

Juvenile and Criminal Justice Outcomes of Youth Completing
Services through the Children's Services Act in FY2015

12-Month Follow Up of a Pilot Sample

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**Office of
Children's Services**
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Introduction

There are many ways to assess how youth have benefitted from the services they receive 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 rate of youth whose involvement with the CSA has ended. This report documents a small scale pilot test of a methodology to measure this outcome.

The SFY 2015 Exit Cohort

An exit cohort of CSA youth was drawn from the CSA database for State Fiscal Year (SFY) 2015. Only youth ages 10 and over, that received CSA services in SFY 2015 were selected for possible inclusion in the sample. The rationale for limiting the sample to those ages 10 and over is that arrests are very rare occurrences for those under this age. From this group, only those who had their CSA services completed in SFY 2015 and did not have any new services that began within six months after their last service termination date were selected to be in the exit cohort. The exit cohort was then matched by social security number with the CSA expenditure data file to obtain the names of the youth. A total of 532 youth comprise the SFY 2015 exit cohort.¹

In accordance with a data sharing agreement (Memorandum of Understanding) between the Office of Children's Services (CSA) and the Virginia Department of Juvenile Justice (DJJ), the SFY 2015 exit cohort was delivered to DJJ, who matched these youth against the DJJ BADGE system which includes all juvenile intake (arrest) data. DJJ also delivered the data to the Virginia State Police (VSP) to ascertain if any youth over the age of 18 had been arrested within 12 months after they completed the CSA funded services.²

Sample Characteristics

Demographics

As shown in Table 1, the majority of the 532 youth in the SFY 2015 exit cohort were white (53.6%), male (59.4%) and between 14 and 18 years old (64.5%). When compared to the SFY 2015 CSA population (ages 10+), who did not meet the criteria for inclusion in the exit cohort (were still actively receiving services), the exit cohort has a slightly higher representation of African-Americans (40.0% in the exit cohort vs. 34.1% in the non-exit cohort population) and slightly less White (53.6% in the exit cohort vs. 57.6% in the non-exit cohort population). While these differences were statistically significant, they were negligible.³

¹ Some localities use "dummy" social security numbers. The youth with these social security numbers could not be included in the matching task and, therefore, were not included in the exit cohort. This and other data integrity issues will need further attention in future studies in order to provide more complete CSA exit cohorts for matching.

² This report does not include reconviction data from the Virginia Criminal Sentencing Commission (VCSC) as it is lagged because of the time involved to adjudicate cases.

³ To assess whether the composition of the exit cohort and their service history was the same or different from those who did not exit the CSA in SFY 2015, two statistical measures were employed. The first, the

Table 1 – Demographics of Exit Cohort

Demographics	Count	Percent
Race		
African American	213	40.0
White	285	53.6
Other and unknown	34	6.4
Gender		
Female	216	40.6
Male	316	59.4
Age		
10 to 13	121	22.7
14 to 18	343	64.5
19 and over	68	12.8

The average (mean) age of the exit cohort is 16.3 years.

Referral Sources

The agencies that referred the youth in the SFY 2015 exit cohort to the CSA are presented in Table 2. There were a total of 614 unique referrals for the 532 youth in the exit cohort.⁴ Youth were referred most often by a local Department of Social Services (41.7%), followed by local school divisions (28.0%), DJJ Court Services Units (14.2%) and Community Services Boards (12.9%), accounting for over 95 percent of the referrals. When compared to the CSA population (ages 10+) who did not meet the criteria for inclusion, the exit cohort has slightly higher representation of referrals from the Department of Juvenile Justice (14.2% in the exit cohort vs. 9.3% in the non-exit cohort population) and slightly lower representation of referrals from the Department of Social Services (41.7% in the exit cohort vs. 46.0% in the non-exit cohort population) and local schools (28.0 % in the exit cohort vs. 31.5% in the non-exit cohort population). While these differences were statistically significant, they were negligible.³

Pearson chi-square test of association, indicated that the value of all variables (race, gender, age, referral source, primary mandate type and service placement types) except gender were significantly different depending on if the youth was in the exit cohort or not. However, since the chi-squared statistic is partially related to sample size, a large sample could indicate statistically significant differences even when those differences are small. The second measure utilized, Cramer's V measure of association, weights the chi-square by the size of the sample to correct for these sample size effects. This measure indicated that associations among all variables and exit cohort membership were very weak. That is to say, that while the differences may be statically significant, they are not substantively different.

⁴ Youth can be referred by different entities over their history with the CSA.

Table 2 – Referral Sources of Exit Cohort

Referral Source	Count	Percent
Local Department of Social Services	256	41.7
Local School Division	172	28.0
Court Services Unit (DJJ)	87	14.2
Community Services Board	79	12.9
Family	6	1.0
Health Department	0	0.0
CSA Interagency Team/Office	6	1.0
Other	8	1.3

CSA Mandate Type

The CSA law 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 are eligible to receive services under the foster care mandate. Children with educational disabilities who require special education services in approved private schools and children who have needs arising from the educational disability that threatens the child’s ability to be maintained in the home, community or school (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 eligible to receive CSA services under certain circumstances, but services are not required by law (non-mandated). Table 3 shows the distribution of Primary Mandate Types (PMTs) for the exit cohort. The PMT represents the CSA eligibility category for the youth. There were 687 PMTs for the 532 youth in the SFY 2015 exit cohort.⁵ Nearly 40 percent had a foster care abuse or neglect PMT (‘Foster Care Abuse/Neglect - Local DSS Entrustment/Custody’ (22.6%), ‘Foster Care Abuse/Neglect – Prevention’ (14.9%) or ‘Foster Care Abuse/Neglect - DSS Non-Custodial agreement’ (0.9%)). Over 20 percent had a foster care child in need of services PMT (‘Foster Care Child in Need of Services (CHINS) – Prevention’ (7.9%), ‘Foster Care CHINS - CSA Parental Agreement’ (9.8%) or ‘Foster Care CHINS - Entrustment/Custody’ (3.1%)). About 23 percent had a special education PMT (‘Special education services in an approved educational placement’ (19.4%) or ‘Wrap-Around Services for Students with Disabilities’ (3.5%)). When compared to the entire CSA population (ages 10+) who did not meet the criteria for inclusion in the exit cohort, the exit cohort has slightly higher representation of CHINS Parental Agreement (9.8% in the exit cohort vs. 5.4% in the non-exit cohort population) and Non-Mandated PMTs (16.6% in the exit cohort vs. 9.7% in the non-exit cohort population). While these differences were statistically significant, they were negligible.³

⁵ Youth can have multiple PMTs over their history with the CSA and may concurrently receive services under more than one mandate type.

Table 3 – Primary Mandate Types of Exit Cohort

Primary Mandate Type	Count	Percent
Foster Care Abuse/Neglect - Prevention	102	14.9
Foster Care Abuse/Neglect - DSS Non-Custodial Agreement	6	0.9
Foster Care Abuse/Neglect - Local DSS Entrustment/Custody	155	22.6
Foster Care Child in Need of Services(CHINS) - Prevention	54	7.9
Foster Care CHINS - CSA Parental Agreement	67	9.8
Foster Care CHINS - Entrustment/Custody	21	3.1
Foster Care - Court Ordered for Truancy	3	0.4
Foster Care - Court Ordered for Delinquent Behaviors	8	1.2
Wrap-Around Services for Students with Disabilities	24	3.5
Special Education Services in an Approved Educational Placement	133	19.4
Non-mandated	114	16.6

Types of Services Received

CSA services are grouped into different Service Placement Types (SPTs), shown in Table 4. There were 1,341 SPTs for the 532 youth in the SFY 2015 exit cohort for an average of about 2.5 SPTs per youth. Over one-fourth of the youth had an SPT of Community Service (26.8%). About 22 percent had an SPT of either Special Education Private Day Placement (10.9%) or Congregate Educational Services (11.5%). Other notable SPTs include Therapeutic Foster Home (10.8%), Residential Treatment Facility (7.3%) and Group Home (6.0%).

Table 4 – Service Placement Types of Exit Cohort

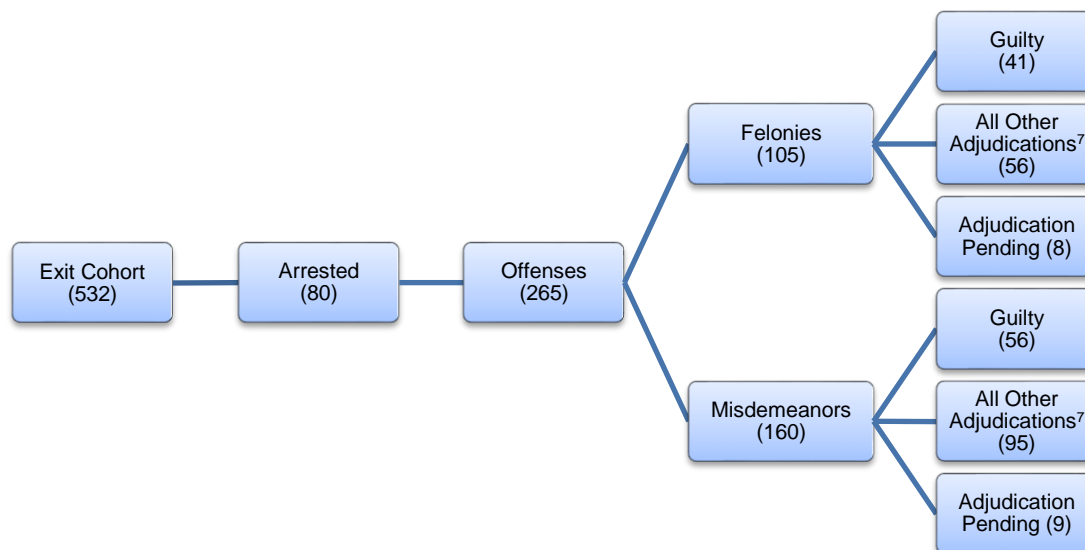
Service Placement Type	Count	Percent
Community Service	359	26.8
Community Transition Services	32	2.4
Intensive Care Coordination	44	3.3
Intensive In-Home	52	3.9
Wraparound Services for Students with Disabilities (SPED)	37	2.8
Special Education Private Day Placement	146	10.9
Foster Care Basic Maintenance & Basic Activities Payments	149	11.1
Specialized / Therapeutic Foster Home	145	10.8
Independent Living Stipend / Independent Living Arrangement	30	2.2
Psychiatric Hospital / Crisis Stabilization Unit	2	0.1
Temporary Care Facility and Services (Congregate Care Setting)	11	0.8
Group Home (Congregate Care Setting)	81	6.0
Residential Treatment Facility (Congregate Care Setting)	98	7.3
Congregate Care Educational Services	155	11.6

There were no meaningful differences in the types of services received by youth in the exit cohort when compared to those received by the CSA population (aged 10+) who did not meet the criteria for inclusion in the exit cohort.

Justice System Outcomes

A total of 80 youth in the SFY 2015 exit cohort were matched with either the DJJ intake or the VSP arrest data, indicating an arrest within 12 months of the last date of CSA services. This represents 15.0% of the cohort. These youth were charged with 265 distinct offenses -- 105 felonies (39.6%) and 160 misdemeanors (60.4%). Of the 80 youth with charges, 43 were charged with a misdemeanor as their most serious charge (53.8%), while 37 were charged with a felony as their most serious charge (46.3%).

At the time that the CSA records were matched, juvenile/criminal justice adjudications (case outcomes) had been reached for 248 of the 265 charges for 75 of the 80 youths. There were 97 guilty verdicts (39.1%) and 101 charges were nolle prossed (40.7%). The remaining 50 adjudications were: 32 dismissed (12.9%), 7 not guilty (2.8%) and 11 deferred (4.4%). Of the 75 youths with adjudications, 27 were found guilty of a misdemeanor as their most serious charge (36.0%) and 21 were found guilty of felony as their most serious charge (28.0%).⁶ The remaining 27 were not found guilty of any of their charges (36.0%).⁷ These results are illustrated below.



⁶ Eight youth with guilty verdicts had their original felony charge reduced to a misdemeanor.

⁷ Youths not found guilty of any of their charges had adjudications of not guilty, nolle prossed, dismissed or deferred.

Table 5 shows demographic comparisons of those youth in the exit cohort who were arrested and those not arrested. A larger percentage of African-American youth were arrested (20.2%) than White youth (11.2%) and Other or unknown races (14.7%). Males were more likely than females to be arrested (18.0% versus 10.6%, respectively). Youth 14 to 18 years of age were arrested (19.2%) at nearly twice the rate as youth 19 years of age and over (11.8%) and four times the rate of youth 10 to 13 years of age (5.0%).

Table 5 – Demographics of Arrested Versus Not Arrested

Demographics	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Race				
African American	43	20.2	170	79.8
White	32	11.2	253	88.8
Other and unknown	5	14.7	29	85.3
Gender				
Female	23	10.6	193	89.4
Male	57	18.0	259	82.0
Age				
10 to 13	6	5.0	115	95.0
14 to 18	66	19.2	277	80.8
19 and over	8	11.8	60	88.2

Table 6 shows referral agency comparisons for the youth who were arrested and those who were not arrested. One-third of youth referred by Interagency Team/Offices (33.3%) and nearly one-quarter of youth referred by the Department of Juvenile Justice (24.1%) were arrested. All other referral sources resulted in arrests in fewer than 15.2% of their youth. None of the six youth referred by their families were arrested.

Table 6 – Referral Sources of Arrested Versus Not Arrested⁸

Referral Source	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Local Department of Social Services	39	15.2	217	84.8
Local School Division	26	15.1	146	84.9
Court Services Unit (DJJ)	21	24.1	66	75.9
Community Services Board	9	11.4	70	88.6
Family	0	0.0	6	100.0
Health Department	0	N/A	0	N/A
CSA Interagency Team/Office	2	33.3	4	66.7
Other	1	12.5	7	87.5

Table 7 compares the Primary Mandate Types of those youth who were arrested and those who were not arrested. Youth who had Foster Care Abuse/Neglect Prevention (11.8%), Foster Care

⁸ Youth may have more than one referral source

Abuse/Neglect Local DSS Entrustment/Custody (12.9%), Foster Care Child in Need of Services (CHINS) – Prevention (11.1%) or Foster Care - Court Ordered for Truancy (0.0%) PMTs were the least likely to be arrested. Youth with Foster Care CHINS - CSA Parental Agreement (20.9%), Foster Care CHINS - Entrustment/Custody (23.8%), Foster Care - Court Ordered for Delinquent Behaviors (50%) or Non-mandated (20.2%) PMTs were the most likely to be arrested. About 17 percent of youth who had Foster Care Abuse/Neglect - DSS Non-Custodial Agreement (16.7%), Wrap-Around Services for Students with Disabilities (16.7%) or Special Education Services in an Approved Educational Placement (16.5%) PMTs were arrested.

Table 7 – Primary Mandate Types of Arrested Versus Not Arrested

Primary Mandate Type	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Foster Care Abuse/Neglect - Prevention	12	11.8	90	88.2
Foster Care Abuse/Neglect - DSS Non-Custodial Agreement	1	16.7	5	83.3
Foster Care Abuse/Neglect - Local DSS Entrustment/Custody	20	12.9	135	87.1
Foster Care Child in Need of Services (CHINS) - Prevention	6	11.1	48	88.9
Foster Care CHINS - CSA Parental Agreement	14	20.9	53	79.1
Foster Care CHINS - Entrustment/Custody	5	23.8	16	76.2
Foster Care - Court Ordered for Truancy	0	0.0	3	100.0
Foster Care - Court Ordered for Delinquent Behaviors	4	50.0	4	50.0
Wrap-Around Services for Students with Disabilities	4	16.7	20	83.3
Special Education Services in an Approved Educational Placement	22	16.5	111	83.5
Non-mandated	23	20.2	91	79.8

Table 8 shows Service Placement Type comparisons for the youth who were arrested and those who were not arrested. Six SPTs had arrest rates greater than 20 percent: Intensive In-Home (23.1%), Independent Living Stipend/Independent Living Arrangement (30.0%), Psychiatric Hospital/Crisis Stabilization Unit (50.0%), Temporary Care Facility and Services - Congregate Care Setting (27.3%), Group Home - Congregate Care Setting (24.7%), Congregate Education Services (20.6%). The remaining eight SPTs had arrest rates between 13 and 19 percent.

Table 8 – Service Placement Types of Arrested Versus Not Arrested

Service Placement Type	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Community Service	54	15.0	305	85.0
Community Transition Services	6	18.8	26	81.3
Intensive Care Coordination	7	15.9	37	84.1
Intensive In-Home	12	23.1	40	76.9
Wraparound Services for Students with Disabilities (SPED)	5	13.5	32	86.5
Special Education Private Day Placement	24	16.4	122	83.6

Foster Care Basic Maintenance & Basic Activities Payments	23	15.4	126	84.6
Specialized / Therapeutic Foster Home	25	17.2	120	82.8
Independent Living Stipend / Independent Living Arrangement	9	30.0	21	70.0
Psychiatric Hospital/Crisis Stabilization Unit	1	50.0	1	50.0
Temporary Care Facility and Services (Congregate Care Setting)	3	27.3	8	72.7
Group Home	20	24.7	61	75.3
Residential Treatment Facility (Congregate Care Setting)	17	17.3	81	82.7
Congregate Educational Services	32	20.6	123	79.4

Comparison to Other Known Arrest Samples

The arrest rate of DJJ referred youth in the CSA exit cohort (24.1%) compares favorably with the 12-month re-arrest rate of youth on probation through the Department of Juvenile Justice (33.0% for the 2015 DJJ probation release sample)⁹.

While the DJJ referred component of the CSA exit cohort may be expected to have an arrest rate comparable to other DJJ-involved youth, the arrest rate in the CSA exit cohort of DJJ referred youth was significantly less than the re-arrest rate of the DJJ probation sample. This may serve as a rough indicator that CSA involvement may be having some positive impact on behaviors leading to arrest in youth already involved in the justice system. Caution should be utilized in making any such definitive conclusions as the level of risk for reoffending among the CSA and non-CSA populations is not known.

DJJ also provides re-arrest rates for other populations of juvenile offenders who may be considered more comparable to the CSA exit group. These include low/no risk (for reoffending) youth as determined by the Youth Assessment and Screening Instrument (YASI)⁸ (16.0% 12-month re-arrest rate for 2015 probation releases vs. 24.1% for the DJJ referred component of the CSA exit cohort). Re-arrests among youth receiving DJJ provided diversion services (in lieu of formal referral to court), typically seen as a lower risk group, was 13.1% (2015 sample)⁸. DJJ also serves youth through the Virginia Juvenile Community Crime Control Act (VJCCCA). Twelve-month re-arrest rates (2015 sample) for youth released from a VJCCCA program was 30.7%, considerably higher than that of the CSA exit cohort of DJJ referred youth. The risk to reoffend classification of youth served through VJCCCA is not known.

While it is impossible to compare arrest rates of the remainder (non-DJJ referred) of the CSA sample, the arrest rate for that group is 14.6%. There is no known arrest rate comparisons for the other referral sources.

⁹ Source: DJJ Data Resource Guide, 2016

Conclusion

The FY 2015 exit cohort of CSA youth matched with arrest data provided by the Virginia Department of Juvenile Justice and the Virginia State Police showed some differences in demographics, referral sources, primary mandate types, and, to a lesser extent, service placement types.

Youth who had the highest arrest rates tended to be African-American, male and 14 to 18 years of age. They were referred by Interagency Team/Offices or the Department of Juvenile Justice. They had Primary Mandate Types of Foster Care CHINS - Entrustment/Custody or Foster Care - Court Ordered for Delinquent Behaviors and Service Placement Types of Independent Living Arrangement, Psychiatric Hospital/Crisis Stabilization Unit or Temporary Care Facility and Services (Congregate Care Setting).

In the coming fiscal years, the FY 2015 exit cohort will be re-matched with updated arrest data to obtain a more complete picture of the arrest rates of these CSA youth. In addition, new exit cohorts will be drawn and matched to arrest data in subsequent fiscal years to allow for measurement of the effects of policy changes and changes in the mixes of services provided.