State Executive Council for Children's Services

Executive Committee

August 22, 2019
10:00 AM – 12:00 Noon
Hanover Room
1604 Santa Rosa Rd.
Richmond, VA 23229

AGENDA

1. Approval of May 2019 Meeting Minutes

2. Opening Comments – Secretary Carey

3. Introductions

4. Final planning for SEC/SLAT Strategic Planning Session – Nancy Toscano

5. SEC Administrative Matters

   a) Status of SEC Membership

      - Vacancies effective July 1, 2019
        - Parent representative (1)

6. Completed reports and resources

   - Annual Service Gap Survey
   - Juvenile and Criminal Justice Outcomes
   - E-learning course on CSA Audit Process for CPMT
   - E-learning course on Utilization Review for CPMT
   - E-learning course of CSA Finances and Fiscal Processes (pending)

7. New Business

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State Executive Council (SEC) Executive Committee Meeting
Hanover Room
1604 Santa Rosa Road
Richmond, VA 23229
May 16, 2019

Attending:
The Honorable Daniel Carey, M.D., Secretary of Health and Human Resources
The Honorable Mary Biggs, Member, Montgomery County Board of Supervisors
Valerie Boykin, Director, Department of Juvenile Justice (DJJ)
Courtney Gaskins, Ph.D., Director of Program Services, Youth for Tomorrow
Mira Signer for S. Hughes Melton, M.D., Commissioner, Virginia Department of Behavioral Health and Developmental Services (DBHDS)
Duke Storen, Commissioner, Virginia Department of Social Services (VDSS)
Tammy Whitlock for Jennifer Lee, M.D., Director, Department of Medical Assistance Services (DMAS)
Susan Whyte, Assistant Attorney General, Office of the Attorney General
Scott Reiner, Executive Director, Office of Children's Services (OCS)
Marsha Mucha, Administrative Assistant (OCS)

Guests:
Janet Areson, Virginia Municipal League
Katie Boyle, Virginia Association of Counties
Nancy Toscano, UMFS

Welcome and Introductions
Secretary Carey called the meeting to order at 10:05 a.m. and welcomed everyone. Introductions were made. He congratulated Ms. Boykin on her appointment as Director of the Department of Juvenile Justice. Secretary Carey also noted the purpose and function of the Executive Committee in relation to the full State Executive Council (SEC).

Planning for Biennial CSA Progress Report and SEC Strategic Plan
Mr. Reiner provided background information on the upcoming Strategic Planning Session that will be held jointly with the State and Local Advisory Team (SLAT) at the SEC's September meeting. In order to engage in a more deliberate planning process, Nancy Toscano, the Chief Operating Officer for UMFS, will be facilitating the Session.

Dr. Toscano presented a proposed survey to gather input on areas of focus for strategic planning purposes. She also shared with members a document outlining the proposed strategic planning process. Members discussed:

- Key stakeholder groups to include in the strategic planning process as well as the how to gather stakeholder input and report back.
- External trends and the possibility of preparing short white papers on the key trends.
- Retreat preparation including pre-reading/videos for participants to review before the Session.
- Moving from a "nuts and bolts" Strategic Plan to a "strategic level" (not operational) Plan.

Dr. Toscano will make updates/changes to the strategic planning process based on today's discussion. She will present the proposed plan for the SEC's consideration at their June meeting. SLAT will also receive an orientation so it will be clear to participants as to what to expect at the September Session.

Approval of Minutes
The minutes of the February 21, 2019 meeting were approved on a motion by Mary Biggs, seconded by Mira Signer and carried.

SEC Administrative Matters
Mr. Reiner reported on the following:

- *Status of SEC Membership*
    - The Senate of Virginia Rules Committee has appointed Senator Monty Mason from Williamsburg to fill the Senate vacancy on the SEC.
    - Parent representative, Jeanette Troyer whose current term expires on June 30, 2019, is not seeking reappointment to the SEC. Mr. Reiner is working with the Secretary of the Commonwealth's Office on a replacement.
- *Annual Services Gap Survey* – Surveys were due last week. Survey results will be presented to the SEC when compiled.
- *SEC Continuous Quality Improvement Project* – Training of the pilot sites has concluded and the new process was presented at two breakout sessions at the CSA Conference. An administrative memo will be distributed along with a link to the CQI tools, which are now active on the CSA website. OCS is now ready to receive training requests on use of the new tools and process.

  Ms. Biggs thanked Zandra Relaford and Howard Sanderson for their work on the project. The impact of the CQI process will be highlighted at a future SEC meeting.

- *CSA Annual Conference* - The recently concluded 8th Annual CSA Conference was held at the Hotel Roanoke and Conference Center with a capacity crowd and a waiting list for registration. OCS is exploring moving the Conference to the fall of 2020 and to a larger venue. A number of conferences are held in the spring and OCS would like to avoid conflicts with other conferences if possible.

  In the interim between the 2019 and 2020 CSA Conference, OCS is in the preliminary planning process (with other child serving agencies) of hosting a series of regional trainings to educate local stakeholders on effective implementation of evidence-based practice models.

June 20 SEC Meeting Agenda Items
The following items will be included on the June 20 SEC meeting agenda:

- Status of the Private Day Special Education Cost and Rate Setting Study – CSA and Public Consulting Group (PCG) will hold a series of meetings the week of June 17 in order to receive input and feedback on PCG's analysis and recommendations from the Study. Members asked that PCG be available at the June SEC meeting to make a report.
- A presentation on the issues that addiction presents to children and families.
- Information/update on the strategic planning process for the September meeting.

New Business
Other topics discussed included:

- Unaccompanied, undocumented minors entering the United States (schedule a "Brief the Secretary meeting" on the topic). (Per Courtney Gaskins)

Adjournment
There being no further business, the meeting adjourned at 11:45 a.m.

Juvenile and Criminal Justice Outcomes of Youth Completing Services through the Children's Services Act

12-Month Follow Up of FY2016 Exit Cohort

Office of
Children's Services
Empowering communities to serve youth

Scott Reiner

Executive Director

Acknowledgements

The primary author of this report is Howard Sanderson, Senior Research Analyst with the Virginia Office of Children's Services. Appreciation is due to Huafeng Ding, Data Manager at the Virginia Department of Juvenile Justice (DJJ) for facilitating the data match between the CSA sample and the DJJ and Virginia State Police data sets. Jessica Schneider, DJJ Research Manager and Jeff Price, Ph.D., Director of the Office of Research and Planning at the Virginia Department of Social Services provided valuable editorial review and suggestions.

Introduction

Of the possible approaches to assess how youth have benefitted from the services received through Virginia's Children's Services Act (CSA), one outcome indicator is involvement with the juvenile and/or criminal justice system, which can be determined by the arrest rates of youth whose involvement with the CSA has ended. This report documents those outcomes for a large sample of youth who completed services in State Fiscal Year (FY) 2016 (July 1, 2015 – June 30, 2016). This report builds on a small scale pilot test of the methodology conducted with a previous year's sample of youth.

The FY 2016 Exit Cohort

The sample for this study were youth who completed any CSA-funded services in FY 2016 and had no new or continuing services within six months after their last service date. This exit cohort of CSA youth was drawn from the CSA database for FY 2016. Youth under age 10 were excluded from the sample due to the rare occurrences of arrests within this age group. Names, dates of birth, social security numbers and other information (e.g., city/county of residence) were obtained from the CSA data systems (i.e., the expenditure data file). A total of 1,580 youth comprised the FY 2016 exit cohort. This represents 15% of the 10,533 youth served through the CSA in the FY 2016 (10 years and older). The remainder were still receiving services within six months after the end of FY 2016.

In accordance with a data sharing agreement (Memorandum of Understanding) between the Virginia Office of Children's Services (CSA) and the Virginia Department of Juvenile Justice (DJJ), the FY 2016 exit cohort was delivered to DJJ, who matched (by name, social security number, and/or date of birth)[1] these youth against the DJJ electronic data system (BADGE), which includes all petitioned juvenile intake (similar to an arrest) data. DJJ also delivered the data to the Virginia State Police (VSP) to ascertain if any youth had been arrested within 12 months after completing CSA-funded services.

Sample Characteristics

Demographics

As seen in Table 1, the majority of the 1,580 youth in the exit cohort were white (59.7%), male (59.0%) and between 14 and 18 years old (65.1%).

[1] Some localities use "dummy" social security numbers. The youth with these "dummy" social security numbers were matched using name and date of birth in the matching algorithm.

Table 1 – Demographics

Demographics	Count	Percent
Race		
African American	523	33.1
White	943	59.7
Other/Unknown	114	7.2
Gender		
Female	648	41.0
Male	932	59.0
Age		
10 to 13	383	24.2
14 to 18	1,028	65.1
19 and over	169	10.7

The average (mean) age of the exit cohort is 16.1 years.

Referral Sources

All youth served by CSA have specific referral sources. Those sources are presented in Table 2. There were a total of 1,728 unique referrals for the 1,580 youth.[2] Over 97% of referrals were made by local Departments of Social Services (child welfare agencies), local school divisions, DJJ Court Services Units (juvenile justice agencies), or Community Services Boards (behavioral health agencies).

Table 2 – Referral Sources

Referral Source	Count	Percent
Department of Social Services	770	44.6
School Division	454	26.3
Court Services Unit (DJJ)	238	13.8
Community Services Board	215	12.4
Family	13	0.8
Health Department	4	0.2
CSA Interagency Team/Office	23	1.3
Other	11	0.6

CSA Mandate Type

The CSA law (§2.2-5211, Code of Virginia (COV)) mandates the provision of foster care and special education services to eligible youth. Children who are abused or neglected and children in need of services (CHINS; as defined in §16.1-228, COV) are eligible to receive services under the foster care mandate. Children with educational disabilities

[2] Youth can be referred by different entities over their history with the CSA.

who require special education services in approved private schools and children who have needs arising from an educational disability that threatens their ability to be maintained in the home, community or public school setting (special education wraparound) fall under the special education mandate. Those children who do not meet the requirements for the mandated foster care or special education services are also, but not required by law, able to receive CSA services (referred to as "Non-mandated").

Table 3 shows the distribution of Primary Mandate Types (PMT) for the exit cohort. The PMT represents the CSA eligibility category for the youth. There were 1,931 PMTs for the 1,580 youth in the cohort.[3] Nearly 40% had a foster care abuse or neglect PMT ('Foster Care Abuse/Neglect - Local DSS Entrustment/Custody', 'Foster Care Abuse/Neglect – Prevention' or 'Foster Care Abuse/Neglect - DSS Non-Custodial agreement'). Over 25% had a foster care CHINS PMT ('Foster Care CHINS – Prevention', 'Foster Care CHINS - CSA Parental Agreement' or 'Foster Care CHINS - Entrustment/Custody'). About 19% had a special education PMT ('Special education services in an approved educational placement' or 'Wrap-Around Services for Students with Disabilities').

Table 3 – Primary Mandate Types

Primary Mandate Type	Count	Percent
Foster Care Abuse/Neglect – Prevention	290	15.0
Foster Care Abuse/Neglect – DSS Non-Custodial Agreement	22	1.1
Foster Care Abuse/Neglect – Local DSS Entrustment/Custody	443	22.9
Foster Care CHINS – Prevention	295	15.3
Foster Care CHINS – CSA Parental Agreement	148	7.7
Foster Care CHINS – Entrustment/Custody	82	4.2
Foster Care – Court Ordered for Truancy	8	0.4
Foster Care – Court Ordered for Delinquent Behaviors	47	2.4
Wrap-Around Services for Students with Disabilities	56	2.9
Special Ed. Services in an Approved Educational Placement	304	15.7
Non-mandated	236	12.2

Types of Services Received

CSA services are grouped into different Service Placement Types (SPT), seen in Table 4. There were 3,782 SPTs for the 1,580 youth for an average of about 2.4 SPTs per youth.[4] Nearly 30% of the youth had an SPT of Community Service[5]. About 21% had an

[3] Youth can have multiple PMTs over their history with the CSA and may concurrently receive services under more than one mandate type.
[4] Youth may concurrently or over time receive services in more than one SPT.
[5] An array of community-based behavioral health and other supportive services

SPT of either Special Education Private Day Placement or Congregate Educational Services. Other notable SPTs include Therapeutic Foster Home, Residential Treatment Facility, and Group Home.

Table 4 – Service Placement Types

Service Placement Type	Count	Percent
Community Service	1,110	29.3
Community Transition Services	86	2.3
Intensive Care Coordination	136	3.6
Intensive In-Home	136	3.6
Wraparound Services for Students with Disabilities (SPED)	101	2.7
Special Education Private Day Placement	338	8.9
Foster Care Basic Maintenance & Basic Activities Payments	328	8.7
Specialized / Therapeutic Foster Home	397	10.5
Independent Living Stipend / Independent Living Arrangement	163	4.3
Psychiatric Hospital / Crisis Stabilization Unit	9	0.2
Temporary Care Facility/Services (Congregate Care Setting)	33	0.9
Group Home (Congregate Care Setting)	235	6.2
Residential Treatment Facility (Congregate Care Setting)	274	7.2
Congregate Care Educational Services	436	11.5

Justice System Outcomes

Intakes/Arrests

A total of 277 youth in the FY 2016 exit cohort were matched with either a DJJ intake (similar to an arrest) or VSP arrest record, indicating an arrest within 12 months of the last date of CSA services. This represents 17.5% of the cohort. These youth were charged with 927 distinct offenses: 409 felonies (44.1% of all arrests) and 518 misdemeanors (55.9%).

Of the 409 felonies, 126 were offenses against persons (30.8%), 12 were weapons or narcotic distribution offenses (2.9%), and the remaining 271 were less serious felony offenses (typically crimes against property) (66.3%). Of the 518 misdemeanors, 119 were offenses against persons (typically assaults) (23.0%), and 399 were less serious misdemeanor offenses (77.0%).[6]

Of the 277 youth with arrests, 147 were charged with a felony as their most serious charge (53.1%), and 130 were charged with a misdemeanor as their most serious charge (46.9%). Of the 147 youth charged with a felony as their most serious charge,

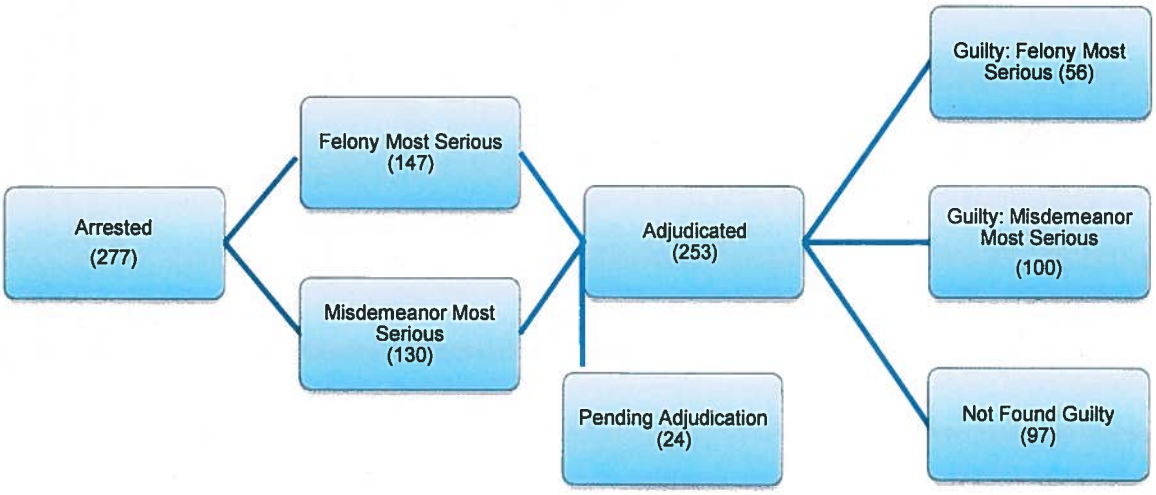
[6] Offense classifications are from the Department of Juvenile Justice Data Resource Guide, Fiscal Year 2017

the most serious offenses were: 58 offenses against persons (39.5%), 5 weapons or narcotic distribution offenses (3.4%) and the remaining 84, less serious felony offenses (57.1%). Of the 130 youth charged with a misdemeanor as their most serious charge, the most serious offenses were: 51 offenses against persons (39.2%) and 79 less serious misdemeanor offenses (60.8%).

Case Outcomes for Intakes/Arrests

At the time that the CSA records were matched, juvenile/criminal justice adjudications (case outcomes) had been determined for 827 of the 927 charges and for 253 of the 277 youth. At the individual level, 156 (61.7%) of the 253 youth for whom case outcomes were determined were found guilty[7] of at least one offense, and the remaining 97 (38.3%) had some case outcome other than guilty of the charge. Of the 253 youths with adjudications, 100 were found guilty of a misdemeanor as their most serious charge (39.5%), and 56 were found guilty of felony as their most serious charge (22.1%).[8] These results are illustrated In Figure 1. below.

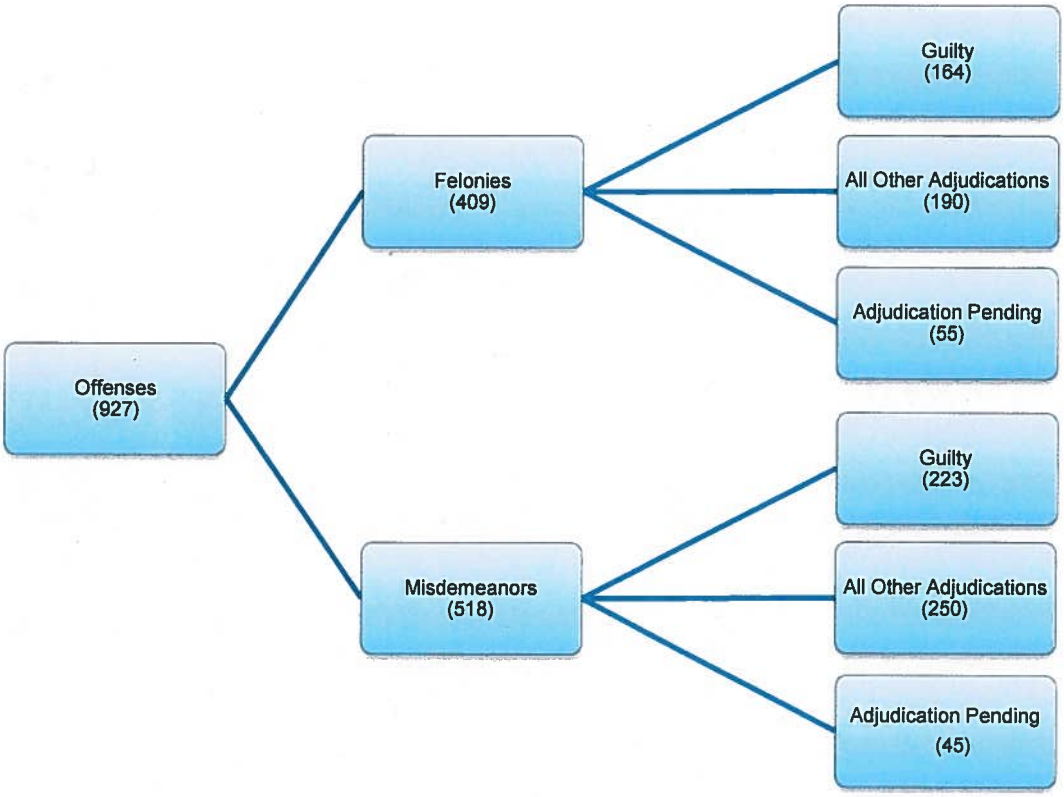
Figure 1. Post-CSA Arrests and Case Outcomes (by Youth)



[7] Intakes in the juvenile system are found "delinquent" rather than "guilty."
[8] Youth not found guilty of any of their charges had adjudications of not guilty, nolle prossed, dismissed, deferred or transferred to other.

Of the 827 charges with case outcomes, there were 387 guilty verdicts (46.8%), and 290 charges were nolle prossed (35.1%). The remaining 150 adjudications were: dismissed (87; 10.5%), not guilty (10; 1.2%), deferred (52; 6.3%) and transferred to other (1; 0.1%). These results are illustrated In Figure 2. below.

Figure 2. Post-CSA Arrests and Case Outcomes (by Offense)



Prior Involvement with the Department of Juvenile Justice

Over three-quarters of the exit cohort (78.0%) were involved with DJJ via an intake complaint prior to or during their period of CSA services. About 40% of these youth's DJJ involvement preceded receiving any services under the CSA. The risk of arrest increased dramatically for youth with a DJJ history. Of the 277 youth in the exit cohort with charges, 269 had prior involvement with DJJ (97.1%), while only 8 did not (2.9%). Furthermore, 97.7% of youth without any previous DJJ involvement did not have any charges within 12 months after exiting CSA.

Breakdown of Intake/Arrest Results after Completion of CSA Services

Table 6 shows demographic comparisons of those youth in the exit cohort who were arrested and those not arrested. African American youth were arrested at nearly twice

the rate of white youth and youth of other or unknown races ($Z = 5.66$, $p < .001$). Males were over 50% more likely than females to be arrested ($Z = 3.51$, $p < .001$). Youth 14 to 18 years of age were arrested at almost double the rate of youth 19 years of age and older ($Z = 2.78$, $p = .005$), and at over five times the rate of youth 10 to 13 years of age ($Z = 6.77$, $p < .001$).[9]

Table 6 – Demographics of Arrested Versus Not Arrested

	Arrested		Not Arrested	
Demographics	**Count**	**Percent**	**Count**	**Percent**
Race				
African American	132	25.2	391	74.8
White	128	13.6	815	86.4
Other and unknown	17	14.9	97	85.1
Gender				
Female	87	13.4	561	86.6
Male	190	20.4	742	79.6
Age				
10 to 13	17	4.4	366	95.6
14 to 18	238	23.2	790	76.8
19 and over	22	13.0	147	87.0

Table 7 shows referral source comparisons for the youth who were arrested versus those who were not arrested. About one-third of youth referred by DJJ (33.6%) were arrested. This was at least double the arrest rate of youth referred by Local Departments of Social Services ($Z = 6.15$, $p < .001$), local school divisions ($Z = 5.37$, $p < .001$) and Community Service Boards ($Z = 4.89$, $p < .001$).

Table 7 – Referral Sources of Arrested Versus Not Arrested[10]

	Arrested		Not Arrested	
Referral Source	**Count**	**Percent**	**Count**	**Percent**
Local Department of Social Services	126	16.4	644	83.6
Local School Division	74	16.3	380	83.7
Court Services Unit (DJJ)	80	33.6	158	66.4
Community Services Board	28	13.0	187	87.0
Family	1	7.7	12	92.3
Health Department	3	75.0	1	25.0
CSA Interagency Team/Office	4	17.4	19	82.6
Other	2	18.2	9	81.8

[9] To assess whether arrest rates were different for different races, genders, age groups, referral sources, primary mandate types and service placement types, the data were modeled using population-averaged generalized estimating equations (clustered, log-binomial, robust standard errors and independent correlation within groups). In all cases, the overall goodness-of-fits of the models, as measured by Wald Chi Square tests, were significant. The significance of individual coefficients or combinations of multiple coefficients in the models were measured using Z-tests.

[10] Youth may have more than one referral source.

Table 8 compares the PMTs of those youth who were arrested and those not arrested. Youth placed in one of the three Foster Care CHINS PMTs (Prevention, Parental Agreement and Entrustment/Custody) or one of the two Foster Care Court Ordered PMTs (Truancy or Delinquency) showed a 45% increase in arrest rates when compared to youth placed in one of the three Foster Care Abuse/Neglect PMTs ($Z = 3.35$, $p = .001$).

Table 8 – Primary Mandate Types of Arrested Versus Not Arrested

	Arrested		Not Arrested	
Primary Mandate Type	**Count**	**Percent**	**Count**	**Percent**
Foster Care Abuse/Neglect – Prevention	39	13.4	251	86.6
Foster Care Abuse/Neglect – DSS Non-Custodial Agreement	7	31.8	15	68.2
Foster Care Abuse/Neglect – Local DSS Entrustment/Custody	72	16.3	371	83.7
Foster Care CHINS – Prevention	51	17.3	244	82.7
Foster Care CHINS – CSA Parental Agreement	46	31.1	102	68.9
Foster Care CHINS– Entrustment/Custody	20	24.4	62	75.6
Foster Care – Court Ordered for Truancy	2	25.0	6	75.0
Foster Care – Court Ordered for Delinquent Behaviors	13	27.7	34	72.3
Wrap-Around Services for Students with Disabilities	12	21.4	44	78.6
Special Education Services in an Approved Educational Placement	55	18.1	249	81.9
Non-mandated	51	21.6	185	78.4

Table 9 shows SPT comparisons for youth who were arrested versus those not arrested. Youth served in a congregate care setting (group home or residential treatment facility) showed the highest rates of arrest compared to all other SPTs combined. The arrest rate of these youth was over 30% measured against 20% for youth served in a non-congregate care settings, a 53% increase ($Z = 7.10$, $p < .001$).

Table 9 – Service Placement Types of Arrested Versus Not Arrested

	Arrested		Not Arrested	
Service Placement Type	**Count**	**Percent**	**Count**	**Percent**
Community Service	193	17.4	917	82.6
Community Transition Services	23	26.7	63	73.3
Intensive Care Coordination	28	20.6	108	79.4
Intensive In-Home	19	14.0	117	86.0
Wraparound Services for Students with Disabilities	14	13.9	87	86.1
Special Education Private Day Placement	68	20.1	270	79.9
Foster Care Basic Maintenance & Basic Activities Payments	50	15.2	278	84.8
Specialized / Therapeutic Foster Home	83	20.9	314	79.1
Independent Living Stipend / Independent Living Arrangement	42	25.8	121	74.2
Psychiatric Hospital / Crisis Stabilization Unit	0	0.0	9	100.0
Temporary Care Facility/Services (Congregate Care Setting)	6	18.2	27	81.8
Group Home (Congregate Care Setting)	69	29.4	166	70.6
Residential Treatment Facility (Congregate Care Setting)	84	30.7	190	69.3
Congregate Educational Services	117	26.8	319	73.2

Comparison of Arrest Rates to Other Known Samples

Generally, there are no directly comparable samples for the arrest rates of the CSA cohort. This makes evaluation of CSA outcomes challenging. Since all foster care and private day special education youth in Virginia receive CSA-funded services and the majority of the CSA cohort falls under these two mandate types, a non-CSA comparison cohort does not exist. The exception is data on arrest rates for the larger universe of youth known to DJJ[11], the majority of whom do not receive services through the CSA. The arrest rate of DJJ-referred youth in the CSA exit cohort (33.6%) is on par with the 12-month re-arrest rate of youth on probation through DJJ (34.0% for the FY 2016 DJJ probation release sample).

DJJ also provides re-arrest rates for other populations of juvenile offenders who may be considered comparable to the DJJ involved youth in the CSA exit group. These include youth at low risk for reoffending as determined by the Youth Assessment and Screening Instrument (YASI) (18.3% 12-month re-arrest rate for FY 2016 probation releases vs. 33.6% for the DJJ-referred component of the CSA exit cohort). Re-arrests among youth

[11] Department of Juvenile Justice Data Resource Guide, Fiscal Year 2018

receiving DJJ-provided diversion services (in lieu of formal referral to court), typically seen as a lower risk group for future offending, was 13.5% (2016 DJJ sample beginning with the date they completed the diversion). DJJ also serves youth through the Virginia Juvenile Community Crime Control Act (VJCCCA). The 12-month re-arrest rate (FY 2016 DJJ sample) for youth released from a VJCCCA program was 31.2%, slightly lower than that of the CSA exit cohort of DJJ referred youth. The risk to reoffend classification of youth served through diversions or VJCCCA is not known.

Discussion

Being free of behavior that brings an individual into conflict with the criminal justice system is one indicator of successful functioning in the community. As such, it is one goal of services provided to youth through CSA. Almost 1,600 youth over the age of 10 completed CSA-funded services in FY 2016 (the exit cohort). On an overall basis, 12 months after their final service date, 82.5% of the exit cohort had not been arrested for a criminal charge as either a juvenile or adult (those who turned 18 following service completion). It is important to place these outcomes in context. While the arrest rate for the overall juvenile population (ages 10 – 17) in Virginia is 2.82%[12], children receiving services through the CSA may be considered to be at elevated risk for juvenile and criminal justice system involvement. Substantial data indicate that youth in the foster care system (45% of the cohort in this study) are more likely to become involved in delinquent or criminal behavior once they leave foster care.[13] Youth designated with emotional/behavioral educational disabilities are three times more likely to be arrested before leaving school, when compared to all other students.[14] Such youth also comprise a significant segment of the CSA served population. Finally, prior juvenile justice involvement is a known risk factor for future delinquent and adult criminal behavior (78% of the cohort).

The data suggest two broad groupings of youth might be considered in evaluating the results of this study, youth with and those without DJJ involvement prior to completion of CSA services. Youth without DJJ involvement offended at very low rates (<3%), comparable to the arrest rate among the general youth population. However, DJJ involvement was a characteristic of almost all of the youth in the exit cohort who were subsequently arrested (97% of those subsequently arrested). This suggests that prior delinquency charges are the best predictor of future arrests among youth served by

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[12] National Center for Juvenile Justice, Juvenile Justice Geography, Policy, Practice, and Statistics. Virginia juvenile justice data (2006 – 2014) Retrieved from http://www.jjgps.org/virginia, June 7, 2019.
[13] Doyle, J.J. (2007). Child protection and child outcomes: measuring the effects of foster care. American Economic Review. 97(5), 1583-1610.
[14] The National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or At-Risk (2014). Fact Sheet: Youth with Special Education Needs in Justice Settings. Retrieved from: https://neglected-delinquent.ed.gov/sites/default/files/NDTAC_Special_Ed_FS_508.pdf, June 7, 2019

CSA. Additionally, youth referred to CSA by DJJ were arrested at a rate twice that of any other referral source with more than three youth in the cohort. This data suggests that for youth with prior arrests/DJJ involvement, CSA services might benefit from targeted adjustments aimed at reducing the risk of future offending. Such adjustments might include more careful screening for risk of (re)offending and the implementation of specific interventions targeted at reducing that risk, regardless of whether delinquent behavior was the reason for referral for CSA services. There are numerous interventions that address core risk factors for continued offending such as anti-social attitudes and beliefs, deficiencies in pro-social thinking and behavioral skills, parental skills (e.g., supervision, effective discipline), substance misuse, and others.

Comparisons of the arrest rates of the DJJ-referred youth in the CSA cohort to other known juvenile justice populations (i.e., probationers, youth diverted from formal court processing, youth served through VJCCCA) indicate that CSA cohort arrest rates are comparable to those for the broader universe of DJJ probationers and youth who received services through VJCCCA, but higher than youth diverted from formal court processing or who were assessed as low risk of reoffending on the DJJ uniform risk assessment instrument. These results suggest that independent of any other benefits accruing from participation in CSA services, reductions in future offending above and beyond those typically found in DJJ-based interventions are minimal at best. It might also suggest that DJJ involved youth referred to the CSA may additionally have co-occurring risk and needs factors not found in the typical DJJ low risk or deferred populations. This would support a recommendation for improvements to CSA services for youth with previous delinquent charges.

To focus even more discretely, youth who had the highest arrest rates tended to be African-American, male and 14 to 18 years of age. They were more likely to have CSA PMTs of Foster Care Abuse/Neglect – DSS Non-Custodial Agreement, Foster Care - CHINS (Prevention, CSA Parental Agreement or Entrustment/Custody) or Foster Care – Court Ordered (Truancy or Delinquency) and CSA SPTs of Group Home or Residential Treatment Facility (Congregate Care Setting). These PMTs and SPTs are typically utilized by youth with the most serious emotional/behavioral challenges and perhaps therefore, the highest risk of "acting out" behavior that might lead to an arrest.

A final consideration in evaluating the data presented in this report is that of those youth who had an arrest and whose charges were adjudicated (had a final case outcome), only 62% were found guilty of those charges.

Conclusion

This is the second evaluation of juvenile and criminal justice system outcomes for youth served by the Children's Services Act. The sample size in this report (FY 2016 exit cohort) is three times larger than in the initial pilot report (FY 2015 exit cohort). The collaboration with the Department of Juvenile Justice to share data has made it possible to examine this important outcome. Overall results indicate that despite many factors which might be expected to contribute to risk of offending, youth receiving CSA services without prior justice system involvement offend at low rates – comparable to the general youth population. This is a positive finding. However, for those youth served by CSA who had prior justice system involvement, justice system outcomes appear no better than for a large sample of youth receiving probation supervision by DJJ or services through the Virginia Juvenile Community Crime Control Act. This suggests potential areas of improvement for CSA programming.

Additional insights may be gained by examining the characteristics of youth with prior juvenile justice system involvement who did not have a post-CSA arrest to shed light on factors that contribute to their "success" on this outcome indicator.

Limitations of this report include not having comparison arrest data for subgroups of the CSA populations. Additionally, the 12-month post-release follow-up period may be inadequate to fully capture future offending. For example, DJJ-reported re-arrest rates for probation releases (FY 2015 sample)[15] grows from 33.3%at the 12-month follow-up to 58.4% at 36 months.

In the coming fiscal years, the FY 2016 CSA exit cohort will be re-matched with updated arrest data to obtain a more extended longitudinal picture of the arrest rates. In addition, new exit cohorts will be drawn and matched to arrest data in subsequent fiscal years to allow for measurement of the impact of any policy or practice changes.

Data from additional sources (e.g., educational records, behavioral health utilization, employment data) would also be useful in identifying the personal and service correlates of youth who avoid involvement with the juvenile and criminal justice systems.

[15] Department of Juvenile Justice Data Resource Guide, Fiscal Year 2018