes, personal communication, 2008). For some former foster youth, they may not know about the possibility of sealing their records or may have difficulty going through the process. According to Connell, Katz, Saunders, and Tebes, (2006) risk factors such as mental health and substance abuse might be associated with delays in permanency. Also prevalent is the absence of mentors and other support systems before emancipation. Halemba et al. (2004) found that crossover youth experience poor outcomes in regards to securing a stable living arrangement at the end of dependency closure. If more crossover youth are offered Welfare and Institution Code section 241.1(e) hearings to have dual jurisdiction or have jointly planned services by both systems to serve the youth, the youth could maintain the needed support from both sides.

Recidivism

Early exposure to the juvenile justice system often results in a lifetime pattern of repeat offenses. Several studies show high correlation with youth delinquency and recidivism later in life. Herz and Ryan (2008) were given access to joint assessment reports and extracted a number of demographic, legal, and social characteristics. The study showed that 28% of crossover youth experienced recidivism. In addition, mental health issues add more risk to recidivism. The previously cited Arizona study by Halemba et al. (2004) found that crossover youth had more extensive court histories than delinquency-only youth, as measured by the average number of prior referrals and petitions. Halemba et al. (2004) found that crossover youth had an average of 6.4 delinquency referrals and 4.1 petitions, compared to 4.6 referrals and 2.8 petitions for delinquency-only cases (p. 25). Even though in some instances crossover youth had lower numbers of referrals and petitions, they were treated differently because of their foster care status. This bias in the treatment of crossover youth has resulted in high numbers of these youth being placed in detention or correction settings, which is not seen in non-foster youth. Halemba et al. (2004) reported that 89% of crossover youth had a history of placements in juvenile detention centers averaging 13% of their time in a correction center comparable to 12% of time spent in the home with their parents (p. 49).

Widom and Maxfield (2001) studied recidivism among a sample from a longitudinal study originally from 1988 comparing maltreated youth to non-maltreated youth. As of 1994, recidivism data showed that youth who had a history of abuse and neglect as a child had an 29% increased risk of adult criminality. The Widom and

Maxfield study (2001) followed a group of children maltreated at the age of 11 or younger and a group of non-maltreated children from the Midwest into adolescence and young adulthood. This study found that 27% of maltreated youth were arrested as juveniles, compared to 17% of non-maltreated youth (p. 3). This discrepancy also held true for adults with a history of maltreatment. In this population, 42% of adults with a history of maltreatment were arrested as adults compared to 33% for adults with no history of maltreatment (p. 3). Kelly et al. (1997) found that as the frequency and severity of the abuse increased, so did the frequency of subsequent arrests or self-reported acts.

Prevention

Efforts to provide family maintenance, adoption, and guardianship rather than foster care are crucial to preventing criminal activity among youth, as a number of previously cited studies have shown that children with a court dependency (maltreatment) background make higher proportion of delinquency cases. It is also important to refer families to community-based services to promote and strengthen family dynamics. Alltucker et al. (2006) suggest that policy makers interested in reducing crime should revamp their efforts in services for children and families at risk of coming into the child welfare system.

Many foster youth have engaged in criminal behaviors that might lead the foster care system to refer them to the juvenile justice system or cause them to cross over into the delinquency system. Courtney, Piliavin, Grogan-Kaylor, and Nesmith (2001) conducted a survey on 141 emancipated foster youth from 1995 to 1996. This sample of

former foster youth self-reported delinquent acts averaging 4.3 acts per youth; 25% self-reported seven or more delinquent acts (pp. 708-709). The respondents in this survey reported a variety of delinquent acts (p. 709):

Less serious delinquent acts (assault without intent to harm, being loud in public, driving without a license, and petty theft) – 30%

More serious delinquent act (burglary) – 14%

Theft of property worth \$100 or more – 14%

Possession of stolen property – 17%

Grand theft auto – 11%

Assault with intent to harm (placement related) – 18%

Assault with intent to harm (non-placement related) – 18%

Drug deals with illegal substances – 22%

Many youth have identified that their caregivers (group home staff, foster parents, and social workers) lacked compassion and did not provide guidance, but rather relied on law enforcement to resolve issues (Munson & Freundlich, 2005). After emancipation from the child welfare system, many of the respondents reported “serious run-ins with law enforcement authorities,” 18% reported being arrested, and 18% reported being incarcerated (Courtney et al., 2001, p.709). Prevention services should be looked at carefully to hinder recidivism.

Alltucker et al. (2006) proposed that policy makers should reexamine their approach to decreasing crime by providing supports for families and children who are at risk of abuse and neglect. This study found a correlation between abuse, neglect, and

maltreatment of children to be a predicting factor of future criminality. Widom and Maxfield (2001) recommended that teachers, police, and health care workers recognize the signs of abuse and neglect so that intervention for the children can be made as early as possible. Single-strategy approaches to reducing violence and delinquency are not effective (Lipsey, 1992). Lipsey (1992) argued that prevention starts at identifying the offender and providing rehabilitation programs and appropriate punishment according to the committed offense. The author posited that the payoff of these steps for prevention will decrease recidivism.

Herz and Ryan (2008) pointed out that social control theory suggests social bonds prevent children from engaging in delinquency. Many children in foster care experience low levels of investment and weak social bonds. If children connect with their caregivers or other individuals, they are less likely to engage in delinquency because they do not want to jeopardize those relationships (Herz & Ryan, 2008). Social control theory states that attachment and commitment both play a role at factoring into whether foster youth cross over into delinquency (Hirschi, 1969). Herz and Ryan (2008) found that attachment is the most crucial foundation for the provision of quality care, and is a predictor of healthy psychological development.

Hirschi (1969) suggests that attachment and commitment are factors in lowering the risk of youth delinquency. In research conducted by Ryan, Testa, and Zhai (2008), they studied frequency of communication, level of care, parental monitoring and rules, and engagement in the religious community. This study was only able to conclude that youth who have ties with the religious community are less likely to engage in

delinquency. To agree with Hirschi's theory, if foster parents establish positive relationships with youth in their care, it can minimize their emotional distress and the negative effects caused by separation from their parents. With regard to school attachment, foster youth who have been suspended from school were more likely to engage in delinquency (Herz and Ryan, 2008). If youth had a stronger commitment to school, then it is an assumption that delinquency would be a lower risk. The social control theory can be used to examine services and intervention in preventing delinquency for these youth such as court-appointed special advocates (CASA), good connections in foster placements, mentors, after-school activities, religious community ties, maintaining family connections, and community programs, just to name a few.

Dispositions

Assembly Bill 129, passed in 2004, gave California counties the opportunity to experiment with dual jurisdiction approaches (AB 129, 2004). AB 129 allowed crossover youth to be wards of both dependency and delinquency courts in counties that developed protocols to pilot the use of dual jurisdiction. This allowed dual-status youth to receive services from both agencies. Currently, dual jurisdiction is utilized in 38 states as well as the District of Columbia, while two states use "on-hold" jurisdiction (child welfare services are put on hold until court dispositions are completed), and nine states use a combination of dual and "on-hold" jurisdiction (Dunlap, 2006). Dual jurisdiction is not utilized all states, and even so, some crossover youth may fall through the cracks because neither system takes responsibility for the youth (Dunlap, 2006). Opponents in California argued against dual jurisdiction using these points (Dunlap, 2006). However, the effective

implementation of AB 129 is crucial to giving crossover youth a better chance in life and offering services to a vulnerable population to overcome adversity.

Additional services are made possible with AB 129. The Los Angeles study discovered that as a result of the 241.1 hearings, 29% of the cases became wards of the court terminating dependency, 10% were dismissed, and 61% remained under dependency court with informal probation (Herz & Ryan, 2008, p. 51). If youth are given a second chance in dependency court, they have the opportunity to complete conditions of the court in order to keep from having a delinquent record, whereas with dual jurisdiction, youth must seek to have their record expunged after age 18. In contrast, separate jurisdiction into delinquency means loss of the following: family treatment with parents and siblings, child advocate attorney, CASA worker, social worker, placement [where connections are severed, especially if the placement also housed sibling(s)], stability in education, possible transitional housing opportunities, and some resources when the youth emancipates from the juvenile justice rather than child welfare (Cathy Dessert, personal communication, 2009).

Research indicates some bias against crossover youth in terms of juvenile detention and disposition of cases. Herz and Ryan (2008) concluded that crossover youth receive harsher outcomes than their peers. The Vera Institute of Justice examined 13,000 juvenile pre-adjudication detention decisions in New York City between 1997 and 1999. The prevalence of a prior arrest that resulted in detention was 27% for foster youth and 24% for non-foster youth (Conger and Ross, 2001, p.21). The authors concluded that

there is an unfair bias against foster youth that bestows harsher detention time and dispositions for the same offenses.

Morris and Freundlich (2004) interviewed a variety of stakeholders (e.g. foster parents, young adults, judges, and child welfare administrators) about foster youth experiences in the juvenile justice system. They concluded that foster youth were dissatisfied with their legal representation and felt that the punishment was often more severe for dependent youth entering the juvenile system. Foster parents in this study expressed their concern about inequities of judicial dispositions for foster youth. Ryan et al. (2007) found that probation was less likely to be given to crossover youth compared to non-dependent youth. This Los Angeles study found dispositions for crossover youth included 58% being given probation, 21% placed in group homes (most often supervised by probation), and 21% placed in delinquency camps supervised by probation with California Youth Authority, whereas 73% of non-foster youth received probation, with only 11% placed in group homes and 16% going to a correctional facility (Ryan et al., 2007, p. 1044). Halemba et al. (2004) reported that 37% of crossover youth received probation placement (group home or residential treatment) compared to 4% of non-foster youth (p. 19).

Multisystem Integration

Multiple studies found that systems integration and collaboration are crucial in serving this population. In addition to system integration, it is important for the different systems to recognize the need for clients to be assessed for personalized services. Solar (1992) explains the importance of individualized, integrated services below:

Most services for children and families in the United States are categorical, fragmented, and uncoordinated. Children labeled “delinquent” are often tracked towards correctional placements aimed at keeping them within a designated setting and modifying their behavior, with little effort to resolve underlying family problems. Children labeled “abused,” “neglected,” or “dependent” are removed from their homes and quickly placed in foster care, but rarely receive preventative, family support, or mental health services. Children with mental health needs may be placed in secure psychiatric settings and often heavily medicated with little opportunity for treatment in community-based, family-oriented programs (p.134).

Leone, Magee, and Osher (2002) point out that systems need to provide coherent services geared to the individual needs of each child, with community-based, family-oriented services using flexible funds. There are no “single-strategy or one-size-fits-all” approaches to preventing delinquency (Leone et al., 2002, p. 15). Rather, effective prevention requires systems to work together to advocate for the youth and provide individualized services. Swan and Morgan (1994) define collaboration “as teamwork, mutual planning, shared ownership of problems, shared vision and goals, adjustment of policies and procedures, integration of ideas, synchronization of activities and timelines, contribution of resources, joint evaluation, and mutual satisfaction of pride in providing quality and a comprehensive service delivery system” (p. 22). They go on to add that collaboration comprise of share finances and written contracts. Collaboration should be sought in the multiple agencies of school, mental health and substance abuse, welfare,

juvenile justice, child welfare, communities, and other youth services. Swan and Morgan (1994) state that there should be a local interagency council to guide the collaboration process ensuring success through building working relationships among agencies. Across all of these agencies, Leone et al. (2002) suggest that a strategic plan should be implemented in order to build and achieve comprehensive, culturally competent agency-level accountability. At-risk youth need a combination of a systemized collaboration of professional and community members to successfully transition from correctional facilities (Lehman, Wolford, Kelly, & Stuck, 1998).

Solar (1992) suggests that a case manager should be assigned to each youth the first day the youth is detained, so that the case manager is able to create an individualized service plan with the input and insight of the family. Solar identified several effective characteristics of coordination programs. These include: 1) defining goals and the target population for services, 2) the importance of leadership in initiating, developing, and implementing programs, 3) emphasizing the family rather than just the youth, 4) developing a wide array of appropriate services to meet the different needs of youth and families, and 5) relying on case management or case coordination with advocacy for services (p. 143). Solar (1992) went on to recommend needed aspects in establishing an effective interagency system: 1. developing common terminology; 2 establishing "clear goals and objectives of interagency efforts;" 3. creating a controlled research environment; 4. testing the significance of each aspect identified in the interagency services to measure the effectiveness; 5. examining what "case management" entails and defining/reshaping case management to best serve the youth; 6. looking at cost-

effectiveness of interagency services; and 7. enhancing information management systems to allow different agencies access to records (pp. 145-147). Leone et al. (2002) also identified, through their research, some ineffective structures in the juvenile justice system, such as unavailable or inflexible funding, confidentiality restrictions, policy or regulatory barriers, poor information collection/management/retrieval, and lack of communication among agencies. With all these barriers in place, collaboration cannot effectively occur without altering the agencies.

Literature on multisystem integration and systems collaboration has been shown to provide a holistic continuity of services. Baltodano, Platt, and Roberts (2005) developed a list of seven resources that was given to a sample of about 120 delinquent youth so the youth could identify which services they believed would be most helpful to them in transitioning back to the community: 78% said that school would be beneficial in their transition out of juvenile hall, 65% said employment, and 29-30% of the youth identified counseling and drug services to help with the transition (p. 381). In the article *Bridging the Gap between Child Welfare and Juvenile Justice*, Tuell (2001) suggests that the process of connecting the child welfare and juvenile justice systems will need 1. identification, in the form of a mandatory "cross-referral system;" 2. notification, that is, once the foster youth is arrested, the juvenile justice system should "contact the youth's caseworker by phone or fax and explain how to proceed;" 3. coordinated response, such as a meeting or conference call between both agencies and caregivers; and 4. accountability mechanisms to ensure that agencies are aware of their roles and responsibilities (pp. 6-7). Munson and Freundlich (2005) suggest that crossover youth

have negative outcomes when child welfare and juvenile justice are not working to provide collaborative services and advocacy.

Management systems rely on changing federal and state policies (English, Bradford, & Coghlan, 2000). Modification of the information system is crucial to enhancing program services by identifying program evaluations and generalizable information about outcomes from the services and for the families. Siegel and Lord (2004) identified effective solutions to court practices in regards to dual jurisdiction based on their broad-based literature review surveying 96 jurisdictions across the nation. Siegel and Lord (2004) provided five approaches to improve multi-system integration: 1. Screening and Assessment: identification of offenders as crossover youth as early in the delinquency process as possible and the use of standardized assessment tools to develop case plans tailored to individual risks and needs; 2. Case Assignment: Procedures used to keep a case under the direction of the same decision-makers and advocates for court processing; 3. Case Flow Management: any efforts to “provide for the substance and timely handling” of court proceedings for crossover youth; 4. Case Planning and Supervision: Improving coordination across agencies for court recommendations and case management; 5. Interagency Collaboration: represents efforts to build better infrastructure across systems and emphasizes the integration component of collaboration (pp. 2-15).

States have taken a number of approaches in this area. In Maricopa County, Arizona, a dual-ward pilot program was created to provide special training by child protective services, mental health agencies, and the juvenile court to educate probation

officers and give the agencies a better understanding of one another (Siegel & Lord, 2004). Siegel and Lord also discussed a county in Minnesota where judges are permitted to choose concurrent jurisdiction. Minnesota's Ramsey County co-located its probation officers and caseworkers to minimize the gap in service delivery. The State of Delaware uses the Family and Child Tracking System (FACTS) to allow all agencies to promptly determine if a child is involved in another system. FACTS provides an automated response to the child welfare system when a foster child is arrested and provides agencies the ability to share relevant information.

In New York, Project Confirm was put into effect by the Vera Institute of Justice to prevent unnecessary incarceration of youth by improving the collaboration between child welfare and juvenile justice (Ross, Conger, & Armstrong, 2002). They suggest that the lack of collaboration was due to caseworkers' unawareness of the clients' involvement in other agencies and the unclear roles of each agency. Project Confirm involved the collaboration of eight state and local agencies to advocate for foster youth and prevent their entry into the delinquent court: Administration for Children's Services, the Department of Juvenile Justice, the Department of Probation, the Family Court, the police department, Office of Children and Family Services, and the Office of Criminal Justice Coordinator. Project Confirm established a system of notification, court conferencing, community conferencing, and other informational services. This process bridged the administrative and programmatic gaps between juvenile justice and child welfare, thus enhancing the direct service delivery and decreasing unnecessary detention of foster youth. A 12-month review of efforts to bridge the gaps between these two

agencies found that Project Confirm was able to achieve 97% successful notification, 83% improving caseworkers' court appearances, and 60% achieving release of crossover youth (Tuell, 2001, p. 7).

Summary and Implications

Crossover youth face a significant set of obstacles – they are maltreated, which makes them more likely to commit criminal behaviors and to start earlier than their non-maltreated peers. They are more likely to come from broken homes and have family members with criminal histories, making them more likely to become delinquent. The research above shows that minority groups are disproportionately represented in foster care. Minority groups and youth who have foster care backgrounds are more likely to get stiffer dispositions than other youthful offenders. As reviewed in both the Arizona Dual Jurisdiction Study (2004) and the Los Angeles County Study (2008), there is an indication that no matter the geographic location (urban metropolis, rural area) there is great deal of consistency among the characteristics of the crossover population. Assembly Bill 129 has made it possible for California counties to have dual jurisdiction for crossover youth, in order to maintain their support systems and family connections. Dual-jurisdiction services can be enhanced with multisystem integration. This is established through setting responsibilities and accountability for agency workers to provide adequate service to crossover youth so that they do not fall through the cracks. This can also be made possible by having a uniform/clear set of goals and an understanding of the other agency so they can personalize services for the crossover youth especially those who are in need of mental health and substance abuse services.

Another potential practice would be to build a shared local case management system so that service providers will have needed information. It would be best for the youth to keep their child welfare agency workers who can advocate for the youth, possibly decreasing detention time and improving stability in placement and school for the youth while decreasing exposure to negative peer contagion. Stability in school and placement, especially minimizing the number of placements decreases the likelihood of delinquency. In receiving these services as a dual status youth, the crossover youth can be better prepared and equipped with services at emancipation. With these preventative services put into place, the hope is for a decline in recidivism.

Chapter 3

METHODOLOGY

Introduction

The research is designed to bring awareness to the contributing factors of foster youth crossing over from the child welfare system to the juvenile justice system, or vice versa. As previously noted, these youth are referred to here as 241.1 or crossover youth. This study represents a unique opportunity to gain an understanding of the characteristics of 241.1 youth and youth who are at-risk of involvement in both systems, to better understand the relationship between these characteristics and system outcomes. The characteristics are not intended as a way to stereotype foster youth who cross between systems; rather, the characteristics and outcomes provided in this study should be used to explore possible methods of interacting with these youth, to provide prevention and intervention service suggestions, and to ask questions about how system integration is important in delivering services to crossover youth.

The study utilizes the Los Angeles County data collection instrument developed by Herz and Ryan (2008, see Appendix A), which provides a description of the case characteristics and outcomes of 241.1 youth. The authors will use Statistical Package for Social Sciences (SPSS) in interpreting the findings and values.

Research Design

The Los Angeles County data collection tool and an SPSS analysis format will be used, which will provide a descriptive analysis to identify the characteristics of foster youth who cross over to the juvenile justice system, and vice versa. Descriptive analysis

measures the raw score by summarizing the actual measurements of variables and communicating the imperative characteristics in this research. This method reduces a large amount of data to provide statistics on graphs and tables that are easier for readers to interpret and understand. Further, the findings from the descriptive analysis regarding Alameda County 241.1 youth will be given to the county to potentially shape further prevention and intervention services.

Variables

The independent variables are maltreatment, substance abuse, mental health, instability, placement problems, multiple placements, family criminality, association with delinquent peers, social adjustments, social bonds, racial disparities, and poor academic achievement. These variables are predictors of the dependent variable. The dependent variable is an increased risk to cross over into a dual-system status.

Participants

The study participants are 241.1 youth in Alameda County. These are youth who meet any of the following criteria: 1. a youth who entered the child welfare system as a dependent of the court due to abuse or neglect, and subsequently entered the juvenile justice system by committing a delinquent act; 2. a delinquent youth who comes to the attention of the child welfare system due to underlying abuse or neglect in the home; or 3. youth who have had previous history in one system and later come into contact with the other system. Case files for this study were accessed through Alameda County Juvenile Court Juvenile Case Management (JCMS) System. It was anticipated that the sample selected would be based on the most recent case record in the JCMS at time of the start of

data collection, and then going backward in time to select a total of 100 case files. This method was selected to bring the most recent cases to the attention of Alameda County with respect to identifying crossover youth characteristics and outcomes. If a youth was referred multiple times within the timeframe, the most current referral was coded for analysis, and earlier referrals were coded as prior offenses. This procedure yielded a total of 71 unduplicated crossover youth offenders from the 100 case files.

Instrumentation

The instrumentation was developed in 2005 by Herz and utilized in the Los Angeles County study, "Building Multisystem Approaches in Child Welfare and Juvenile Justice," (2008). The data collection tool (see Appendix A) was created using the data elements potentially available in a youth's case file, combined with key variables from juvenile justice literature and various issues that the Los Angeles County court was interested in exploring. The tool has not been tested for validity and reliability because the instrument is not based on scales of item; rather, the data are taken directly from case files. The same data collection tool that was used in Los Angeles County to identify characteristics of crossover youth was used in the study of case files from Alameda County Juvenile Court. The data gathered were extracted from court records, child welfare records, child welfare and probation joint assessment reports, and 241.1 hearing reports. General case information such as what type of foster care placement the subject resided in, demographics, placement, education, family history, mental health, substance abuse, behavior deficits and strengths, services and treatment for youth, offenses the youth was charged with or adjudicated as committing, other relevant characteristics, and

recommendations and dispositions was extracted. This tool was chosen to research the characteristics, contributing factors of delinquency, and outcomes for crossover youth in Alameda County.

Data Gathering Procedures

Data collection took place in Alameda's Superior County building with the researchers given access to the Juvenile Case Management System (JCMS). The electronic case files were accessed from county computers, and research data were gathered using the data collection tool. No names were recorded; a master list of agency identifiers was created and correlated to a study identifier. The study identifier list was formulated for 100 cases and numbered 00001 to 00100 on the data collection tool, without the agency identifiers. The only persons with access to the master list are the researchers until the study is completed. The agency identifiers and the master list have been kept on a locked password protected flash drive, in a locked file cabinet, housed in the office of the Alameda Superior Court Services Manager's office. Upon completion of the study, the only master list of agency identifiers will be given to Alameda County Probation and Alameda Juvenile Court for program improvement purposes.

The specific data elements to be collected from case files were accessed through the JCMS Register of Actions. The Register of Actions is the main index page for the individual subject's electronic files; this is where the researchers extracted information. The majority of the data were collected from the 241.1 Welfare and Institution Code hearing report. The 241.1 Report identifies the information and demographic information regarding the subjects in numbers 6, 7, 8, 10, 12, 13, 14, 15, 16, 18, 19, 20, 21, 22, 28, 29,

32, 33, 36, 37, 38, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, and 53, on the tool. Data also were extracted from the files listed below for the specified data fields on the collection tool.

Delinquency 602 petitions: 1, 23, 24, 53.

Warrant for Arrest: 9, 10, 11, 53.

Jurisdictional Disposition Report: 9, 11, 26, 27, 28, 29, 30, 31, 32, 33, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53.

Dependency Detention Report: 26, 27, 28, 29, 30, 31, 39.

Guidance Clinic Evaluations: 4, 34, 35, 36, 40.

Psychotropic Medication Approval: 36.

Police Reports: 9, 10, 23, 24.

Status Review Report: 16, 19, 20, 21, 32, 33, 34, 35, 37, 38, 40, 46, 47, 48, 49, 50, 51, 52, 53.

Court Summary: 2, 3, 4, 5, 6, 10, 12, 13, 17, 18, 23, 24, 37, 44, 45, 53.

Register of Actions: 1, 25.

Dependency 300 Petition: 25, 26, 27, 28, 29, 46, 47, 48, 49, 50, 51, 52.

With 100 cases obtained for the study, an SPSS database was created and used to analyze the records, using the format already created by Herz for the previously cited Los Angeles County study. Only descriptive statistics were computed on all variables. Since this study is focused on the data files generated by the JCMS within the court, there was no formal subject recruitment for the study. This study required no contact with subjects. There are no current known issues with the data collection process. A letter of approval

for access for the juvenile electronic case files from Alameda County is attached (see Appendix C).

Protection of Human Subjects

The study required multiple levels of approval from the University and Alameda County, a process that took five months. The authors submitted the research proposal on October 15, 2008 for approval by the Alameda Superior Court. About the same time, the authors received conditional approval from California State University, Sacramento Division of Social Work Human Subjects Committee (dated October 6, 2008), based on the Protocol for the Protection of Human Subjects that was submitted on September 24, 2008. The authors scheduled an appointment on February 5, 2009 with Alameda County Court Services Manager Claudia Jackson to give a formal presentation requesting to conduct a study of 241.1 youth in Alameda County. The approval letter from Alameda Superior Court was received March 5, 2009, granting access to Alameda County JCMS (see Appendix C). The authors then submitted the letter of approval from Alameda Superior Court and the Human Subjects application to the Division of Social Work Human Subjects Committee for final approval. The Human Subjects approval was received in March 2009 (dated March 11, 2009, see Appendix B), allowing the authors to begin data collection.

Additional requirements were met in order to conduct this research in Alameda County. First, the authors read and signed Alameda Superior Court Volunteer Services Memorandum. Second, in order to become a volunteer, the authors had to successfully complete criminal background checks.

The authors are committed to and understand the importance and seriousness of maintaining confidentiality. While the approval from the Division of Social Work Human Subjects Committee noted that there is minimal risk posed to study subjects, the researchers have further reduced the risk by keeping a secured, separate master list of study subjects, as described below. No identifying information has been collected, no new information has been generated that could harm the subject, and results will be presented in the aggregate. All information pertaining to subjects has been generated from preexisting case files from Alameda County Probation Courts which also showed Child Protective Services history.

The research tool (see Appendix A) allows the researchers to identify demographics, characteristics, general case information such as what type of foster care placement the subject resided in, and contributing factors. Agency identifying information has been kept confidential and separate from the working data files. The researchers have recorded random numbers as identifiers in the case to ensure confidentiality. As mentioned earlier, the data collection was conducted in an Alameda County building and all JCMS files accessed to collect the data are located in and will remain in Alameda County. The master list with agency and study identifiers has been kept on a secure locked flash drive placed in a locked file cabinet in an Alameda County office building to reduce the risk to an acceptable level. Once the descriptive analysis is generated, the master list will be given to Alameda County Probation and Juvenile Court so these agencies can access information for potential tracking or program improvement purposes.

Chapter 4

FINDINGS

Introduction

In this chapter, the authors will report the findings from this study and provide the reader information on any modifications made to better fit the study as the authors began the research. On October 10, 2008, the authors' received email communication from Commissioner Paul Seeman regarding revisions needed to the Los Angeles County Data Collection Tool to address the needs and population of Alameda County. For example, Commissioner Seeman informed the authors that in Alameda County there are no Multidisciplinary Team Meetings (MDT), and there is no Department of Mental Health evaluation form, both of which are referenced in the data collection tool used in the Los Angeles study. A few additional changes were suggested by the Commissioner in order to make the tool consistent with the practices of Alameda County. Due to the new information the authors, along with Commissioner Seeman and Dr. Herz, modified the data collection tool and retracted the unnecessary questions from the forms. These changes were made post-human subjects approval.

On March 11, 2009, the authors had a conversation with Dr. Herz regarding the relevance of questions and made additional modifications to the tool. Specifically, the authors numbered the questions on the data collection tool and removed some irrelevant or unanswerable questions. A question related to the youth's level of risk was removed, as the answer to this question was not indicated within the Juvenile Case Management System (JCMS) used in Alameda County. The authors also removed a question regarding

the youth's level of supervision; JCMS did not indicate the level of supervision for the youth. Finally, the authors removed the question regarding the dependency permanency plan for the youth as the authors would be extracting information from JCMS and that specific information was not always indicated. For example, recommendations regarding changes to the placement and family reunification plan were not indicated in the JCMS. The JCMS system is a new system to Alameda County and any information before 2004 is not entered into the electronic system, which posed limitations for the researchers and is the primary reason why some questions were removed from the data collection tool. All decisions to remove information regarding the data collection tool were made with the authors, Commissioner Seeman, and Dr. Herz.

During the process of identifying cases to study, researchers identified 70 W&I 241.1 cases from May 2008 to April 2009 as opposed to the initial plan to study 75-100 cases. In April 2008, Alameda County Juvenile Court decided to hear all W&I 241.1 cases in the Courtroom of Presiding Juvenile Court Judge Gail Bereola. Due to this change, the researchers were able to review 70 cases heard by Judge Bereola. The sample was once again changed when the researchers realized while running the data on SPSS that seven of the 241.1 cases were not relevant to the study. This study requires that all 241.1 cases meet the criteria of youth first becoming dependent youth before committing their first offense and participating in a 241.1 hearing. Seven of the cases were ineligible for the study when the authors found these particular cases were not yet adjudicated to be WIC 300 foster youth before committing their first offense and participating in a 241.1 hearing.

Demographics and Child Welfare History

Table 4.1 shows a distribution of demographics and general characteristics of the 241.1 youth processed between May 2008 and February 2009. Although the majority of offenders were male (62%, n=39), females represented 38% of the sample (n=24). In the Los Angeles County study, there were 67% (n=388) males and 33% (n=139) females. It is interesting how similar the studied Alameda 241.1 youth and Los Angeles 241.1 youth were statistically. There was an overrepresentation of minorities from the figures presented in Table 4.1, particularly for African-American youth. Seventy-five percent (n=47) of the 241.1 cases were African-American, 8% (n=5) were Hispanic/ Latino, 6% (n=4) were Caucasian, 3% (n=2) were Native American, 6% (n=4) was of another race/ethnicity, and 2% (n=1) did not state a race/ethnicity. Like Alameda County, Los Angeles showed the same overrepresentation of minorities in the 241.1 population. Sixty-four percent (n=369) of the 241.1 cases in Los Angeles County were African-American, 28% (n=162) were Latino, 8% (n=45) were Caucasian, and less than 1% (n=5) was of another race/ethnicity. Table 4.1 shows that the average age of 241.1 youth in Alameda County was 16.17 years; in Los Angeles County, the average age was 15.73. As to length of time a 241.1 youth was in the care and custody of the respective county child welfare departments, youth in Alameda County were in custody for 6.08 years on average, while in Los Angeles County the average time was 7.41 years.

Table 4.1: Summary of Demographic for 241.1 Youth

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Gender				
Male	39	62	388	67
Female	24	38	139	33
Race				
African American	47	75	369	64
Caucasian	4	6	45	8
Hispanic/ Latino	5	8	162	28
Native American	2	3	0	0
Other	4	6	5	1
Not Stated	1	2	0	0
	Mean	SD	Mean	SD
Age at Time of Arrest	16.17	1.36	15.73	1.50
Length of Time in DCFS	6.08	5.33	7.41	5.31

Table 4.2 below represents the substantiated abuse or neglect allegations that brought the 241.1 youth studied in Alameda County under the care and custody of the Department of Child and Family Services. Some of the cases had a complex of abuse and neglect and can be listed multiple times per type of abuse or neglect. The first row of the table indicates that 44% (n=28) of the 241.1 youth entered foster care due to neglect by a caregiver/parent. Forty percent (n=25) of youth had parents or a parent that abused a substance, which cause the child to enter foster care. Physical abuse accounted for 24% (n=15) of sustained allegations, while severe neglect accounted for 16% (n=10) of cases. Eleven percent (n=7) of parents or caretakers were absent due to incarceration. Emotional abuse consisted of 8% (n=5) of the substantiated cases, and sexual abuse was responsible

for 10% (n=6) of the 241.1 population. Lastly, 19% (n=12) of 241.1 youth in Alameda County were exposed to drugs at birth, while 17% (n=96) of Los Angeles County of the same population were exposed to drugs at birth. In Alameda County 22% (n=14) of the crossover youth were exposed to domestic violence while in Los Angeles County this was true for 33% (n=194) crossover youth.

Table 4.2: 241.1 Youth Child Welfare History

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Type of Abuse Indicated in Sustained Allegations				
General Neglect	28	44	---	---
Substance Abuse by Parent	25	40	---	---
Physical Abuse	15	24	---	---
Severe Neglect	10	16	---	---
Caretaker Absence-Parent Incarcerated	7	11	---	---
Emotional Abuse	5	8	---	---
Sexual Abuse	6	10	---	---
Youth was Exposed to Drugs at Birth	12	19	96	17
Youth was Exposed to Domestic Violence	14	22	194	33

*Data were not available in this format for Los Angeles.

Offense and Delinquency System Information

Table 4.3 below shows the summary of offenses, by category, of Alameda and Los Angeles County 241.1 youth. Alameda County's highest percent for type of offense was "Other" at 38% (n=24) compared to 25% (n=148) in Los Angeles County. The "other" offense category includes prostitution, vandalism, warrant, violation of probation, accomplice to a crime, and AWOL. Violent offense charges were the highest percentage for Los Angeles County with 40% (n=235), which is close to the Alameda County result of 35% (n=22). Property offenses in Alameda represented 25% (n=16) of cases, which

was comparable to Los Angeles County's 28% (n=165). The last category is Alcohol and Drug related offenses, with the lowest percentage for both counties: Alameda 2% (n=1) and Los Angeles 6% (n=33).

Table 4.3: Summary of Offense-Related Information and Prior Contacts

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Most Serious Current Charge				
Violent	22	35	235	40
Property	16	25	165	28
Other	24	38	148	25
Alcohol/Drug Related	1	2	33	6
Current Offense Occurred at Placement	21	30	172	30
Detained at Time of Arrest	30	48	313	54
Prior Arrests	46	73	395	68

Consistent with the findings in Chapter 2, as shown in Table 4.3, both studies found that 30% of these offenses were placement-related offenses with n=21 in Alameda and n=172 in Los Angeles County. This indicates that more studies should focus on placement for dependent youth to deter some of the 30% of crimes related to placement, especially those that occur in group homes. In addition to the arrest, Alameda dependents who were detained at the time of arrest (rather than released back to their placement) was 48% (n=30), while over half of Los Angeles County dependents were detained for their offense 54% (n=313). Finally, as expected based on the authors' literature review, a high percentage of the studied 241.1 youth in both counties had a prior arrest – 73% (n=46) for the Alameda County youth, compared to 68% (n=395) for youth in Los Angeles County.

Table 4.4 below shows what type of legal representation crossover youth were provided in the dependency and delinquency courts. In Alameda County, dependent youth are provided representation from the Administrative Office of the Courts (AOC) and in Los Angeles County; the Children's Law Center (CLC) represents dependents. It is also possible in both counties for youth to have private representation or panel representation in instances of conflicts of interest. In Alameda County, 94% (n=59) of dependent youth are represented by the AOC, while in Los Angeles County 67% (n=390) dependent youth are represented by the CLC. Five percent (n=3) of Alameda County crossover youth are represented by a panel attorney, while in Los Angeles, 33% (n=181) of crossover youth receive panel representation. Only 2% of youth in Alameda County are represented by private counsel; the number was not reported in the Los Angeles study. With respect to delinquency, 90% (n=57) of crossover youth in Alameda County are represented by a public defender or an alternative public defender. In Los Angeles County, 54% (n=311) are represented by a public defender or an alternative public defender. In this number, the authors see a significant difference between the counties. Eight percent (n=5) of crossover youth were represented by the panel attorneys in Alameda County compared to 46% (n=270) of Los Angeles County crossover youth. Two percent of youth in Alameda County are represented by private counsel.

Table 4.4: Type of Representation Provided in Dependency and Delinquency Courts

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Dependency Attorney				
Administrative Offices of the Courts (AOC)	59	94	NA	NA
Children's Law Center	NA	NA	390	67
Panel	3	5	181	33
Private	1	2	---	---
Delinquency Attorney				
Public Defender/Alt. PD	57	90	311	54
Panel	5	8	270	46
Private	1	2	---	---

*Data were not available for these variables in Los Angeles County.

Below, Table 4.5 shows the most prevalent risk and protective factors or strengths of crossover youth. In Alameda County, 37% (n=23) of crossover youth were considered to be bright. In Alameda, 27% (n=17) of youth had periods of cooperation, while in Los Angeles county this was true for 10% (n=55) of crossover youth. It is reported that 24% (n=15) crossover youth in Alameda county were motivated compared to 4% (n=23) in Los Angeles County. It is important for all youth to have positive role models; 21% (n=13) of Alameda County crossover youth had positive role models. Twenty-four percent (n=15) of the Alameda County youth were compliant in placement as compared to 10% (n=60) in Los Angeles County.

Risk factors increase the likelihood of dependant youth becoming delinquent wards after arrest. In Alameda County, 70% (n=44) of crossover youth had a history of AWOL as compared to 50% (n=288) in Los Angeles County. Sixty percent (n=38) of crossover youth were considered to be oppositional in Alameda County compared to 49%

(n=286) in Los Angeles county. Forty-eight percent (n=30) of Alameda County crossover youth were aggressive/violent; similarly, 52% (n=301) were considered aggressive/violent in Los Angeles County. Sixty percent (n=38) of Alameda County crossover population were not following rules in placement as compared to 41% (n=237) of Los Angeles's cross over population. Low self-control was another risk indicator for youth to cross over into the juvenile justice system, and 37% (n=23) of Alameda's crossover population and 49% (n=286) of Los Angeles's crossover population had low self-control.

Table 4.5: Most Prevalent Risk and Protective Factors Presented by 241.1 Youth

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Strengths				
Bright	23	37	--*	--
Periods of Cooperation	17	27	55	10
Motivated	15	24	23	4
Role Model	13	21	--	--
Compliant in Placement	15	24	60	10
Risk				
AWOL	44	70	288	50
Oppositional	38	60	286	49
Aggressive/Violent	30	48	301	52
Not Following rules in Placement	38	60	237	41
Low Self Control	23	37	286	49

*Data were not available for these variables in Los Angeles County.

Family Background, Support Systems, and Placement History

Table 4.6 displays information from Alameda and Los Angeles County regarding the family background of crossover youth. In Alameda County, the whereabouts of 35%

(n=22) of mothers and 52% (n=33) of fathers of crossover youth was unknown. Twenty-seven percent (n=17) of mothers and 18% (n=11) of fathers were substance abusers in Alameda County, compared to 66% (n=386) of mothers and 25% (n=143) of fathers in Los Angeles County. In reference to criminal behavior, 21% (n=13) of mothers and 16% (n=10) of fathers of the Alameda County youth had past criminal behavior. In Los Angeles, the numbers are similar to Alameda County for both mothers (21%, n=123) and fathers (23%, n=143) in regards to criminal behavior.

Table 4.6: Family Background

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Mother				
Whereabouts Unknown	22	35	---	---
Substance Abuse	17	27	386	66
Criminal Behavior	13	21	123	21
Father				
Whereabouts Unknown	33	52	---	---
Criminal Behavior	10	16	135	23
Substance Abuse	11	18	143	25

*Data were not available for these variables in Los Angeles County.

With respect to arrests of crossover youth, table 4.7 indicates that the dependent adolescents in both studies were most often placed in group homes immediately prior to their arrest, compared to other placement types. In the Alameda study, 35% (n=22) of crossover youth were living in a group home at the time of their arrest, similar to LA County with 40% (n=231). This means that more than one-third of arrests for both regions were of youth who were living in group homes. Non-relative foster care placements also represent a large percentage of the arrests. Alameda study found that

25% (n=16) of arrested youth were living at non-relative foster care placements compared to 23% (n=132) for Los Angeles County. For youth who were living in the care of a relative, the Los Angeles and Alameda studies had differing percentages, in which the Alameda County study found that 13% (n=8) of arrested youth were living with a relative while 23% (n=133) of arrests in Los Angeles County occurred while the youth was living in relative care. Other placement (typically AWOL or living with a friend) showed a lower percentage of arrest: 5% (n=3) Alameda and 1% (n=7) in Los Angeles County.

Table 4.7: Placement at Time of Arrest

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Living Situation at the Time of Arrest				
Home	14	22	77	13
Relative	8	13	133	23
Non-Relative Foster Care	16	25	132	23
Group Home	22	35	231	40
Other	3	5	7	1

Table 4.8 summarizes the type of residences in which the studied youth had been placed during their time in foster care. Note that the percentages add to more than 100% because youth may be placed in more than one type of placement during their stay in care. Of the youth in Alameda County, 32% (n=20) had been placed with a relative at some point in their foster care stay, 46% (n=29) with a non-relative foster parent, and 76% (n=48) in a group homes. This study also found that 83% (n=52) of crossover youth have placement changes due to their problem behaviors. Los Angeles County show a different percentage of placement history with 63% (n=366) of placements with a

relative, 72% (n=419) in non-relative foster care, and 62% (n=361) in group homes. In both counties, more than half the youth have spent some time in group homes which, as noted earlier, show the highest percentage of residence at time of arrest.

Table 4.8: Summary of Placement History

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	n	%
Relative	20	32	366	63
Non-Relative Foster Care	29	46	419	72
Group Home	48	76	361	62
Indication of Placement Changes Due to Problem Behavior	52	83	---*	---

Table 4.9 below shows the mean number of placement changes and standard deviation for each placement type. Alameda County mean of group home placement is 4.41 and standard deviation (SD) is 5.01 compared to Los Angeles County with 1.62 mean and 2.39 SD. Both counties have a smaller mean and SD for relative placements, at 1.48 mean and 0.93 SD for Alameda study and 1.06 mean and 1.41 SD for the Los Angeles study. Placement with non-relative foster home was 2.87 mean and 2.83 SD for Alameda youth and 2.58 mean and 3.04 SD in LA County. The Alameda study collected data on the amount of placement changes, which showed 5.23 mean and 4.81 SD number of changes due to behavior problems. The large amount of placement changes due to the youth's behavior might be prevented with more intervention services. The literature review notes that crossover youth with multiple placements are at higher risks in delinquency.

Table 4.9: Average Number of Placements and Placement Changes

	Alameda County (N=63)			Los Angeles County (N=581)		
	N	Mean	SD	N	Mean	SD
Relative	22	1.48	.93	366	1.06	1.41
Non-Relative Foster Care	32	2.87	2.83	419	2.58	3.04
Group Home	51	4.41	5.01	361	1.62	2.39
Changes Due to Problem Behavior	52	5.23	4.81	---*	---	---

*Data were not available for these variables in Los Angeles County

Education-Related Information

Table 4.10 shows that about three-quarters of the studied youth were enrolled in school in both Alameda and Los Angeles County, with only 25% (n=16) of the dependents not enrolled in school in Alameda County and 24% (n=139) not enrolled in Los Angeles County. The majority of the youth in Alameda were enrolled in public school with 59% (n=37) in public school, 25% (n=16) in non-public school, and 16% (n=10) in alternative schools. School stability is important for these youth; however, the Alameda study found that 43% (n=27) had experienced irregular changes in school which may affect school performance. Poor attendance in Alameda was found in 38% (n=24) of youth, compared to 45% (n=261) of youth in Los Angeles County. Lack of academic satisfaction was found in 46% (n=29) of Alameda youth and 49% (n=284) of LA County youth. Although a majority of the youth were enrolled in school, almost half of these youth were struggling to perform well in school especially because more than one-third of the youth were not attending school on a regular basis. Assembly Bill 490 was enacted to decrease the irregular school changes to promote the foster youth's success through

improving stability in school. These numbers show that there is a large number of crossover youth doing poorly in school no matter which region they come from.

Table 4.10: Summary of School Status

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
School Enrollment Status				
Not Enrolled	16	25	139	24
Currently Enrolled	47	75	440	76
Type of School at last Enrollment				
Public School	37	59	---	---
Non-Public	16	25	---	---
Alternative School	10	16	---	---
Experienced Irregular School Changes	27	43	---	---
School Performance				
Poor Attendance/Truancy	24	38	261	45
Poor Academic Performance	29	46	284	49
Behavioral Problems	25	40	279	48

*Data were not available for these variables in Los Angeles County.

Chapter 2 explains that youth who are less involved in school are more likely to become delinquent. More efforts are needed to promote the success of foster youth in schools. It is also crucial that these youth be placed in appropriate classes and individual needs be met where youth are then more able to connect to school. Table 4.11 shows the schools' identification of Individual Education Plan (IEP) need for crossover youth in Alameda County. Forty-nine percent (n=31) of the youth were identified as needing an IEP. Special education needs were identified in both counties, with the findings showing that 11% (n=17) of Alameda County youth compared to 30% (n=171) of LA County youth are eligible for special education.

Table 4.11: Special Education Status

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
IEP Eligible				
Not Indicated	32	51	---*	---
Yes Indicated	31	49	---	---
Special Education Eligible				
Not Indicated	52	83	339	58
Yes	11	17	171	30
Missing	0	0	71	12

*Data were not available for these variables in Los Angeles County.

Behavioral Health and Treatment History

The 241.1 joint assessment completed by both a child welfare social worker and a probation officer provides the opportunity to measure the presence of mental health and substance abuse issues among crossover youth. The joint assessment provides DSM-IV diagnoses and indicates whether a crossover youth uses or abuses substances. In Alameda County, judges order a comprehensive mental health evaluation, if needed, to crossover youth who participate in a 241.1 hearing. Table 4.12 indicates that crossover youth commonly suffer from both mental health and substance abuse problems, which is known as having “co-occurring” disorders. In Alameda, 59% (n=37) of youth did not receive a evaluation, while in Los Angeles 77% (n=447) of crossover youth did not receive a mental health evaluation. Twenty-eight percent (n=18) of Alameda crossover youth received a completed mental health evaluation and 23% (n=134) in Los Angeles did so. In Alameda, 13% (n=8) evaluations approved but were not completed. Fifty-one percent

(n=32) of the 241.1 joint assessments indicated a mental health problem in Alameda, compared with 19% (n=111) in Los Angeles County.

With respect to substance use, 35% (n=22) of crossover youth evaluations indicated no substance abuse in Alameda, compared to 45% (n=259) in Los Angeles County. In Alameda, 51% (n=32) indicated substance use compared to 21% (n=121) in Los Angeles County. Regarding a pattern of use, 6% (n=4) of crossover youth in Alameda and 15% (n=89) of crossover youth in Los Angeles County indicated this in the 241.1 joint assessment. Eight percent (n=5) of crossover youth are indicated to have substance abuse issues in Alameda County and 19% (n=112) in Los Angeles County. In Alameda County 38% (n=25) of crossover youth indicated co-occurring disorders, this statistic is surprisingly exactly the same percentage as Los Angeles County crossover youth which reported 38% (n=223). Lastly, in Alameda 44% (n=28) of the crossover youth were prescribed psychotropic medication and in Los Angeles County 34% (n=197).

Table 4.12: Mental Health and Substance Abuse

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Received Guidance Clinic Evaluation				
No	37	59	447	77
Yes-Evaluation Completed	18	28	134	23
Approved but Not Completed	8	13	---*	---
Mental Health Problem Indicated	32	51	111	19
Substance Abuse Indicated				
None Indicated	22	35	259	45
Use Indicated	32	51	121	21
Pattern of Use Indicated	4	6	89	15
Abuse	5	8	112	19
Co-occurring Disorders Indicated	25	38	223	38
Youth Prescribed Psychotropic Medication	28	44	197	34

*Data were not available for these variables in Los Angeles County.

Table 4.13 shows the youths' treatment history, with 53% (n=33) of Alameda County youth having some type of treatment and 88% (n=510) of youth in the Los Angeles study. Treatment in mental health was indicated for 46% (n=29) of Alameda County youth and for 77% (n=448) of Los Angeles County youth. Substance abuse treatment was indicated for 5% (n=3) of Alameda crossover youth and 8% (n=44) of Los Angeles County crossover youth. Anger management treatment was identified for 13% of Alameda crossover youth and 0.3% (n=2) of Los Angeles crossover youth. Wraparound services were only indicated for one Alameda County youth (2%), while 53 (9%) of Los Angeles County crossover youth received these services. Twenty-one percent of Alameda crossover youth had treatment changes due to their behavioral problems. Although there is a possibility that more youth were served in these areas, the study in Alameda County is limited to information in the files drawn from the Juvenile Case Management System.

Table 4.13: History of Treatment

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Received Some Type of Treatment	33	53	510	88
Type of Treatment				
MH Treatment	29	46	448	77
Anger Management	8	13	2	.3
SA Treatment	3	5	44	8
Wraparound services	1	2	53	9
Indication of Treatment Changes due to behavior problems				
Not-Indicated	50	79	---	*
Yes-Indicated	13	21	---	---

*Data were not available for these variables in Los Angeles County.

241.1 Hearing Recommendations and Outcomes

Table 4.14 identifies what the 241.1 hearing recommendations were, the case dispositions, and whether the court had followed the recommendations of the county staff. Alameda County dismissed the cases of 16% (n=10) of its crossover youth and Los Angeles County had a 10% dismissal rate of their crossover youth cases. About 46% (n=29) of Alameda crossover youth and 61% (n=354) of Los Angeles County crossover youth received informal probation as a dependents of the court (i.e., they remained under the jurisdiction of WIC Section 300). Thirty-five percent (n=22) of Alameda crossover youth and 29% (n=354) of Los Angeles crossover youth became delinquency wards (i.e., under the jurisdiction of WIC Section 600). There were 3% (n=2) of Alameda crossover youth and 1% (n=3) of LA crossover youth whose disposition was missing (i.e., there was no disposition concluded, as their 241.1 hearings were continued or the youth were AWOL).

The 241.1 hearing is meant to give the youth the best disposition by requiring the probation and child welfare worker to collaborate in giving the court a recommendation. From the recommendations indicated below, 73% (n=46) of youth received the dispositions that were recommended to the Alameda Juvenile Courts and 57% (n=332) of recommendations were followed in Los Angeles Juvenile Courts.

Table 4.14: 241.1 Youth Hearing Outcomes

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Recommended Disposition				
Dismissal	10	16	2	<1
654.2	8	13	66	11
725(a)	22	35	109	19
790	0	0	136	23
602	21	33	268	46
Other	2	3	0	0
Disposition Received				
Dismissed	9	14	55	10
654.2	6	9	79	14
725 (a)	22	35	123	21
790	1	2	152	26
602	22	35	169	29
Other	3	5	0	0
Missing	0	0	3	1
Did the Court follow Disposition Recommendations				
No	17	27	249	43
Yes	46	73	332	57

Table 4.15 shows assessment and program recommendations at the time of the disposition for crossover youth in Alameda County. Further assessment recommendations included 28% (n=18) recommendations for psychological testing, 11% for psychotropic medication, 14% for substance abuse assessment, and 8% (n=5) for other assessments.

Program recommendations included 21% (n=13) for behavioral and social program services/intervention, 5% (n=3) for support services, and 6% (n=4) for education-related services.

Table 4.15: Further Assessment Recommendations

	Alameda County (N=63)		Los Angeles County (N=581)	
	N	%	N	%
Further Assessment Recommendations				
Psychological Testing	18	28	---	---
Psychotropic Medication	7	11	---	---
Other	5	8	---	---
Substance Abuse Assessment	9	14	---	---
Other Programming Recommendations				
Behavioral/Social Programming	13	21	---	---
Support Services	3	5	---	---
Education-Related	4	6	---	---

*Data were not available for these variables in Los Angeles County.

Chapter 5

SUMMARY

Introduction

This chapter provides a summary of findings related to 241.1 youth characteristics and outcomes. It will discuss the research assumption that crossover youth will have similar characteristics no matter what region the youth came from. The major findings will be compared to the literature review and the limitations of this study will be discussed. Finally, this chapter will provide implications for multisystem integration and recommendations on how to better serve crossover youth.

Summary

This is an exploratory study, in the sense that not much information is known about crossover youth from existing research. The crossover youth/241.1 youth in this study were youth who originally came from the child welfare system and crossed over into the juvenile justice system due to delinquent behavior. This study emulates Herz and Ryan's major study on Los Angeles 241.1 youth, enabling the comparison of the characteristics of crossover youth in the two regions. The research assumption that there will be more similarities than differences in the crossover youth population is consistent in the study results. Most of the tables in Chapter 4 have a comparison of Alameda County crossover youth to Los Angeles County crossover youth, but there are additional variables computed for this study. The literature review shows that there is a higher risk of delinquency for foster youth in general, as well as a number of factors within the child welfare system that may increase the likelihood of delinquency such as placement type,

the numbers of placement, peer contagion, and so forth. The literature review and our findings from this study are intended to increase awareness of the service needed to decrease the crossover youth population and to enhance needed integrative services for them.

Discussion

The studied youth experienced a form or even multiple forms of maltreatment before becoming dependents of the court. More than half of these youth experienced general neglect or severe neglect in addition to almost half of their parents abusing alcohol and other drugs. About one-quarter of these youth experienced physical abuse while others experienced emotional or sexual abuse, or even a combination of various types of abuse. The abuse and neglect have a negative effect on the psychological development of the adolescent youth as explained in the interactional theory of delinquency by Thornberry (1987). This theory suggests that behavior is formed by social interaction and behavior can be explained by observing this process. Delinquent behaviors of youth can thus be influenced by their biological parents (especially if there is a history of family criminality), peers, and their interactions with systems such as the education system. This study found that neglect by parents was apparent, seeing that one-third of mothers' and half of the fathers' whereabouts were unknown.

In addition to parents' whereabouts, substance abuse of the parent as well as the parent's criminal behavior had a substantial number. The family background and criminality definitely have an effect on human behavior. The literature review emphasized the correlation in maltreatment and delinquency, adding that maltreated

youth are at a higher risk to commit a delinquent act than non-maltreated youth (Widom & Maxfield, 2001). Another factor other than family as discussed in Chapter Two is that peer contagion is an influential contributor to delinquent behavior. Peer contagion can be referenced back to social network theory -- causing constraints of behavior by conformity. In this case, social networks can be formed around delinquent behavior (Krohn, 1986), which is discussed in Chapter Two as "peer contagion." This study and the Los Angeles study both found that more than one-third of crossover youth who were arrested, were living in group homes at the time of arrest. It is in group homes where peer contagion is most prominent.

It is important to provide the youth with stability in placement and schools while connecting them to support systems. Many youth had multiple placements, with an average of 4.11 placement changes indicated due to problem behaviors, but the numbers of placement changes for other reasons were not captured (making the actual total number of placements even larger). One youth in this study had over 30 group home placements alone, not counting other types of placement for this individual. The Los Angeles study corroborates that instability of placement increases delinquency risk. Both studies show that there were multiple placements in group homes and foster care.

Stability in school also is an important issue, according to the literature review. Poor academic achievement and attachment to school are associated with delinquent behavior (Baltodano, Platt, & Roberts, 2005; Sampson & Laub, 1993). School instability decreases the youth's ability to achieve academic satisfaction and have an attachment with schools. This study and the Los Angeles study found that although three-quarters of

crossover youth were enrolled in school, almost half of the youth had poor attendance, poor academic performance and behavioral problems in school. The Alameda study also found that 43% of their crossover youth experience irregular school changes.

Support systems and permanency are important for the development of the youth according to both the interactional theory of delinquency and social network theory. The literature review discusses the importance of family connections and the relationships to adoptive families, arguing that permanency overall is important for the youth to develop healthy attachments (Pavao, St. John, Cannole, Fischer, Maluccio, & Peining, 2007). Support systems with agencies are also crucial for the crossover youth's ability to succeed in life, which is why the authors suggest a multisystem collaboration to deliver services.

Systematic issues highlighted in the literature review show that racial disparity, especially for African-American youth, is overwhelming in both the child welfare and juvenile justice systems (Ryan, Herz, Hernandez, & Marshall, 2007). The Department of Health and Human Services (2005) found that African-American children are overrepresented in the foster care system nationally. Overrepresentation of African-American youth was found in the 241.1 study of Alameda County, with 75% of Los Angeles County with 64%, both much higher than the prevalence of African-American children in the broader community. Cultural competency trainings should be mandatory in both child welfare and juvenile justice to decrease racial disparities. Crampton and Jackson (2007) suggest that these agencies should focus on key interventions at decision-

making points such as investigations, substantiations, and placements to understand the experiences of children of color.

Mental health needs are prominent in the juvenile justice system, which should be improved by providing a mental health system of care and integration of systems. This would help to prevent youth with mental health and substance abuse issues from being incarcerated. Foster, Qaseem, and Conner (2004) found that youth who suffer from mental health issues have their underlying issues further exacerbated by being incarcerated. Mental health issues also have been linked to maltreatment (Kelly, Thornberry, & Smith, 1997), which means that there is dire need for crossover youth to receive services rather than being incarcerated. Alameda County found that 51% of crossover youth had an indication of mental health issues and 8% of crossover youth had a substance abuse problem while 51% had an indication of drug use. This study and the Los Angeles study found that 38% of the youth who suffered from mental health issues used alcohol and other drugs. These often co-occurring issues need to be addressed by the agencies to provide appropriate services.

Preventative services would serve to help crossover youth, especially as a method to prevent recidivism as an adult. Multiple studies on foster youth have shown negative outcomes post emancipation, such as unemployment, incarceration, low educational attainment, homelessness, depression, anxiety and developmental problems (Zima et al, 2000; Courtney et al., 2001; Morris, 2007; English & Grasso, 1998). The 241.1 hearings held by Alameda and Los Angeles counties can serve the greater purpose of allowing dual jurisdiction for many of their crossover youth. Dual jurisdiction allows youth to

maintain their child welfare caseworker to provide services while the youth is on informal probation. Maintaining services helps youth improve their potential to achieve self sufficiency (Leathers & Testa, 2006). For example, if the crossover youth maintained their social worker, the worker would be able to advocate for the youth, connect the youth to community resources and permanency, as well as help the youth prepare for emancipation. These services are provided in hopes of preventing recidivism and to have better outcomes post emancipation.

Dual jurisdiction services are most successful when there is multisystem integration. As discussed in Chapter Two, there are many suggestions and needed steps to creating a collaborative system: 1. establishing a local case management system to allow collaborating agencies to share and access common information; 2. developing a uniform set of goals and having a full understanding of the other agencies; 3. building working relationships with all agencies (i.e., schools, mental health/substance abuse service providers, community agencies, child welfare, juvenile justice system, and other agencies involved with the individual youth); 4. creating a local interagency council to oversee that collaboration is effective; and 5. outlining clear responsibility and accountability for each agency (Siegel & Lord, 2004; Munson & Freundlich, 2005; Solar, 1992). Collaboration will help prevent crossover youth from falling through the cracks and will provide services that are beneficial to improving their outcomes.

Limitations

As mentioned in Chapter One, one of the limitations to this study is that the authors were unable to track recidivism. It is important to utilize the data to the best of

the researcher's ability. In this study, however, the researchers are unable to take a longitudinal perspective on the 241.1 youth in the study. The research obtained is from the period May 2008 through April 2009, therefore the research does not capture if a crossover youth re-offended. There also was an issue with the sample size for this exploratory study. The researchers were able to get a viable sample size, although the authors lost seven study subjects during the data analysis. There was no way for the authors to know ahead of time if the subjects would all be eligible for the study, as we had a random sample of new 241.1 cases during the period of May 2008 through April 2009. To be eligible for the study, the subject must have been adjudicated as WIC 300 dependents before committing their first criminal offense and receiving a 241.1 hearing. Further limitations may include the fact that this study is a comparison of Los Angeles crossover youth and Alameda County crossover youth. Although there were more similarities than differences between both studies, there are more studies to be done on the crossover population before it can be definitively stated that crossover youth share certain characteristics regardless of the geographic location (urban metropolis, rural area). However, there appears to be a great deal of consistency amongst the characteristics of the crossover population.

Implications for Social Work

Through comparison of the Alameda County study to the Los Angeles County study, the researchers had the opportunity to test the assumption that crossover youth have more similarities than differences regardless of their geographic location. In the field of social work, we focus on the micro-level practice of social work, which includes

direct practice with the individual and family. The next level is the mezzo level of practice of social work, which focuses on the community level of practice such as partnerships among public and private agencies and takes a more group/community collaborative approach. Lastly, the macro level of social work focuses more on advocacy, policy development, and implementation of laws that affect social workers and clients. This study delivers implications on all levels, starting with the macro level. This study was beneficial and builds upon the 2008 Herz and Ryan study as it indeed shows the consistencies between the crossover population in Alameda and Los Angeles counties. The results of this study provide a unique look into the characteristics of crossover youth and highlight practice implications for those working with this population.

On a micro-level, it is necessary and important for social workers and probation officers to connect crossover youth to their family members and/or to some other caring adult. These steps can provide permanency for youth at risk. Most of the youth in this study are placed in out-of-home care and have parents whose whereabouts are unknown, have criminal behaviors, and substance abuse issues. In chapter two one of the contributing factors explored was criminality of families; many dependent and crossover youth come from families who struggle to with substance abuse and criminal behaviors. This impacts social workers and probation officers from promoting and supporting youth involved with both child welfare and juvenile justice systems.

Not to mention, the strains placed on these struggling families to begin with. It is important to think about some of the findings in chapter four regarding youth have access to positive role models. As found in this study many youth have weak bonds with people

outside of both the child welfare and juvenile justice system. Social workers and probations should focus on finding permanent connections for crossover youth. It is important to identify dependent youth who are at risk for delinquency, crossover youth in this study have been in the child welfare system for on average six years. This finding indicates the importance of prevention for families before entering the dependency system. This is an indicator of identifying dependent youth who may be at risk for delinquency. Social workers and probations offers should focus on placements and how they factor in with youth crossing over. It is easy in practice to find a placement for youth, but it is the quality of the placement that counts. For the individual youth placement is vital. As indicated in the study delinquency in regards to 35% of youth were placed in a group home at the time of their arrest and the peer contagion of being placed with other delinquents in group homes and juvenile hall.

On a mezzo-level it is important for social workers and probation officers to work on community partnerships within child welfare and probation services providers. Multidisciplinary team approach to better ensure the continuity of services regardless of what system the crossover youth is in. With the team approach, no decision is made in the best interest of an agency but in the best interest of the youth. It is important that social workers and probation officers build upon each other and develop shared case goals and plans. Substance abuse treatment programs and mental health treatment should have a continuity of services and be interrupted if and when they enter the juvenile justice system. The study indicates that 38% of youth are suffering from co-occurring disorders and therefore community agencies should take a team approach to treating these youth.

Child welfare agencies, probation departments, mental health, education, and health agencies should all develop ways to work better together and address the needs of crossover youth. This also leads to the need to improve assessment tools by making them more comprehensive, structurally individualized, to clearly state the objectives and goals. Dependent youth have a plethora of contributing factors that may lead to them crossing over, preventative services within communities can be fostered by public and private agency partnerships that will create more individualized mental health, substance abuse, and trauma treatment for crossover youth.

Macro-level practice consists of social workers and probation officers advocating with policy makers, child welfare agencies, and probation departments to implement state law that will benefit crossover youth. This study indicates that both the child welfare and probation department need to share information and data, such as case plans, assessment records, and progress reporting should be shared and kept in one neutral place. The study indicated social workers and probation officers should be cognizant of disproportionality and how the disparities affect whole communities and the future for crossover youth. In the demographics section of chapter four it clearly indicates that 75% of all cross youth in Alameda County is African-American.

Conclusion/Recommendations

Although the authors do not have all the answers from completing one study, with both the 2008 Los Angeles County Study and this current study some imperatives are clear to support this population. With the passage of AB 129 in 2004 (taking effect in 2005), counties now have an additional option for crossover youth. AB 129 amended

WIC Section 241.1 to add subdivision (e), which allows each county's probation and child welfare departments, in consultation with the presiding judge of the juvenile court, to develop a written protocol permitting a youth who meets specified criteria to be designated as both a dependent child and a ward of the juvenile court. These youth are now known as "dual-status" youth (California Assembly Bill 129, Chapter 468, Statutes of 2004). This is extremely important for youth who are adjudicated to be delinquents and complete probation prior to their 18th birthday. Before AB 129, a youth who was previously a WIC 300 dependent, crossed over to the juvenile justice system, served his or her time and completed probation prior to turning 18 did not have anyone to care for them. The child welfare agency would have to be contacted yet again, a WIC 300 petition would be filed in dependency court, and once again this youth would become a WIC 300 dependent until aging out of the child welfare system. AB 129 was developed to address this issue and many others surrounding the termination of dependency status for crossover youth. AB 129 allows youth to have a "dual status" and simultaneously remain in both the dependency and delinquency systems. When the authors began working and planning for this study in July 2008, Alameda County was in the process of creating a committee to develop a protocol for "dual-status" youth. The authors hope that this study will assist Alameda County in developing that protocol and implementing AB 129.

It is the authors' recommendation that all 58 counties implement AB 129 by creating county protocols regarding each agency's responsibilities for serving crossover youth. Ultimately, there should be a child welfare social worker who focuses on the dual-status youth's child welfare needs while the probation officer focuses on the youth's

delinquency needs. Doing so should reduce recidivism among crossover youth and reduce criminal behavior into adulthood, reducing costs in the justice system. Thankfully, the federal government recognizes crossover youth as the same population so the funding is there to support crossover youth in both systems. There is a saying that "nothing stops one but oneself." The State of California should implement this law and be rewarded with the savings created by up-front prevention.

APPENDIX A

Data Collection Tool

Alameda County 241.1 Study Data Collection Form (3/12/2009)

Agency Identifying Information:

Research ID#: _____

Dependency Department #: _____

Delinquency Department #: _____

General Case Information	
1. Date of 602 Petition Filed:	____ / ____ / ____
2. Was Dependency Attorney:	<input type="checkbox"/> Public Defender <input type="checkbox"/> Panel <input type="checkbox"/> Private
3. Was Delinquency Attorney:	<input type="checkbox"/> Public Defender <input type="checkbox"/> Panel <input type="checkbox"/> Private
4. Was a Guidance Clinic evaluation done?	<input type="checkbox"/> No <input type="checkbox"/> Yes, Evaluation Completed <input type="checkbox"/> Yes, Not Completed-Lack of Time <input type="checkbox"/> Yes, Not Completed-Other: _____
5. Date Joint Assessment Report was Ordered:	____ / ____ / ____
6. Date Joint Assessment Report was Completed :	____ / ____ / ____
7. Date of 241.1 Hearing (when Disposition was received):	____ / ____ / ____ <input type="checkbox"/> Continued—No. Times: _____
8. Date of Disposition (if different from above):	____ / ____ / ____
Case File Information	
9. Gender:	<input type="checkbox"/> Male <input type="checkbox"/> Female
10. Birth date:	____ / ____ / ____ Age: _____

11. Race/Ethnicity:	<input type="checkbox"/> African-American <input type="checkbox"/> Asian-American <input type="checkbox"/> Caucasian <input type="checkbox"/> Hispanic/Latino <input type="checkbox"/> Native American <input type="checkbox"/> Other: _____	
12. Youth usually lives with/at:	<input type="checkbox"/> Home <input type="checkbox"/> Relative LG or FC <input type="checkbox"/> Non-Relative Foster Care <input type="checkbox"/> Non-Relative LG <input type="checkbox"/> Group Home: Level ____ <input type="checkbox"/> Residential Placement <input type="checkbox"/> Other: _____	
13. Youth currently lives with/at:	<input type="checkbox"/> Home <input type="checkbox"/> Relative LG or FC <input type="checkbox"/> Non-Relative Foster Care <input type="checkbox"/> Non-Relative LG <input type="checkbox"/> Juvenile Hall <input type="checkbox"/> Group Home: Level ____ <input type="checkbox"/> Residential Placement <input type="checkbox"/> Other: _____	
14. Youth's primary caretaker:	<input type="checkbox"/> Mother <input type="checkbox"/> Father <input type="checkbox"/> Relative FC or LG: _____	<input type="checkbox"/> Non-Relative FC or LG <input type="checkbox"/> None <input type="checkbox"/> Other: _____
15. Current school status:	<input type="checkbox"/> Enrolled—Current Grade: ____ <input type="checkbox"/> Not Enrolled—Last Grade Completed: ____	
16. If enrolled, what type of school?	<input type="checkbox"/> Public <input type="checkbox"/> Non-Public	<input type="checkbox"/> Alternative School <input type="checkbox"/> Other: _____
17. Who is the current holder of education rights?	<input type="checkbox"/> Unknown <input type="checkbox"/> Parent <input type="checkbox"/> Legal Guardian	<input type="checkbox"/> Relative: _____ <input type="checkbox"/> Foster Parent <input type="checkbox"/> Other: _____
18. Indication of irregular school changes:	<input type="checkbox"/> Not Indicated <input type="checkbox"/> Yes—No. of Times: ____	
19. Is youth currently eligible for an IEP?	<input type="checkbox"/> Not Indicated <input type="checkbox"/> Yes—not completed <input type="checkbox"/> Yes—pending <input type="checkbox"/> Yes—completed/needs update <input type="checkbox"/> Yes—completed/recent	

20. Is youth eligible for special education?	<input type="checkbox"/> Not Indicated <input type="checkbox"/> Yes—Reason: _____				
21. Is youth's educational level appropriate for his/her age?	<input type="checkbox"/> No—if not, number of years behind __ <input type="checkbox"/> Yes				
22. Was the youth detained for the current offense?	<input type="checkbox"/> Not Indicated <input type="checkbox"/> Indicated—How many days? _____				
23. CURRENT OFFENSES: List the arrest dates and offenses currently under adjudication (begin with most recent):					
Date	Code #	Brief Description	Placement Related	School Related	
			N Y	N Y	
			N Y	N Y	
			N Y	N Y	
			N Y	N Y	
24. Prior Offenses (Total & List most serious offense for each arrest and start with most recent arrest):			Total Number of Prior Offenses: _____		
Date	Code	Brief Description	NC	DISM	ADJ
1. / /			N/Y	N/Y	N/Y
2. / /			N/Y	N/Y	N/Y
3. / /			N/Y	N/Y	N/Y
4. / /			N/Y	N/Y	N/Y
25. Date of 300 petition (Court date not initial contact date):			_____ / _____ / _____ If original petition date is not available, use date of first Social Services Agency contact/placement.		

<p>26. What type of abuse/neglect did youth experience?</p> <p>GN=General Neglect SA=Substance Abuse CA=Caretaker Absence</p>	<p><input type="checkbox"/> Physical Abuse</p> <p><input type="checkbox"/> Physical Abuse of a Sibling</p> <p><input type="checkbox"/> Severe Physical Abuse < Age 5</p> <p><input type="checkbox"/> Failure to Thrive</p> <p><input type="checkbox"/> Failure to Provide Necessities of Life</p> <p><input type="checkbox"/> GN--Unsafe Home (Dirty Home)</p> <p><input type="checkbox"/> GN--Child Left Unsupervised</p> <p><input type="checkbox"/> GN--Medical Neglect</p> <p><input type="checkbox"/> Severe Neglect</p> <p><input type="checkbox"/> Emotional Abuse</p> <p><input type="checkbox"/> Sexual Abuse</p> <p><input type="checkbox"/> Sexual Abuse of Sibling</p> <p><input type="checkbox"/> Substance Abuse by Parent</p> <p><input type="checkbox"/> SA--Positive Toxicology at birth</p> <p><input type="checkbox"/> CA--Parent Incarcerated</p> <p><input type="checkbox"/> CA--Parent Mental Ill</p> <p><input type="checkbox"/> CA--Parent Unable to Care for Child due to child's emotional or medical needs</p> <p><input type="checkbox"/> Parent caused the death of sibling</p> <p><input type="checkbox"/> Other: _____</p>
<p>27. Was youth drug exposed at birth?</p>	<p><input type="checkbox"/> Not Indicated</p> <p><input type="checkbox"/> Not Indicated but at least one sibling was</p> <p><input type="checkbox"/> Indicated</p>
<p>28. Was youth exposed to violence? (Note: Do not include abuse to youth)</p>	<p><input type="checkbox"/> Not Indicated</p> <p><input type="checkbox"/> Indicated—Domestic Violence (adults)</p> <p><input type="checkbox"/> Indicated—Other Type</p>
<p>29. Indicate the number and type of siblings youth has?</p>	<p><input type="checkbox"/> None Indicated</p> <p><input type="checkbox"/> Total # Siblings: _____</p> <p><input type="checkbox"/> Total # Step-Siblings: _____</p>
<p>30. How many of these siblings are under the custody/care of Social Services Agency?</p>	<p>No: _____</p>
<p>31. Is there any indication that any of the siblings were/are in the delinquency/cj system?</p>	<p><input type="checkbox"/> Indicated</p> <p><input type="checkbox"/> Not Indicated</p>
<p>32. Was substance use/abuse indicated in the file?</p>	<p><input type="checkbox"/> None Indicated</p> <p><input type="checkbox"/> Use Indicated</p> <p><input type="checkbox"/> Pattern of Use Indicated</p> <p><input type="checkbox"/> Abuse</p> <p><input type="checkbox"/> Dependency</p>

<p>33. What type of drug use was indicated in the file?</p>	<p><input type="checkbox"/> None Indicated <input type="checkbox"/> Unspecified <input type="checkbox"/> Alcohol <input type="checkbox"/> Marijuana <input type="checkbox"/> Cocaine <input type="checkbox"/> Crack <input type="checkbox"/> Heroin <input type="checkbox"/> Inhalants <input type="checkbox"/> Methamphetamine <input type="checkbox"/> Other: _____</p>
<p>34. Were there mental health diagnoses or symptoms indicated in the file?</p>	<p><input type="checkbox"/> None Indicated in File <input type="checkbox"/> Yes—diagnoses <input type="checkbox"/> Yes—diagnoses but unspecified <input type="checkbox"/> Yes—symptomology only</p>
<p>35. List mental health problems/diagnoses:</p> <p>NOTE: Include DSM-IV code if available</p> <p>D=Diagnosis S=Symptom</p>	<p>1. _____ D/S C/H 2. _____ D/S C/H 3. _____ D/S C/H 4. _____ D/S C/H 5. _____ D/S C/H 6. _____ D/S C/H 7. _____ D/S C/H 8. _____ D/S C/H</p>
<p>36. Was youth currently receiving psychotropic medication?</p>	<p><input type="checkbox"/> Not Indicated <input type="checkbox"/> Indicated <input type="checkbox"/> Indicated but refuses</p>

37. Placement History— Prior to Current Offense (Exclude Pre-Adjudication Detention—NOTE: Count separate admissions/events to calculate total):	<input type="checkbox"/> None Indicated <input type="checkbox"/> Legal Guardian (R)—No.: _____ <input type="checkbox"/> Legal Guardian (NR)—No.: _____ <input type="checkbox"/> Foster Home (Relative)—No.: _____ <input type="checkbox"/> Foster Home (NR)—No.: _____ <input type="checkbox"/> Therapeutic Foster —No.: _____ <input type="checkbox"/> Group Home (No Level)—No.: _____ <input type="checkbox"/> Group Home (< Level 12)—No.: _____ <input type="checkbox"/> Group Home (Level 12)—No.: _____ <input type="checkbox"/> Group Home (Level 14)—No.: _____ <input type="checkbox"/> Hospital—No.: _____ <input type="checkbox"/> Residential Treat. Placement—No.: _____ <input type="checkbox"/> Juvenile Hall—No.: _____ <input type="checkbox"/> Shelter—No.: _____ <input type="checkbox"/> Other: _____ No.: _____	
38. Indication of placement changes due to problem behavior: <input type="checkbox"/> Not Indicated <input type="checkbox"/> Yes—No. of Times: _____		
39. Treatment/Services Received Prior to Current Offense (NOTE: Count separate admissions/events to calculate total):	<input type="checkbox"/> None Indicated <input type="checkbox"/> MH—No Description—No.: _____ <input type="checkbox"/> MH—Ind Counseling—No.: _____ <input type="checkbox"/> MH—Group Counseling—No.: _____ <input type="checkbox"/> MH—Day Treatment—No.: _____ <input type="checkbox"/> MH—Inpatient—No.: _____ <input type="checkbox"/> MH—Outpatient—No.: _____ <input type="checkbox"/> MH—Family Therapy—No.: _____ <input type="checkbox"/> SA—Outpatient—No.: _____ <input type="checkbox"/> SA—Inpatient—No.: _____ <input type="checkbox"/> Wraparound Services—No.: _____ <input type="checkbox"/> Independent Living Services—No.: _____ <input type="checkbox"/> Anger Management—No.: _____ <input type="checkbox"/> Tutoring/Educ. Services—No.: _____ <input type="checkbox"/> Special Education Services—No.: _____ <input type="checkbox"/> Misc. Support Services—No.: _____ <input type="checkbox"/> Other: _____ --No.: _____	
40. Indication of treatment changes due to problem behavior/non-compliance:	<input type="checkbox"/> Not Indicated <input type="checkbox"/> Yes—No. of Times: _____	
Recommendations & Outcome Information		
41. What was the recommended disposition?	<input type="checkbox"/> Dismiss <input type="checkbox"/> 654.2 <input type="checkbox"/> 725 (a)	<input type="checkbox"/> 790 <input type="checkbox"/> 602 <input type="checkbox"/> Other: _____

42. What disposition did the youth receive?	<input type="checkbox"/> Dismiss <input type="checkbox"/> 654.2 <input type="checkbox"/> 725 (a)	<input type="checkbox"/> 790 <input type="checkbox"/> 602 <input type="checkbox"/> Other: _____ _____		
43. What was the recommended placement for the youth?	<input type="checkbox"/> Home w/parent <input type="checkbox"/> Home w/guardian <input type="checkbox"/> Foster Care: R or NR <input type="checkbox"/> Therapeutic foster care <input type="checkbox"/> Group Home (Level: ___) <input type="checkbox"/> Transitional Age Prog. <input type="checkbox"/> MST <input type="checkbox"/> MDTFC <input type="checkbox"/> FFT <input type="checkbox"/> Secure Residential Tx <input type="checkbox"/> Probation Camp <input type="checkbox"/> Developmental Center <input type="checkbox"/> DJJ <input type="checkbox"/> Other			
44. Was <u>further assessment</u> recommended?	<input type="checkbox"/> None <input type="checkbox"/> Psychological testing <input type="checkbox"/> Psychotropic medication assessment <input type="checkbox"/> Neuropsychological testing <input type="checkbox"/> Neurological assessment <input type="checkbox"/> Substance abuse assessment <input type="checkbox"/> Other medical concerns <input type="checkbox"/> Academic testing <input type="checkbox"/> Developmental testing <input type="checkbox"/> Other _____			
45. What services/interventions were recommended?				
Recommended	MH/SA Tx	Education	Behavioral/Social	Support Services
1.	X	X	X	X
2.	X	X	X	X
3.	X	X	X	X
4.	X	X	X	X
5.	X	X	X	X
6.	X	X	X	X
7.	X	X	X	X
8.	X	X	X	X
9	X	X	X	X
10	X	X	X	X
Indicate whether any of the following characteristics are noted for the biological mother, biological father, and/or caregiver:				
46. Mother			47. Father	

<input type="checkbox"/> Whereabouts Unknown <input type="checkbox"/> Deceased <input type="checkbox"/> Criminal Behavior <input type="checkbox"/> Currently in prison/jail <input type="checkbox"/> Mental Health <input type="checkbox"/> Substance Abuse <input type="checkbox"/> Homeless (Current or Pattern)	<input type="checkbox"/> Domestic Viol—Victim <input type="checkbox"/> Domestic Viol—Offender <input type="checkbox"/> Medical Problems <input type="checkbox"/> Gang Member/Affiliation <input type="checkbox"/> Unemployed (Current or Pattern) <input type="checkbox"/> Other: _____	<input type="checkbox"/> Whereabouts Unknown <input type="checkbox"/> Deceased <input type="checkbox"/> Criminal Behavior <input type="checkbox"/> Currently in prison/jail <input type="checkbox"/> Mental Health <input type="checkbox"/> Substance Abuse <input type="checkbox"/> Homeless (Current or Pattern)	<input type="checkbox"/> Domestic Viol—Victim <input type="checkbox"/> Domestic Viol—Offender <input type="checkbox"/> Medical Problems <input type="checkbox"/> Gang Member/Affiliation <input type="checkbox"/> Unemployed (Current or Pattern) <input type="checkbox"/> Other: _____
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For each of the following items, indicate appropriate response for mother and father. If mother and/or father are not primary caregivers, indicate responses for primary caretaker as well.

	Mother	Father	Caregiver:
48. Contact with youth:	<input type="checkbox"/> Regular <input type="checkbox"/> Inconsistent <input type="checkbox"/> Rare <input type="checkbox"/> None <input type="checkbox"/> Unknown	<input type="checkbox"/> Regular <input type="checkbox"/> Inconsistent <input type="checkbox"/> Rare <input type="checkbox"/> None <input type="checkbox"/> Unknown	<input type="checkbox"/> Regular <input type="checkbox"/> Inconsistent <input type="checkbox"/> Rare <input type="checkbox"/> None <input type="checkbox"/> Unknown
49. Level of support for youth:	<input type="checkbox"/> High <input type="checkbox"/> Moderate <input type="checkbox"/> Low <input type="checkbox"/> None <input type="checkbox"/> Unknown	<input type="checkbox"/> High <input type="checkbox"/> Moderate <input type="checkbox"/> Low <input type="checkbox"/> None <input type="checkbox"/> Unknown	<input type="checkbox"/> High <input type="checkbox"/> Moderate <input type="checkbox"/> Low <input type="checkbox"/> None <input type="checkbox"/> Unknown
50. Level of stability for youth:	<input type="checkbox"/> High <input type="checkbox"/> Moderate <input type="checkbox"/> Low <input type="checkbox"/> None <input type="checkbox"/> Unknown	<input type="checkbox"/> High <input type="checkbox"/> Moderate <input type="checkbox"/> Low <input type="checkbox"/> None <input type="checkbox"/> Unknown	<input type="checkbox"/> High <input type="checkbox"/> Moderate <input type="checkbox"/> Low <input type="checkbox"/> None <input type="checkbox"/> Unknown
51. Overall type of relationship with youth:	<input type="checkbox"/> Stable/Good <input type="checkbox"/> Stable/Problems <input type="checkbox"/> Unstable <input type="checkbox"/> Non-Existent <input type="checkbox"/> Unknown	<input type="checkbox"/> Stable/Good <input type="checkbox"/> Stable/Problems <input type="checkbox"/> Unstable <input type="checkbox"/> Non-Existent <input type="checkbox"/> Unknown	<input type="checkbox"/> Stable/Good <input type="checkbox"/> Stable/Problems <input type="checkbox"/> Unstable <input type="checkbox"/> Non-Existent <input type="checkbox"/> Unknown
52. Compliance with court orders:	<input type="checkbox"/> Good <input type="checkbox"/> Inconsistent <input type="checkbox"/> Poor <input type="checkbox"/> No Compliance <input type="checkbox"/> Unknown	<input type="checkbox"/> Good <input type="checkbox"/> Inconsistent <input type="checkbox"/> Poor <input type="checkbox"/> No Compliance <input type="checkbox"/> Unknown	<input type="checkbox"/> Good <input type="checkbox"/> Inconsistent <input type="checkbox"/> Poor <input type="checkbox"/> No Compliance <input type="checkbox"/> Unknown

53. Indicate whether any of the following behavioral deficits or strengths were mentioned by checking all that apply. NOTE: All items checked should reflect actual wording in the report or have a direct and clear connection to the report narrative. R=Reflected by those completing the assessment; S=Reflected in statements by youth.			
Deficits	RS	Strengths	RS
Individual Characteristics			
Aggressive/Violent Outbursts		Responsible	
Oppositional/Defiant (Acts to Gain Attention)		Respectful	
Irritable/Easily Frustrated		Kind /Loving/Nurturing	
Low Self-Control/Poor Impulse Control		Motivated	
Manipulative		Insightful	
No/Little Recognition of Consequences		Cooperative/Friendly/Approachable	
Self-Injurious		Bright	
Suicidal		Sense of Humor	
Psychosis		Periods of Cooperation	
Poor Coping Skills		Good Coping Skills	
Poor Social Skills/Life Skills		Good Social Skills/Life Skills	
Poor Self-Image/Self-Esteem		Good Self-Image/Self-Esteem	
Poorly Supervised		Demonstrates Signs of Stability	
Disappears without Explanation		Recent Improvement in Behavior	
Gang Affiliation/Interaction		Involved in Extracurricular Activities	
Negative Non-Gang Peer Influences		Good Citizenship	
Inappropriate Sexual Behavior		Has Access to Positive Adult Role Model	
Actions Showing Lack of Concern for Others			
Deteriorating Functioning			
Poor/Inconsistent Participation in Treatment		Good/Consistent Participation in Treatment	
Poor Performance in Treatment		Signs of Success in Treatment	
Poor Behavior in Treatment		Good Behavior in Treatment	
No Signs of Improvement		Recent Improvement in Treatment	
Poor/Inconsistent Attendance		Good School Attendance	
Truancy/Not Attending		Good/Excellent School Performance	
Poor Academic Performance		Recent Improvement in School	
Suspensions/ Behavior Problems at School		No Behavior Problems at School	
Learning Disabilities			
Fails to Follow Rules at Home		Compliant and Well-Behaved at Home	
Fails to Follow Rules in Placement		Compliant and Well-Behaved in Placement	
Fails to Follow Court Orders (e.g., curfew)		Compliant with Court Orders	
Generally Uncontrollable		Recent Improvement in Compliance	
AWOL			
Comments			

APPENDIX B



CALIFORNIA STATE UNIVERSITY, SACRAMENTO
DIVISION OF SOCIAL WORK

TO: Michelle Saeturn & Janay Swain

Date: March 11, 2009

FROM: Committee for the Protection of Human Subjects

RE: YOUR RECENT HUMAN SUBJECTS APPLICATION

We are writing on behalf of the Committee for the Protection of Human Subjects from the Division of Social Work. Your proposed study, "Exploring Characteristics and Outcomes of 241.1 Youth in Alameda County."

approved as EXEMPT NO RISK MINIMAL RISK.

Your human subjects approval number is: 08-09-012. Please use this number in all official correspondence and written materials relative to your study. Your approval expires one year from this date. Approval carries with it that you will inform the Committee promptly should an adverse reaction occur, and that you will make no modification in the protocol without prior approval of the Committee.

The committee wishes you the best in your research.

Professors: Tania Alameda-Lawson, Jude Antonyappan, Teiahsha Bankhead, Chrystal Barranti, Andy Bein, Ron Boltz, Joyce Burris, Serge Lee, Sue Taylor

Cc: Professor Susan Taylor

APPENDIX C

Alameda County Approval Letter



Superior Court of California
COUNTY OF ALAMEDA

CLAUDIA BETH JACKSON
COURT SERVICES MANAGER
JUVENILE COURT ADMINISTRATION

JUVENILE JUSTICE CENTER
2500 FAIRMONT DRIVE, SUITE 3013
SAN LEANDRO, CALIFORNIA 94578
(510) 618.1126
FAX (510) 618.1133

February 10, 2009

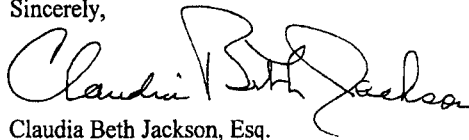
The Department of Social Work,
Graduate Studies Human Subjects Committee
California State University, Sacramento
6000 "J" Street
Sacramento, CA 95819-6090

Re: Janay Swain and Michelle Saeteurn
Exploring the Characteristics and Outcomes of 241.1 Youth in Alameda County

I am pleased to provide this letter in support of the thesis proposal presented to the Alameda County Juvenile Court by Michelle Saeteurn and Janay Swain on February 5, 2009. These graduate students have been approved to use the Juvenile Court Case Management System for the purpose of collection of data regarding Welfare and Institutions Code Section 241.1 crossover youth in Alameda County. The purpose of this research is identifying characteristics and outcomes for this juvenile population.

We are in agreement that this approval is conditioned upon ongoing adherence to the Confidentiality Agreement, all Superior Court policies and Volunteer Services Memorandum procedures. The Honorable Gail Bereola, Presiding Judge of Juvenile Court Commissioner Paul Seeman, and Juvenile Court Administration endorse this project.

Sincerely,


Claudia Beth Jackson, Esq.

CC: Susan Taylor, CSUS Faculty Advisor

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