

DCF/DJJ Dually Served Children and Young Adults

Report Timeframe: April 1, 2022 – June 30, 2022
Quarter 4 of Fiscal Year 2021-2022

Department of Children and Families
and
Department of Juvenile Justice

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Introduction

Chapter 2022-67, Laws of Florida (HB 7065) – Reporting Requirements

The Florida Legislature passed Chapter 2022-67, Laws of Florida, creating section 39.0143, Florida Statutes, during the 2022 Legislative Session. This requires the Florida Department of Children and Families (DCF) and the Florida Department of Juvenile Justice (DJJ) to collaborate on shared strategies to best serve children involved in both systems of care, often referred to as dually involved children.

Current Standard of Care for Dually Involved Youth

Dually involved youth is defined as a youth who has ever been involved with, or served by, DCF and DJJ and is not limited to youth served by both departments at the same time. DCF and DJJ have historically maintained a strong partnership to support this vulnerable population of youth. Both departments analyze robust data to inform strategies around preventative approaches, enhanced services development, and increased quality. In 2016, the departments designated local Crossover Champions, individuals assigned in each circuit to strategize effective ways to serve youth, examine and evaluate current resources, and address potential gaps in services.

The following has been prioritized at the direction of each department's leadership:

Florida Department of Juvenile Justice:

- Each of the 20 judicial circuits shall maintain a child welfare specific caseload that includes dually involved youth. The assigned Juvenile Probation Officer (JPO) coordinates Multi-Disciplinary Team (MDT) staffings with DCF and the Community-Based Care (CBC) lead agency to coordinate any assessment or service need referrals and case planning for dually involved youth.
- Probation Crossover Champions shall have standing monthly group meetings with their DCF counterparts to review data trends, identify ways to improve and strengthen the joint case management process, and share and discuss early intervention and comprehensive service strategies. Monthly meetings allow the group to discuss and identify any gaps in service needs, identify breakdowns in processes, and identify additional training needs for staff.
- Assigned probation staff shall ensure that a representative of DCF or the CBC lead agency is invited to all staffings scheduled by DJJ probation for a dually involved youth. The participation of all parties involved ensures all parties are aware of the youth's progress with each agency and/or will identify any possible needs for the youth.
- Assigned probation staff shall attend, participate, and support DCF in all youth staffings they are invited to. Participation allows assigned probation staff to provide an update on the youth's progress and compliance with court ordered sanctions, discuss any pending court hearings, and identify any additional service needs.

Florida Department of Children and Families:

- Assigned DCF staff shall ensure that a representative from DJJ is invited to local and regional review team staffings, MDT staffings, and any other critical team staffing for any child who is actively involved with DJJ, or has been involved previously, to share information on interventions or programs previously provided to the child and their family.

- DCF shall maintain points of contact to co-lead local review teams and complete tasks outlined within the Interagency Agreement to Coordinate Services for Children Served by More than One Agency.
- DCF local review team leads shall continue to maintain responsibility for monthly data reporting from statewide local review teams staffings through coordination with DJJ and other agencies included in the Interagency Agreement.

Data Summary of Dually Involved Youth

Historical Agency Involvement January 2004 – March 2022

Between January 2004 to March 2022¹, DCF had contact with 3,040,660 children and young adults within investigations, in-home care, out-of-home care, and independent living. DJJ had contact with 688,597 children and young adults during the same period. The data indicates that 237,842 (9.47%) were dually served by both DCF and DJJ at some point in time within the period reviewed. Of the 237,842 children and young adults, 52,518 (18.25%) had first contact with DJJ while initial contact with DCF accounted for 185,324 (81.75%) youth. Given that DCF engages children of all age ranges and the average age at first engagement with DCF is much younger than the average age of first engagement with DJJ the variance between initial contact of youth is not unexpected.

Table 1. Historical Involvement with DCF or DJJ from January 2004 - March 2022	
DCF child and young adults contact	3,040,660
DJJ youth and young adults contact	688,597
Dually served	237,842
DCF contact preceded DJJ contact	185,324
DJJ contact preceded DCF contact	52,518

Dually Served Involvement in Quarter 4 of SFY 2021-2022 (Q4 April-June 2022)

Between April 2022 to June 2022, DCF had contact² with 103,815 children and young adults within investigations, in-home care, out-of-home care, and independent living. DJJ had contact with 22,495 children and young adults during the same period. Approximately 2% of the youth being served overall were engaged with both agencies during the quarter. Approximately 94% of the dually-served youth had an initial contact with DCF while approximately 6% had an initial contact with DJJ.

Table 2. DCF or DJJ contact during Quarter 4 (April 2022 – June 2022)	
DCF child and young adults contact	103,815
DJJ youth and young adults contact	22,495
Dually served (contact with DCF and DJJ during Q4)	2,338 ³

¹ Each Agency agreed to the date of January 1, 2004, to provide historical data.

² DCF contact is defined as a child or young adult involved in a closed investigation, receiving in-home services, placed in out-of-home care, or in independent living. DJJ contact is defined as a youth or young adult involved in probation, detention, diversion, intake/arrest, or commitment programs.

³ The DCF initial contact date is missing from 68 records, so there is no way to determine whether DJJ or DCF had initial contact with the child. Fifteen (15) children had first contact with both agencies on the same day.

DCF contact preceded DJJ contact	2,196
DJJ contact preceded DCF contact	142

Dually Served Youth as of the end of Quarter 4 (point in time on June 30, 2022)

As of June 30, 2022, there were 62,908 children and young adults with DCF involvement through open investigations, out-of-home care, in-home care, and independent living. During the same period, DJJ was actively involved with 18,059 youth. The data indicates that 628 of these youths were being dually served by both DCF and DJJ as of the end of June 2022.

Table 3. Crossover Youth Served by Both Agencies as of June 30, 2022	
DCF child and young adults contact	62,908
DJJ youth and young adults contact DJJ	18,059
Dually Served (contact with DCF and DJJ as of last day of Q4)	628

Dually Served Trend

The number of youth being dually served within the active DCF service environment (active participants within a child abuse investigation are excluded) has been declining since June 2019 and declined 37.45% from 1,004 in July 2018 to 628 in June 2022.

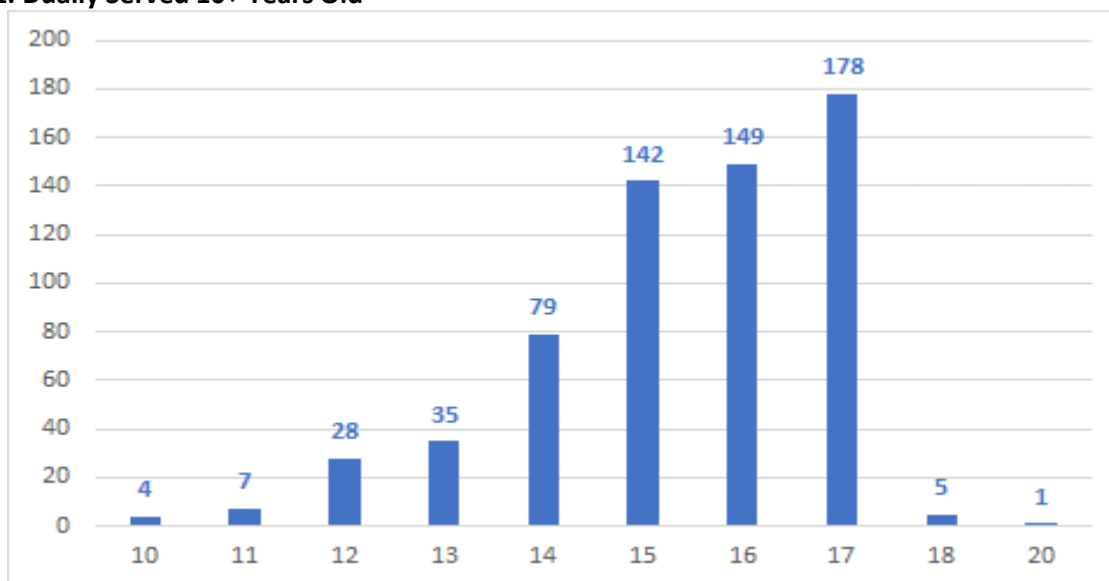
At the same time, the number of children, ages 10-22 who were being served within a DCF out-of-home care or in-home services case as of the last day of the month declined by 7% between July 2018 (12,038) and June 2022 (11,197).



Dually Served by Age

The age distribution of children and young adults that were being dually served by DCF and DJJ on June 30, 2022, is displayed in Graph 1. Six percent of youth were age 12 or younger, 41% were between 13 and 15, and 53% were 16 or older.

Graph 1. Dually Served 10+ Years Old



Tracking and Identifying Dually Involved Youth

DJJ-DCF Dually Served Youth Dashboard

DJJ maintains a report of youth by DCF service type (out-of-home, in-home, and independent living), as well as by DJJ type (community, detention, intake, and residential). The report also provides detail on Juvenile Justice Information System (JJIS) alerts. Information is available at the county and circuit level, and a monthly report is shared with both departments.

Real-Time Access to Information on Dually Involved Youth

Both departments are prioritizing DCF Crossover Champions' access to JJIS and DJJ Champions' access to the Florida Safe Families Network (FSFN).

Current Collaborations

Champion Chats

Quarterly Champion Chats involve DCF and DJJ Crossover Champions, along with representatives of both departments' headquarters and region staff. The primary purpose is to provide a forum to share best practices, share strategies for serving children involved with both departments and their families, and develop strategies to enhance services and interventions that best meet the individual needs of the youth identified. The Champion Chats also provide a good opportunity for participants to raise issues or barriers that another area of the state has resolved. The most recent Champion Chat was held in November 2022; meetings occur every quarter.

Crossover Champions Local Collaboration Meetings

Champions from both agencies meet regularly at a local level to focus on systems improvement and trends related to child staffing data, points of contact when a child-specific need is identified, and any needs or barriers to services. In some areas, meeting participants include law enforcement, guardian ad litem, judges, child protective investigators, managing entity and CBC staff. This local collaboration

provides system of care information from each area of the state to guide services enhancement work with sister agencies, substance abuse and mental health providers, and other system partners.

Monthly Interagency Collaboration Trainings

Monthly Interagency Collaboration Trainings bring together representatives from all child-serving agencies, including the leads for local, regional, and state review teams and their community partners to learn and share information on how to better serve children in Florida. Trainings have included topics such as how to navigate all child serving agencies' systems of care, services available for runaway youth, accessing and understanding residential mental health programs for children, and fetal alcohol spectrum disorder.

Local Review Teams (LRTs) and State Review Teams (SRTs)

Local, regional, and state review teams were established to include all child-serving agencies, their contractors and providers, as well as the Multiagency Network for Students with Emotional/Behavioral Disabilities (SEDNET), in collaboration with school and district personnel. The core premise was that each participating agency may call a meeting at any time to address a child specific issue and that these child staffings must convene without delay. The review teams were also designed to serve as an avenue for the agencies to build relationships and connections and to share best practices and agency updates.

- **LRT and SRT Cost Avoidance:** In FY 2021-22, cases involving 487 children that were referred to a local review team staffing were resolved. Of those, approximately 410 children were diverted from entering foster care, resulting in an estimated cost avoidance of \$9,945,600.
- **Profile of Children Staffed by a Local Review Team during FY 2021-22:**
 - 58 percent male.
 - Average age: 14 years old.
 - 73 percent had Medicaid health insurance.
 - 26 percent dually involved children.
 - At initial staffing, most children were in the custody of and physically with their parent. The next top physical location of children was in DJJ detention or a Crisis Stabilization Unit.
 - Most children whose cases were resolved were in the legal custody and physical placement of their parent.
 - Most children were categorized as having behavioral and severe mental health issues and their recommended services involved Medicaid-funded and Managing Entity-funded services.

Monthly Review Team Meetings

In addition to participating in child staffings, local, regional, and state review teams meet monthly to share agency updates, review case issues for children previously staffed to ensure the effectiveness of services provided and to discuss and address changes needed to strengthen local and state systems of care.

Interagency Agreement to Coordinate Services for Children Served by More than One Agency

The Interagency Agreement to Coordinate Services for Children Served by More than One Agency was developed to address inconsistent practices at the local level and provide a mechanism to escalate complex cases involving children for resolution when necessary. In FY 2011-2012, the eight child-serving agencies listed below came together to identify cross-agency issues, create a statewide infrastructure to

resolve case issues, and establish a standardized process for case escalation. In addition, agency expectations were established for cost sharing and sharing of protected health information. Local, regional, and state review teams were established to include all child-serving agencies, their contractors and providers, as well as SEDNET, in collaboration with school and district personnel. The core premise was that each participating agency may call a meeting at any time to address a child-specific issue and that these child staffings must convene without delay. The review teams were also designed to serve as an avenue for the agencies to build relationships and connections and to share best practices and agency updates.

The signatory agencies to the interagency agreement include:

- Agency for Healthcare Administration
- Agency for Persons with Disabilities
- Department of Children and Families
- Department of Juvenile Justice
- Department of Education
- Department of Health
- Guardian ad Litem Program
- Office of Early Learning (now Division of Early Learning)

The agencies are currently reviewing and revising the interagency agreement for renewal in 2023 and looking for opportunities to strengthen the case escalation process to ensure children and their families are served as appropriately and expeditiously as possible. In addition, the agencies are strengthening the data collection requirements to ensure the most accurate picture of the children and families being referred and staffed as well as service needs across the state.

Strategies to Advance Collaboration for Dually Involved Youth

Dually Served Collaborative Forum

An interagency dually involved collaborative forum will be scheduled for the summer of 2023, to include managing entities, CBCs, DCF, DJJ, Agency for Persons with Disabilities, Department of Education, and Agency for Health Care Administration.

Dually Served Quality Review Team

A collaborative (DCF/DJJ) quality review team will review a sample of the dually involved population and find commonalities of youth and families served, build a profile of at-risk youth based on these commonalities, and develop strategies to serve the youth and family based on the data.

Evidence-Based Programs

Develop strategies to enhance the service array of trauma informed, evidence-based practices that have proven, positive outcomes for dually involved youth, both in the prevention of entry into each system, as well as interventions that prevent recidivism and need for higher levels of care.

- Continue implementation of services identified in the Family First Prevention Services Act, which is designed to facilitate lower entries into foster care, reduce group care placements, and maximize the state's ability to earn federal Title IV-E funding where appropriate. Family Functional Therapy (FFT) and Multi-Systemic Therapy are two evidence-based practices that specifically serve this population and are being implemented by DCF.

- Agencies jointly explore additional funding opportunities for evidence-based interventions for dually involved youth in need of intensive service as well as develop a shared approach to prevention efforts. This includes collaborative work with the substance abuse and mental health network to enhance the services array for youth and families.
- DCF will work with the CBC lead agency to update the identification of Crossover Champions who will ensure that DCF and DJJ are actively involved in, and are invited to, multi-disciplinary staffings for children in out-of-home care and/or in prevention programs through the lead agencies.
- Ensure that DCF Crossover Champions have access to JJIS and DJJ Crossover Champions have access to FSFN to allow both agencies to obtain critical information on dually involved youth and their families.

Attachment I

Department of Children and Families and Department of Juvenile Justice

Chapter 2022-67, Laws of Florida, Implementation Action Plan

CATEGORY 1 – COLLABORATION REGARDING DUALY INVOLVED YOUTH

- Issue policy formalizing best practices for interagency collaboration to address comprehensive needs of dually involved youth. (PCI-22-005, Dually Involved Youth - Collaboration with Department of Children and Families)
- Implement child welfare specific caseloads for DJJ JPOs.
- Identify a Crossover Champion for each CBC entity.
- Coordinate Crossover Champion meetings and co-host a Crossover Summit.
- Determine feasibility of consolidating dependency and delinquency court for dually involved youth.
- Convene quality improvement teams to conduct case studies in the dually involved youth population.
- Determine if FFT can be expanded statewide for dually involved youth.
- Determine if DCF Crossover Champions can be granted access to JJIS and if DJJ Crossover Champions can be granted access to FSN.
- Explore a joint Legislative Budget Request (LBR) to address specific service needs for dually involved youth.
- Explore the ability to expand the Stop Now and Plan (SNAP).
- Revise DCF Operating Procedure (CFOP) 170-17, Chapter 2: Transition Planning for Youth.
- Maintain a dashboard report for ongoing analysis of data regarding dually involved youth.
- Continue interagency partnership as part of the HOPE Florida Navigators rollout.

CATEGORY 2 – MULTIDISCIPLINARY TEAM STAFFINGS REGARDING DUALY INVOLVED YOUTH

- Issue policy reinforcing requirement for DJJ staff to attend, participate, and support DCF in all local, regional, and state DCF multidisciplinary team staffings, as well as inviting DCF to any staffing scheduled by DJJ for a dually involved youth. (PCI-22-005, Dually Involved Youth - Collaboration with Department of Children and Families)
- Ensure youth and families have an opportunity to provide input in all DJJ multidisciplinary staffings.

- Communicate with and train staff regarding revisions to CFOP 170-17, Chapter 2: Transition Planning for Youth.

CATEGORY 3 – QUARTERLY REPORTING TO LEGISLATURE REGARDING DUALY INVOLVED YOUTH

- Analyze data to determine the number of dually involved youth and number of youth placed in licensed care after leaving the custody of DJJ; identify methods to track youth who are or become dually involved.
- Track and summarize actions taken by both DJJ and DCF to better serve dually involved youth.

CATEGORY 4 – FATHERHOOD INITIATIVES

- Identify grant opportunities that will help expand fatherhood initiatives.
- Host Bridging the G.A.A.P. (Gaining Appreciation by Adjusting Perspectives) conversations between fathers, sons, and law enforcement in prevention programs, gender-specific programs, and detention facilities.
- Conduct a series of Community Outreach of Resources and Education (C.O.R.E.) events focused on recognizing fathers, the importance of their roles, and importance they play in our society.
- Engage fathers in the Restoring Hope Community Network Fathers Initiative to serve as mentors to youth who do not have the support of biological fathers.
- Partner with Big Brothers Big Sisters to enhance services offered to incarcerated parents of youth.
- Host a series of “Barbershop Talks” to bring fathers and sons together in a neutral setting to discuss and discover solutions to local issues affecting youth, such as bullying, drug use, and human trafficking.
- Submit Requests for Application (RFAs) to fund a mentorship program for at-risk male students and a program to address the needs of fathers; issue Requests for Proposal (RFPs) to provide technical assistance to grantees.
- Issue an RFP for development and implementation of a statewide Responsible Fatherhood campaign.
- Identify a Statewide Fatherhood Engagement Program Lead (DCF) and amend CBC contracts to include Fatherhood Engagement Specialists.

CATEGORY 5 – POSTSECONDARY EDUCATION SUPPORT

- Identify youth in DJJ residential programs or on probation/aftercare who graduated from high school and are interested in college/technical school; contract with Tallahassee Community College to assist with enrollment.
- Revise DCF Rule 65C-28.009, Florida Administrative Code (Transition to Adulthood), to include the Road to Independence Program; communicate with and train staff regarding revisions.

CATEGORY 6 – QUARTERLY LEADERSHIP MEETINGS

- Establish quarterly leadership meetings between DJJ, DCF, and CBCs.