

**Crossover Youth Working Group
Final Report to the
2020 Kansas Legislature**



January 13, 2020

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Table of Contents

Acknowledgements	ii
Introduction	1
Background	1
Challenges	2
Key Takeaways	2
Methodology	5
Potential Pathways for Crossover Youths	5
Prior Research and Concurrent Efforts in Kansas	6
Study Population	7
Data Collection	8
Limitations	10
Key Findings	11
Demographics	13
Number and Nature of Offender Behaviors	15
Juvenile Intake and Assessment	19
Child Welfare Placements	27
Services for Crossover Youth	31
Other Relevant Data	38
Appendix A: Relevant Statutes	A-1
Appendix B: Crossover Youth Systems Map Tool	B-1
Appendix C: Crossover Youth Testimony	C-1
Appendix D: Methodology	D-1
Appendix E: Prior Reports and Concurrent Efforts	E-1
Appendix F: Demographic Findings	F-1
Appendix G: Number and Nature of Offender Behavior Findings	G-1
Appendix H: Juvenile Intake and Assessment Findings	H-1
Appendix I: Child Welfare Placement Findings	I-1
Appendix J: Services for Crossover Youth Findings	J-1
Appendix K: Endnotes	K-1

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Introduction

Background

In 2016, Kansas enacted Senate Bill (SB) 367, which made numerous changes to system responses and services for juvenile offenders. Since then, policymakers have heard testimony that implementation of SB 367 might be diverting youth and their families who previously were served by the juvenile justice system to other state agencies — particularly the Kansas Department for Children and Families (DCF) — for services.

In 2019, [House Substitute for SB 25](#) included a budget proviso legislatively mandating DCF to convene two working groups to study the impact of SB 367 on "crossover youth," defined as youth at risk of being placed in foster care due in whole or in part to conduct that has resulted or could result in juvenile offender allegations, and youth placed in foster care engaging in conduct that has resulted or could result in juvenile offender allegations. The definition of "crossover youth" in the proviso is a unique, operational definition specifically for use in the study and is different from all other definitions of the term used in Kansas and other states.

In response to the budget proviso, DCF, with facilitation support from the Kansas Health Institute (KHI), convened two working groups to study the impact of SB 367 on crossover youth.

The first working group, the Crossover Youth Services Working Group, met in fiscal year (FY) 2019 and identified key themes, challenges and needed services for crossover youth in its [Crossover Youth Services Working Group Report](#).

The second working group, the Crossover Youth Working Group, built upon the work completed by the previous working group and met from July 2019 through January 2020 to study 16 data elements requested by the Kansas Legislature in the budget proviso. This FY 2020 working group summarized its process, data feasibility and challenges in the [Crossover Youth Working Group Interim Report](#), which was published on November 1, 2019.

This is the final report from the FY 2020 working group. It provides a summary of results and key findings from its study of the 16 proviso data elements.

Challenges

The working group encountered substantial challenges throughout its study. While relevant information is collected at each point in the child welfare and juvenile justice systems that serve crossover youth, these data do not travel with individuals as they move across agencies or jurisdictions. The working group noted the following specific barriers to a comprehensive study of crossover youth in the state as defined by this proviso:

- Lack of shared definitions to identify crossover youth in the continuum of care;
- Lack of integrated data systems across state agencies and other entities;
- Inability to define or identify individuals “at-risk” of becoming crossover youth;
- Lack of existing mechanisms for information sharing between agencies;
- Restricted time frame for the study;
- Lack of centralized law enforcement data;
- Lack of comparison data from prior years;
- Some data captured in narrative format only; and
- Inconsistent data collection for the population.

“There appears to continue to be a disconnect as to who is responsible for what — some look to the police to solve the problem, others look to juvenile probation, others look to the schools, for example, when we could partner with each other to reach the same goal — which IS keeping youth safe at home, and in school. This has to be EVERYONE’s goal to work toward.”

— Cristy Mulanex, Juvenile
Corrections and Prevention
Services

Key Takeaways

Because of the unavailability of pre- and post-SB 367 data, the working group collected data only from FY 2019, and designed a retrospective, cross-sectional study to assess crossover youth and comparison group demographics and variables of interest within the continuum of care. To complete a more comprehensive study of the crossover youth population, changes are required in how data are collected and shared across agencies.

The working group's findings include:

- Crossover youth are not captured in data collection systems;
- Contact with law enforcement is an important entry point;
- The passage of SB 367 limited the authority of law enforcement officers to place youth in detention and replaced it with a detention risk assessment with grounds to override; and
- One of the largest barriers to services is placement instability; until children reach stability in placement, it is extremely difficult to connect them to services.

Additionally, the working group identified the following gaps in services:

- Currently, statewide policy does not guide data collection on the utilization of services recommended to youth and their families by juvenile intake and assessment services.
- Information sharing and consistent data collection among entities in the continuum of care is needed.
- Identifying earlier intervention needs and using wraparound services through community mental health centers (CMHCs) is needed.
- Children in the child welfare system — including both children in families receiving prevention services and children who are in foster care — are not consistently assessed for the serious emotional disturbance (SED) waiver. *Note that the SED waiver does not have a waitlist and has open spots available.*
- Services often are capped by time or cost and do not allow flexibility based on individual needs of families.
- Parent-only sessions are not reimbursed under Medicaid.
- More specialized respite homes for crossover youth are needed in the state.
- More therapeutic, specialized foster care homes for high needs youth are sought across the state.
- Multidimensional foster care homes could be explored and scaled up across the state.

- Shared case planning provision following failure to comply with immediate intervention plan in SB 367 has not yet been implemented ([KSA 38-2392](#) and [KSA 38-2373](#)).
- Acute care is needed for youth who are actively a danger to themselves such as runaways.

While they make up only a small segment of the broader foster care or juvenile offender populations, crossover youth often have significantly higher needs and require highly coordinated cross-system collaboration and greater placement stability for services to be effective. The working group further recognizes the importance of continuing to find innovative solutions to placement options, identifying crossover youth early, and finding ways to better support families and caregivers.

Methodology

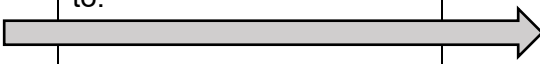
The working group was tasked with better understanding who crossover youth are, how youth become involved in both the child welfare and juvenile justice systems, and whether these youth receive the services they need. The working group designed a retrospective, cross-sectional study to assess crossover youth and variables of interest within the child welfare and juvenile justice systems. Based upon data availability and feasibility, the analysis is restricted to events that occurred in FY 2019 only and does not provide pre- and post-SB 367 data to evaluate its impact on crossover youth.

Potential Pathways for Crossover Youths

Youth involved in both the child welfare and juvenile justice systems are referred to as “crossover” youth. The involvement of youth in each system might vary widely. Several national studies have shown pathways for crossover youth (Figure 1).

Figure 1. Overview of Potential Pathways Leading to Youth Involvement in the Child Welfare and Juvenile Justice Systems

Pathway	Starting Point	Occurrence	Result
1	Youth has an open child welfare case.	Youth is arrested.	Youth enters the juvenile justice system
2	Youth is arrested.	Youth has a previously closed child welfare case.	Referral is made to the child welfare system.
3	Youth is arrested, no previous contact with child welfare.	Upon investigation, maltreatment is discovered.	Referral is made to the child welfare system.
4	Youth is arrested, adjudicated, and placed in a correctional placement.	Time in correctional placement ends, but there is no safe home to return to.	Referral is made to the child welfare system.




Source: Adapted from the Center for Juvenile Justice Reform & Robert F. Kennedy Children’s Action Corps.¹

According to researchers who developed the Crossover Youth Practice Model (CYPM) by the Georgetown University Center for Juvenile Justice Reform, the most common pathway is when a youth in the child welfare system becomes involved in the juvenile justice system at some level. However, it is difficult to determine the number of youths who fall into each of these pathways because information systems across agencies are rarely integrated.²

In their analysis, the working group identified three pathways (*Figure 2*) for crossover youth in Kansas, who were defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families (see *Study Population*, page 7). The working group speculated that this unique definition likely only accounts for a small proportion of the crossover youth population.

Figure 2. Overview of Potential Pathways for Crossover Youth Within Kansas

Pathway	Starting Point	Occurrence	Result
1	Youth is in foster care.	Youth is arrested and adjudicated (dually adjudicated).	Youth remains in the child welfare system.
2	Youth is not in foster care.	Youth is arrested and family refuses to pick up at Juvenile Intake and Assessment Services (JIAS).	Youth goes to the child welfare system (adjudicated later).
3	Youth is not in foster care.	Youth is involved in juvenile justice and is not complying (court can find probable cause to file CINC).	Youth goes to the child welfare system.



Note: Crossover youth are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families.

Source: 2019 Crossover Youth Working Group.

Prior Research and Concurrent Efforts in Kansas

Prior studies have reported crossover youth are associated with higher risks of mental health challenges, higher rates of recidivism, poorer placement stability and lower permanency outcomes.³ Because of the complex challenges and needs of crossover youth, several models have been developed that use an integrated approach leveraging the unique strengths of each agency or organization in the continuum of care. For example, the CYPM facilitates multi-agency collaboration across the child welfare and juvenile justice systems.⁴ In Kansas, this model is being piloted in Sedgwick and two other counties starting October 1, 2019.

Additionally, several entities in Kansas are engaged in concurrent efforts to understand and

better serve the crossover youth population. These studies, with links when available, are identified in [Appendix E](#) (page E-1).

“Before 2016, our juvenile justice system was ranked near the bottom for the number of kids we were locking up, and kids that did not need to be put in jail were being put there. If we worked so hard to shift our focus away from detention and towards investing in services in the community, why would we look to create a pathway to incarceration for our foster care youth?”

— Tyler Williams, Progeny

Study Population

The working group was directed to study two groups: (1) youth “at risk” of being placed in foster care due in whole or in part to conduct that has resulted or could result in juvenile offender allegations, and (2) youth placed “in foster care” engaging in conduct that has resulted or could result in juvenile offender allegations. The working group found that the “at risk” crossover youth could not be identified in the juvenile justice system – when attempting to identify them by risk-factors, the results yielded almost every youth in the state. Further, families receiving family preservation services in the child welfare system could not be studied because of confidentiality issues. Instead, the group focused on the “in foster care” group, and DCF foster care contractors, KVC Kansas and Saint Francis Ministries (SFM), defined the youth as youth age 10 and older in custody of the Secretary of DCF, who:

- Have had law enforcement calls for behaviors which could result in juvenile offender charges, or
- Have had law enforcement calls due to repeated runaway behaviors, or
- Were referred to foster care following juvenile justice system involvement, or
- Were referred as a result of parents’ inability or unwillingness to manage the child’s behaviors, or
- Are involved in the juvenile justice system through diversion or immediate intervention services or programs (IIP), or
- Have an open juvenile justice case.

Based on the list of youths in DCF’s custody on July 31, 2019, DCF contractors/case managers identified crossover youths if their “in-house case management records” indicated any incidents that meet the criteria listed above based upon behaviors and involvement that may have

occurred years before. A total of 691 crossover youths were identified; however, some of them might not have incidents of interest during FY 2019, the year that incidents/encounters data were available to the working group. Therefore, the number of crossover youth included in the analysis varies across the proviso points.

Other youths in the broader juvenile justice system were considered for comparisons as the proviso requested; however, constructing mutually exclusive crossover youth and other youth groups was hampered by the lack of longitudinal data, challenges in sharing and linking data across agencies, and inconsistent data collection. While this report might present data between these groups, extra caution is warranted in interpretation.

Data Collection

Data collection was primarily guided by the points outlined in the budget proviso (*Figure 3*, page 9) and required collaboration between DCF and the following entities via either a memorandum of understanding (MOU) or statute: Kansas Bureau of Investigation (KBI), Kansas Department of Corrections (KDOC), and Office of Judicial Administration (OJA). The Kansas Department of Health and Environment (KDHE) and the Kansas Department for Aging and Disability Services (KDADS) also provided data, but did not participate in the MOU.

The Kansas Health Institute (KHI) facilitated the working group meetings and convened a separate data team involving the agencies listed above to provide technical assistance for the data collection process. Additionally, KHI developed tools to assist with the analysis outlined in the proviso, including a data analysis plan and a systems map ([Appendix B](#), page B-1), which the data team helped to edit and refine. The map provides an overview of the paths youth take as they move through the juvenile justice and child welfare systems and connect to services.

Figure 3. State Agencies Providing Data by Budget Proviso Point

Proviso Point	Sections in this Report	DCF	KVC & SFM	KDOC	OJA	KBI	KDHE	KDADS
1	Demographics	X	X		X	X		
2	Number and Nature of Offender Behaviors				X	X		
3	Number and Nature of Offender Behaviors							
4	Juvenile Intake and Assessment			X				
5	Juvenile Intake and Assessment			X				
6	Juvenile Intake and Assessment			X				
7	Services for Crossover Youth	X		X			X	
8	Services for Crossover Youth	X	X	X				
9	Juvenile Intake and Assessment			X				
10	Child Welfare Placements	X	X					
11	Child Welfare Placements	X	X					
12	Services for Crossover Youth	X					X	X
13	Juvenile Intake and Assessment			X				
14	Services for Crossover Youth	X	X	X			X	X
15	Services for Crossover Youth	X	X	X			X	X
16	Other Relevant Data							

Note: Kansas Department for Children and Families (DCF); KVC Kansas (KVC); Saint Francis Ministries (SFM); Kansas Judicial Branch Office of Judicial Administration (OJA); Kansas Bureau of Investigation (KBI); Kansas Department of Health and Environment (KDHE); and Kansas Department for Aging and Disability Services (KDADS).

Source: Crossover Youth Working Group Final Report to Legislature.

In addition to studying the data elements outlined in the proviso, the working group collected public testimony regarding gaps in services and surveyed law enforcement agencies to better understand how law enforcement protocols, trainings and practices changed in response to SB 367.

See [Appendix C](#) (page C-1) for the full text of the testimony submitted.
See [Appendix G](#) (page G-1) for results from the law enforcement survey.

Limitations

There are several limitations in this analysis. First, the working group was not able to study the crossover youth population pre- and post-SB 367 because agencies historically do not track these youth and were not able to identify them in other years. Some data points that were sought at the individual level ultimately were available only at the aggregate level, due to legal and privacy concerns that delayed implementation of the MOUs. Not all crossover youth identified by the DCF contractors for this analysis could be found (i.e., did not match) in the data systems for other entities that provided data for this analysis. Lastly, youth with offender behaviors at risk of entering foster care could not be identified.

See [Appendix D](#) (page D-1) for further details on the methodology.

Key Findings

Key findings for the 16 proviso points are summarized across the following five topic areas:

- 1) Crossover youth demographics,
- 2) Number and nature of offender behaviors among crossover youth,
- 3) Juvenile intake and assessment outcomes for crossover youth,
- 4) Child welfare placements for crossover youth, and
- 5) Services offered to crossover youth.

Because only data from FY 2019 were collected for response to each proviso point, the working group provides descriptive statistics only and did not conduct any statistical testing or risk modeling.

“There needs to be unity of purpose and strong collaboration with DCF, Court Services, Juvenile Intake and Assessment, the school districts, law enforcement, and courts working toward the same goal of keeping youth at home. There appears to continue to be a disconnect as to who is responsible for what.”

- Cristy Mulanex, 16th Judicial District Juvenile Corrections and Prevention Services

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Demographics

Proviso Point 1: Numbers and demographics of crossover youth compared to the broader juvenile offender population

The working group defined “crossover youth” as youth age 10 and older with offender behaviors in custody of the Secretary of DCF on July 31, 2019. The “broader juvenile offender population” was defined as youth age 10 and older adjudicated as juvenile offenders in FY 2019. Though youth may engage in behaviors that could result in juvenile offender charges, the working group determined the broader juvenile offender population included only those who were legally considered juvenile offenders because they had been adjudicated as such.

Key findings follow. ***To review the full data for the demographics topic area, please go to [Appendix F \(page F-1\)](#).***

Understanding these findings: Crossover youth were identified at a single point in time, July 31, 2019, based upon behaviors and involvement that may have occurred years before. Demographic data were provided by DCF. Data for the broader juvenile offender population were provided by the Kansas Judicial Branch for youth adjudicated in FY 2019. This review has identified 691 crossover youth and 2,446 youth in the broader juvenile offender population. No geographic data were studied because information collected across systems was not consistent enough to deliver meaningful analysis.

Key Findings:

- Half (45.7 percent) of the crossover youth in this review were age 16-17 and another one-third (32.1 percent) were age 14-15. This is generally similar to the broader juvenile offender population (55.8 percent and 29.7 percent, respectively). ([Figure F.1](#))
- Four in ten (42.7 percent) crossover youth in this review were female. In comparison, two in ten (22.3 percent) youth in the broader juvenile offender population were female. ([Figure F.1](#))
- Seven in ten (70.3 percent) crossover youth in this review and six in ten (63.7 percent) in the broader juvenile offender population were non-Hispanic Whites. Two in ten (18.8 percent) crossover youth in this review and nearly one-quarter (23.8 percent) in the broader juvenile offender population were non-Hispanic Blacks. ([Figure F.1](#))

- Less than one in ten (6.1 percent) crossover youth in this review were Hispanics, Any Race, compared to one in ten (11.8 percent) in the broader juvenile offender population. However, ethnicity was not known for more than half (56.5 percent) in the broader juvenile offender population. ([Figure F.1](#))

Future Study Considerations: This analysis was limited in scope. Potential future topics to study include additional demographic characteristics such as primary language and geographic distribution across Kansas. Additionally, future efforts should focus on operationalizing a definition for youth with offender behaviors at risk of entering foster care, as well as including diverted youth in the definition of the broader juvenile offender population.

Number and Nature of Offender Behaviors

Contact with law enforcement, particularly in response to a juvenile incident and subsequent emergency call, is an important entry point for youth into the child welfare and juvenile justice systems. The passing of SB 367 limited authority for decisions related to placement in detention from law enforcement officers and replaced it with a detention risk assessment with grounds to override.

When responding to a juvenile call, officers now have three primary options: take the youth back home; arrest the youth on criminal charges; or serve a Notice to Appear (NTA) at juvenile intake.

Criminal charges youth may receive include both felonies and misdemeanors, and are found in the statutes contained within Chapter 38 Article 23 of Kansas Statutes, referred to as the Kansas Juvenile Justice Code. Unlike the adult system which categorizes misdemeanors by how long a crime is punishable by detention, in the juvenile system — under K.S.A. 38-2361 and K.S.A. 38-2369 — there is very narrow criteria under which a juvenile can be detained. Unless a judge finds and enters into the written record that the juvenile poses a significant risk of harm to another or damage to property, the court must use sentencing alternatives. Under K.S.A. 38-2391, offender categories for youth are based on how an offense would be categorized if committed by an adult. Additionally, under K.S.A. 38-2391, unless a youth commits a felony which if committed by an adult would be a level 1-4 person felony, overall case length limits apply based on the adjudicated offense and risk and needs assessment.

Key findings follow. ***To review the full data for the number and nature of offender behaviors topic area, please go to [Appendix G](#) (page G-1).***

“Sometimes the kid and the rest of their family are not safe with the kid remaining in the home. Both the kids and the parents would benefit from a time out period that comes about when law enforcement can remove the kid from a heated situation with a place to go to cool down for a few days prior to reentry to the family [...] Parents and other family members have the right to not be fearful in their own home.”

— Jerry Penland, StandUp Parenting

Law Enforcement Agency Administrative Survey

In addition to studying the proviso points, the working group surveyed the 261 city and county law enforcement agencies in Kansas to explore how protocols, trainings and practices changed in response to SB 367. The survey included nine primary questions and two follow up questions. Though only one survey was intended to be completed for each agency, multiple individuals completed the survey for some agencies. A total of 156 respondents completed the survey on behalf of their agency.

Interpreting these findings: The survey did not include a question regarding the specific agency for which the information was being provided. Additionally, multiple individuals from a single agency may have completed the survey. Therefore, the percentages provided cannot be interpreted as a percentage of agencies across the state, only as a percentage of respondents.

Key Findings:

- Seventy-three respondents reported the changes resulting from SB 367 were most often communicated at their agency through a formal meeting with multiple staff or an e-mail memo. ([Figure G.2](#))
- Over two-thirds (70.9 percent) of respondents indicated their agency did not collect data on the use of Notices to Appear (NTA) at juvenile intake. ([Figure G.4](#))
- Nearly two-thirds (65.8 percent) of respondents reported their agency did not develop written policies on the use of Notices to Appear (NTA) at juvenile intake. ([Figure G.6](#))
- In addition to Notices to Appear (NTA) at juvenile intake, 25 respondents reported their agency issued NTA at juvenile court. ([Figure G.9](#))

Future Study Considerations: This survey did not assess individual behaviors by law enforcement officers responding to juvenile incidents.

Proviso Point 2: Types and nature of calls to law enforcement related to crossover youth compared to the broader juvenile offender population

Law enforcement call data are not available statewide. Law enforcement procedures also are locally directed and vary across the state. For this proviso point, the working group reviewed data on criminal charges and court adjudications from FY 2019. While the working group could not collect data on the type and nature of calls, they could review summary data.

Understanding these findings: Of the 691 crossover youth identified in this review, KBI reported 222 crossover youth in this review with criminal charges and OJA reported 148 crossover youth in this review adjudicated as juvenile offenders. OJA also reported data on the 2,446 youth in the broader juvenile offender population. When comparing to the broader juvenile offender population, only adjudicated crossover youth in the review were assessed.

Key Findings

- Of the 222 crossover youth in the review that had arrests with criminal charges in FY 2019, nearly four in ten (38.7 percent) were charged with felonies and nearly six in ten (59.0 percent) were charged with misdemeanors. The remaining 2.3 percent were charged with infractions, such as traffic violations. ([Figure G.12](#))
- Of the 148 crossover youth in the review who were adjudicated as juvenile offenders in FY 2019, one-third (35.1 percent) were adjudicated with felonies and nearly two-thirds (64.9 percent) were adjudicated with misdemeanors. This is generally similar to the broader juvenile offender population (37.8 percent felonies and 62.2 percent misdemeanors). ([Figure G.13](#))
- Nearly four in ten (37.8 percent) crossover youth in the review were adjudicated as juvenile offenders with property crimes in FY 2019 compared to one-quarter (27.1 percent) of the youth in the broader juvenile offender population. ([Figure G.13](#))

Future Study Considerations: This review was limited in scope and could not speak to all topics related to crossover youth arrests. Potential future topics to study include age at first arrest, number of arrests while in the custody of the state, and differences in criminal charges in arrest records compared to final criminal charges stated in the adjudication.

Proviso Point 3: Numbers and nature of alleged offender behaviors of crossover youth taken into custody by law enforcement pursuant to K.S.A. 38-2330(d)(1), and amendments thereto

[K.S.A. 38-2330\(d\)\(1\)](#) directs law enforcement to bring youth taken into custody by law enforcement, without unnecessary delay, to the youth’s parent or guardian, unless the youth possesses a risk to public safety or property. Law enforcement does not have a consistent, centralized data collection system and reliable data on criminal charges for youth returned home.

Future Study Considerations: This analysis could not be conducted. If data are consistently and reliably collected in the future, topics of interest in addition to the proviso point may include relationship between crime classification and age of youth, additional law enforcement outcomes beyond arrests stemming from juvenile law enforcement contact, and geographic distribution of particular offenses, included anecdotal “hot spots” for juvenile law enforcement calls. Studying the number of crossover youth being tried as adults also was suggested by some working group members.

“There may be economic savings but parents with these acting-out children are frantic, hopeless and looking for solutions that don’t seem to exist.”

“Parents (in our group) rely on law enforcement to help with these difficult teens who have behavior, addiction or mental health issues. If there were more mental health facilities, rehabilitation for youth and therapeutic environment resources in Kansas City parents might have more options. Bill 367 has created an unintended consequence.”

— Laura Stief, StandUp Parenting

“How does locking these kids up help them? You're going to cure trauma with more trauma? That doesn't make sense. These youth need to be invested in, not arrested.”

— Tyler Williams, Progeny

Juvenile Intake and Assessment

The juvenile intake and assessment process had substantial changes following the implementation of SB 367. For example, the Juvenile Intake and Assessment Services (JIAS) worker now administers the detention risk assessment to assess placement in detention. To understand how crossover youth are assessed and released from JIAS, the working group studied data from the following tools administered to all youth completing intake:

- (1) The Juvenile Intake and Assessment Questionnaire (JIAQ) is a standardized questionnaire administered to all youth completing a juvenile intake with JIAS. The questionnaire covers a range of topics and includes a core set of required items as well as supplemental voluntary questions that may or may not be asked and completed by the JIAS worker.
- (2) The Kansas Detention Assessment Instrument (KDAI), which was implemented statewide as a result of SB 367, is used to make a detention decision based upon the results of the assessment and includes an override function. The KDAI is the detention risk assessment instrument (DRAI) adopted for use by the Kansas Department of Corrections – Juvenile Services. Based on the KDAI results, youth fall into one of four detention risk categories: Special Detention Case – mandatory detention; High Risk (score of 14 or higher) – recommended detention; Moderate Risk (score of 8 to 13) – recommended release with restrictions and/or seek alternative placement options; and Low Risk (score of 7 or lower) – recommended release without restrictions. Additionally, the KDAI allows for override of the recommended detention action based on the scored risk category. Override decisions are locally directed under a local agreement.
- (3) The Massachusetts Youth Screening Instrument – Second Version (MAYSI-2) is a screening instrument used to identify the needs of youth in order to aid JIAS staff in identifying appropriate services and specialized assessments. Youth are screened and scored across six domains: alcohol/drug use, anger/irritability, depression/anxiety, somatic complaints, suicide ideation, and thought disturbances. Youth may receive a “caution” or “warning” designation in each of the areas, with a “warning” representing a higher level of need or concern. Finally, the MAYSI-2 is administered to youth age 12-17 and youth may refuse to participate.

Key findings follow. ***To review the full data for the juvenile intake and assessment topic area, please go to [Appendix H](#) (page H-1).***

Proviso Point 4: Numbers and nature of alleged offender behaviors of crossover youth taken for intake and assessment pursuant to K.S.A. 38-2330(c)(1)(B), and amendments thereto

[K.S.A. 38-2330\(c\)\(1\)\(B\)](#) directs persons authorized to supervise juvenile offenders to request a warrant to take for intake and assessment any youth who has violated for the third or subsequent time the conditions of the juvenile's release from detention or probation and who also poses a significant risk of physical harm to another or damage to property.

Data provided to the working group from JIAQs and KDAIs are not integrated into one data system; therefore, the findings are reported separately.

Understanding these findings: These data were provided by the Kansas Department of Corrections from JIAQs and KDAIs completed in FY 2019. Intakes and assessments completed before FY 2019 were not included in the analysis. Each youth might have more than one intake in a year. The JIAQ contains both required and non-required items, therefore the total number of intakes, charges, etc., included in each key finding varies. Of the 691 crossover youth in the study, juvenile intake and assessment data were available for 460 crossover youth who completed 1,194 intakes in FY 2019.

Key Findings:

- Of the 802 KDAIs administered to crossover youth in this review in FY 2019, 178 assessments had a special detention warrant recorded — 56.7 percent had a mandatory detention warrant (e.g., probation violation) and 42.7 percent had a violation of a valid court order in a CINC case. ([Figure H.2](#))
- In FY 2019, 100 crossover youth in this review had at least one criminal damage to property charge recorded at intake by a JIAS worker. ([Figure H.3](#))
- Law enforcement officers detained crossover youth for transport to JIAS 18 times in FY 2019 for exhibiting assaultive/destructive behavior. ([Figure H.4](#))

Future Study Considerations: This review was limited in scope to only FY 2019 and due to the short time frame of the study. Data from intake and assessments completed throughout a youth’s lifetime should be reviewed. Robust analysis from completed KDAs could be conducted when integrated into the data system.

“...many of the youth that get in repeated trouble refuse treatment or don’t qualify for immediate service. Parents have had trouble getting youth to qualify for addiction services if they have another diagnosis. Parents would like to leave their child in detention but are threatened with child abandonment charges.”

— Denise Cross, Cornerstones of Care

Proviso Point 5: Release and referral determinations, including rates of detention, from intake and assessment process for crossover youth alleged to have engaged in behavior that may cause injury to self or others or damage to property and youth who pose a risk to public safety

SB 367 removed danger to self as a detention criterion, and the working group could not isolate this subgroup of the crossover youth population. Data that speak to the number and nature of youth taken into intake who posed a risk to public safety are presented in Proviso Point 4 above. Given that the injury to others and damage to property groups could not be isolated for release and referral determinations within the allotted timeframe, data and findings for the crossover youth in this review who completed intake are presented here.

Understanding these findings: These data were provided by the Kansas Department of Corrections from JIAQs completed in FY 2019. Intakes and assessments completed before FY 2019 were not included in the analysis. Each youth might have more than one intake in a year. The JIAQ contains both required and non-required items, therefore the total number of intakes, charges, etc., included in each key finding varies. Of the 691 crossover youth in the study, juvenile intake and assessment data were available for 460 crossover youth who completed 1,194 intakes in FY 2019.

Key Findings:

- Of the 1,194 placement outcomes following juvenile intake for the crossover youth in the review, nearly one-quarter (24.7 percent) resulted in a detention placement in FY 2019. ([Figure H.10](#))
- Of the 1,194 placement outcomes following juvenile intake for the crossover youth in the review, one in five (20.9 percent) resulted in a crossover youth being sent back to a parent or guardian in FY 2019. ([Figure H.10](#))

Future Study Considerations: This review was limited in scope to only FY 2019. Data from intake and assessments completed throughout a youth's lifetime should be reviewed.

"We need to provide supports and options to families and youth when difficulties are identified and not wait until the youth is facing incarceration or residential care."

— Gary Henault, KDADS

Proviso Point 6: Use of detention risk assessment override for crossover youth

As described above, SB 367 requires JIAS workers to use the KDAI, a standardized detention assessment tool during juvenile intake. When overrides are used by the JIAS worker, an override category and reasons are provided. Understanding the selected override category is dependent on how accurately and fully the KDAI is completed.

Understanding these findings: In FY 2019, 6,125 total KDAIs were administered, including 802 that were completed for 384 crossover youth. Of those, 113 overrides were given to 54 crossover youth.

Key Findings:

- On average, crossover youth in this review had 2.1 KDAI completions and other youth had 1.4 KDAI completions in FY 2019. The average score on the KDAI for the crossover youth in this review was 5 (low risk) in FY 2019. ([Figure H.13](#))
- Of the 113 overrides utilized in FY 2019, 65.5 percent resulted in detention (high risk), 27.4 percent resulted in release with restrictions (medium risk), and 6.2 percent resulted in a release without restrictions (low risk). ([Figure H.14](#))
- The main override reasons in FY 2019 included no appropriate alternative available (37.2 percent), other (31.0 percent), not categorized (14.2 percent), victim resides in home (8.8 percent) and parent refuses custody (3.5 percent). ([Figure H.15](#))

Future Study Considerations: This review was limited in scope to only FY 2019. Data from intake and assessments completed throughout a youth's lifetime should be reviewed.

"...keeping children out of the criminal justice system, when that can be done safely, is a priority. We all want effective systems with access to supports and services proven to meet the needs of youth — regardless of which system that youth is in."

— Christie Appelhanz, Children's Alliance of Kansas

Proviso Point 9: Any other juvenile offender information routinely captured by the department of corrections as defined in K.S.A. 38-2325(c), and amendments thereto, disaggregated for the crossover youth population

[K.S.A. 38-2325\(c\)](#) defines “juvenile offender information” and provides examples of pertinent data related to juveniles alleged or adjudicated to be juvenile offenders. While crossover youth are not tracked in any agency data system, the working group reviewed data routinely captured by KDOC for the identified crossover youth in FY 2019.

Understanding these findings: The Massachusetts Youth Screening Instrument – Second Version (MAYSI-2) screens and scores across six domains, and youth might receive a “caution” or “warning” designation. “Warning” represents a higher level of need or concern in that domain. Data were available for the 233 crossover youth who completed 562 MAYSI-2 assessments in FY 2019.

Key Findings:

- Nearly one-quarter (23.0 percent) of MAYSI-2 assessments completed indicated a caution for somatic complaint, such as anxiety or depression, in FY 2019. ([Figure H.16](#))
- Nearly two in ten (17.6 percent) MAYSI-2 assessments completed indicated a warning for suicide ideation in FY 2019. ([Figure H.16](#))

Future Study Considerations: This review was limited in scope to only FY 2019. Data from intake and assessments completed throughout a youth’s lifetime should be reviewed, or perhaps the first and last assessment scores.

“The focus should always be on the best interest of the child and not the system in which the child is placed.”

— Christie Appelhanz, Children’s Alliance of Kansas

Proviso Point 13: Any other reportable event information routinely captured by the department of corrections as defined in K.S.A. 38-2325(e), and amendments thereto, disaggregated for the crossover youth population

[K.S.A. 38-2325\(e\)](#) defines “reportable event” within the context of the juvenile offender information system and provides a list of events, such as issuing a warrant or commitment to a juvenile detention facility.

Understanding these findings: These data were provided by the Kansas Department of Corrections from completed JIAQs in FY 2019. Intakes and assessments completed before FY 2019 were not included in the analysis. Each youth might have more than one intake in a year. The JIAQ contains both required and non-required items, therefore the total number of intakes, charges, etc., included in each key finding varies. Of the 691 crossover youth in the study, juvenile intake and assessment data were available for 460 crossover youth who completed 1,194 intakes in FY 2019.

Key Findings:

- The average age at first intake and assessment for a crossover youth in this review was 12.2 compared to 13.8 for other youth who completed an intake. ([Figure H.18](#))
- One-quarter (25.3 percent) of the crossover youth in this review already had services in place compared to one in ten (10.4 percent) of other youth who completed an intake. ([Figure H.12](#))

Future Study Considerations: This review was limited in scope to only FY 2019. Data for any reportable incidents throughout a youth’s lifetime should be reviewed, such as the nature of the first incident ever reported and the age of the youth.

“Solutions to our problems exist. But we must commit to real, long term solutions. We have to commit ourselves to changing our systems in ways that benefit our young people and support our young people on their path to becoming stable, healthy adults.”

— Mike Fonkert, Kansas Appleseed

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Child Welfare Placements

Senate Bill 367 did not explicitly redirect crossover youth to foster care. However, anecdotes from both working group members and testimony received during this study suggest crossover youth that would have been served by KDOC may now be placed in foster care. Additionally, anecdotes suggest crossover youth may differ in their child welfare needs and experiences from other foster care youth. The data presented in this section provides comparisons between the crossover youth population and other foster care youth, defined as youth age 10 and older in the custody of the Secretary of DCF and not identified as a crossover youth.

Key findings follow. ***To review the full data for the child welfare placements topic area, please go to [Appendix I](#) (page I-1).***

“There needs to be better keeping of files amongst the foster care staff and families. Families need to be better trauma-informed and trauma trained, and if they are unsuitable to deal with those issues, they need to be removed from the foster care list.

— Tyler Williams, Progeny

Proviso Point 10: Information on the types and classifications of placements used by crossover youth placed in foster care

After being removed from their home and taken into custody by the Secretary of DCF, youth receive a “placement,” or temporary living arrangement. Placements can vary from being placed in a foster home or with a relative to placement in an acute mental health facility.

Understanding these findings: Of the 691 crossover youth identified for this study, 38 youth did not have a foster care placement during FY 2019 (July 1, 2018 – June 30, 2019) because they may have entered the foster care system after July 1, 2019, and any possible associated placement data for FY 2020 were not included. Therefore, the findings below only speak to the 653 crossover youth for which foster care placement data were available.

Key Findings:

- Crossover youth were more than twice as likely to be placed in group residential homes than were other foster care youth in FY 2019 (36.1 percent compared to 14.7 percent). ([Figure I.3](#))
- One in ten (10.1 percent) crossover youth were placed with a relative compared to one in four (28.7 percent) other foster care youth in FY 2019. ([Figure I.3](#))
- No crossover youth received a pre-adoptive placement in FY 2019; however, one in twelve (8.5 percent) other foster care youth received a pre-adoptive placement that year. ([Figure I.3](#))

The working group also received data on crossover youth who were placed in mental health facilities with private funding, not Medicaid funding, under a letter of agreement between the DCF foster care contractor and mental health providers.

- KVC Kansas reported spending \$10,934,120 to place crossover youth in acute hospitalization or other mental health facilities since July 1, 2016.
- Saint Francis Ministries estimated a total of 6,352 nights for 249 crossover youth to stay in a psychiatric residential treatment facilities (PRTF) or acute hospitalization since July 1, 2016.

Future Study Considerations: Based upon these findings, the working group proposes future efforts to study strategies for engaging relatives to care for crossover youth, collecting data on

outcomes for youth placed in group residential homes, and understanding whether youth who might have been detained prior to SB 367 are now being placed in the child welfare system.

“There is an acute need for the housing option, together with successful assessment and treatment for these children to see and address where they need attention while they are being housed. There has to be an alternative that has a reduced hardness but is still sufficiently secure to keep them engaged until they stabilize. Funding — regardless of whether those funds flow from DCF or KDOC, and regardless of who the legislature decides would be most appropriate for managing the center — is the most critical factor in developing such a center.”

— Timothy Phelps, Juvenile Corrections Advisory Board

Proviso Point 11: Information on placement stability of crossover youth placed in foster care

Placement stability is measured as the rate of moves per 1,000 days spent in care for children in Out of Home Care for 12 months or less. A lower rate is better for this measure and in FY 2019, the federal performance standard rate was 4.1.

Understanding these findings: Of the 691 crossover youth identified for this study, 38 youth did not have a foster care placement during FY 2019 (July 1, 2018 – June 30, 2019) because they may have entered the foster care system after July 1, 2019, and any possible associated placement data for FY 2020 were not included. Therefore, the findings below only speak to the 653 crossover youth for which foster care placement data were available.

Key Findings:

- In FY 2019, the placement stability rate for crossover youth in this review was 26.1 compared to a rate of 9.7 for all Kansas foster care youth (including crossover youth). ([Figure I.4](#))
- The average number of placements was eight placements for crossover youth compared to three placements for other foster care youth in FY 2019. ([Figure I.6](#))

Placement instability has been associated with poorer outcomes for youth safety, permanency and overall well-being.⁵ While not requested under the budget proviso, the working group also studied permanency, which represents an end to out-of-home placement, such as reintegration with family or emancipation.⁶

- In FY 2019, 31 (4.7 percent) crossover youth reached permanency compared to 1,486 (34.0 percent) other foster care youth. ([Figure I.7](#))

Future Study Considerations: Based upon these findings, the working group suggests exploring what supports/services are lacking and prevents permanency from being achieved.

“It is a positive effect to have the children outside of a detention center, but it is unsafe to have no place for this group of youth to have their chronic or acute problems addressed.”

— Timothy Phelps, Juvenile Corrections Advisory Board

Services for Crossover Youth

SB 367 restricts the use of out-of-home placement in detention and KDOC-Juvenile Services custody, and over the years has shifted significant resources toward evidence-based alternatives with supervised in-home services and has created community-based alternatives to detention centers. The working group identified and studied key evidence-based services, mostly corrections interventions, which are designed to reduce the likelihood to reoffend. Though evidence-based services have been established statewide, placements instability affects access to these services.

Key findings follow. ***To review the full service array and data, please go to [Appendix J](#) (page J-1).***

“I’ve seen what services and programming instead of incarceration can do. I was amazed at the differences that community based programing has made in these youths lives. [...] Let’s better support our foster families. Let’s train our foster families to be able to de-escalate a crisis if a young person in their care spirals out of control. Let’s teach them to meet their kid’s needs in a trauma-informed way. Let’s take the idea of a “mental health co-responder” from places like Johnson County and weave it into the foster care system.”

— Will Hanna, private citizen

Proviso Point 7: Numbers of crossover youth receiving immediate intervention services, evidence-based services, or other corrections interventions designed to reduce the likelihood of reoffending

Proviso Point 8: The nature of the programs and services offered and outcomes achieved

The working group identified the following evidence-based and other behavioral health care services available to crossover youth. A detailed description of these programs and services, as identified by the working group, is included in [Figure J.7](#) (page J-5).

- Acute Mental Health – Inpatient
- Aggression Replacement Therapy (ART)
- Cognitive Behavior Therapy (CBT)
- Functional Family Therapy (FFT)
- Moral Reconciliation Therapy (MRT)
- Multisystemic Therapy (MST)
- Generation Parent Management Training – Oregon (PMTO)
- Psychiatric Residential Treatment Facility (PRTF)
- Sex Offender Treatment (SOT)
- Substance Use Disorder Treatment – Inpatient
- Substance Use Disorder Treatment – Outpatient
- Youth Advocate Program (YAP)

In addition, the working group recognized CMHCs as behavioral health care providers that can provide early intervention and wraparound services to crossover youth (see Systems Map in *Appendix B*).

Given the many challenges the working group faced collecting data (see *Challenges*, page 2), only data for FFT were reviewed for crossover youth.

Key Findings:

- Thirteen crossover youth in this review were referred to FFT services in FY 2019. Of them, one youth completed FFT, eight youth did not complete services for reasons such as court placement, and three youth are still participating. One crossover youth in this review was rejected by the service provider. ([Figure J.1](#))

The working group also reviewed the following data for all Kansas youth, because crossover youth data was not specifically available. Crossover youth, therefore, may or may not be represented in the key findings below.

Key Findings:

- In FY 2019, 210 Kansas youth were admitted to the Adolescent Center for Treatment (ACT), which is the only inpatient substance use disorder treatment facility for youth in Kansas. Of them, 166 youth completed the service and 44 youth did not. ([Figure J.3](#))
 - In FY 2019, 30 Kansas youth age 10-18 received these services under KanCare funding. The average cost per KanCare youth was \$66,383.73. ([Figure J.4](#))
- In FY 2019, 1,721 Kansas youth were served in an outpatient substance use disorder treatment facility under KanCare funding. The average cost per youth under KanCare was \$1,480.41. ([Figure J.5](#))
- In FY 2019, 2,353 Kansas youth were admitted to an inpatient acute mental health facility under KanCare funding. The average cost per youth under KanCare was \$17,105.41. ([Figure J.6](#))

“We are pleased to know the Kansas Department of Children and Families is contemplating further expansion of FFT through the state’s implementation of the Family First Prevention Services Act (FFPSA). These and other evidence-based programs and services that will be supported through FFPSA — coupled with support through family preservations services’ short-term case management and intensive in-home services — will help more families stay together safely and reduce the need for out-of-home placements of children and youth.”

— Denise Cross, Cornerstones of Care

“FFT expansion has impressive outcomes for youth completing the program. A December 2018 report covering the prior twelve months, indicates 96% of youth remain at home, 98% are in school and/or working, and 93% do not have a new arrest.”

— Denise Cross, Cornerstones of Care

Proviso Point 12: Use of psychiatric residential treatment facilities by crossover youth including waitlist data

Psychiatric Residential Treatment Facilities (PRTF) provide out-of-home residential psychiatric treatment to children and adolescents whose mental health needs cannot be effectively and safely met in a community setting. Waitlist data were not available from the data collection systems available during the timeframe of this study for the specific subset of crossover youth. In FY 2019, there were 282 beds available for youth at the eight PRTFs across the state.

Understanding these findings: Of the 691 crossover youth identified for this study, 38 youth did not have a foster care placement during FY 2019 (July 1, 2018 – June 30, 2019) because they may have entered the foster care system after July 1, 2019, and any possible associated PRTF data for FY 2020 were not included. Therefore, the findings below only speak to the 653 crossover youth for which foster care placement data were available. Cost data were provided for all Kansas youth who were served by a PRTF in FY 2019, including crossover youth.

Key Findings:

- In FY 2019, 93 (14.2 percent) crossover youth in this review were admitted to a PRTF. ([Figure J.8](#))
- The average stay for crossover youth in this review at a PRTF was four and a half months (137 days). ([Figure J.8](#))
- For all Kansas youth (including crossover youth) served by a PRTF in FY 2019, the average cost per youth admitted was \$35,820.08 under KanCare. ([Figure J.9](#))

Future Study Considerations: The limited scope of this review could not speak to the cost per crossover youth and any claims denied for reimbursement for child's behavior problems. The working group further suggests researching the effect of therapeutic environment on care of youth with higher levels of aggression in a PRTF and the impact of such youth on other youth in the care setting.

Proviso Point 14: Gaps in available corrections interventions for crossover youth who are placed at home

The working group did not study crossover youth placed at home because this population group could not be identified, using an operationalized definition that could be applied consistently across the continuum of care, in the time available for this study. (Refer to the Challenges on page 2 of this report.)

“TFI Family Services, Inc. believes that it is the responsibility of our communities to serve these youth, and we play a role in this service provision. These youth and their families need supports to be maintained in their home and move the trajectory for these youth to become successful and productive adults, and it is all of our responsibility to find and offer those supports.”

— Rachelle Roosevelt, Social Worker

Proviso Point 15: Gaps in available corrections interventions for crossover youth placed in foster care

Given the challenge and complexity of quantitatively showing gaps in available corrections interventions at the individual level, the working group conducted a gap analysis focusing on the overall system and barriers to services for crossover youth placed in foster care across the state. The working group found that:

- Currently, statewide policy does not guide data collection on the utilization of services recommended to youth and their families by juvenile intake and assessment services.
- Referral to prevention services offered by DCF might be underutilized by juvenile intake and assessment worker and law enforcement.
- A service referral form for locally available services is not readily available for law enforcement.
- The totality of crossover youth and its family needs might not be fully assessed.
- Further exploration of the utilization of CMHC services to understand their capacity and role for crossover youth is needed.
- Information sharing and consistent data collection among entities in the continuum of care is needed to identify intervention needs earlier and to use wraparound services through CMHCs.
- Whether they are in families receiving prevention services or are in foster care, children in the child welfare system are not consistently assessed for the serious emotional disturbance (SED) waiver. Note that the SED waiver does not have a wait list and has open spots available.
- Services are often capped by time or cost and do not allow flexibility based on individual needs of families.
- Parent-only sessions are not reimbursed under Medicaid.
- More specialized respite homes for crossover youth are needed in the state.

- More therapeutic, specialized foster care homes for high needs youth are sought across the state.
- Multidimensional foster care homes could be explored and scaled up across the state.
- Services that are accessible by those not in the custody of the state or upon release from a PRTF are needed statewide, and the juvenile crisis intervention center (JCIC), as an example, could fill this gap.
- Until children reach stability in placement, it is extremely difficult to connect them to services across the state.
- Shared case planning provision following failure to comply with immediate intervention plan in SB 367 has not yet been implemented ([KSA 38-2392](#) and [KSA 38-2373](#)).
- Acute care is needed for youth who are actively a danger to themselves such as runaways.

Other Relevant Data

Proviso Point 16: Other matters relating to the impact of 2016 Senate Bill No. 367 on youth at risk of being placed or placed foster care

The working group considered but did not ultimately study the Youth Level of Service/Case Management Inventory (YLS/CMI), which is a gender-informed, culturally informed, strengths-focused risk/needs tool that reliably and accurately classifies and predicts re-offending within male and female juvenile populations, because the assessment is not designed to predict risk of entering foster care. Further, the data from this assessment is stored separately at KDOC and OJA. Given the lack of pre-existing or integrated databases to make this information readily available, as well as limitations on the availability of staff resources to collect that information individually, it was determined that the data gathered would not be relevant enough to warrant diverting the level of effort needed to study this specific topic.

“Measures of child well-being, child safety and permanency should be prioritized to build data-driven approaches needed to keep crossover youth safe at home. Child welfare and juvenile justice should work hand-in-hand.”

— Christie Appelhanz, Children’s Alliance of Kansas

“How grant monies can be spent through community corrections, IIP, Intake and Assessment, etc., should be revisited. Possibly Functional Family Therapy (FFT) to be used for unadjudicated youth on IIP who are moderate to high risk would be beneficial.”

— Cristy Mulanex, Juvenile Corrections and Prevention Services

Appendix A: Relevant Statutes

Figure A.1. Crosswalk of Senate Bill 367 Components and House Substitute for Senate Bill 25 Proviso Data Point(s)

Component of SB 367	SB 25 Proviso Data Point(s)
Case, probation, and detention length limits	DP 5
Graduated response for technical violations	DP 16 (by default)
Reintegration plan	DP 16 (by default)
Immediate intervention, multidisciplinary team, alternative means of adjudication	DP 7
Youth residential facilities	DP 14 and 15
Kansas Juvenile Justice Oversight Committee	n/a
Training	DP 16 (by default)
Immediate intervention development grants	DP 7
Funds	DP 16 (by default)
Community integration programs	DB 7 and 8
Earned time and earned discharge	DP 16 (by default)
Supervision fee	DP 16 (by default)
Code for care of children amendments	DP 10 and 11
Juvenile code amendments:	
<ul style="list-style-type: none"> • Added and amended various definitions 	Various
<ul style="list-style-type: none"> • Jurisdiction 	n/a
<ul style="list-style-type: none"> • Juvenile offender information 	DP 1, 2, and 3
<ul style="list-style-type: none"> • Juvenile taken into custody 	DP 5
<ul style="list-style-type: none"> • Criteria for detention 	DP 5
<ul style="list-style-type: none"> • Placement in jail 	DP 5
<ul style="list-style-type: none"> • Extended detention; hearings 	DP 5
<ul style="list-style-type: none"> • First appearance and immediate intervention 	DP 5 and 7
<ul style="list-style-type: none"> • Immediate intervention 	DP 7
<ul style="list-style-type: none"> • Prosecution as an adult and extended juvenile jurisdiction prosecution 	DP 16 (by default)
<ul style="list-style-type: none"> • Post-adjudication orders and hearings 	n/a
<ul style="list-style-type: none"> • Sentencing alternatives 	n/a
<ul style="list-style-type: none"> • Modification of a sentence 	n/a
<ul style="list-style-type: none"> • Placement matrix 	DP 5
<ul style="list-style-type: none"> • Probation or placement condition violations 	DP 11
<ul style="list-style-type: none"> • Departure sentencing 	n/a
<ul style="list-style-type: none"> • Commitment to a Juvenile Correctional Facility (JCF) 	DP 5 and 6
<ul style="list-style-type: none"> • Conditional release procedure 	DP 16 (by default)
<ul style="list-style-type: none"> • Failure to obey conditions of release 	DP 16 (by default)
<ul style="list-style-type: none"> • Discharge from commitment 	DP 16 (by default)
<ul style="list-style-type: none"> • Notification of pending release 	DP 16 (by default)
<ul style="list-style-type: none"> • Alternative means of adjudication 	DP 16 (by default)
<ul style="list-style-type: none"> • Repeal statutes allowing removal of a juvenile from custody of a parent 	DP 2
Schools	DP 16 (by default)
Juvenile intake and assessment	DP 3, 4,
Juvenile Corrections Advisory Boards	DP 7 and 8
Technical amendments	n/a

Note: "n/a" stands for not applicable.

Source: Crossover Youth Working Group Final Report to Legislature.

Statutes Cited in the Proviso

38-2325. **Juvenile offender information system; definitions.** As used in K.S.A. 2018 Supp. [38-2326](#), and amendments thereto, unless the context otherwise requires:

(a) "Central repository" has the meaning provided by K.S.A. [22-4701](#), and amendments thereto.

(b) "Director" means the director of the Kansas bureau of investigation.

(c) "Juvenile offender information" means data relating to juveniles alleged or adjudicated to be juvenile offenders and offenses committed or alleged to have been committed by juveniles in proceedings pursuant to the Kansas juvenile code, the Kansas juvenile justice code or the revised Kansas juvenile justice code, including, but not limited to:

(1) Data related to the use of detention risk assessment tool;

(2) individual level data for juveniles on probation;

(3) costs for juveniles on probation;

(4) individual level data regarding juvenile filings;

(5) risk and needs assessment override data;

(6) violation data for juveniles on probation; and

(7) the following information for juveniles who enter into an immediate intervention plan:

(A) The number of juvenile offenders who were diverted at the point of initial law enforcement contact by juvenile intake and assessment, by the county or district attorney before filing with the court and by the county or district attorney after filing with the court;

(B) the number of notice to appear citations issued and the number of school-based notice to appear citations issued in each school district;

(C) new offense referrals to juvenile court or criminal court within three years of completion of an immediate intervention, release from court jurisdiction or release from agency custody;

(D) juvenile offender adjudications or child in need of care adjudications for a status offense or conviction by a criminal court within three years of completion of the immediate intervention, release from court jurisdiction or release from agency custody;

(E) the length of supervision for immediate interventions; and

(F) rates of immediate intervention completions and failures, including the reasons for such failures.

(d) "Juvenile justice agency" means any county or district attorney, law enforcement agency of this state or of any political subdivision of this state, court of this state or of a municipality of this state, administrative agency of this state or any political subdivision of this state, juvenile correctional facility or juvenile detention facility.

(e) "Reportable event" means:

(1) Issuance of a warrant to take a juvenile into custody;

(2) taking a juvenile into custody pursuant to this code;

(3) release of a juvenile who has been taken into custody pursuant to this code, without the filing of a complaint;

(4) dismissal of a complaint filed pursuant to this code;

(5) a trial in a proceeding pursuant to this code;

(6) a sentence in a proceeding pursuant to this code;

(7) commitment to or placement in a juvenile detention facility or juvenile correctional facility pursuant to this code;

(8) release or discharge from commitment or jurisdiction of the court pursuant to this code;

(9) escaping from commitment or absconding from placement pursuant to this code;

(10) entry of a mandate of an appellate court that reverses the decision of the trial court relating to a reportable event;

(11) an order authorizing prosecution as an adult;

(12) the issuance of an intake and assessment report;

(13) the report from a reception and diagnostic center; or

(14) any other event arising out of or occurring during the course of proceedings pursuant to this code and declared to be reportable by rules and regulations of the director.

History: L. 2006, ch. 169, § 25; L. 2016, ch. 46, § 32; July 1, 2017. Source or Prior Law: [38-1617](#).

38-2330. Juvenile taken into custody, when; procedure; release; detention in jail; notice to appear.

(a) A law enforcement officer may take a juvenile into custody when:

- (1) Any offense has been or is being committed in the officer's view;
- (2) the officer has a warrant commanding that the juvenile be taken into custody;
- (3) the officer has probable cause to believe that a warrant or order commanding that the juvenile be taken into custody has been issued in this state or in another jurisdiction for an act committed therein;
- (4) the officer has probable cause to believe that the juvenile is committing or has committed an act which, if committed by an adult, would constitute:

(A) A felony; or

(B) a misdemeanor and: (i) The juvenile will not be apprehended or evidence of the offense will be irretrievably lost unless the juvenile is immediately taken into custody; or (ii) the juvenile may cause injury to self or others or damage to property or may be injured unless immediately taken into custody;

(5) the officer has probable cause to believe that the juvenile has violated an order for electronic monitoring as a term of probation; or

(6) the officer receives a written statement pursuant to subsection (c).

(b) A court services officer, juvenile community corrections officer or other person authorized to supervise juveniles subject to this code, may take a juvenile into custody when: (1) There is a warrant commanding that the juvenile be taken into custody; or (2) the officer has probable cause to believe that a warrant or order commanding that the juvenile be taken into custody has been issued in this state or in another jurisdiction for an act committed therein.

(c) Any court services officer, juvenile community corrections officer or other person authorized to supervise juveniles subject to this code, may request a warrant by giving the court a written statement setting forth that the juvenile, in the judgment of the court services officer, juvenile community corrections officer or other person authorized to supervise juveniles subject to this code:

(1) (A) Has violated the condition of the juvenile's conditional release from detention or probation, for the third or subsequent time; and

(B) poses a significant risk of physical harm to another or damage to property; or

(2) has absconded from supervision.

(d) (1) A juvenile taken into custody by a law enforcement officer or other person authorized pursuant to subsection (b) shall be brought without unnecessary delay to the custody of the juvenile's parent or other custodian, unless there are reasonable grounds to believe that such action would not be in the best interests of the child or would pose a risk to public safety or property.

(2) If the juvenile cannot be delivered to the juvenile's parent or custodian, the officer may:

(A) Issue a notice to appear pursuant to subsection (g);

(B) contact or deliver the juvenile to an intake and assessment worker for completion of the intake and assessment process pursuant to K.S.A. [75-7023](#), and amendments thereto; or

(C) if the juvenile is determined to not be detention eligible based on a standardized detention risk assessment tool and is experiencing a mental health crisis, deliver a juvenile to a juvenile crisis intervention center, as described in K.S.A. [65-536](#), and amendments thereto, after written authorization by a community mental health center.

(3) It shall be the duty of the officer to furnish the county or district attorney and the juvenile intake and assessment worker if the officer has delivered the juvenile to the worker or issued a notice to appear consistent with subsection (g), with all of the information in the officer's possession pertaining to the juvenile, the juvenile's parent or other persons interested in or likely to be interested in the juvenile and all other facts and circumstances which caused the juvenile to be arrested or taken into custody.

(e) In the absence of a court order to the contrary, the court or officials designated by the court, the county or district attorney or the law enforcement agency taking a juvenile into custody shall direct the

release prior to the time specified by K.S.A. 2018 Supp. [38-2343\(a\)](#), and amendments thereto. In addition, pursuant to K.S.A. [75-7023](#) and K.S.A. 2018 Supp. [38-2346](#), and amendments thereto, a juvenile intake and assessment worker shall direct the release of a juvenile prior to a detention hearing after the completion of the intake and assessment process.

(f) Whenever a person 18 years of age or more is taken into custody by a law enforcement officer for an alleged offense which was committed prior to the time the person reached the age of 18, the officer shall notify and refer the matter to the court for proceedings pursuant to this code, except that the provisions of this code relating to detention hearings shall not apply to that person. If such person is eligible for detention, and all suitable alternatives to detention have been exhausted, the person shall be detained in jail. Unless the law enforcement officer took the person into custody pursuant to a warrant issued by the court and the warrant specifies the amount of bond or indicates that the person may be released on personal recognizance, the person shall be taken before the court of the county where the alleged act took place or, at the request of the person, the person shall be taken, without delay, before the nearest court. The court shall fix the terms and conditions of an appearance bond upon which the person may be released from custody. The provisions of article 28 of chapter 22 of the Kansas Statutes Annotated and K.S.A. [22-2901](#), and amendments thereto, relating to appearance bonds and review of conditions and release shall be applicable to appearance bonds provided for in this section.

(g) (1) Whenever a law enforcement officer detains any juvenile and such juvenile is not immediately taken to juvenile intake and assessment services, the officer may serve upon such juvenile a written notice to appear. Such notice to appear shall contain the name and address of the juvenile detained, the crime charged and the location and phone number of the juvenile intake and assessment services office where the juvenile will need to appear with a parent or guardian.

(2) The juvenile intake and assessment services office specified in such notice to appear must be contacted by the juvenile or a parent or guardian no more than 48 hours after such notice is given, excluding weekends and holidays.

(3) The juvenile detained, in order to secure release as provided in this section, must give a written promise to call within the time specified by signing the written notice prepared by the officer. The original notice shall be retained by the officer and a copy shall be delivered to the juvenile detained and that juvenile's parent or guardian if such juvenile is under 18 years of age. The officer shall then release the juvenile.

(4) The law enforcement officer shall cause to be filed, without unnecessary delay, a complaint with juvenile intake and assessment services in which a juvenile released pursuant to paragraph (3) is given notice to appear, charging the crime stated in such notice. A copy shall also be provided to the district or county attorney. If the juvenile released fails to contact juvenile intake and assessment services as required in the notice to appear, juvenile intake and assessment services shall notify the district or county attorney.

(5) The notice to appear served pursuant to paragraph (1) and the complaint filed pursuant to paragraph (4) may be provided to the juvenile in a single citation.

History: L. 2006, ch. 169, § 30; L. 2016, ch. 46, § 33; L. 2017, ch. 90, § 3; L. 2018, ch. 107, § 6; July 1. Source or Prior Law: [38-1624](#).

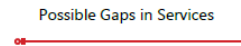
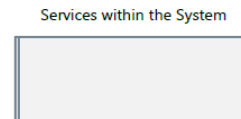
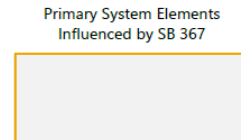
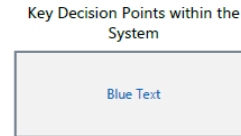
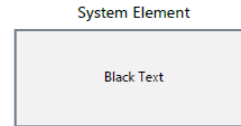
Appendix B: Crossover Youth Systems Map Tool

The Crossover Youth Systems Map is on page B-2. Refer to the legend below when consulting the map.

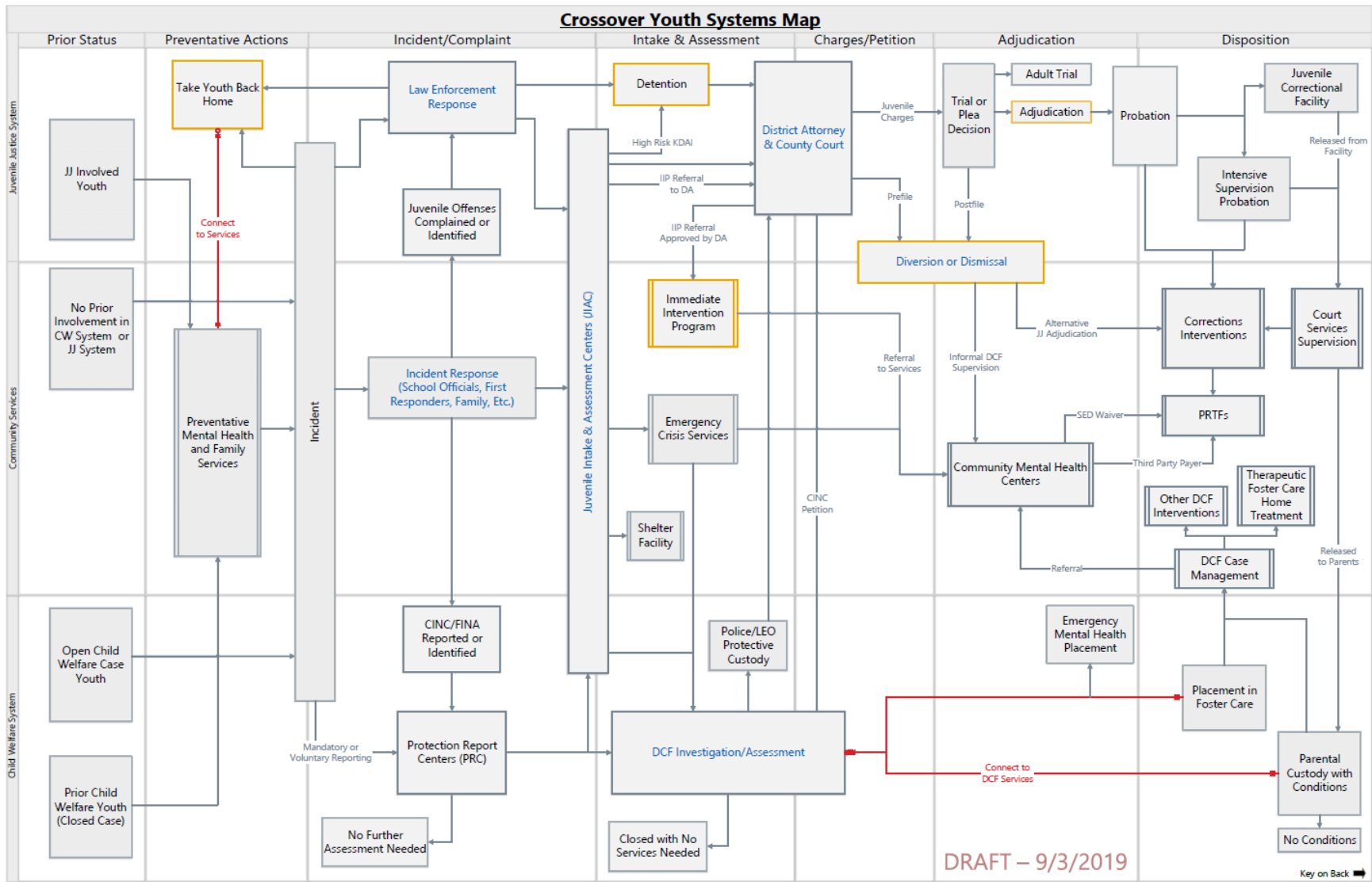
Systems Map Key Acronyms

- CINC – Child in Need of Care
- CMHC – Community Mental Health Centers
- CW – Child Welfare
- DA – District Attorney
- DCF – Kansas Department for Children and Families
- FINA – Family in Need of Assessment
- IIP – Immediate Intervention Program
- JJ – Juvenile Justice
- KDAI – Kansas Detention Risk Assessment
- LEO – Law Enforcement Officer
- PRC – Protection Report Center
- PRTF – Psychiatric Residential Treatment Facility
- SED – Serious Emotional Disturbance

Systems Map Key



Crossover Youth Systems Map



Appendix C: Crossover Youth Testimony

Testimony 1:

Name: Phyllis Young

Organization: StandUp Parenting

Role with Crossover System: Community-based organization; Family member/Interested party to a child in the child welfare or juvenile systems

What additional unmet needs currently exist among crossover youth?

I work with parents who are working to manage their child acting out. It is particularly alarming when we hear a single mother calls police due to violent 17-year-old young man. This mother is told if she doesn't bring him back into the home that very evening she will be charged with abandonment. There are few charges filed later and the only person receiving consequences is the parent. Prior to bill 367 these juveniles were held in detention.

What supports and services are needed to keep crossover youth safe at home?

No answer provided.

Testimony 2:

Name: Jerry Penland

Organization: StandUp Parenting

Role with Crossover System: Family member/Interested party to a child in the child welfare or juvenile systems

What additional unmet needs currently exist among crossover youth?

Sometimes the kid and the rest of their family are not safe with the kid remaining in the home. Both the kids and the parents would benefit from a time out period that comes about when law enforcement can remove the kid from a heated situation with a place to go to cool down for a few days prior to reentry to the family. Current laws and resources do not support that.

What supports and services are needed to keep crossover youth safe at home?

Story from Before SB 367:

My wife and I joined StandUp Parenting 17 years ago when our son was 16. StandUp Parenting is a mutual help group for parents of teenage and adult children that are exhibiting negative behavior. We are all parents helping other parents. We are not trained professionals, but parents that have gone through, or are going through, the wars. Learning from one another. I have personal experience before SB 367. Our son exhibited aggressive and violent behavior that necessitated calling the police. He was taken into custody and remained there for several days. He went to court and, with the judges approval, ultimately we were able to get him into a private treatment facility.

I have personal experience of listening to family's stories from after SB 367. Today some of our group members are not seeing the same support from law enforcement and the juvenile justice system. Some of our group members that are enduring property damage and threats of person violence are frequently unable to get the child removed from the home and charged with a crime.

Story from one of our group members after SB 367:

I am a parent who has sought the help of StandUp for the last year. Unlike 2 of my children one of my child's bad behavior has escalated in the teen years. As a single mom with very little family support, I have had to seek the help of law enforcement for things like property destruction, threats, truancy and violence. Though they may have the intent to help it seems their hands are tied in their ability to give my child any meaningful consequences that might result in a change in behavior. Instead, it has scared me that I might be faced with charges of abandonment or some other mis-treatment of my child. I have tried to be the best mom to my children by providing them with a loving, structured home. At present time I feel like both my child and I are not being supported by the current laws in Kansas.

What supports and services are needed to keep crossover youth safe at home?

Sometimes the kid and the rest of their family are not safe with the kid remaining in the home. Both the kids and the parents would benefit from a time out period that comes about when law enforcement can remove the kid from a heated situation with a place to go to cool down for a few days prior to reentry to the family. Current laws and resources do not support that. We have come to learn and believe that in 2016 SB 367 changed the laws and the resources available to properly support parents with aggressive and threatening kids. This has negatively affected the ability of law enforcement and the juvenile justice system to hold our kids responsible for their actions. This does a disservice to both the parents and the kids. Parents and other family members have the right to not be fearful in their own home, and kids need to understand appropriate social norms and face the consequences of their negative behavior.

The rest of our personal story:

Our son is in his mid-thirties and is a great father, husband, and son. My wife and I are very proud of and happy for him. I believe that his experience in a juvenile justice system that removed him from our home when he was physically and verbally violent, and that held him accountable for his actions is one important component of his success story.

Testimony 3:

Name: Cristy Mulanax

Organization: 26th JD Juvenile Corrections and Prevention Services

Role with Crossover System: Community-based organization

What additional unmet needs currently exist among crossover youth?

I truly believe that youth having a mentor or another positive adult role model in their life that supports their success, in addition to parental support, will help immensely in meeting needs. To be able to use funding through intake and assessment for such would benefit.

What supports and services are needed to keep crossover youth safe at home?

The 26th Judicial District has various resources to keep crossover youth safe at home, but they are lacking financial support in the right places. Due to the rural area, the job pool for qualified professionals for mental or behavioral health, substance use, etc. is limited. Counseling takes place in some counties through video services when face-to-face may be more appropriate. Temporary shelter facilities or homes for crisis times is needed, and the recruiting for such needs to occur. There needs to be unity of purpose and strong collaboration with DCF, Court Services, Juvenile Intake and Assessment, the school districts, law enforcement, and courts working toward the same goal of keeping youth at home. There appears to continue to be a disconnect as to who is responsible for what - some look to the police to solve the problem, others look to juvenile probation, others look to the schools, for example, when we could partner with each other to reach the same goal - which IS keeping youth safe at home, and in school. This has to be EVERYONE's goal to work toward. How grant monies can be spent through community corrections, IIP, Intake and Assessment, etc., should be revisited. Possibly Functional Family Therapy (FFT) to be used for adjudicated youth on IIP who are moderate to high risk would be beneficial. Since implementation of IIP, the JISP caseload has decreased, and helping families whose youth are on IIP, who may need in - home services such as FFT is unavailable.

Testimony 4:

Name: Denise Cross

Organization: Cornerstones of Care

Role with Crossover System: Community-based organization; Mental health field; Social worker/social work agency employee

What additional unmet needs currently exist among crossover youth?

Kansas City has many providers of psychiatric serves but there is a lengthy wait for services. Also, many of the youth that get in repeated trouble refuse treatment or don't qualify for immediate service. Parents have had trouble getting youth to qualify for addiction services if they have another diagnosis. Parents would like to leave their child in detention but are threatened with child abandonment charges.

What supports and services are needed to keep crossover youth safe at home?

September 30, 2019 Cornerstones of Care provides trauma-informed interventions to help children, families and communities be safe and healthy. We specialize in six key services areas: education, mental and behavioral health, foster care and adoption, youth support, family support and community training. We have been keeping Kansas children safe and families together for nearly 20 years through outpatient counseling, family services, our Pathways transitional living program for young adults, and Functional Family Therapy (FFT). Cornerstones of Care begins providing foster care, reunification and adoption services in Wyandotte, Atchison and Leavenworth Counties on October 1 and will be providing family preservation services (FPS) in 25 eastern Kansas counties beginning January 1. As an outcome of Kansas 2016 Senate Bill 367, the Kansas Department of Corrections contracted with Cornerstones of Care to expand its functional family therapy into 29 Kansas counties beginning in 2017. This evidence-based, short-term, in-home intervention for families and youth who have been categorized as delinquent or pre-delinquent helps keep families safely together, improve family communication and support, helps the family adopt positive solutions to problems, develops positive behavior changes and parenting strategies, and establishes and meets goals based on each family's unique situation and areas for growth. This FFT expansion has impressive outcomes for youth completing the program. A December 2018 report covering the prior twelve months, indicates 96% of youth remain at home, 98% are in school and/or working, and 93% do not have a new arrest. Kansas 2019 House Substitute for SB 25 calls for a working group to examine the impact of 2016 SB 367 on "crossover youth," and the supports and services that are needed to keep them safe at home. The examination calls for the kind of information that can be helpful in strengthening provisions of 2016 SB 367, particularly if community resources that support children and families are strengthened. We are pleased to know the Kansas Department of Children and Families is contemplating further expansion of FFT through the state's implementation of the Family First Prevention Services Act (FFPSA). These and other evidence-based programs and services that will be supported through FFPSA—coupled with support through family preservations services' short-term case management and intensive in-home services—will help more families stay together safely and reduce the need for out-of-home placements of children and youth. Cornerstones of Care would be pleased to share our experience and expertise to assist in this examination. Denise Cross President and Chief Executive Officer

Testimony 5:

Name: Laura Stief

Organization: StandUp Parenting

Role with Crossover System: Community-based organization

What additional unmet needs currently exist among crossover youth?

Kansas City has many providers of psychiatric services but there is a lengthy wait for services. Also, many of the youth that get in repeated trouble refuse treatment or don't qualify for immediate service. Parents have had trouble getting youth to qualify for addiction services if they have another diagnosis. Parents would like to leave their child in detention but are threatened with child abandonment charges.

What supports and services are needed to keep crossover youth safe at home?

I have been involved in StandUp Parenting for 10 years. The first few years I was seeking help as a parent. I found it was what I was looking for because no one understands like a parent a who has gone through it. And it was a safe, supportive place to share some shameful, embarrassing information about the behavior of my child. We blame ourselves though we rarely see anything different. StandUp Parents just have the courage to seek help to stop enabling and change our behavior. Our hope that in the process we will see changes in our child. After seeing the positive results in my child within a couple of years, I continued in a role of helping other parents to pay forward my gratitude. In the near 40 years SUP has been in Kansas City we have not had a town hall about any issue. But this issue became so concerning we felt something must be done. Leaders in StandUp have often ask parents to consider (because we try not give advice) the option of contacting the police if their child becomes threatening, violent or possesses illegal substances. From parent reports in the past, we believed police were helpful in these situations through consequences or therapeutic resources. Teens were charged with crimes that required court dates, drug screens, serious conversations, counseling, rehab and sometimes detention. Two years ago, after the bill 367 was passed, we started hearing consistently different encounters with the police. We realize this law was changed with the intent to decrease the number of juveniles starting a pattern "in the system". The lenient parents in our society might favor these changes. However, our SU parents, who are working hard to not enable bad behavior, reported calling the police and receiving less desirable results. The acting out teen might be taken to detention but if the parent wanted to have their child "stayover" for

some shock time they no longer had that option. On top of that due to the understanding of the law 367, the police or detention staff would threaten the parent that they would be charged with abandonment if they did not retrieve their child that evening. The parent would fear they would end up with the court date! Single mothers' who were physically threatened by their intimidating teen sons were ordered to pick up their child within hours- so no cooling off period. According to some parents the police discouraged parents to have their teen even taken to detention because he/she will just be released shortly afterwards. To some authorities and lawmakers, fewer charges make SB 367 look like a successful law with a result of less juvenile criminal activity. It didn't take long for StandUp parents to complain that their teen became aware that they can get away with anything because the law is unlikely to intervene with anything beyond diversion. Kids were becoming more disrespectful and out of control. The law became the enabling parent that StandUp is trying to combat in our society today. Parents in our group rely on law enforcement to help with these difficult teens who have behavior, addiction or mental health issues. If there were more mental health facilities, rehabilitation for youth and therapeutic environment resources in Kansas City parents might have more options. As most of you know, many of these resources have closed. Bill 367 has created an unintended consequence of arrogant acting out youth in Ks. There may be economic savings but parents with these acting out children are frantic, hopeless and looking for solutions that don't seem to exist. There is an unwritten attitude of "parents this is your fault so you clean it up." At least 50% of problems children come from stable loving homes so piling on the guilt is not helpful. We should be a team. Our worry is the destructive patterns in behaviors in these acting out teens will be long term habits over their lifetimes, (opposite of intent of 367) if they do not get the needed wake-up call from law enforcement and their community until adulthood. Help us now with solutions, or everyone will all be paying for the missed opportunity today to make our children more responsible and our community safer.

Testimony 6:

Name: Gary Henault

Organization: KDADs

Role with Crossover System: Mental Health field; Other: Director of Youth Services KDADs

What additional unmet needs currently exist among crossover youth?

We have a great need for more prevention efforts. The need to identify the youth at risk and provide services before the need becomes so great that it is difficult to provide. We need to work with the entire family no matter if it is biological, adoptive or foster. We need to provide supports and options to families and youth when difficulties are identified and not wait until the youth is facing incarceration or residential care

What supports and services are needed to keep crossover youth safe at home?

No answer provided.

Testimony 7:

Name: Christie Appelhanz

Organization: Children's Alliance of Kansas

Role with Crossover System: Community-based organization

What additional unmet needs currently exist among crossover youth?

The biggest barrier to meeting needs is a lack of capacity across the continuum of care.

What supports and services are needed to keep crossover youth safe at home?

My name is Christie Appelhanz, and I am the executive director of the Children's Alliance of Kansas. The Alliance is the only association in Kansas composed of private, non-profit child serving agencies. We know perhaps better than anyone that the strain in the child welfare system has intensified since implementation of juvenile justice reform, which has resulted in an increase in the number of children in the foster care system who need more resource-intensive care. Let me be clear that keeping children out of the criminal justice system, when that can be done safely, is a priority. But children diverted by juvenile justice reform into the foster care system sometimes bring with them behavioral needs that providers struggle to meet with current resources. Children's Alliance members report incidents of violence, and even significant injuries to staff members. Unabated, such incidents will increase staff turnover, further undermining safety and quality. Without additional tools to ensure the safety of children and staff, the system will continue to struggle to deliver better outcomes for children who are the intended beneficiaries of juvenile justice reform. We offer the following ideas to fully achieve the vision of juvenile justice reform. Prioritize data that shows the impact on children and families. It is critical to consider data showing the impact of juvenile justice reform on children and families - not merely data about declining detention numbers and cost savings. One promise of SB367

was to reduce out-of-home placement. With unusually high numbers of older youth in foster care, the experience of Children's Alliance members shows moderate- to high-risk youth have entered the foster care system from the juvenile justice system at significant rates. We need to be clear: placement in DCF/CINC foster care for offender behaviors is no less inherently traumatic from a child and family perspective than placement in KDOC/JO foster care. We must develop mechanisms to track the outcomes of juvenile justice reform on impacted youth and families to ensure our evaluation of success is child centered and reality based. Measures of child well-being, child safety and permanency should be prioritized to build data-driven approaches needed to keep crossover youth safe at home. Child welfare and juvenile justice should work hand-in-hand. No child welfare provider wants children in detention. We all want effective systems with access to supports and services proven to meet the needs of youth -- regardless of which system that youth is in. For some moderate- and high-risk youth in foster care, we must work hand-in-hand with the juvenile justice system rather than be locked out of the very services designed to meet the unique needs of youth. Experience of Children's Alliance members indicates that promised services from SB367 savings have not reached children and families early enough to be effective, leading to out-of-home placements. Within the foster care system, the outlook for access to effective services for offender behavior is grim. For instance, one prominent evidence-based practice is Functional Family Therapy, a treatment that requires a family setting. For juveniles with high-risk offender behaviors such as rape, sexual assault, drug trafficking, human trafficking, weapons involvement, gang involvement, arson, assault and battery, maintaining stable foster home placement without concurrent corrections support can become near impossible. The focus should always be on the best interest of the child and not the system in which the child is placed. Services have not yet reached our communities. We agree children are best served in family and community settings. For that to happen, families must have access to services intended by SB367. While we are hopeful the implementation of Family First will help, the capacity simply does not yet exist in Kansas to safely keep some youth at home. When in-home supports are not enough and placement in foster care occurs, additional interventions are needed. This includes Multidimensional Foster Care, innovative mental health supports designed to follow the child experiencing placement disruptions and juvenile justice programs designed to ensure services and consequences are provided with consistency regardless of placement. Fully implement a comprehensive system of care as the law intended. The Children's Alliance hopes to see the Working Group report as one step in a process of designing a comprehensive system of care to meet the needs of children using a data-driven and information sharing perspective. According to SB367, systems for information

and data sharing to assist in providing proper care to juveniles were to have been developed three years ago. Members of the Children’s Alliance CALM, Emporia Cornerstones of Care, Overland Park DCCCA, Lawrence Eckerd, Wichita EmberHope, Wichita Florence Crittenton, Topeka FosterAdopt Connect, Olathe Kansas Children’s Service League, Topeka KVC Kansas, Olathe KidsTLC, Olathe Prairie Band Potawatomi Nation, Mayetta Saint Francis Ministries, Salina TFI Family Service, Topeka The Children’s Shelter, Lawrence The Villages, Topeka Wichita Children’s Home, Wichita

Testimony 8:

Name: Rachelle Roosevelt

Organization: TFI Family Services, Inc.

Role with Crossover System: Social worker/social work agency employee

What additional unmet needs currently exist among crossover youth?

No answer provided.

What supports and services are needed to keep crossover youth safe at home?

Thank you for the opportunity to submit testimony on the issue of crossover youth. My name is Rachelle Roosevelt, Sr. Vice President of Permanency with TFI Family Services. Crossover youth being served in the Child Welfare system have created much systemic stress as the limited interventions and supports available do not adequately address the unique challenges of this population. These youth tend to be the ones who have limited placement stability as foster homes and residential programs struggle to manage the youth's behaviors, and other Children in Need of Care are exposed to criminal behavior. The trajectory for these youth is often increased criminal behavior, homelessness and incarceration as adults. It is our desire and duty to see this trajectory changed. Prevention services that we believe would be effective in maintaining these youth in home and improving their outcomes include intensive in-home supports, including in-home family therapy. Recommended interventions include multi-systemic therapy, multidimensional family therapy, and functional family therapy. These interventions show promise in strengthening families and decreasing juvenile substance abuse and delinquent behavior. We recommend that Medicaid dollars be expanded to reimburse the therapist's travel costs, or supporting a reduced patient-load to provide that service. Paid respite for the bio family could be provided through both Medicaid dollars and Family

Preservation/Families First funds. Substance abuse is a primary issue that must be addressed for crossover youth. One study, found that 77 percent of criminal justice-involved youth reported substance use (mainly marijuana) in the past 6 months, and nearly half of male and female juvenile detainees had a substance use disorder (McClelland et al. 2004a; McClelland et al. 2004b). We recommend investment in expanded substance abuse treatment for adolescents, which should include expanded training for the Substance Use Disorders treatment providers specific to treating youth with SUD, in combination with a family based treatment model that focuses on increased involvement of the family members, and targets improved family functioning. To increase the effectiveness of workers involved in providing support services to the families, we recommend Family Preservation/Families First providers receive and provide additional training opportunities specific to parenting crossover youth. We also recommend additional training for the therapists working with crossover youth/youth with criminal behavior (specifically CBT certification courses). Important in addressing entry and moderate level delinquent behavior, an increase in funding to after-school programs for crossover youth similar to the structure of psychosocial groups provided to children with SED would be beneficial. The programs should focus on volunteerism, life skills/coaching, after-school activities, homework, and involvement in extracurricular activities. For youth reporting for probation, Juvenile Corrections programs should have hours that ensure youth do not have to miss school to report. Missing just 2 days of school a month negatively impacts academic attendance, high school and college graduation rates. https://www.attendanceworks.org/wp-content/uploads/2017/05/Absences-Add-Up_September-3rd-2014.pdf TFI Family Services, Inc. believes that it is the responsibility of our communities to serve these youth, and we play a role in this service provision. These youth and their families need supports to be maintained in their home and move the trajectory for these youth to become successful and productive adults, and it is all of our responsibility to find and offer those supports. Thank you.

Testimony 9:

Name: Will Hanna

Organization: *no answer provided.*

Role with Crossover System: Family member/interested party to a child in the child welfare or juvenile systems

What additional unmet needs currently exist among crossover youth?

No answer provided.

What supports and services are needed to keep crossover youth safe at home?

My name is Will. I am twenty-three years old and I spent the better part of five years in juvenile detention centers and juvenile correctional facilities. While incarcerated, I saw and heard so many things that society at large doesn't want to know about or would rather pretend isn't happening. The idea behind putting kids in jail is supposed to be that we put our children in to protect and correct. But the reality is that prison is not a place of healing. Even the best prison dehumanizes the people that live there. Life on the inside can be very scary and dangerous. There are illegal drugs in our youth facilities. And the peer pressure to use them is staggering. There are medication black markets where youth are forced to cheek their pills and hand them over to a dealer. Kids are preyed upon, intimidated, and tricked into "owing" the kids that are dealing the drugs. When I went in, I didn't know half of the things I do now about how to commit crimes. I didn't go looking for the knowledge but it just sank in from hearing other kids talk about it all day long. If we want good role models for our young people -- jail is not the place for them. But worse than the constant stream of negative influences is the violence. I survived an attack from a young man with a shank that was intent on putting in my eye. I barely dodged getting jumped with shanks when someone put a price on my head. A friend of mine who was in the gangs saved my life. It took my friend months to pay that debt off to the gang leaders on the inside. One facility I was in spent thousands of dollars taking down waist high dividing walls in the common rooms and replacing them with grating. Why did they do this? Because some of the kids would distract the guard while others would go have sex behind the walls - and it wasn't always consensual sex either. While I was in a different facility, a huge fight broke out at the school with seemingly no warning. Fourteen guys all going after one kid -- kicking, punching, stabbing, and trying to body slam him. After it was over, most of the kids didn't get in serious trouble. Why? Because somehow, something happened to the camera footage. This all happens right here in Kansas. Yet, it seems to be the desire of some people around this state that we need to go back to the old ways and lock more kids up. How can you expect lasting change and correction to happen in an environment like this? The kids who suffer the worst are the kids you all are looking at; the kids with issues who are hard to deal with. What happens to the children that come from a messed up home. Kids who don't have all the advantages that exist for us just because of where we are born or to who. These kids get bounced around, nobody staying in their life long enough to truly help them. They just get bounced around

whenever they mess up or whenever they are more trouble than the check is worth. Of course these kids mess up! They are kids that have been through real trauma. Kids who don't feel loved, kids who don't feel wanted, kids who know that they are just one more child, not special, not seen or heard. "Less than", "bad", "worthless"; these are words they come to know very well in the quiet of their heads and hearts. So, what happens when these kids are sent to jail? Does anything good happen -- does jail "fix" them? Hell, no! It corrupts and fosters anger and despair. These are the kids at the highest risk in Detention centers. These are the ones who end up hurt and or coming back again and again. But I've seen what services and programming instead of incarceration can do. I was amazed at the differences that community based programing has made in these youths lives. But even beyond that in the way that they think and act. Living with these youth has given me a unique view behind the curtain and I assure you that change happens not in jails but in these programs. There is a facility in Wichita that teaches kids how to be adults -- set up bank accounts, budget, cook, get jobs and keep jobs. This is what we need. More of them, better funding, and more accessibility to those that need help. Substance abuse treatment that addresses root traumas. This is what we need. More of them, better funding, and more accessibility to those that need help. Mental health services for youth - boys AND girls! This is what we need. More of them, better funding, and more accessibility. Let's better support our foster families. Let's train our foster families to be able to de-escalate a crisis if a young person in their care spirals out of control. Let's teach them to meet their kid's needs in a trauma-informed way. Let's take the idea of a "mental health co-responder" from places like Johnson County and weave it into the foster care system. Our foster care providers should have trained mental and behavioral health professionals that they can dispatch to foster homes in crisis. This is what we need, programs and resources that cost a fraction of the cost of incarceration but yield a much higher success rate.

Testimony 10:

Name: Mike Fonkert

Organization: Kansas Appleseed

Role with Crossover System: Community-based organization

What additional unmet needs currently exist among crossover youth?

Multidimensional Treatment Foster Care. Placement stability. Foster parents capable of dealing with high needs kids. Behavioral and mental health support workers to support foster families.

What supports and services are needed to keep crossover youth safe at home?

Children in the Kansas child welfare system are still experiencing a basic denial of shelter in foster care with extreme disruptions to their stability – with children in foster care still being moved more than 50 or 100 times – going on a year after litigation was filed against the state. Extreme placement instability remains dangerously high. For each month from July 2018 to June 2019, the average number of placements for children for 1,000 days in foster care ranges from 9.3 to 10.3 – which is roughly one new placement every three months for more than 2.5 years. This placement rate is more than double the recommended maximum number of times a child should be moved within a child welfare system in a 1,000-day period. The number of children who re-entered the child welfare system within one year of exiting increased from June 2018 to June 2019, signaling a lack of progress in ensuring children successfully exit foster care. The amount of attention that has been focused on this extremely small population of “crossover youth” is unfortunate given the deep, systemic problems that continue in our child welfare system. And what’s worse is the apparent desire of some to find ways to lock these kids up. Criminalizing children for their trauma is not a solution to this crisis. Only delivering services and supports to these young people will make any meaningful impact on our children and communities. And the solutions are accessible. Certain services already exist for youth in the juvenile justice system -- can we find a way for a few more kids to access those services? How can we increase the amount of mental and behavior health supports in our communities? Programs like Multidimensional Treatment Foster Care exist and show strong results -- do we have a provider that’s capable of implementing it? Let’s find one. Solutions to our problems exist. But we must commit to real, long term solutions. We have to commit ourselves to changing our systems in ways that benefit our young people and support our young people on their path to becoming stable, healthy adults.

Testimony 11:

Name: Tyler Williams

Organization: Progeny

Role with Crossover System: Community-based organization

What additional unmet needs currently exist among crossover youth?

No testimony provided.

What supports and services are needed to keep crossover youth safe at home?

I was formerly incarcerated in the juvenile justice system. I now work with several organizations to organize my community to invest in young people and change the juvenile justice system to focus on restoration and healing rather than creating an endless cycle of crime and punishment. Below is my testimony on: What supports and services are needed to keep crossover youth safe at home? Many people worked very hard to change the laws around juvenile justice in Kansas. Before 2016, our juvenile justice system was ranked near the bottom for the number of kids we were locking up, and kids that did not need to be put in jail were being put there. If we worked so hard to shift our focus away from detention and towards investing in services in the community, why would we look to create a pathway to incarceration for our foster care youth? Foster care youth are one of the most highly incarcerated groups in the nation. Almost 80% of the inmates in our prisons spent time in the foster care system as children. We have seen what can happen if we put our youth in these facilities. I personally have a lot of trauma and a lot of issues from my time incarcerated and so do many other people who have experience in juvenile facilities. This is not something that foster care youth need on top of the trauma of not having stable families. I was never in foster care, but I've talked with those who have been or are currently. The stories are not good. Youth that have been victims of neglect and abuse. Youth who aren't given proper food or even the ability to wash their clothes. Youth that run from foster homes because they have not been able to obtain proper mental health care, prevented from going to appointments and are unable to get medications refilled because the foster family doesn't want to deal with their issues. How does locking these kids up help them? You're going to cure trauma with more trauma? That doesn't make sense. Kids do not deserve to be in a jail cell because adults don't want to take care of them. I believe that there needs to be better personal involvement in these kids lives. They need to have mentors. They need to have program staff available to call on. They need to be treated with respect and given the ability to wash their clothes and get their medicine. And there needs to be real oversight -- we need random drop-ins from the DCF staff to ensure that the youth are properly getting their needs taken care of. There needs to be better keeping of files amongst the foster care staff and families. Families need to be better trauma-informed and trauma trained, and if they are unsuitable to deal with those issues, they need to be removed from the foster care list. Jails do not work for adults, so why are we going to put these children who lost their families into jails? These youth need to be invested in, not arrested. Thank you, Tyler Williams

Testimony 12:

Name: Timothy Phelps

Organization: 3rd Judicial District JCAB

Role with Crossover System: Other: Juvenile Corrections Advisory Board

What additional unmet needs currently exist among crossover youth?

No answer provided.

What supports and services are needed to keep crossover youth safe at home?

In Shawnee County, with the increased application (now full) of SB 367, there has been a flood of youth who do not have an effective place to go when the situation bringing the youth to juvenile intake may be too severe or dysfunctional to allow for home placement, but not sufficient to justify use of a detention center. It is a positive effect to have the children outside of a detention center, but it is unsafe to have no place for this group of youth to have their chronic or acute problems addressed. For example, runaways who are being victimized by traffickers cannot be placed in foster care and they now cannot be placed in detention. However, they are unable to receive treatment and programming in Shawnee County inside of a secure crisis center to help them successfully detach themselves from the traffickers and stabilize their young lives. The local Juvenile Corrections Advisory Board has been wrestling with this difficulty since the effects of SB 367 was realized. There is an acute need for the housing option, together with successful assessment and treatment for these children to see and address where they need attention while they are being housed. Mental health, substance abuse, and even mentoring and family supports are factors that can be addressed more long term once these youth get some time to stabilize in a crisis facility that is tailored to address this significant group of youth. However, if crossover youth with acute and chronic problems are forced into a foster care system that moves them around constantly, these critical issues are left partially or fully unaddressed. A crisis center would address that lack of focus. Currently the system is failing them, because while detention is not preferred as a solution, it is the only place where they can be safely addressed without risk to themselves or others. Since detention is no longer allowed, there has to be an alternative that has a reduced hardness but is still sufficiently secure to keep them engaged until they stabilize. Funding -- regardless of whether those funds flow from DCF or KDOC, and regardless of who the legislature decides would be most appropriate for managing the center -- is the most critical factor in developing such a center in a high-population

location. Wichita has such a center, but Shawnee County does not and this community is in major need of such an option. We would appreciate consideration being given to this need and concrete options developed to prevent a return to a stricter and hardened treatment of these juveniles through a modification of the detention rules to allow the youth to receive treatment and programming they need. Thank you for your consideration of this testimony from the Shawnee County Juvenile Corrections Advisory Board.

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Appendix D: Methodology

The purpose of this study is to better understand who crossover youth are, how youth became involved in both the child welfare and juvenile justice systems and whether these youth receive the services they require.

Study Population

In Kansas, state agencies historically have not tracked crossover youth as a distinct group in their data collection systems. The working group was directed to study two groups: (1) youth “at risk” of being placed in foster care due in whole or in part to conduct that has resulted or could result in juvenile offender allegations, and (2) youth placed “in foster care” engaging in conduct that has resulted or could result in juvenile offender allegations. The working group could not determine a consistent and reliable definition for the “at risk” crossover youth. Further, families receiving family preservation services in the child welfare system could not be studied because of confidentiality issues.

Based upon the crossover youth pathway as defined by the proviso and the limitations of this study, the working group studied the following youth populations:

Crossover Youth: Youth currently placed in foster care with offender behaviors were defined as youth age 10 and older in custody of the Secretary of DCF who:

- Have had law enforcement calls for behaviors which could result in juvenile offender charges, or
- Have had law enforcement calls due to repeated runaway behaviors, or
- Were referred to foster care following juvenile justice system involvement, or
- Were referred as a result of parent's inability or unwillingness to manage the child's behaviors, or
- Are involved in the juvenile justice system through diversion or immediate intervention services or programs (IIP), or
- Have an open juvenile justice case.

Based on the list of youths in DCF's custody on July 31, 2019, DCF contractors/case managers identified crossover youths if their “in-house case management records” indicated any incidents that meet the criteria listed above based upon behaviors and involvement that may have occurred years before. A total of 691 crossover youths were identified; however, some of them

might not have incidents of interests during FY 2019, the year that incidents/encounters data available to the working group. Therefore, the number of crossover youth included in the analysis varies across proviso questions.

Broader Juvenile Offender Population: Youth age 10 and older adjudicated as juvenile offenders in SFY 2019.

Other youths in the broader juvenile justice systems were considered for comparisons as the proviso requested; however, constructing mutually exclusive crossover youth and other youth groups have been hampered by the lack of longitudinal data and challenges in sharing and linking data across agencies and inconsistent data collection. While the report might present data between these groups, extra caution is warranted in interpretation.

Analytical Approach

The study employed a retrospective, cross-sectional design to assess crossover youth and comparison group demographics and variables of interest within the crossover youth system over the course of fiscal year 2019. Crossover youth in foster care placements as of July 31, 2019 were identified by the DCF contractors, KVC Kansas (KVC) and Saint Francis Ministries (SFM), and their involvement in the child welfare and juvenile justice systems was compared to other foster care youth, the broader juvenile offender population and other youth when supported by the data and when instructed by the proviso.

Data Collection

Data collection was primarily guided by the points outlined in the proviso. To further target and refine data collection efforts, the working group created a systems map (*Appendix B*, page B-2). The map provides an overview of the paths of youth moving through the juvenile justice and child welfare systems and connecting to services. As noted in the key, the map also identifies decision points, primary elements impacted by SB 367, services within the systems, and possible gaps in services. By visualizing important elements and connections within the systems serving crossover youth, the map supported and guided the working group's efforts to pinpoint points in the systems to study. Finally, the systems map also allowed for anecdotes regarding crossover youth to be understood and situated within the broader system.

To collect data on the specific points in the proviso, DCF shared personally identified information (PII) for the identified crossover youth through a memorandum of understanding (MOU) with the Kansas Department of Corrections (KDOC) and Kansas Department of Health

and Environment, through statute with the Kansas Bureau of Investigation (KBI) under K.S.A. 38-2209-2213. In addition, the Kansas Department for Aging and Disability Services (KDADS) provided some aggregate data but was not included on the MOU.

The working group also collected data via survey from the following entities to augment the data requested in the proviso:

(1) *Public*. Testimony was collected responding to questions about what additional services would have been needed to keep children in the home, and barriers and contributors to families understanding of the child welfare and juvenile justice systems. A total of 13 submissions were reviewed, and one testimonial was not included in this report because of its confidential nature and it was unrelated to this study. Snippets of the remaining 12 testimonials are woven throughout this report and the full text is located in *Appendix C* (page C-1).

(2) *Law Enforcement*. A survey was sent to the 261 city and county law enforcement agencies in the state to better understand how law enforcement protocols, trainings and practices changed in response to SB 367. The survey included nine primary questions and two follow up questions.

KHI provided technical assistance by developing two data collection templates: (1) encounter-level, which could provide robust geographic data in addition to addressing the proviso points; and (2) aggregate-level, which provides data to directly respond to proviso points. Only placement data (proviso points 10 and 11) provided by the two DCF contractors, KVC and SFM, were collected using the encounter-level template and submitted to DCF for analysis. Because of delays in executing an MOU, all other data were submitted at the aggregate level. *Figure D.1* (page D-4) provides a snapshot of the organizations contributing data to this study.

Figure D.1. State Agencies Providing Data by Budget Proviso Point

Proviso Point	Sections in this Report	DCF	KVC & SFM	KDOC	OJA	KBI	KDHE	KDADS
1	Demographics	X	X		X	X		
2	Number and Nature of Offender Behaviors				X	X		
3	Number and Nature of Offender Behaviors							
4	Juvenile Intake and Assessment			X				
5	Juvenile Intake and Assessment			X				
6	Juvenile Intake and Assessment			X				
7	Services for Crossover Youth	X		X			X	X
8	Services for Crossover Youth	X	X	X				X
9	Juvenile Intake and Assessment			X				
10	Child Welfare Placements	X	X					
11	Child Welfare Placements	X	X					
12	Services for Crossover Youth	X					X	X
13	Juvenile Intake and Assessment			X				
14	Services for Crossover Youth	X	X	X			X	X
15	Services for Crossover Youth	X	X	X			X	X
16	Other Relevant Data							

Source: Crossover Youth Working Group Final Report to Legislature.

Data Analysis

The analysis conducted in this study includes descriptive statistics – such as counts, percentages and medians – of the points outlined in the proviso only. The analysis only reports data collected in SFY 2019. No statistical testing was conducted.

Limitations

There are several limitations in this analysis. First, the working group was not able to study the crossover youth population pre- and post- SB 367 because agencies historically did not track these youth and were not able to identify them in other years. Some data points that were sought at the individual level were, due to legal and privacy concerns that delayed implementation of MOUs, ultimately available only at the aggregate level. Lastly, youth with offender behaviors at risk of entering foster care could not be identified.

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Appendix E: Prior Reports and Concurrent Efforts

Prior Reports

- [Kansas Juvenile Justice Workgroup Final Report \(2015\)](#)
- Improving Services and Supports for High Needs Youth in Foster Care (2015)*
- [Senate Bill 367](#)
- [Summary of 2016 Senate Bill 367](#)
- Johnson County Juvenile Cross-System Collaboration (2015)*
- [Report of the Judicial Council Juvenile Offender / Child in Need of Care Advisory Committee on Juvenile Crisis Intervention \(2017\)](#)
- [Summary of 2018 House Substitute for Senate Bill 179](#)
- [Children's Continuum of Care Task Force Report and Recommendations \(2017\)](#)
- [Annual Report of the Juvenile Justice Oversight Committee \(2017\)](#)
- [2018 Kansas Juvenile Justice Oversight Committee Annual Report](#)
- [Mental Health Task Force Report to the Kansas Legislature \(2018\)](#)
- [Mental Health Task Force Report to the Kansas Legislature \(2019\)](#)
- [2019 Mental Health Task Force Report Overview](#)
- [Johnson County Juvenile Cross-System Collaboration: Stakeholders' Summit Final Report \(2018\)](#)
- KVC, 'We Can & Must Do Better for "Crossover Youth" (2019)*
- [Child Welfare System Working Groups Report to the Child Welfare System Task Force \(2018\)](#)
- [Report of the Child Welfare System Task Force to the 2019 Kansas Legislature](#)
- [Crossover Youth Services Working Group Report \(2019\)](#)

Concurrent Efforts

- [Kansas Juvenile Justice Oversight Committee](#)
- [Johnson County Juvenile Cross-System Collaboration Project](#)
- [Kansas Judicial Council Juvenile Offender /Child in Need of Care Advisory Committee](#)
- [Legislative Post Audit: Juvenile Justice Reform: Examining the Effects of 2016 Senate Bill 367](#)
- [Kansas Criminal Justice Reform Commission](#)

*Online versions of these reports are not publicly available.

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Appendix F: Demographic Findings

Proviso Point 1. Numbers and demographics of crossover youth compared to the broader juvenile offender population

Figure F.1. Demographics of Crossover Youth Identified on July 31, 2019, Compared to Broader Juvenile Offender Population in FY 2019

	Crossover Youth (N=691)		Broader Juvenile Offender (N=2,446)	
	Number	Percent	Number	Percent
Age				
10-11	22	3.2%	36	1.5%
12-13	81	11.7%	188	7.7%
14-15	222	32.1%	727	29.7%
16-17	316	45.7%	1,364	55.8%
18+	50	7.2%	131	5.4%
Gender				
Male	396	57.3%	1,835	75.0%
Female	295	42.7%	546	22.3%
Unknown	0	0.0%	65	2.7%
Race				
White	486	70.3%	1,558	63.7%
Black	130	18.8%	582	23.8%
Other	63	9.1%	39	1.6%
Two or More	12	1.7%	NA	NA
Unknown	0	0.0%	267	10.9%
Ethnicity				
Hispanic	42	6.1%	288	11.8%
Not Hispanic	649	93.9%	775	31.7%
Unknown	0	0.0%	1,383	56.5%

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. The broader juvenile offender population is defined as youth age 10 and older adjudicated as juvenile offenders in fiscal year 2019 and not identified as crossover youth. Percentages may not sum to 100 percent because of rounding. NA means not available.

Source: Kansas Department for Children and Families and Kansas Judicial Branch Office of Judicial Administration.

Figure F.2. Demographics of Crossover Youth Adjudicated as Juvenile Offenders, FY 2019

Crossover Youth Adjudicated as Juvenile Offenders (N=148)		
	Number	Percent
Age		
10-11	6	4.1%
12-13	21	14.2%
14-15	60	40.5%
16-17	61	41.2%
18+	0	0.0%
Gender		
Male	99	66.9%
Female	44	29.7%
Unknown	5	3.4%
Race		
White	83	56.1%
Black	36	24.3%
Other	3	2.0%
Two or More	NA	NA
Unknown	26	17.6%
Ethnicity		
Hispanic	10	6.8%
Not Hispanic	38	25.7%
Unknown	100	67.6%

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Percentages may not sum to 100 percent because of rounding. "Unknown" includes youth with no data. NA means not available.

Source: Kansas Judicial Branch Office of Judicial Administration.

Figure F.3. Demographics of Other Youth With Arrests, FY 2019

Other Youth With Arrest(s) (N=5,390)		
	Number	Percent
Age		
10-11	43	0.8%
12-13	372	6.9%
14-15	992	18.4%
16-17	2,192	40.7%
18+	1,791	33.2%
Gender		
Male	3,876	71.9%
Female	1,486	27.6%
Unknown	28	0.5%
Race		
White	3,733	69.3%
Black	1,451	26.9%
Other	99	1.8%
Two or More	0	0.0%
Unknown	107	2.0%
Ethnicity		
Hispanic	78	1.4%
Not Hispanic	5,185	96.2%
Unknown	127	2.4%

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Other youth with an arrest are youth age 10 and older arrested with a criminal charge, who are not crossover youth but might include other foster care youth. Age data reflects age when court hearing held for charge committed as a juvenile. Percentages may not sum to 100 percent because of rounding. "Unknown" includes youth with no data.
 Source: Kansas Bureau of Investigation.

Figure F.4. Demographics of Other Foster Care Youth, FY 2019

	Other Foster Care Youth (N=4,368)	
	Number	Percent
Age		
10-11	1,039	23.8%
12-13	948	21.7%
14-15	899	20.6%
16-17	1,047	24.0%
18+	435	10.0%
Biological Sex at Birth		
Male	2,128	48.7%
Female	2,240	51.3%
Unknown	0	0.0%
Race		
White	3350	76.7%
Black	613	14.0%
Other	67	1.5%
Two or More	334	7.6%
Unknown	4	0.1%
Ethnicity		
Hispanic	619	14.2%
Not Hispanic	3740	85.6%
Unknown	9	0.2%

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Other foster care youth are defined as all other youth age 10 and older in the custody of the Secretary of the Department for Children and Families and not identified as a crossover youth. Youth that do not reach permanency might be released from DCF custody by court order at age 18 or 19; however, youth with disabilities might stay in DCF custody until age 21 or 22 if deemed by the court. Percentages may not sum to 100 percent because of rounding.

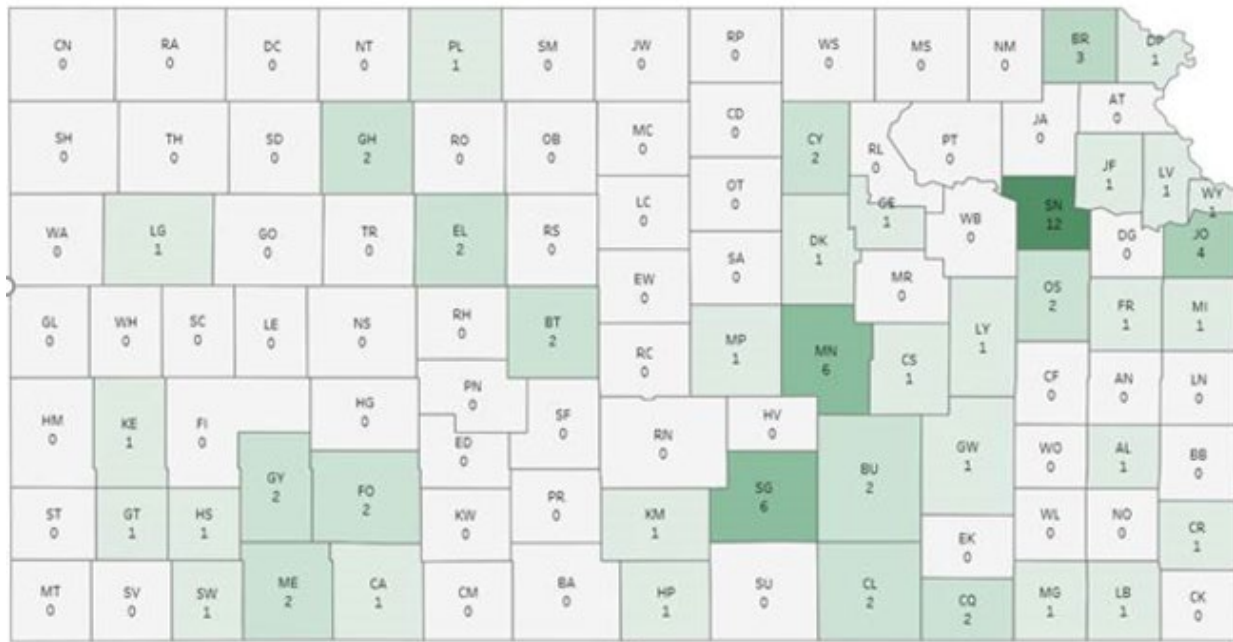
Source: Kansas Department for Children and Families.

Appendix G: Number and Nature of Offender Behavior Findings

Law Enforcement Agency Administrative Survey

The data presented below were collected through an online survey sent to the 261 city and county law enforcement agencies in the state. The survey aimed to better understand how law enforcement protocols, trainings and practices changed in response to SB 367. The survey included nine primary questions and two follow up questions.

Figure G.1. Law Enforcement Agency Response to Crossover Youth Law Enforcement Agency Administrative Survey by County



Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 78. Legend: white = no respondents; number of responses listed under county abbreviation. Data from survey question "In which county is your law enforcement agency based?" The exact number of agencies completing the survey, and the corresponding response rate, could not be determined because responses cannot be linked to particular agencies.

Source: KHI analysis of the Crossover Youth Law Enforcement Survey.

Figure G.2. Communication of the Impacts of SB 367 in Kansas Law Enforcement Agencies, FY 2019

Response	Percent	Count
Through an email memo	28.1%	39
Through a formal meeting with multiple staff	24.5%	34
Through individual conversations with superiors	11.5%	16
Through informal conversations with colleagues	14.4%	20
Other	8.6%	12
The impacts of SB 367 were not communicated within my agency	13.0%	18
Total	100.0%	139

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 93 with 139 total response – individuals could select more than one response. Data from survey question “How were the impacts of Juvenile Justice Reform (SB 367) communicated within your law enforcement agency?” Percentages may not sum to 100 percent because of rounding.

Source: KHI analysis of the Crossover Youth Law Enforcement Survey.

Figure G.3. Trainings Provided at Law Enforcement Agencies in Response to SB 367, FY 2019

Response	Percent	Count
Use of Notice to Appear at juvenile intake	31.0%	49
Procedures for juveniles taken into custody and not issued a Notice to Appear at juvenile intake	27.9%	44
Law Enforcement involvement in juvenile intake detention decisions	25.3%	40
Other	0.6%	1
Training regarding Juvenile Justice Reform (SB 367) was not provided at my agency	15.2%	24
Total	100.0%	158

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 92 with 158 total response – individuals could select more than one response. Data from survey question “On which of the following topics was Juvenile Justice Reform (SB 367) training provided?” Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey.

Figure G.4. Data Collection on the Use of Notices to Appear at Juvenile Intake Among Kansas Law Enforcement Agencies, FY 2019

Answer	Percent	Count
Yes, agency collects data	15.2%	12
No, agency does not collect data	70.9%	56
Unsure	13.9%	11
Total	100.0%	79

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 79. Data from survey question “Does your agency collect data on the use of Notices to Appear at juvenile intake?” Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey.

Figure G.5. Increased Use of Notices to Appear at Juvenile Intake Among Kansas Law Enforcement Agencies After SB 367, FY 2019

Response	Percent	Count
Yes, use of NTA at juvenile intake increased	50.0%	6
No, use of NTA at juvenile intake did not increase	50.0%	6
Unsure	0.0%	0
Total	100.0%	12

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 12. Data from survey question “Did the use of Notices to Appear at juvenile intake by your agency increase after Juvenile Justice Reform (SB 367)?” Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey.

Figure G.6. Development of Written Policies for Use of Notices to Appear at Juvenile Intake Among Kansas Law Enforcement Agencies, FY 2019

Response	Percent	Count
Yes, developed written policies	19.0%	15
No, did not develop written policies	65.8%	52
Unsure	15.2%	12
Total	100.00%	79

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 79. Data from survey question “Did your agency develop written policies on the use of Notices to Appear at juvenile intake after Juvenile Justice Reform (SB 367)?” Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey.

Figure G.7. Entities with Which Kansas Law Enforcement Agencies Collaborated to Create Written Policies on the Use of Notices to Appear at Juvenile Intake, FY 2019

Response	Percent	Count
Local courts	17.9%	5
Local prosecutors	35.7%	10
Juvenile intake & assessment services (JIAS)	46.4%	13
Total	100.0%	28

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 15 with 28 total response – individuals could select more than one response. Data from survey question “With which of the following did your agency collaborate to develop written policies on the use of Notices to Appear at juvenile intake?” Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey.

Figure G.8. Information Provided on Notices to Appear at Juvenile Intake Issued by Kansas Law Enforcement Agencies, FY 2019

Response	Percent	Count
Date of offense	9.5%	55
Offense(s)	9.7%	56
Name of juvenile	10.0%	58
Name of juvenile's parent/legal guardian	8.8%	51
Address of juvenile or parent/legal guardian	9.2%	53
Juvenile intake and assessment service (JIAS) contact information	8.1%	47
Time frame for appearing at or calling JIAS	7.8%	45
Consequences of not appearing at or calling JIAS	4.8%	28
Signature from juvenile and/or parent/legal guardian	9.2%	53
Law enforcement officer/badge #	9.5%	55
Law enforcement agency	9.0%	52
Other: (please specify)	1.1%	7
My agency does not issue Notices to Appear at juvenile intake	3.1%	18
Total	100.0%	578

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 76 with 578 total response – individuals could select more than one response. Data from survey question “What information is included in Notices to Appear at juvenile intake issued by your agency?” Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey.

Figure G.9. Kansas Law Enforcement Agencies Utilization of Notices to Appear at Juvenile Court, FY 2019

Response	Percent	Count
Yes, utilize NTA at juvenile court	32.1%	25
No, do not utilize NTA at juvenile court	60.3%	47
Unsure	7.7%	6
Total	100.00%	78

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 78. Data from survey question “Does your agency utilize Notices to Appear at juvenile court?” Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey

Figure G.10. Law Enforcement Agencies at Which Survey Respondents Work, FY 2019

Response	Percent	Count
Sheriff's Office/Department	36.3%	29
City Police Department	56.3%	45
University/College Police Department	1.3%	1
Highway Patrol	0.0%	0
Other	6.3%	5
Total	100.0%	80

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 80. Data from survey question "At what type of law enforcement agency do you work?" Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey

Figure G.11. Current Role at Law Enforcement Agencies at Which Survey Respondents Work, FY 2019

Response	Percent	Count
Sheriff/Deputy	28.8%	23
Police Officer	6.3%	5
Police Captain	3.8%	3
Police Sergeant	5.0%	4
Chief of Police	40.0%	32
Corrections Officers at Juvenile Detention Facility	1.3%	1
Dispatcher	0.0%	0
Administrative Position	6.3%	5
Other: (please specify)	8.8%	7
Total	100.0%	80

Note: The Crossover Youth Law Enforcement Agency Administrative Survey was administered to 261 city and county agencies using Qualtrics Online Software. Number of respondents who answered survey question = 80. Data from survey question "What is your current role within your law enforcement agency?" Percentages may not sum to 100 percent because of rounding.

Source: KHI Analysis of Crossover Youth Law Enforcement Survey

Proviso Point 2: Types and nature of calls to law enforcement related to crossover youth compared to the broader juvenile offender population

There is no centralized law enforcement call data in Kansas. The following data present information from arrests with criminal charge records submitted by the Kansas Bureau of Investigation and court case outcomes from the Kansas Judicial Branch.

Figure G.12. Number and Percentage of Crossover Youth and with Arrests by Alleged Offender Behavior Type, FY 2019

Alleged Offender Behavior	Crossover Youth with Arrest(s)	
	Number	%
Felony	86	38.7%
Misdemeanor	131	59.0%
Other	5	2.3%
Total Number of Youths	222	100.0%
Total Number of Arrests	408	

Note: Data presented in this table are from arrest records. Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Bureau of Investigation.

Figure G.13. Number and Percentage of Adjudicated Crossover Youth and Broader Juvenile Offender Population by Alleged Offender Behavior Type, FY 2019

Alleged Offender Behavior	Crossover Youth Adjudicated as Juvenile Offender		Broader Juvenile Offender Population	
	Number	%	Number	%
Felony – Property Crimes	23	15.5%	327	13.4%
Felony – All Other Crimes	29	19.6%	597	24.4%
Misdemeanor – Property Crimes	33	22.3%	336	13.7%
Misdemeanor – All Other Crimes	63	42.6%	1,186	48.5%
Total Number of Youths	148	100.0%	2,446	100.0%

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. The broader juvenile offender population is defined as youth age 10 and older adjudicated as juvenile offenders in fiscal year 2019 and not identified as crossover youth. Percentages may not sum to 100 percent because of rounding. NA means not available.

Source: Kansas Judicial Branch Office of Judicial Administration.

Proviso Point 3: Numbers and nature of alleged offender behaviors of crossover youth taken into custody by law enforcement pursuant to K.S.A. 38-2330(d)(1), and amendments thereto

There is no centralized law enforcement data in Kansas. After examining various possibilities for gathering data on this topic and examining data provided by the Kansas Bureau of Investigation (KBI), it was determined that the information needed to conduct meaningful analysis is simply not collected or inaccessible in a manner that would allow the working group to study the topic.

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Appendix H: Juvenile Intake and Assessment Findings

Proviso Point 4: Numbers and nature of alleged offender behaviors of crossover youth taken for intake and assessment pursuant to K.S.A. 38-2330(c)(1)(B), and amendments thereto

All data presented for Proviso Point 4 were collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) and the Kansas Detention Assessment Instrument (KDAI). Data from the JIAQ are stored in the Juvenile Intake and Assessment Management System (JJIAMS) and were provided by the Kansas Department of Corrections (KDOC). Data for the KDAI are stored in a spreadsheet and are not integrated in JJIAMS at this time. Finally, KDOC provided case plan and placement data from the Community Agency Supervision Information Management System (CASIMS).

Figure H.1. Type of Intake Recorded at Juvenile Intake and Assessment Services, FY 2019

Type of Intake	Number of Intakes for Crossover Youth	Percent of Intakes for Crossover Youth	Number of Intakes for Other Youth	Percent of Intakes for Other Youth
Appointment	17	1.4%	688	6.3%
Court Ordered Assessment	4	0.3%	55	0.5%
Direct CINC Placement	37	3.1%	311	2.9%
Interviewed in Detention	65	5.4%	529	4.9%
Police Drop Off	881	73.8%	5,736	52.8%
Turned Self In	13	1.1%	72	0.7%
Walk-In / Call-In	20	1.7%	241	2.2%
Other (Notice & Agree to Appear)	157	13.1%	3,238	29.8%
Total Number of Intakes	1,194		10,870	
Total Number of Youths	460		8,094	
Average Number of Intakes per Youth	2.6		1.3	
Median Number of Intakes per Youth	2.0		1.0	
Minimum Number of Intakes per Youth	1.0		1.0	
Maximum Number of Intakes per Youth	14.0		14.0	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a mandatory item located on page 1 of the paper form. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.2. Kansas Detention Assessment Instrument (KDAI) Special Detention Cases Reported by Juvenile Intake and Assessment Services, FY 2019

KDAI Special Detention Case Type	Special Detention Cases Among Crossover Youth	Special Detention Cases Among Other Youth
Mandatory Detention Warrant	101	993
Violation of a Valid Court Order CINC Case	76	101
Interstate Compact Juvenile (out-of-state absconder or runaway)	1	46
Person Felony by Documented Gang Member K.S.A. 21-6316	0	10
Total Number of Special Detention Cases Recorded	178	1,150
KDAI Not Recorded as a Special Detention Case	624	4,179
Total Number of KDAIs Administered	802	5,323
Total Number of Unique Youth	384	3,777

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. The Kansas Detention Assessment Instrument (KDAI) is administered to youth entering juvenile intake and assessment. Youth not recorded as a special detention case will be scored using the full KDAI.

Source: Kansas Department of Corrections.

Figure H.3. Criminal Damage to Property Charges Recorded at Juvenile Intake and Assessment Services, FY 2019

Criminal Damage to Property Charge Subtype	Number of Charges for Crossover Youth	Percent of Charges for Crossover Youth	Number of Charges for Other Youth	Percent of Charges for Other Youth
Attempted Criminal Damage to Property; Misdemeanor	0	0.0%	2	0.2%
Attempted Criminal Damage to Property; Without Consent Value < \$1,000	1	0.7%	2	0.2%
Conspiracy Criminal Damage to Property; Misdemeanor	0	0.0%	1	0.1%
Criminal Damage to Property; Felony	15	10.0%	97	11.9%
Criminal Damage to Property; Misdemeanor	106	70.7%	556	68.1%
Criminal Damage to Property; To Injure or Defraud Value < \$1,000	1	0.7%	8	1.0%
Criminal Damage to Property; To Injure or Defraud Value \$1,000 to \$25,000	1	0.7%	2	0.2%
Criminal Damage to Property; Without Consent Value < \$1,000	24	16.0%	131	16.0%
Criminal Damage to Property; Without Consent Value > \$25,000	0	0.0%	7	0.9%
Criminal Damage to Property; Without Consent Value \$1,000 to \$25,000	2	1.3%	11	1.4%
Total Number of Charges	150		817	
Total Number of Intakes with Criminal Damage to Property Charges	145		783	
Total Number of Youths	100		687	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a mandatory item located on page 14 of the paper form. However, only intakes that indicated statute 21-5813 in the offense statute section were included. An intake may have multiple incidences of charges recorded. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.4. Law Enforcement Officer Juvenile Offender Criteria Codes for Detaining Youth Recorded at Juvenile Intake and Assessment Services, FY 2019

Law Enforcement Officers Juvenile Offender Criteria for Detaining Youth	Number of Codes for Crossover Youth	Percent of Codes for Crossover Youth	Number of Codes for Other Youth	Percent of Codes for Other Youth
Awaiting Court on Felony	27	3.3%	324	3.9%
Arrested for Serious Felony	32	3.9%	379	4.6%
Adjudicated One or more Felony Offenses	4	0.5%	14	0.2%
Exhibited Assaultive/Destructive Behavior	18	2.2%	118	1.4%
Expelled from Non-secured Facility on Current Offense	3	0.4%	5	0.1%
Fugitive	18	2.2%	63	0.8%
Other Including Local Criteria	152	18.3%	1,110	13.4%
Record of Failure to Appear Probable Cause	10	1.2%	24	0.3%
Exhibited Self-Destructive Behavior and Behavior Continued	1	0.1%	10	0.1%
History of Violent Behavior	5	0.6%	22	0.3%
Not Detained	560	67.5%	6,226	75.1%
Total Number of Detainment Codes Intakes for Which JIAQ Item Was Not Applicable	830		8,295	
Total Number of Intakes	1,194		10,870	
Total Number of Youth	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a mandatory item located on page 14 of the paper form but is only completed for youth detained for alleged juvenile offender (JO) codes. Multiple law enforcement officer detainment criteria codes can be recorded at each intake. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Additional Data for Proviso Point 4: Number and Nature of Offender Behaviors at Juvenile Intake

The following figures provide additional data collected by the JIAQ and submitted to the working group by the Kansas Department of Corrections. The working group did not identify any key findings for Proviso Point 4 from these figures.

Figure H.5. Law Enforcement Rationale Codes for Taking Youth into Custody to Bring to Juvenile Intake, as Recorded at Juvenile Intake and Assessment Services, FY 2019

Law Enforcement Rationale for Taking Youth into Custody	Number of Codes for Crossover Youth	Percent of Codes for Crossover	Number of Codes for Other Youth	Percent of Codes for Other Youth
Officer's View	168	21.7%	1,859	21.9%
Probable Cause Felony	110	14.2%	1,328	15.7%
Probable Cause Misdemeanor	388	50.2%	4,461	52.6%
Warrant	103	13.3%	818	9.6%
Warrant Believed to Exist	4	0.5%	14	0.2%
Total Number of Custody Rationale Codes	773		8,480	
Number of Codes Not Available	477		2,967	
Total Number of Intakes	1,194		10,870	
Total Number of Youths	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. Youth not taken into law enforcement custody before intake, such as status offenders and Children in Need of Care (CINC) youth, may not have law enforcement custody rationale codes recorded. This is a mandatory item located on page 15 of the paper form. Two or more custody rationale codes may be recorded for a single intake. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.6. Youth Offender Status Recorded at Juvenile Intake and Assessment Services, FY 2019

Youth Offender Status	Number of Intakes for Crossover Youth	Percent of Intakes for Crossover Youth	Number of Intakes for Other Youth	Percent of Intakes for Other Youth
Juvenile Offender	658	55.1%	7,325	67.4%
Status Offender	347	29.1%	1,959	18.0%
Non-offender	189	15.8%	1,586	14.6%
Total Number of Intakes	1,194		10,870	
Total Number of Youth	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a mandatory item located on page 1 of the paper form. The categories of offender status have been updated within the Juvenile Intake and Assessment Management System (JJIAMS) and those are reported here. The paper form has the following categories: JO; CINC; and JO/CINC. "JO" = Juvenile Offender. "CINC" = Child in Need of Care

Source: Kansas Department of Corrections.

Figure H.7. Aggregate Statute Types for Alleged Criminal Charges Cited by Law Enforcement Officers as Recorded at Juvenile Intake and Assessment Services, FY 2019

Alleged Criminal Offense(s)	Number of Statute Types for Crossover Youth	Percent	Number of Statute Types for Other Youth	Percent
One Misdemeanor Only	324	27.1%	3,898	35.9%
One Felony Only	60	5.0%	748	6.9%
Two Misdemeanors Only	95	8.0%	1,217	11.2%
Two Felonies Only	12	1.0%	207	1.9%
Three or More Misdemeanors Only	39	3.3%	388	3.6%
Three or More Felonies Only	7	0.6%	91	0.8%
One Misdemeanor AND One Felony Only	24	2.0%	306	2.8%
One Felony AND Two or More Misdemeanors	20	1.7%	184	1.7%
One Misdemeanor AND Two or More Felonies	8	0.7%	109	1.0%
Two or More Misdemeanors AND Two or More Felonies	8	0.7%	78	0.7%
Local Law Only	0	0.0%	0	0.0%
Non Offender Only	572	47.9%	3,448	31.7%
Local and Non Offender Only	25	2.1%	196	1.8%
Total Number of Intakes	1,194		10,870	
Total Number of Youths	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a mandatory item located on page 14 of the paper form. Multiple offenses can be recorded at each intake. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.8. Law Enforcement Officer CINC Criteria Codes for Taking Youth into Custody to Bring to Juvenile Intake as Recorded at Juvenile Intake and Assessment Services, FY 2019

Law Enforcement Officer (LEO) CINC Criteria Code	Number of Codes for Crossover Youth	Percent of Codes for Crossover Youth	Number of Codes for Other Youth	Percent of Codes for Other Youth
Absent from Home Without Consent	203	44.0%	865	32.0%
LEO Believes Youth a CINC and Leaves Youth at or with Juvenile Intake and Assessment Services	129	28.0%	1045	38.7%
LEO/CSO Possesses a Court Order	25	5.4%	28	1.0%
LEO/CSO Believes a Court Order Exists	4	0.9%	14	0.5%
Caregiver Refuses Custody	32	6.9%	111	4.1%
LEO Has Probable Cause to Believe Youth is a CINC	29	6.3%	239	8.9%
Other	35	7.6%	307	11.4%
Walk In	4	0.9%	90	3.3%
Total Number of CINC Criteria Codes	461		2,699	
Intakes for Which JIAQ Item Was Not Applicable	733		8,171	
Total Number of Intakes	1,194		10,870	
Total Number of Youth	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a supplemental item located on page 14 of the paper form. This item is only completed when there is a Child in Need of Care (CINC) based reason for the law enforcement officer to take the youth into custody. Multiple law enforcement officer custody criteria codes can be recorded at each intake. Within the Juvenile Intake and Assessment Management System (JJIAMS), these data are recorded as Child in Need of Care Custody Reasons. "Walk in" is not listed on the JIAQ paper form but was recorded within the JJIAMS system. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.9. Law Enforcement Officer Child in Need of Care (CINC) Definition Codes Recorded at Juvenile Intake and Assessment Services, FY 2019

Law Enforcement Officer CINC Definition Codes	Number of Codes for Crossover Youth	Percent of Codes for Crossover Youth	Number of Codes for Other Youth	Percent of Codes for Other Youth
Absent Second Time from Court-Ordered Placement	36	7.8%	46	1.7%
Abandoned or No Living Parent	18	3.9%	84	3.1%
Absent from Home Without Consent	215	46.4%	966	35.6%
Commits Status Offense Except Exclusions	5	1.1%	37	1.4%
Without Parent Care No Financial Means	21	4.5%	133	4.9%
Without Parental Care, Either Physical, Emotional or Both	101	21.8%	723	26.6%
Not Attending School	5	1.1%	82	3.0%
Physical Abuse/Neglect, Mental, Emotional	46	9.9%	512	18.9%
Placed for Care or Adoption Unlawfully	1	0.2%	2	0.1%
Same Residence as Victim of Abuse/Neglect	4	0.9%	46	1.7%
Walk In	11	2.4%	84	3.1%
Total Number of Codes	463		2,715	
Intakes for Which JIAQ Item Was Not Applicable	731		8,155	
Total Number of Intakes	1,194		10,870	
Total Number of Youth	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a supplemental item located on page 15 of the paper form. This item is primarily completed for youth brought in as non-offenders. Multiple law enforcement officer CINC definition codes can be recorded at each intake. "Walk in" is not listed on the JIAQ paper form but was recorded within the Juvenile Intake and Assessment Management System (JJIAMS) system. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Proviso Point 5: Release and referral determinations, including rates of detention, from intake and assessment process for crossover youth alleged to have engaged in behavior that may cause injury to self or others or damage to property and youth who pose a risk to public safety

All data presented for Proviso Point 5 were collected using the Juvenile Intake and Assessment Questionnaire (JIAQ), which is stored in the Juvenile Intake and Assessment Management System (JJIAMS) and were provided by the Kansas Department of Corrections.

Figure H.10. Placement Outcome Following Juvenile Intake Recorded by Juvenile Intake and Assessment Services, FY 2019

Juvenile Intake and Assessment Placement Codes	Number of Placement Codes for Crossover Youth	Percent of Placement Codes for Crossover Youth	Number of Placement Codes for Other Youth	Percent of Placement Codes for Other Youth
Attendant Care	1	0.1%	15	0.1%
Detention	295	24.7%	2,055	18.9%
Foster Care	147	12.3%	298	2.7%
Friend	12	1.0%	115	1.1%
House Arrest	2	0.2%	20	0.2%
Group Home Resident Center	103	8.6%	170	1.6%
Parent(s)/Guardian(s)	249	20.9%	6,599	60.7%
Relative	38	3.2%	486	4.5%
Self	0	0.0%	21	0.2%
Shelter Facility	68	5.7%	264	2.4%
DCF	84	7.0%	70	0.6%
Emergency Shelter	69	5.7%	349	3.2%
Other	126	10.6%	408	3.8%
Total Number of Placement Codes	1,194		10,870	
Total Number of Intakes	1,194		10,870	
Total Number of Youth	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a mandatory item located on page 26 of the paper form. Placement categories are presented as listed on the JIAQ paper form, except for DCF which was previously listed as "SRS." Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.11. Services Provided During the Juvenile Intake and Assessment Process as Recorded by Juvenile Intake and Assessment Services, FY 2019

Services Provided	Number of Service Codes for Crossover Youth	Percent of Service Codes for Crossover Youth	Number of Service Codes for Other Youth	Percent of Service Codes for Other Youth
Crisis Intervention	175	6.2%	964	3.7%
Court Process Information	355	12.6%	3,502	13.5%
Intake Questionnaire	906	32.2%	8,197	31.6%
MAYSI	533	18.9%	5,917	22.8%
Not Applicable	153	5.4%	1,275	4.9%
Other	115	4.1%	1,159	4.5%
Placement	323	11.5%	2,031	7.8%
Referral	257	9.1%	2868	11.1%
Total Number of Services Provided	2,817		25,913	
Total Number of Intakes	1,194		10,870	
Total Number of Youth	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a supplemental item located on page 26 of the paper form. The Massachusetts Youth Screening Instrument – Second Edition (MAYSI) is not listed on the JIAQ paper form but was recorded within the Juvenile Intake and Assessment Management System (JJAMS). All other categories are presented as they appear on the JIAQ paper form. Youth may have multiple service codes recorded for a single intake. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.12. Services Referred During the Juvenile Intake and Assessment Process as Recorded by Juvenile Intake and Assessment Services, FY 2019

Services Referred	Number of Referral Codes for Crossover Youth	Percent of Referral Codes for Crossover Youth	Number of Referral Codes for Other Youth	Percent of Referral Codes for Other Youth
Aggression Delinquency	6	0.4%	28	0.2%
Anger Management	75	4.8%	520	3.5%
CASA / CRB	0	0.0%	1	0.0%
Cage Your Rage	7	0.4%	11	0.1%
Drug / Alcohol Detox	8	0.5%	73	0.5%
Education Assessment	2	0.1%	78	0.5%
Family Preservation Services	55	3.5%	388	2.6%
Family Relations	36	2.3%	385	2.6%
Gang Intervention	2	0.1%	7	0.0%
Inpatient Drug Alcohol Treatment	7	0.4%	34	0.2%
Inpatient Mental Health	22	1.4%	125	0.8%
IIP	22	1.4%	768	5.1%
Leisure / Recreation	7	0.4%	325	2.2%
Not Applicable	50	3.2%	462	3.1%
None	325	20.8%	3,256	21.8%
Outpatient Drug Alcohol Treatment	43	2.8%	797	5.3%
Outpatient Mental Health	152	9.7%	1,609	10.8%
Other	91	5.8%	2,094	14.0%
Physical Abuse Victim	2	0.1%	14	0.1%
Parenting Classes	6	0.4%	90	0.6%
Peer Relations	2	0.1%	303	2.0%
Prosecution	42	2.7%	507	3.4%
Resource Coordinator	61	3.9%	423	2.8%
DCF – Investigation	71	4.6%	435	2.9%
Sexual Abuse Victim	8	0.5%	37	0.2%
Sex Offender	2	0.1%	26	0.2%
DCF	53	3.4%	286	1.9%
Social Skills	3	0.2%	149	1.0%
Survival Skills for Youth	1	0.1%	11	0.1%
Services Already in Place	394	25.3%	1,556	10.4%
Vocational Status	0	0.0%	7	0.0%

Figure H.12 (cont.). Services Referred During the Juvenile Intake and Assessment Process as Recorded by Juvenile Intake and Assessment Services, FY 2019

Services Referred	Number of Referral Codes for Crossover Youth	Percent of Referral Codes for Crossover Youth	Number of Referral Codes for Other Youth	Percent of Referral Codes for Other Youth
Youth Education Program	4	0.3%	109	0.7%
Total Number of Services Referred	1,559		14,914	
Total Number of Intakes	1,194		10,870	
Total Number of Youth	460		8,094	
<i>Number Missing from Total Group</i>	0		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. This is a supplemental item located on page 26 of the paper form. The following services are not listed on the JIAQ paper form but were recorded within the Juvenile Intake and Assessment Management System (JJIAMS): anger management, Cage Your Rage, family preservation services, IIP (immediate intervention program), not applicable, prosecution, resource coordinator, DCF – Investigation, Survival Skills for Youth, services already in place, and youth education program. Additionally, categories previously using “SRS” have been updated to “DCF.” All other categories are presented as they appear on the JIAQ paper form. IIP = Immediate intervention program. CASA / CRB = Court Appointed Special Advocate / Citizen Review Board. Youth may have multiple referral codes recorded for a single intake. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Proviso Point 6: Use of detention risk assessment override for crossover youth

The data presented for Proviso Point 6 were collected using the Kansas Detention Assessment Instrument (KDAI), which was implemented statewide as a result of SB 367. The KDAI is the detention risk assessment instrument (DRAI) adopted for use by the Kansas Department of Corrections – Juvenile Services. The KDAI is used to guide detention decisions by the juvenile intake and assessment worker. The KDAI is further described on page 19.

Figure H.13. Kansas Detention Assessment Instrument (KDAI) Scores Reported by Juvenile Intake and Assessment Services, FY 2019

KDAI Total Score Category	Completed KDAIs for Crossover Youth	Completed KDAIs for Other Youth
-2 (Lowest Possible Score)	1	25
-1	48	375
0	121	574
-1	31	224
2	116	773
3	111	773
4	53	345
5	71	290
6	42	357
7	42	217
8	29	152
9	15	81
10	13	76
11	18	179
12	21	205
13	9	50
14	8	43
15	10	182
16	13	178
17	9	37
18	5	37
19	6	44
20	1	39
21	1	19
22	3	18
23	0	5
24	0	4
25	0	2
26	0	2
29	0	1

Figure H.13 (cont.) Kansas Detention Assessment Instrument (KDAI) Scores Reported by Juvenile Intake and Assessment Services, FY 2019

KDAI Total Score Category	Completed KDAIs for Crossover Youth	Completed KDAIs for Other Youth
Total Number of KDAI Scores Recorded	797	5,307
Number of KDAI Scores Not Recorded	5	16
Total Number of KDAI's Administered	802	5,323
Total Number of Unique Youth	384	3,777
Average KDAI Score	5	5
Standard Deviation	5	5
Median	3	3
Minimum	-2	-2
Maximum	22	29

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. The Kansas Detention Risk Assessment is administered to youth entering juvenile intake and assessment. Override decision categories are presented as they appear on the KDAI paper form.

Source: Kansas Department of Corrections.

Figure H.14. Kansas Detention Assessment Instrument (KDAI) Override Decisions Reported by Juvenile Intake and Assessment Services, FY 2019

KDAI Override Decision Category	Override Decisions Among Crossover Youth	Override Decisions Among Other Youth
Override Noted – No Placement Recorded	1	11
Detention	74	563
Release with Restrictions and/or Seek Alternative Placement Options	31	179
Release Without Restrictions	7	45
Total Number of Overrides	113	798
Total Number of KDAIs Administered	802	3,777
Total Number of Youth that Received an Override	54	549

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. The Kansas Detention Assessment Instrument (KDAI) is administered to youth entering juvenile intake and assessment. Override decision categories are presented as they appear on the KDAI paper form.

Source: Kansas Department of Corrections.

Figure H.15. Kansas Detention Assessment Instrument (KDAI) Override Reasons Reported by Juvenile Intake and Assessment Services, FY 2019

KDAI Override Reason	Overrides for Crossover Youth	Overrides for Other Youth
Appropriate Alternative Available	5	33
Hold - ICE (Immigration and Customs Enforcement)	0	1
Juvenile has Medical or Psychological Needs Better Served with Community or Parental Supervision	0	1
No Appropriate Alternative Available	42	225
Other	35	325
Override Recorded, No Category Provided	16	110
Parent Refuses Custody and Alternate Placement Determined	4	22
Release - Out of State Runaway (ICJ Cleared)	1	1
Victim Resides in Home	10	80
Total Number of Overrides	113	798
Total Number of KDAIs Administered	802	5,323
Total Number of Youth that Received an Override	54	549

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. The Kansas Detention Assessment Instrument (KDAI) is administered to youth entering juvenile intake and assessment. Override decision categories are presented as they appear on the KDAI paper form.

Source: Kansas Department of Corrections.

Proviso Point 9: Any other juvenile offender information routinely captured by the department of corrections as defined in K.S.A. 38-2325(c), and amendments thereto, disaggregated for the crossover youth population

The data presented below were collected using the Massachusetts Youth Screening Instrument – Second Version (MAYSI-2), which is a screening instrument used by juvenile intake and assessment workers to identify the needs, appropriate services and applicable specialized assessments for each youth. Youth are screened and scored across six domains: alcohol/drug use; anger/irritability; depression/anxiety; somatic complaints; suicide ideation; and thought disturbances. Youth may receive a “caution” or “warning” designation in each of the areas, with a “warning” representing a higher level of need or concern. Finally, the MAYSI-2 is administered to youth between age 12 and 17 and youth may refuse participation.

Figure H.16. Youth MAYSI-2 Cautions and Warnings Reported by Juvenile Intake and Assessment Services, FY 2019

MAYSI-2 Indication	Number of MAYSI-2 Indications for Crossover Youth	Number of MAYSI-2 Indications for Other Youth
Alcohol/Drug Use Caution	42	301
Alcohol/Drug Use Warning	35	181
Anger Irritability Caution	105	1,054
Anger Irritability Warning	86	454
Depressed/Anxious Caution	112	1,022
Depressed/Anxious Warning	72	528
Somatic Complaints Caution	129	1,456
Somatic Complaints Warning	59	476
Suicide Ideation Caution	25	221
Suicide Ideation Warning	99	843
Thought Disturbance Caution Males Only	40	411
Thought Disturbance Warning Males Only	28	293
Total Number of MAYSIs Warnings/Cautions	832	7,240
Total Number of MAYSIs Administered	562	6,299
Total Number of Youths	233	5,060
<i>MAYSI not declined, but score not in JJIAMS</i>	254	2,104

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. The Massachusetts Youth Screening Instrument – Second Edition (MAYSI-2) is administered to youth age 12 to 17. These data only represent those MAYSI-2 data stored in JJIAMS. Some counties do not store their MAYSI-2 data in JJIAMS and are therefore not included. Youth may refuse to participate.

Source: Kansas Department of Corrections.

Figure H.17. Youth Refusals to Take the MAYSI-2 Reported by Juvenile Intake and Assessment Services, FY 2019

MAYSI-2 Refusal Result	Number of MAYSI-2's Administered to Crossover Youth	Percent of MAYSI-2's Administered to Crossover Youth	Number of MAYSI-2's Administered to Other Youth	Percent of MAYSI-2's Administered to Other Youth
Yes, Refused	580	48.6%	4,350	40.0%
No, Did Not Refuse	614	51.4%	6,520	60.0%
Total Number of Intakes	1,194	100.0%	10,870	100.0%
Total Number of Youths	460		8,094	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. The Massachusetts Youth Screening Instrument – Second Edition (MAYSI-2) is administered to youth age 12 to 17. These data only represent those MAYSI-2 data stored in JJIAMS. Some counties do not store their MAYSI-2 data in JJIAMS and are therefore not included. Youth may refuse to participate.

Source: Kansas Department of Corrections.

Proviso Point 13: Any other reportable event information routinely captured by the department of corrections as defined in K.S.A. 38-2325(e), and amendments thereto, disaggregated for the crossover youth population

Figure H.18. Age of Youth at First Intake Recorded by Juvenile Intake and Assessment Services, for Youth with an Intake in FY 2019

Age at First Intake	Number of Crossover Youth	Percent of Crossover Youth	Number of Other Youth	Percent of Other Youth
0	3	0.7%	34	0.4%
1	5	1.1%	30	0.4%
2	1	0.2%	50	0.6%
3	11	2.4%	44	0.5%
4	4	0.9%	31	0.4%
5	2	0.4%	47	0.6%
6	5	1.1%	63	0.8%
7	11	2.4%	68	0.8%
8	9	2.0%	81	1.0%
9	13	2.8%	86	1.1%
10	32	7.0%	332	4.1%
11	47	10.2%	476	5.9%
12	60	13.1%	673	8.3%
13	66	14.4%	927	11.5%
14	82	17.9%	1,193	14.7%
15	63	13.7%	1,311	16.2%
16	35	7.6%	1,334	16.5%
17	10	2.2%	1,309	16.2%
18	0	0.0%	1	0.0%
Total Number of Youths	459		8,090	
Number Missing from Total Youths	1		4	
Average Age at First Intake	12.2		13.8	
Median Age at First Intake	13		14	
Minimum Age at First Intake	0		0	
Maximum Age at First Intake	17		18	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth in this review taken to juvenile intake and assessment services in FY 2019 are included in this figure. Other youth include non-crossover youth taken to juvenile intake and assessment services in FY 2019. Only intakes that occurred when the youth was 10 years of age or older were included. All data collected using the Juvenile Intake and Assessment Questionnaire (JIAQ) as recorded by a juvenile intake and assessment worker. These data were pulled from the Juvenile Intake and Assessment Management System (JJIAMS) in FY 2019, but the first intake for youth in the study may have occurred in prior years. This is a mandatory item located on page 1 of the paper form. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department of Corrections.

Figure H.19. Days in Kansas Department of Corrections Case Plans, FY 2019

KDOC Custody Case Plan	Crossover Youth with Time in KDOC Custody	Other Youth with Time in KDOC Custody
Total Number of Youths in KDOC Custody Case Plan	1	141
Total Number of KDOC Custody Case Plans	1	145
Average Days of Custody Case Plan	186.0	123.5
Standard Deviation	0.0	92.9
Median Days of Custody per Youth	186.0	97.0
Minimum Days of Custody per Youth	186.0	0.0
Maximum Days of Custody per Youth	186.0	360.0

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth with a custody plan that began in FY 2019 were included. Other youth include non-crossover youth with custody plan that began in FY 2019. Only custody case plans that started in FY 2019 were included. Where placements were still continuing at the end of FY 2019, an end date of 07/01/2019 was used to calculate days in plan at FY end. Youth may have multiple custody plans during a year.

Source: Kansas Department of Corrections.

Figure H.20. Days in Juvenile Correctional Facility (JCF), FY 2019

JCF Placement	Crossover Youth with Time in KDOC Custody	Other Youth with Time in KDOC Custody
Total Number of Youths in JCF Placements	2	165
Total Number of JCF Placements	2	166
Average Days of JCF Placement	144.0	136.9
Standard Deviation	22.6	90.8
Median Days of JCF Placement	144.0	123.0
Minimum Days of JCF Placement	128.0	1.0
Maximum Days of JCF Placement	160.0	363.0

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth with a JCF placement that began in FY 2019 were included. Other youth include non-crossover youth with a JCF placement that began in FY 2019. Only JCF placements that started in FY 2019 were included. Where placements were still continuing at the end of FY 2019, an end date of 07/01/2019 was used to calculate days in placement at FY end. Youth may have multiple JCF placements during a year.

Source: Kansas Department of Corrections.

Figure H.21. Days in KDOC Detention Placement, FY 2019

KDOC Detention Placement	Crossover Youth	Other Youth in KDOC Custody
Total Number of Youths in Detention Placements	1	225
Total Number of Detention Placements	1	276
Average Days of Detention Placements	21.0	37.6
Standard Deviation	0.0	41.2
Median Days of Detention Placements	21.0	25.0
Minimum Days of Detention Placements	21.0	0.0
Maximum Days of Detention Placements	21.0	237.0

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth with a detention placement in FY 2019 were included. Other youth include non-crossover youth with a detention placement in FY 2019. Only detention placements that started in FY 2019 were included. Where placements were still continuing at the end of FY 2019, an end date of 07/01/2019 was used to calculate days in placement at FY end. Youth may have multiple detention placements during a year.

Source: Kansas Department of Corrections.

Figure H.22. Days in KDOC Juvenile Intensive Supervision Probation (JISP), FY 2019

KDOC Juvenile Intensive Supervision	Crossover Youth	Other Youth in KDOC Custody
Total Number of Youths in JISP	1	225
Total Number of Youth in JISP	72	753
Average Days in JISP	157.2	146.3
Standard Deviation	93.7	83.7
Median Days in JISP	153.0	144.0
Minimum Days in JISP	5.0	0.0
Maximum Days in JISP	354.0	356.0

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Only crossover youth with a JISP plan that began in FY 2019 were included. Other youth include non-crossover youth with a JISP plan that started in FY 2019. Only JISP plans that started in FY 2019 were included. Where JISP plans were still continuing at the end of FY 2019, an end date of 07/01/2019 was used to calculate days in placement at FY end. Youth may have multiple JISP plans during a year.

Source: Kansas Department of Corrections.

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Appendix I: Child Welfare Placement Findings

The data presented in this appendix were provided by the Kansas Department for Children and Families and DCF Contractors, KVC Kansas and Saint Francis Ministries.

Child Welfare Removals from Home

Figure I.1. Number and Percentage of Removals from Home for Crossover Youth and Other Foster Care Youth, as of FY 2019.

Number of Removals	Crossover Youth		Other Foster Care Youth	
	Number	Percent	Number	Percent
1	387	59.3%	3,142	71.9%
2	201	30.8%	967	22.1%
3	52	8.0%	219	5.0%
4	11	1.7%	33	0.8%
5	1	0.2%	7	0.2%
6	1	0.2%	0	0.0%
Total Number of Youths Removed	653		4,368	
Total Number of Removals	1,000		5,900	
Average Number of Removals per Youth	2		1	
Standard Deviation	1		1	
Median Number of Removals per Youth	1		1	
Minimum Number of Removals per Youth	1		1	
Maximum Number of Removals per Youth	6		5	
<i>Youth Who Entered Care after FY 2019</i>	38		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Other foster care youth are defined as all other youth age 10 and older in the custody of the Secretary of the Kansas Department for Children and Families, who are not identified as crossover youth. These data reflect all removals (not just those occurring in FY 2019) for identified youth as shown in the Child Welfare Data System (FACTS). Each youth is only represented once in this table.

Source: Kansas Department for Children and Families.

Figure 1.2. Number and Percentage of Crossover Youth and Other Foster Care Youth by Primary Reason for Removal from Home, as of FY 2019

Primary Reason for Removal	Crossover Youth		Other Foster Care Youth	
	Number	Percent	Number	Percent
Abuse-Physical	100	15.3%	773	17.7%
Abuse-Emotional Abuse	44	6.7%	407	9.3%
Abuse-Sexual	43	6.6%	339	7.8%
Abuse-Human Trafficking-Sex	1	0.2%	8	0.2%
Abuse-Human Trafficking-Labor	0	0.0%	1	0.0%
Neglect-Physical Neglect	43	6.6%	612	14.0%
Neglect-Medical	5	0.8%	90	2.1%
Neglect-Lack of Supervision	84	12.9%	507	11.6%
Neglect-Abandonment	46	7.0%	287	6.6%
Neglect-Educational	2	0.3%	20	0.5%
Neglect-Substance Affected Infant	0	0.0%	2	0.0%
Fina-Alcohol Abuse Child	1	0.2%	0	0.0%
Fina-Alcohol Abuse Parent	2	0.3%	27	0.6%
Fina-Caretakers Inability to Cope	21	3.2%	226	5.2%
Fina-Child's Behavior Problems	175	26.8%	294	6.7%
Fina-Child's Disability	0	0.0%	6	0.1%
Fina-Death of Parent(s)	2	0.3%	26	0.6%
Fina-Drug Abuse Child	4	0.6%	24	0.5%
Fina-Drug Abuse Parent	13	2.0%	262	6.0%
Fina-Inadequate Housing	8	1.2%	62	1.4%
Fina-Incarceration of Parent(s)	9	1.4%	131	3.0%
Fina-Infant Positive for Substances	0	0.0%	2	0.0%
Fina-Methamphetamine Use	6	0.9%	117	2.7%
Fina-Parent Opioid Use	0	0.0%	4	0.1%
Fina-Parent-Child Conflict	0	0.0%	0	0.0%
Fina-Relinquishment	2	0.3%	24	0.5%
Fina-Runaway	30	4.6%	68	1.6%
Fina-Truancy	12	1.8%	49	1.1%
Total Number of Youths Removed	653		4,242	
Youth Who Entered Care after FY 2019	38		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Other foster care youth are defined as all other youth age 10 and older in the custody of the Secretary of the Kansas Department for Children and Families, who are not identified as crossover youth. These data reflect all removals (not just those occurring in FY 2019) for identified youth as shown in the Child Welfare Data System (FACTS). Only the Primary Removal Reason was used. Up to 14 contributing reasons may also be listed. Each youth is only represented once in this table.

Source: Kansas Department for Children and Families.

Proviso Point 10: Information on the types and classifications of placements used by crossover youth placed in foster care

Figure 1.3. Number and Percentage of Crossover Youth and Other Foster Care Youth by Placement Type, FY 2019

Placement Type	Crossover Youth		Other Foster Care Youth	
	Number	Percent	Number	Percent
Family Foster Home	287	44.0%	1,894	43.4%
Relative	66	10.1%	1,252	28.7%
Pre-Adoptive	0	0.0%	373	8.5%
Independent Living	24	3.7%	106	2.4%
Runaway	37	5.7%	93	2.1%
Group Residential	236	36.1%	642	14.7%
Maternity	3	0.5%	8	0.2%
Total Youths	653		4,368	
Youth Who Entered Care after FY 2019	38		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Other foster care youth are defined as all other youth age 10 and older in the custody of the Secretary of the Kansas Department for Children and Families, who are not identified as crossover youth. These data represent the youth's placement as of last day of the month they were in out-of-home placement, or June 30, 2019, if they were still in out-of-home placement. Each youth is only represented once in this figure. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department for Children and Families.

Proviso Point 11: Information on placement stability of crossover youth placed in foster care

Figure I.4. Placement Stability Rate Calculation for Crossover Youth and Total Foster Care Population, FY 2019

	Crossover Youth	Total Foster Care Population
Number of placement moves for children who entered foster care	1,718	6,560
Number of days children were in foster care	65,804	678,505
Rate of moves per 1,000 days in foster care	26.1	9.7

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families identified on July 31, 2019 = 378. Some of the crossover youth population would be included in the Statewide Foster Care population = 3,933, and the Placement Stability Rate calculations and therefore this is not an exact comparison of segregated populations.

Source: Kansas Department for Children and Families.

Figure I.5. Number of Crossover Youth and Total Foster Care Population by Rate of Moves, FY 2019

Rate of Moves	Number of Crossover Youth Who Entered Foster Care in FY 2019 by Rate of Moves per 1,000 Days in Foster Care	Total Number of Foster Care Population Who Entered Foster Care in FY 2019 by Rate of Moves per 1,000 Days in Foster Care
4.4 or fewer	136	2,279
4.5 to 5.5	7	102
5.6 to 6.5	9	134
6.6 to 7.5	10	90
7.6 to 8.5	9	76
8.6 or greater	207	1,252
Total	378	3,933

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Some of the crossover youth population would be included in the Statewide Foster Care Population Placement Stability Rate calculations and therefore this is not an exact comparison of segregated populations.

Source: Kansas Department for Children and Families.

Figure 1.6. Number and Percentage of Crossover Youth and Other Foster Care Youth by Number of Placements, FY 2019

Number of Placements	Crossover Youth		Other Foster Care Youth	
	Number	Percent	Number	Percent
1	120	18.4%	2,472	56.6%
2	95	14.5%	697	16.0%
3	67	10.3%	338	7.7%
4	56	8.6%	227	5.2%
5	48	7.4%	144	3.3%
6	38	5.8%	93	2.1%
7	20	3.1%	70	1.6%
8	21	3.2%	56	1.3%
9	20	3.1%	45	1.0%
10	22	3.4%	32	0.7%
11	14	2.1%	28	0.6%
12	18	2.8%	22	0.5%
13	12	1.8%	20	0.5%
14	18	2.8%	15	0.3%
15	5	0.8%	16	0.4%
16 – 25	36	5.5%	60	1.4%
26 – 35	26	4.0%	17	0.4%
36 – 45	11	1.7%	12	0.3%
46 – 55	3	0.5%	3	0.1%
56 or more	3	0.5%	1	0.0%
Total Number of Youths Placed	653		4,368	
Total Number of Placements	5,018		12,385	
Average Number of Placements per Youth	8		3	
Standard Deviation	9		4	
Median Number of Placements per Youth	4		1	
Minimum Number of Placements per Youth	1		1	
Maximum Number of Placements per Youth	76		69	
Youth Who Entered Care after FY 2019	38		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families, identified on July 31, 2019. Other foster care youth are defined as all other youth age 10 and older in the custody of the Secretary of the Kansas Department for Children and Families, who are not identified as crossover youth. These data represent the number of placements for youth occurring in FY 2019. Each youth is only represented once in this table.

Source: Kansas Department for Children and Families.

Figure 1.7. Number and Percentage of Crossover Youth and Other Foster Care Youth by Permanency Status, FY 2019

Permanency Reached	Crossover Youth		Other Foster Care Youth	
	Number	Percent	Number	Percent
Adoption	1	0.2%	316	7.2%
Emancipation	3	0.5%	221	5.1%
Reunifications	27	4.1%	780	17.9%
Custodianship/Guardianship with Non-relative	0	0.0%	129	3.0%
Transfer to Another Agency	0	0.0%	27	0.6%
Other	0	0.0%	13	0.3%
Yes, permanency reached	31	4.7%	1,486	34.0%
No, permanency not reached	622	95.3%	2,882	66.0%
Total Youths	653		4,242	
Youth Who Entered Care after FY 2019	38		0	

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families. Other foster care youth are defined as all other youth age 10 and older in the custody of the Secretary of the Kansas Department for Children and Families, who are not identified as crossover youth. Permanency includes adoption, reunification, custodianship, emancipation, and other reasons for ending out of home placement as of June 30, 2019. Each youth is only represented once in this table.

Source: Kansas Department for Children and Families.

Appendix J: Services for Crossover Youth Findings

Proviso Point 7: Numbers of crossover youth receiving immediate intervention services, evidence-based services, or other corrections interventions designed to reduce the likelihood of reoffending

Since January 2016, 36 crossover youth in this review have been referred to Family Functional Therapy (FFT). The data provided below is for FY 2019 only.

Figure J.1. Number of Crossover Youth Served by a Family Functional Therapy (FFT) Provider and Outcomes, FY 2019

	Crossover Youth
Total Number of Referrals to FFT	13
Rejected by Provider	1
Completed FFT	1
Failed FFT	4
<i>AWOL</i>	<i>0</i>
<i>Court Placement</i>	<i>3</i>
<i>New Arrest</i>	<i>1</i>
<i>Quit FFT</i>	<i>0</i>
Non-Fail Reasons	4
<i>Moved</i>	<i>1</i>
<i>Never Seen</i>	<i>1</i>
<i>Prereferral Reason</i>	<i>0</i>
<i>Probation Ended</i>	<i>0</i>
<i>Transferred to Treatment Facility</i>	<i>2</i>
Still Participating on 7/1/2019	3

Note: Rejection was due to “no space,” which is likely due to an individual therapist covering an area not able to see more patients.

Source: Kansas Department of Corrections.

Proviso Point 8: The nature of the programs and services offered and outcomes achieved

The working group identified the following list of available evidence-based to study, which are designed to reduce the likelihood to reoffend:

- Acute Mental Health - Inpatient
- Aggression Replacement Therapy (ART)
- Cognitive Behavior Therapy (CBT)
- Functional Family Therapy (FFT)
- Moral Reconciliation Therapy (MRT)
- Multisystemic Therapy (MST)
- Generation Parent Management Training – Oregon (PMTO)
- Psychiatric Residential Treatment Facility (PRTF)
- Sex Offender Treatment (SOT)
- Substance Use Disorder Treatment – Inpatient
- Substance Use Disorder Treatment – Outpatient
- Youth Advocate Program (YAP)

Figures J.2 to J.6 display data provided by the Kansas Department of Health and Environment for services funded by KanCare, the state’s Medicaid program, for services offered to crossover youth; however, only data for total youth served were submitted due to information sharing restrictions. *Figure J.7* (page J-5) presents a service array services noting availability to youth across the state and describes service use.

Figure J.2. Number of Total Youth Age 10+ Receiving Functional Family Therapy (FFT), FY 2019

Month	Capacity	Number of Total Youth Receiving FFT
July 2018	106	71
August 2018	123	66
September 2018	123	57
October 2018	115	51
November 2018	105	47
December 2018	105	56
January 2019	105	55
February 2019	105	60
March 2019	117	65
April 2019	117	63
May 2019	99	55
June 2019	99	58

Note: Capacity and Usage are shown in lieu of Waitlist – there is no waitlist. However, two youth were rejected based on “no space,” which is likely due to an individual therapist covering an area not able to see more patients.

Source: Kansas Department of Corrections.

Figure J.3. Total Youth Age 10-18 Admitted to Adolescent Center for Treatment SUD Inpatient Services, FY 2019

	Total Number of Youth Admitted to SUD-Inpatient
Total Number of Youths Admitted to SUD-Inpatient	210
Total Number of Days in SUD-Inpatient for Youths	4,620
Average Number of Days in SUD-Inpatient for Youths	22
Median Number of Days in SUD-Inpatient for Youths	27
Number Who Completed Service	166
Number Who Did Not Complete Service	44

Note: Adolescent Center for Treatment (ACT) is an 18-bed residential facility for adolescents experiencing problems related to substance use. It is the only SUD-Inpatient facility for youth in Kansas.

Source: Adolescent Center for Treatment (ACT).

Figure J.4. KanCare-Enrolled Youth Age 10-18 Served in a Substance Use Disorder Treatment (SUD) – Inpatient Facility, FY 2019

	Number of Youth Age 10-18 Receiving SUD-Inpatient
Total Number of Youths Receiving SUD-Inpatient	30
Total Number of Days in SUD-Inpatient for Youths	1,968
Average Number of Days in SUD-Inpatient for Youths	65.6
Median Number of Days in SUD-Inpatient for Youths	36
Total Paid Amounts for All Claims	\$1,460,441.96
Average Total Paid Amounts for All Claims	\$66,383.73

Note: Adolescent Center for Treatment (ACT) is an 18-bed residential facility for adolescents experiencing problems related to substance use. It is the only SUD-Inpatient facility for youth in Kansas. These data are for all youth served in FY 2019, which might include some crossover youth. Data only show youth participating under KanCare, the state's Medicaid program.

Source: Kansas Department of Health and Environment.

Figure J.5. KanCare-Enrolled Youth Age 10-18 Served in a Substance Use Disorder Treatment (SUD) – Outpatient Facility, FY 2019

	Number of Youth Age 10-18 Receiving SUD-Outpatient
Total Number of Youths Receiving SUD-Outpatient	1,721
Total Paid Amounts for All Claims	\$2,413,068.03
Average Total Paid Amounts for All Claims	\$1,480.41

Note: These data are for all youth served in FY 2019, which might include some crossover youth.

Source: Kansas Department of Health and Environment.

Figure J.6. KanCare-Enrolled Youth Age 10-18 Served in an Acute Mental Health – Inpatient Facility, FY 2019

	Number of Youth Age 10-18 Admitted to Acute Mental Health - Inpatient
Total Number of Youths in Acute Mental Health - Inpatient	2,353
Total Number of Days for Youths	18,593
Average Number of Days for Youths	7.9
Median Number of Days for Youths	5
Total Paid Amounts for All Claims	\$35,698,982.53
Average Total Paid Amounts for All Claims	\$17,105.41

Note: The number of total beds = 201. These data are for all youth served in FY 2019, which might include some crossover youth.

Source: Kansas Department of Health and Environment.

Figure J.7. Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>Acute Mental Health – Inpatient Inpatient acute treatment for youth ages 6-18 who are experiencing depression, anxiety, suicidal thoughts, impacts of trauma and other behavioral and mental health challenges. Youth receive education and skill-building to learn how to identify and control their emotions.</p>	<p>Exists in parts of the state; limited capacity.⁷</p>	<p>Delivered in an acute care inpatient setting with 24/7 monitoring.</p>	<p>In FY 2019, the average number of days for KanCare youth was 7.9.</p>	<p>In FY 2019, the average cost per KanCare youth was \$17,105.41.</p>	<p>The working group discussed that some access to acute care services likely exists for crossover youth. The group emphasized the importance of a three- to five-day acute hospitalization for youth that have presented as a threat to themselves or others. The group discussed the value of having such determinations made by professionals. It was noted that youth often are familiar with the questions with which they are screened for hospitalization and might answer questions in a manner to avoid confinement.</p>	

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>ART The ART curriculum by Glick, Goldstein and Gibbs, is a cognitive behavioral program designed to address the emotional element of aggression and aggressive thinking patterns and behaviors. The three components of ART are: skill streaming, anger control, and moral reasoning. ART is used in schools, criminal justice settings, and prevention programs.⁸</p>	<p>Anger management programs are offered statewide. ART is offered specifically in JD 18 and 29, as well as at the Kansas Juvenile Correctional Complex. Any area of the state is eligible to attend training provided by KDOC.⁹</p>	<p>Delivered in a group / class setting.</p>	<p>ART consists of a 10-week, 30-hour intervention administered to groups of 8 to 12 juveniles three times per week.¹⁰</p>	<p>There was not a Kansas-specific cost estimate available for ART, however the cost to implement ART in Washington State was estimated at \$745 per youth.¹¹ \$50,000 was allotted in the KJJOC 2019 Reinvestment Plan.</p>		

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>CBT Cognitive behavioral therapy (CBT) is a form of psychological treatment that has been demonstrated to be effective for a range of problems including depression, anxiety disorders, alcohol and drug misuse, eating disorders and severe mental illness. Numerous research studies suggest that CBT leads to significant improvement in functioning and quality of life. In many studies, CBT has been demonstrated to be as effective as, or more effective than, other forms of psychological therapy or psychiatric medications.¹²</p>	<p>Cognitive behavioral interventions are offered in most judicial districts across the state. However, generally, child welfare and foster parent caregivers have not been trained in relevant CBTs effective for youth with offender behaviors. CBT is not solely available through KDOC but is also available through many CMHCs.</p>	<p>Typically delivered in a provider’s office/medical setting. Can be done individually or in a group setting.</p>	<p>Given the wide range of treatment options included in this category, a standard timeline was not determined.</p>	<p>Most cognitive behavioral interventions are low-cost to operate, making this a cost-effective option for many programs. The JJOC is exploring an additional open-ended cognitive behavioral program, estimated cost of \$750,000.</p>	<p>Certain types of cognitive behavioral therapy (CBT) provide evidence-based interventions that target diverse individual child and caregiver characteristics related to conflict and intimidation in the home, and the family context in which aggression or abuse might occur. Generally, child welfare and foster parent caregivers have not been trained in relevant CBTs effective for youth with offender behaviors.</p>	<p>The working group noted that CBT is a broad category of treatment, only some of which would focus specifically on reducing the likelihood of reoffending</p>

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>FFT Functional Family Therapy (FFT) is a family-based prevention and intervention program for high-risk youths age 11-18 that has been applied successfully in a variety of multi-ethnic, multicultural contexts to treat a range of high-risk youths and their families. It integrates several elements (established clinical theory, empirically supported principles, and extensive clinical experience) into a clear and comprehensive clinical model. The FFT model allows for successful intervention in complex and multidimensional problems through clinical practice that is flexibly structured and culturally sensitive.¹³</p>	<p>Capacity for and eligibility for FFT currently are very limited, and it is difficult for youth in foster care to access FFT.</p> <p>Offered statewide by Department of Corrections Juvenile Services.¹⁴</p> <p>Offered as a prevention service in the Kansas City Region by Department for Children and Families</p> <p>Johnson County (10th Judicial District) also provides FFT through their CMHC</p>	<p>Sessions can be conducted in clinical settings as an outpatient therapy or delivered in the home or, on occasion, a convenient location for the family if the therapist deems the home unsafe.¹⁵</p>	<p>A family must complete three (3) major phases during a period of 60-180 days to complete FFT treatment.</p>	<p>\$1,387,000 allotted in the KJJOC 2019 Reinvestment Plan.</p> <p>\$943,000 grant to Cornerstones of Care beginning 10/1/2019 to serve 160 families annually whose children are age 11-17.</p>	<p>Functional Family Therapy (FFT) is a well-documented, short-term, in-home family intervention service for families with youth who have been categorized as delinquent or pre-delinquent.</p>	<p>Approved under Families First Act, rated as well-supported to prevent entry into foster care. Court does not determine number of sessions.</p>

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>MRT</p> <p>Moral Reconciliation Therapy (MRT) is recognized nationally as a highly effective cognitive-behavioral program. It was created specifically for individuals who had experienced repeated incarceration and for whom earlier rehabilitation efforts had not been successful.</p> <p>MRT helps participants develop honesty, a sense of responsibility, and higher levels of moral reasoning. Participants are held accountable by their peers, who vote to decide if the participant has completed the exercises included in each of the 12 steps successfully and is ready to move to the next step.</p> <p>MRT also provides a safe place for mentors and participants to get to know each other so that they feel comfortable offering or accepting assistance or advice when it is needed. The opportunity to spend time with others who are struggling with similar issues in a supportive and positive environment slowly builds trust in the group and the program.¹⁶</p>	<p>Training is offered statewide.¹⁷</p>	<p>An MRT group requires a minimum of four youth and no more than twelve... MRT shall not be facilitated one-to-one (i.e., one facilitator and one youth). It is recommended that batterers and victims shall be in separate groups.¹⁸</p>	<p>Participants are held accountable by their peers, who vote to decide if the participant has completed the exercises included in each of the 12 steps successfully and is ready to move to the next step. Essentially, participants move at their own pace.</p>	<p>\$42,000 allotted in the KJJOC 2019 Reinvestment Plan. KDOC covers cost of the training and the participant books.</p>		<p>Youth must be at least age 12 and have the cognitive ability to participate in the group. Youth also must be low to moderate risk, according to the YLS/CMI. Both pre- and post-adjudicated youth may be offered the MRT group, although they must be served in different groups.</p> <p>Each judicial district shall create a standardized referral form that is to be maintained in each youth's file. Referral forms shall be submitted to the Kansas Department of Corrections upon request.¹⁹</p>

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>MST Multisystemic Therapy (MST) for juvenile offenders addresses the multidimensional nature of behavior problems in troubled youth. Treatment focuses on those factors in each youth's social network that are contributing to his or her antisocial behavior.... MST addresses risk factors in an individualized, comprehensive, and integrated fashion, allowing families to enhance protective factors. Specific treatment techniques used to facilitate these gains are based on empirically supported therapies, including behavioral, cognitive behavioral, and pragmatic family therapies.²⁰</p>	<p>Referral to provider Community Solutions, Inc. available through DCF for youth age 12-17 at risk of entering foster care across the state in specific counties: KC Region: AT, LV, WY. East Region: AL, CR, LB, MG, NO, SN. Wichita Region: BU, CL, SG and West Region: BT, EW, HV, RN, MP, SA.</p> <p>KDOC piloted an MST program in Wyandotte County. Sedgwick County also started an MST program through their reinvestment grant. Both programs closed due to the difficult logistics and cost of keeping the program running.</p>	<p>MST is delivered in the natural environment (in the home, school, or community).</p>	<p>The typical duration of home-based MST services is approximately 4 months, with multiple therapist-family contacts occurring weekly.</p>	<p>\$1,795,000 to serve 200-260 families annually.</p>		<p>Approved under Families First Act, Rated as well-supported to prevent entry into foster care.</p>

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>PMTO Generation Parent Management Training – Oregon Model (PMTO) is an evidence-based structured intervention program designed to help strengthen families. This program has demonstrated positive outcomes throughout a nine-year follow-up period, which include reductions in delinquency, depression and police arrests, among others. In Kansas, the PMTO project is a demonstration project known as the Kansas Intensive Permanency Project (KIPP) and is executed as a statewide public-private partnership between the K.U. School of Social Welfare, DCF, KVC and SFM.²¹</p>	<p>Not all parent support / training services are available statewide.²²</p>	<p>Generation PMTO is delivered in group and individual family formats, in diverse settings (e.g., clinics, homes, schools, community centers, homeless shelters), over varied lengths of time depending on families' needs.²³</p>	<p>Typically, sessions are one week apart to optimize the opportunity for learning and rehearsing new practices. The number of sessions provided in parent groups ranges from 6 to 14; in clinical samples the mean number of individual treatment sessions is 25.²⁴</p>	<p>University of Kansas hosts this data.</p>	<p>The 2019 work group discussed the current challenge of making the right case management available to the right youth and families at the right time as well as some services not available for foster families. In addition, not all services are available statewide.</p>	<p>KIPP is the implementation in Kansas of the evidence-based program Parent Management Training – Oregon (PMTO).</p>

Figure J.7 (cont.). Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>PRTF Psychiatric Residential Treatment Facilities (PRTF) provide out-of-home residential psychiatric treatment to children and adolescents whose mental health needs cannot be effectively and safely met in a community setting. These programs are intended to provide active treatment in a structured therapeutic environment for children and youth with significant functional impairments resulting from an identified mental health diagnosis, substance use diagnosis, sexual abuse disorders, and/or mental health diagnosis with co-occurring disorder.²⁵</p>	<p>There are currently nine PRTFs in the State of Kansas: Topeka (2), Kansas City, Hays, Olathe, Paola, Topeka, Newton, and Salina.²⁶</p> <p>Waitlists are a primary challenge for youth accessing this service. The current MCO wait list, as of 11/4/2019, was 159 individuals. Of those 159 individuals, 35 were in foster care. The current number of PRTF licensed beds is 298 in the system of care. 16 additional PRTF licensed beds have been added since the end of the 2019 legislative session, and KVC is working to license an additional 38 PRTF beds in Hays.²⁷</p>	<p>Out-of-home treatment facility. These programs are intended to provide active treatment in a structured therapeutic environment.²⁸</p>	<p>Evidence suggests that lengths of stay in PRTFs have dropped in Kansas. According to testimony presented to the Kansas Child Welfare Task Force in October 2017, the average length of stay for foster youth in psychiatric residential facilities declined from 120 days in 2013 to 45 days in 2017. Related to this is a decline in the number of initial authorized days, down from 90 in 2013 to 14 in 2017, and a decline in renewal days, from 60 in 2013 to 7 in 2017. At the same time, the percentage of children discharged to a family-like setting also has declined, decreasing from 80 percent in 2013 to 20 percent by 2017.²⁹</p>	<p>In FY 2019, the total paid amount for all PRTF claims was \$27,903,843.03 and the average total amount paid for all claims was \$34,364.34.</p>	<p>Some challenges discussed were under the determination criteria, which currently are under review. For example, when a determination has been made that the placement is a medical necessity, access to PRTFs might be denied due to a history of involvement with juvenile justice because it might not be equipped to manage youth with aggressive or violent behaviors. Also, youth in juvenile justice custody might not be eligible for the medical card until discharged, and there is a need for wraparound and discharge services (or “stepdown services”) after PRTF.³⁰</p>	<p>The National Association of State Mental Health Program Directors Research Institute (NRI) has completed a study regarding the use of PRTFs in Kansas: An overall recommendation is that KDADS use a broad-based approach to address system challenges.³¹</p>

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>Sex Offender Treatment Assessments and treatment are for youth accused or adjudicated for sex offenses, specifically acts committed by individuals age 10-17 that may result in an adjudication as a juvenile offender in Kansas. Youth are given a sex offender-specific evaluation as well as a psychosexual interview to determine risk of sexual recidivism.</p>	<p>The current KDOC contract for community-based sex offender assessment and treatment is available for youth in the juvenile justice system statewide. The evaluations are available pre-adjudication and post-adjudication/pre-disposition. There are also some additional providers (CMHCs or private providers) across the state who provide assessments and/or treatment.</p>	<p>Various provider settings. Out-of-home.</p>		<p>Community-based sex offender risk assessment and treatment contract through KDOC: \$255,000. All costs to youth/families are covered through this contract. If youth or family obtains an assessment or treatment through a different provider, families may be required to pay a co-pay.</p>		<p>Per the Center for Sex Offender Management (CSOM), the available evidence indicates that juveniles who have committed a sexual offense may be more similar to other justice-involved juveniles than to adult sex offenders, which means that treatment for juvenile participants should take into account the broader juvenile delinquency research.</p> <p>All referrals for juvenile sex offender evaluations and treatment will be made through the Clinical Associates office in Lenexa, Kansas.³²</p>

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>SUD Treatment – Inpatient Delivered in an acute care inpatient setting. This modality of care is appropriate for those individuals whose acute biomedical, emotional, behavioral and cognitive problems are so severe they require primary medical and nursing care. This program encompasses a planned regimen of 24-hour medically directed evaluation and treatment services. Although treatment is specific to substance abuse problems, the skills of the interdisciplinary team and the availability of support services allow the conjoint treatment of any co-occurring biomedical conditions and mental disorders that need to be addressed.³³</p> <p>The Adolescent Center for Treatment (ACT) is the only inpatient substance use disorder treatment facility for youth in Kansas.</p>	<p>A primary barrier to effective SUD service delivery is that due to geographic limits in availability, families that live farther from treatment centers cannot support youth through this treatment. Additional challenges include: a shortage of spots in inpatient treatment centers; unsuccessful discharge; geographic barriers that do not allow family to support youth through treatment.</p>	<p>Delivered in an acute care inpatient setting. This modality of care is appropriate for those individuals whose acute biomedical, emotional, behavioral and cognitive problems are so severe they require primary medical and nursing care. This program encompasses a planned regimen of 24-hour medically directed evaluation and treatment services. Although treatment is specific to substance abuse problems, the skills of the interdisciplinary team and the availability of support services allow the conjoint treatment of any co-occurring biomedical conditions and mental disorders that need to be addressed.³⁴</p>		<p>In FY 2019, the average cost per KanCare youth was \$66,383.73.</p> <p>\$2,000,000 is allotted for substance abuse counseling for families in the KJJOC 2019 Reinvestment Plan.</p>	<p>2019 WG Assessment: shortage of spots in inpatient treatment centers; unsuccessful discharge; geographic barriers do not allow family to support youth through treatment.</p>	<p>Only provider for youth in state is Adolescent Center for Treatment (ACT), located in Olathe, KS.</p>

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>SUD Treatment – Outpatient Delivered in a wide variety of nonresidential settings which are designed to help individuals achieve changes in their substance abuse behaviors. Treatment shall address an individual's major lifestyle, attitudinal and behavioral problems that have the potential to undermine the treatment goals.³⁵</p>	<p>Available only in the follow judicial districts: 1, 5, 6, 7, 9, 18, 24, 25, 26, 2, 28 and 29. An additional barrier to effective SUD service delivery is that due to geographic limits in availability, families that live farther from treatment centers cannot support youth through this treatment.</p>	<p>Outpatient SUD Treatment is delivered in a wide variety of nonresidential settings which are designed to help individuals achieve changes in their substance abuse behaviors. Additionally, the Intensive Outpatient Treatment program has the capacity to arrange for referral to any auxiliary service and has active affiliations with other modalities of care. Programs may provide overnight housing for individuals who have problems related to transportation or family environment but who do not need supervision, or 24-hour access afforded by a residential program.³⁶</p>		<p>In current treatment settings, youth and families are still responsible for co-pays or for the cost of the initial evaluation to determine level of treatment. Some community corrections agencies currently cover the cost of this evaluation for families. In FY 2019 the average cost per youth under KanCare was \$1,480.41. There is \$2,000,000 allotted for substance abuse counseling for youth and families in the KJJOC 2019 Reinvestment Plan.</p>	<p>Programs such as Teen Intervene offer early intervention services for youth who display early stages of alcohol or drug involvement in Kansas. Currently, it is standard for youth involved with both the juvenile justice and child welfare system to be screened for substance use disorder (SUD). However, if the screen indicates inpatient treatment is needed, the working group discussed the delay for a spot in treatment may be up to 60 days. This delay is a significant barrier as youth willingness to accept this treatment is challenging. Additionally, youth often are discharged unsuccessfully from these programs. An additional barrier to effective SUD service delivery is that due to geographic limits in availability, families that live farther from treatment centers cannot support youth through this treatment.</p>	

Figure J.7 (cont.) Service Array for Crossover Youth, FY 2019

Service	Geographic Barriers / Challenges	Setting	Duration	Cost Data	Relevant Information from 2019 WG Report	Other Relevant Information
<p>YAP Youth Advocacy Programs Inc., offers alternatives to detention and state incarceration, supports youth post-adjudication to help with compliance and other needs, and also provides reintegration support for youth transitioning out of these placements. YAP continually evolves services to meet new needs that emerge for youth involved within the juvenile justice system, but most YAP programming is designed for the purposes below.</p> <ul style="list-style-type: none"> • Diversion: to divert youth from formal system involvement. • Pre-Adjudication: to prevent formal detention while ensuring community safety. • Post-Adjudication: to prevent incarceration in prisons, jails or other residential or secure facilities. • Re-Entry: to promote safety and support to youth transitioning back to the community from institutional placement.³⁷ 	<p>These services all have geographic barriers and are offered in select (mostly eastern) parts of the state.³⁸ YAP, Inc. has expressed a desire to expand to other areas of the state (i.e., Sedgwick County) but recognizes the challenges with implementing services in the rural areas of the state. Offered in Judicial Districts: 7, 8, 10, 11-CR, 21 and 29 (JCAB).</p>	<p>Home, school, and neighborhood.³⁹</p>	<p>Approximately 4-6 months, depending on the need of the youth.</p>	<p>There is no cost information available for this program.⁴⁰ However, \$550,000 was allotted in the KJJOC 2019 Reinvestment Plan.</p>	<p>Programs such as YAP are offered only to youth in the juvenile justice system. YAP is a wraparound advocacy model designed to develop sustainable, supportive services and opportunities for positive development to keep the youth in the community and achieve individualized goals without jeopardizing public safety.</p>	<p>DCF does not currently offer YAP services for placement transition.</p>

Source: Crossover Youth Working Group Final Report to Legislature and Crossover Youth Services Working Group Report.

Proviso Point 12: Use of psychiatric residential treatment facilities by crossover youth including waitlist data

Figure J.8. Number of Crossover Youth in Psychiatric Residential Treatment Facility (PRTF), FY 2019

	Number of Crossover Youth
Total Number of Youths in PRTF	93
Total Number of Days in PRTF for Youth	12,771
Average No. of Days in PRTF for Youth	137
Median No. of Days in PRTF for Youth	103
<i>Youth Who Entered Care in FY 2019</i>	38

Note: Crossover youth in this review are defined as youth age 10 and older with offender behaviors in the custody of the Secretary of the Kansas Department for Children and Families. Percentages may not sum to 100 percent because of rounding.

Source: Kansas Department for Children and Families.

Figure J.9. Number of Total Youth Age 10-18 Served in a Psychiatric Residential Treatment Facility (PRTF), FY 2019

	Youth Age 10-18
Total Number of Youths in PRTF	812
Total Number of Days in PRTF for Youths	67,318
Average Number of Days in PRTF for Youths	82.9
Median Number of Days in PRTF for Youths	33.5
Number of Youth with More than One Episodes of Care	256
Total Paid Amounts for All Claims	\$27,903,843.03
Average Total Paid Amounts for All Claims	\$35,820.08

Note: In FY 2019, 282 total PRTF beds were available at eight facilities across the state.

Source: Kansas Department of Health & Environment.

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Appendix K: Endnotes

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- ¹³ Kansas Department for Children and Families. (2019). *Crossover Youth Services Working Group Report*. Retrieved December 10, 2019, from <http://www.dcf.ks.gov/Agency/Documents/CrossoverYouthServicesWorkingGroupReport.pdf>
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