

Senate Bill 94 (SB 94) Evaluation
Annual Report: Fiscal Year 2004-05
July, 2004 – June, 2005

For

Colorado Department of Human Services
Division of Youth Corrections

By

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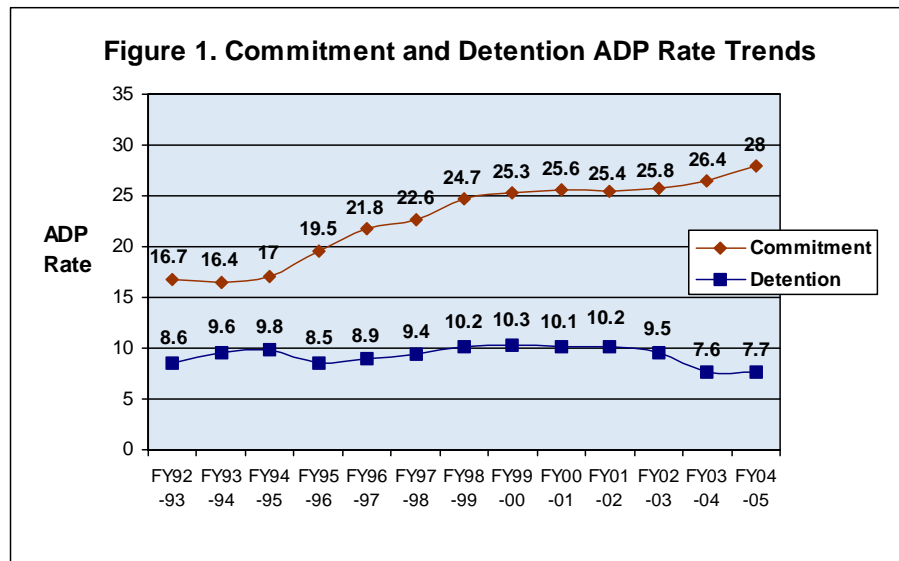
Executive Summary

Each year, the Colorado Long Bill requires that an evaluation of the effectiveness of the SB 94 Initiative be submitted to the Legislative Joint Budget Committee. This requirement is detailed in Footnote 85 and includes the following required components:

1. Comparisons of trends in detention and commitment incarceration rates;
2. Profiles of youth served;
3. Progress in achieving the performance goals established by each judicial district;
4. The level of local funding for alternatives to detention; and,
5. Identification and discussion of potential policy issues.

The SB 94 Program faced two continuing major system changes in Fiscal Year (FY) 2004-05. The first was that FY 2004-05 was the second fiscal year of the Statutory cap on the use of juvenile detention beds. Some of the Judicial District SB 94 Programs were still in the process of adjusting to that change. The second change involved ongoing reductions in resources totaling approximately 33% since FY 2002-03. The potential effects of these reductions on services were compounded by significant reductions for other state-funded youth-serving agencies.

1. Trends in Detention and Commitment – The detention average daily population (ADP) rate for FY 2004-05 was 7.7 per 10,000 as shown in the figure below. This represented a 19% decrease from the 9.5 level in FY 2002-03. This is a minimal 1% increase over the 7.6 ADP rate reported last fiscal year, and remains the second lowest ADP rate measured since the SB 94 Program was implemented in 1994 (Figure 1).



This ADP level keeps the secure detention average daily population down to 402 for the fiscal year. This fiscal year and the previous (FY 2003-2004) represent the achievement and



continued maintenance of the lowest level of ADP in the history of the program, below that just prior to the SB 94 Program extending statewide in FY 1993-94.

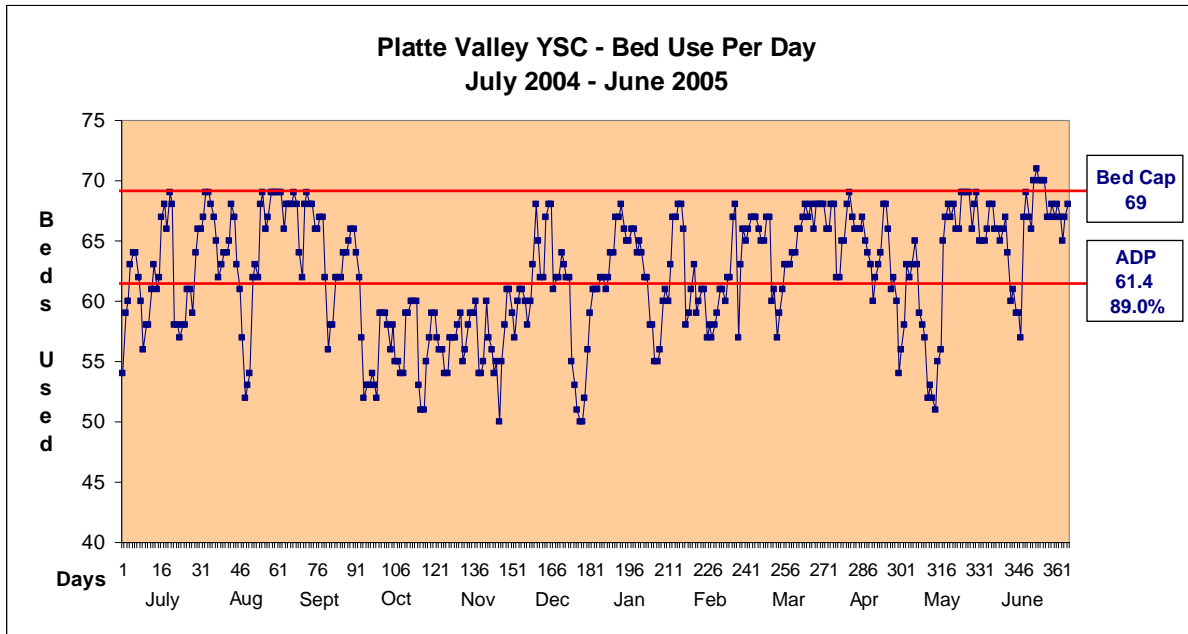
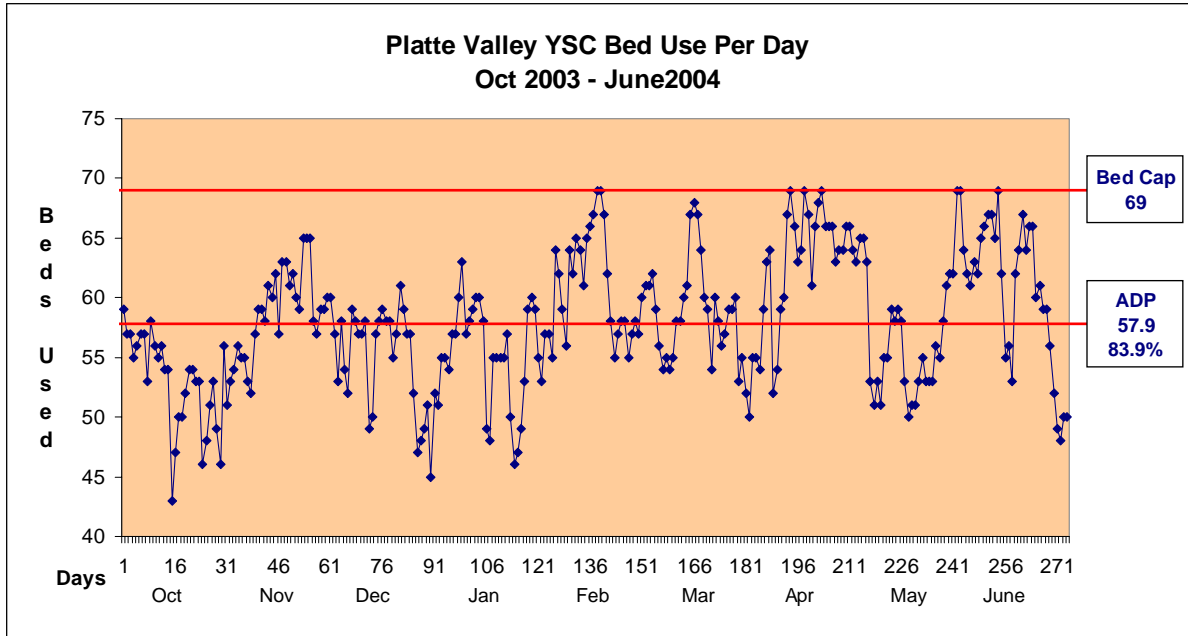
The minimal overall change in ADP rate masks two distinct groups of districts. Twelve districts increased significantly in ADP and 10 districts decreased significantly in ADP. As seen in Section Five, these differences in direction of ADP change relate directly to district perceptions of the adequacy of their bed allocations.

Length of stay (LOS) in detention increased minimally from an average of 12.5 days in FY 2003-04 to an average of 13.1 days in FY 2004-05. As was the case with ADP, districts differed in how LOS changed. Most districts' (15) LOS increased significantly while a smaller group of seven districts reduced the LOS of their youth in detention.

Trends in Detention Bed Use. The Division of Youth Corrections and the SB 94 Program have responded to significant challenges over the past two years and have successfully implemented detention bed caps. The FY 2004 Annual Evaluation Report¹ pointed out that the need to manage to a detention bed cap requires analysis of more than just average detention use. The cap is applied to use at any point in time. This point-in-time use managed to remain below the cap, as did the average use across time. To illustrate this point, the next page includes graphs showing daily bed use at the Platte Valley Youth Services Center (YSC) in the Northeast DYC Region, one for FY 2004 and one for FY 2005. The facility cap is 69. From FY 2004 to FY 2005, average daily use increased from 58 (about 84% of the total cap) to 61.4 per day (about 89% of the total cap). However, the graphs reveal that this 5% increase in capacity used masks greater strain at a daily level given that daily use fluctuates significantly, with days at the cap and days with below average use. In FY 2004, Platte Valley had 63 (90% of available capacity) or more youth in its 69 secure detention beds about 20% of the time. Stated another way, the facility was at or above 90% capacity an average of 1.5 days every week. In FY 2005, days with such high use increased to the point where Platte Valley had 63 (90%) or more youth in beds about 50% of the time, or an average of 3.5 days every week. A review of the district-level and facility graphs of bed use per day in Appendix A reveals similar variation.

¹ TriWest Group. (2004). Senate Bill 94 (SB 94) Evaluation Annual Report: Fiscal Year 2003-04, July, 2003 – June, 2004. Boulder, Colorado.





We examined the capacity, average use, and variability for each state-run detention facility. We looked specifically at the number of days at or above 90% capacity, using this as a benchmark for capacity strain. Looking across facilities, it appears that capacity strain has increased. The average use has increased for 75% of the facilities (all but three) and the



percent of days at or above 90% capacity has increased for all regions and all but one facility, as shown in the Table below.

Detention Facility Bed Use, October 2003 Through June 2004 and FY 2005. (Average use is the number of beds used on average per day divided by the bed capacity)

Facility And Region	Districts Served	Beds & Use				
		Bed Capacity	Average Use		Percent Days Above / At 90% of Cap	
			FY 04	FY 05	FY 04	FY 05
Central Region	1, 2, 5, 18	226	82.9%	84.5%	7.7%	31.5%
Gilliam YSC	2	70	85.1%	89.7%	37.6%	58.1%
Marvin Foote YSC	2, 5, 18	96	82.9%	84.1%	20.4%	42.2%
Mount View YSC	1, 5	60	80.2%	78.8%	16.4%	29.6%
Northeast Region	8, 13, 17, 19, 20	106	80.3%	86.7%	11.7%	50.7%
Adams YSC	17	28	78.6%	85.4%	25.2%	63.0%
Platte Valley YSC	8, 13, 17, 19, 20	69	83.9%	89.0%	26.3%	58.1%
Remington House	8, 13, 17, 19, 20	9	58.4%	73.2%	16.4%	37.5%
Southern Region	3, 4, 10, 11, 12, 15, 16	106	79.5%	80.9%	7.7%	21.1%
Pueblo YSC	3, 10, 12, 15, 16	36	75.8%	80.8%	17.2%	28.5%
Spring Creek YSC	4, 11	66	81.8%	81.0%	23.0%	38.9%
Staff Secure	12, 15	4	66.2%	81.0%	41.4% *	81.4%
Western Region	6, 7, 9, 14, 21, 22	41	82.4%	81.7%	21.5%	23.3%
Grand Mesa YSC	7, 9, 14, 21	24	85.3%	85.5%	39.8%	49.6%
Robert Denier YSC	6, 22	9	69.6%	79.9%	27.4%	53.2%
Staff Secure	7, 9, 14, 21	8	81.0%	72.6%	50.0%	40.5%

* The Southern Region Staff Secure facilities combined total four beds, so the days with one or no beds open (at or above 75%) are reported. The Western Region Staff Secure combined total 8 beds, so the days with one or no beds open (at or above 88%) are reported.

Additionally, the scope of increase in days over 90% has increased considerably in the past year. Of the 12 facilities with 479 beds across the state, 11 increased in their number of days over 90% capacity. Only staff secure beds in the Western Region did not. The increase in number of days over 90% capacity ranged from about 25% for Grand Mesa YSC to 150% for Adams YSC. Compared to last year, every facility but one (representing over 98% of secure and staff secure detention capacity) experienced far more strain in their use of secure detention resources.

Looking only at average use obscures the true extent of strain on districts just noted. While ADP is still a useful indicator of compliance with caps on any given day, it does not measure the strain caused by how beds are used over time – that is, ADP does not show how often bed use is near the cap. While on average the overall DYC system is using available beds at levels comparable to those in FY 2004 and is successfully managing within its caps at the regional and facility levels, capacity strain at the facility and district level (as measured by



the number of days at or over 90% of bed capacity) has increased markedly, with documented impact on the overall juvenile justice system.

Trends in Statewide Commitment ADP. The statewide commitment ADP rate for FY 2004-05 shows, on average, 28 youth in commitment each day for every 10,000 youth in the general population. This is a 6.1% increase in commitment ADP over the past year. Added to the rate increase of 2.3% in FY 2003-04, there has been an increase of over 8% in the past two years. These changes over the past two years reflect a noticeably increasing trend compared to the previous four years when commitment ADP was being held constant. These continued increases coincide with significant decreases in funding for community services for SB 94 and multiple other human services systems, including juvenile diversion, prevention, mental health and child welfare.

Continued increases in commitment ADP are forecast by the Colorado Division of Criminal Justice² at rates of between 3.85 and 4.92 percent annually between July 2005 and June 2011. Over the past two years, the continued loss of statewide resources, as well as the SB 94 Program's narrowed focus on detention made necessary because of SB 94 funding reductions, correlates with a more sharply increasing rate of commitment. Trends in commitment clearly warrant continued monitoring and discussion.

2. Profiles of Youth Served – Beginning in FY 2003-04, DYC required that all districts screen every youth prior to placement in secure detention. The number of youth screened in FY 2003-04 did increase from previous years, in keeping with the expanded screening mandate. This increased level of screening continued in FY 2004-05, with a total of 12,607 screens completed statewide³, just slightly fewer than in FY 2003-04 when 12,769 youth were screened.

The detention screening tool assigns each youth to one of five profiles. These profiles pertain to the likelihood of reoffending, such as failing to appear for court dates or receiving new charges, rather than the overall risk posed by the youth to the community. The youth profiles are primarily used to guide decisions across different levels of initial placement, not to predict risk to reoffend. It should be kept in mind that youth who are screened are already a small subset of youth who have been arrested. Over 45,000 youth ages 10 through 17 are arrested on average each year in Colorado. Of those, as shown in the figure below, only about one in four are referred for secure detention and screened.

² Harrison, L, Hetz, N, Rosky, J, English, K. and Martinez, P. (2004) Adult Prison and Parole Population Projections and Juvenile Commitment and Parole Population Projections. Colorado Division of Criminal Justice, Colorado Department of Public Safety, Denver, Colorado.

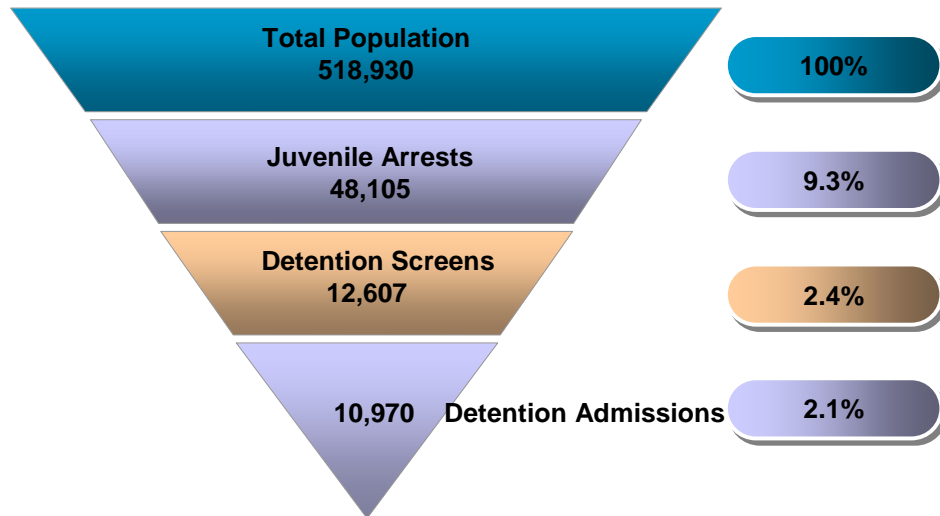
³ This number includes all screens administered and may contain more than one screen for some youth.





Juvenile Justice Filtering Process to Detention

FY 2004-05



From the statewide distribution, it is clear that the most frequently used initial placement is secure detention, with 75.9% of all youth placed at that level. The next highest placement level is release to the custody of parents at 13.6%. Changes in rates were very slight overall, but there were a wide array of changes in the patterns of initial placements across districts. Ten districts moved in the direction of using more restrictive detention placements, and eight moved in the direction of using less restrictive detention placements. The other four districts showed a change in one direction in FY 2003-04 year followed by a reversal in FY 2004-05.

Finally, we analyzed how youth placements suggested by the screening results compared with actual initial placements. Similar to past years, of youth screened to secure detention, 90.9% (9,306) were placed in secure detention. In marked contrast were the results of screenings to staff secure detention, reflecting the 57% reduction in capacity of that level of the detention continuum. Of the 504 youth screened to staff secure, only 6.4% (32) were actually placed there initially. Of youth screened to shelter/home, 73.7% were placed in those types of placements initially, a decrease from the 76.4% in FY 2003-04, but still higher than the 69.3% in FY 2002-03. This represents an overall agreement between screening recommendations and initial placements of 83.7%, a high level of agreement overall.

3. Progress in Achieving Local Goals and Objectives – Current DYC guidelines for local program goals and objectives focus on preadjudicated youth and youth sentenced to detention or on probation. The process and guidelines for specifying goals and objectives has evolved over the past few years to the point where districts are now required to report on progress in achieving common goals and objectives. In FY 2004-05, for the first time SB 94 planning guidelines required standard goals and objectives for preadjudicated youth and for youth



sentenced to detention or on probation. Each individual district sets its own performance levels within each standardized goal area as the criteria for success in achieving its objectives. Progress in achieving goals and objectives is shown in the table below. Overall levels of success were very positive, particularly when it came to the number of youth without new charges and who appeared in court when scheduled.

Required Goals and Objectives: Success and Performance Levels

Service Area Goal	Measurable Objectives	Success	Performance
1. Preadjudicated Youth – FY05 Goal – To successfully supervise in the community preadjudicated youth placed in community-based detention services.	1. Percent of enrolled preadjudicated youth will complete SB 94 services without FTA’s (Failure To Appear for Court).	91% of Districts Successful	96.3% of Youth had no FTA’s
	2. Percent of enrolled preadjudicated youth will complete SB 94 services without new charges .	91% of Districts Successful	94.4% of Youth had no new charges
2. Sentenced Youth – FY05 Goal – To successfully supervise in the community sentenced youth placed in community based detention services.	1. Percent of enrolled sentenced youth will complete SB 94 services without FTA’s .	90% of Districts Successful	97.5% of Youth had no FTA’s
	2. Percent of enrolled sentenced youth will complete SB 94 services without new charges .	71% of Districts Successful	93.7% of Youth had no new charges

It is instructive to take a closer look at performance expectations for sentenced youth. Performance levels for both objectives for sentenced youth were clearly set to promote high levels of success, perhaps unrealistically high in the case of districts targeting 100% success. For FTA’s, the two districts that did not achieve their objectives both set 100% targets as their performance level and both performed at about 99%. In terms of performance this level is exceptional, but in terms of a yes or no on meeting their objective, neither achieved their objective. For new charges, four of the six districts that did not achieve their objectives set a 100% performance objective, and their actual performance results varied considerably. Overall, statewide performance in this area should be seen as having achieved a high level of achievement.

4. Program Resources and Practices – The FY 2004-05 SB 94 budget reflected yet another round of reductions, resulting in a cumulative reduction in program resources of about one-third from FY 2002-03. Spending on treatment, restorative services, and training for families and clients have seen the largest percentage decreases, with cuts in those areas over the two years at or exceeding 50%. Furthermore, the SB 94 Program reductions were part of broader state budget reductions, with the entire array of state-funded youth-serving programs losing funds or being eliminated outright. These changes support perceptions reported from the



districts that the services they are able to provide have decreased, primarily due to the overall reduction in funding.

We examined the proportion of funds expended by category. While cut overall from levels two years ago, spending on supervision and screening and assessment now take up a higher proportion of the available SB 94 Program budget. These changes support perceptions reported from the districts that the services they are able to provide to youth and families have, for the most part, decreased. The decrease is primarily due to reduced funding, as well as the response to these reductions and new mandates (detention caps and mandatory detention screening), which involved more of an emphasis on supervision of youth, a higher emphasis on screening and assessment, and a shift in administrative resources to managing the cap. The bottom line seems to be that the SB 94 Programs are focusing more on managing detention use and delivering fewer services. To the extent that these previously available services were effective, this may impact recidivism negatively over time and lead to subsequent pressure on the commitment system, as well as other youth-serving resources (such as detention, broader juvenile justice system, other youth-serving systems).

In addition to state funds, many Judicial District SB 94 Programs have taken the initiative to access other funds or program services for SB 94 youth. Through district-specific approaches and coordination with other youth-serving agencies and resources, SB 94 Programs have continued to try to leverage additional resources to augment their ability to meet the needs of youth and accomplish the program's goal of reducing reliance on secure detention placements. However, due to the decreased availability of funds across all human service programs in the state over the past few years, the overall degree to which SB 94 Programs report being successful in these attempts has decreased.

5. Potential Program Practice Issues – SB 94 Judicial District Programs identified several issues in Fiscal Year 2004-05 related to ongoing SB 94 program operations. Major SB 94 Program budget reductions and detention bed capping were clearly foremost in the thinking of districts. However these factors raise other issues locally, and they were not the only issues that local judicial districts reported facing last year. Five main issues were identified in the planning process and through subsequent survey efforts to add clarifying information.

- 1. Service Availability.** The reductions in SB 94 Program treatment services, restorative services and direct support, as well as cuts in other youth-serving programs were documented in Section Four, and district survey results reflected these quantifiable funding trends. Consistently, districts reported working hard to maintain core SB94 services, viewed as: 1) managing the detention cap, 2) coordinating case management, and 3) supervising youth in the community. For some districts, no funding was available for treatment-oriented services. Overall, most districts (61.9%) reported that service availability (or “unavailability”) has negatively impacted their SB 94 program efforts. However, it is noteworthy that fewer districts rated service availability negatively in FY 2004-05 compared with FY 2003-04. More importantly,



far fewer districts rated the negative impact as “strong” (14% in FY 2004-05 versus nearly 64% in FY 2003-04). As discussed in the bed allocation impact section, in-kind contributions from counties and other service systems seems to have helped mitigate the loss of SB 94 service resources over the past year.

- 2. Screening and Placing Youth** – For FY 2004-05, districts were asked to rate screening separately from placing youth. The process of placing youth was rated positively by only 4 districts (19%) and almost 67% rated it negatively. While district concerns about placement availability are sharper than last year, district acceptance of the screening process is high (71% either positive or neutral). It seems clear that district concerns in this area relate to the limitations in the ability of the screening process to translate into actual placement decisions, given reductions in placement and service availability (such as staff secure and residential placements) along the detention continuum.
- 3. Local Detention Bed Allocations.** In FY 2003-04, over half of the districts (52%) rated were either neutral or positive about the impact of detention bed allocation. In FY 2004-05, the percent of districts that were either neutral or positive about their detention bed allocations decreased to 43%. The positive impacts noted by districts specifically related to the caps were: increased focus on managing detention populations, increased effort to reduce lengths of stay, increased communication, increased pressure to resolve long-standing communication barriers, and reduced use of detention as a sanction (which is generally seen as poor practice in terms of national standards).

There was also a decrease in the number of districts that viewed their allocation as adequate. In FY 2003-04, 68% believed their allocation was adequate while in FY 2004-05, 54% believed their allocation was adequate. Three factors seem to distinguish districts that felt their allocation was adequate from those that did not: 1) a stable or decreasing ADP, 2) day-to-day operations at a lower percent of their cap, and 3) reports of more positive program experiences.

- 4. Emergency Release Policies** – In FY 2004-05, 16 districts reported using emergency release (ER) at least once and the total was estimated at 201 for the entire year, a higher number overall than the previous year even when prorated (201 this year versus an adjusted annual rate of 177 last year), but still a tiny fraction of available bed days. All districts reported proactive population management and the practice of borrowing beds prior to implementing an emergency release. While clearly not used very often, each instance of emergency release creates a range of concerns and challenges that districts are taking very seriously and actively planning for and managing. There was clearly an association between ratings of negative impact and those districts with higher rates of emergency release use. However, differences in practice across districts obscure measurement of the true rate at which youth are



being released from detention due to bed cap limitations before system stakeholders would otherwise have determined that the youth were ready for release.

- 5. Minority Overrepresentation** – In FY 2004-05, only two districts (10%) rated the impact of their efforts to address minority overrepresentation as negative (as opposed to 31.8% in FY 2003-04), while 45% rated the impact of their efforts as having strong or some positive impact. Several districts specifically cited efforts currently underway to actively address the issue of minority overrepresentation, including service coordination, membership in MOR committees specifically empowered to address this issue, family advocacy, efforts to address truancy, staff training, and increased access to bilingual staff. These districts reported a great deal of progress, but also acknowledged that minority overrepresentation remains an ongoing issue that must continuously be addressed.

Conclusions and Recommendations

The SB 94 Program statewide and the judicial districts continue to face the implications of two significant system changes that date back to FY 2003-04. The first was the implementation of detention bed caps. The second was a reduction of over one-third in the program budget from levels of two years ago. The Division of Youth Corrections and the SB 94 Program have continued to provide a continuum of detention options within this context.

The most notable change for FY2004-05 was the increased strain across all detention facilities and judicial districts in the state as DYC continues to operate successfully within the detention bed caps. While on average the statewide bed cap of 479 was never exceeded on any day in FY 2005, looking across facilities, we see that on every day one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). When utilization is at or above 90% within facilities, the strain is greater on all of the districts using them, regardless of which district contributes most to the strain. Few available detention beds requires more planning on the part of districts for the possibility that youth may need to be released either on an emergency basis or otherwise before they would have been had space been available. It also requires more time communicating across districts to borrow beds when needed and coordinate use overall. Across multiple factors, when facility use exceeds 90%, disproportionate levels of district juvenile justice system resources are strained. Therefore, days at or above 90% capacity serves as a benchmark for capacity strain across facilities.

Looking across facilities, it appears that capacity strain has increased. The percent of days at or above 90% capacity has increased for all regions and all but one facility. Additionally, the scope of increase in days over 90% has increased considerably in the past year. The increase in number of days over 90% capacity ranged from 25% for Grand Mesa YSC to 150% for Adams YSC. Compared to last year, every facility but one (representing over 98% of secure



and staff secure detention capacity) experienced far more strain in their use of secure detention resources.

Looking only at average use obscures the true extent of strain on districts just noted. While ADP is still a useful indicator of compliance with caps on any given day, it does not measure the strain caused by how beds are used over time – that is, ADP does not show how often bed use is near the cap. While on average the overall DYC system is using available beds at levels comparable to those in FY 2004 and are successfully managing within their caps at the regional and facility levels, capacity strain at the facility and district level (as measured by the number of days at or over 90% of bed capacity) has increased markedly, with documented negative impact on the overall juvenile justice system.

The need to shift the focus of detention performance tracking from ADP to daily use indicators has also been observed by the Division of Criminal Justice (DCJ), which is required to project detention ADP annually⁴. Since detention ADP is capped, the DCJ will no longer project detention ADP, and it instead suggests a number of workload indicators that should be considered by DYC, such as the number of detained youth served per day.

In addition to this major shift in the focus of DYC detention performance monitoring, six other recommendations are offered:

1. Monitor indicators of strain to determine if increased detention bed capacity or flexibility is needed. While ADP trends have remained flat, indicators of system stress including days over 90% and district reports of inadequate detention capacity have increased from last year, suggesting that system strain is increasing. Furthermore, this increase is not system-wide, but rather experienced by a subset of 12 districts, in particular the 2nd Judicial District (Denver). Given the reduced youth-serving resources within the juvenile justice system and the broader system of care for youth in need (including child welfare, schools, and mental health services), and the continued increase in commitment utilization, the apparent increase in strain on detention bed capacity in several districts merits ongoing monitoring and discussion to determine if additional flexibility in caps for these districts is needed.

2. Improve monitoring of releases from detention. Since differences in practice regarding “emergency releases” across districts obscure measurement of the true rate at which youth are being released from detention due to bed cap limitations before system stakeholders would otherwise have determined that they were ready for release, we recommend that DYC move to monitor all releases that stem from compliance with a district-level cap. Adding a second level of release in addition to “emergency releases” would allow DYC to track the remaining premature releases and therefore monitor the fuller extent to which bed caps result in youth leaving detention before they otherwise would have. We also recommend that this

⁴ Harrison, L, Hetz, N, Rosky, J, English, K. and Martinez, P. (2004) Adult Prison and Parole Population Projections and Juvenile Commitment and Parole Population Projections. Colorado Division of Criminal Justice, Colorado Department of Public Safety, Denver, Colorado.



term use language less emotionally-charged than the term “emergency,” and more descriptive, such as “release to comply with allocation” or “early release.” In addition, DYC should also require reporting of the risk category (A thru E) for those youth that are released in order to document the risk of reoffense posed by these early releases.

3. Be vigilant for increasing rates of commitment and reoffense. As detailed above, commitment use has increased over the past two years, and more years of continued increases in commitment ADP are forecast by the Colorado Division of Criminal Justice.⁵ Commitment ADP increases are being driven by new commitments, not lengths of stay. There are also continuing indications that decreased service capacity may result in a higher likelihood of youth reoffending. Decreased service capacity stems from cuts in funds for community-based detention alternatives and other youth and family services. The cost implications of the emerging trends in commitment and offense rates, both of which seem to correlate with community-based service cuts, leads us to recommend that DYC again consider requesting an increase in SB 94 Program funding in an effort to avoid future reoffending and to keep secure detention caps from increasing commitment rates due to a lack of alternative detention resources, as it has successfully done for FY 2005-06. We also recommend that DYC continue to support efforts to leverage SB 94 Program resources to impact increasing commitment rates. Finally, rates of offense, reoffense and commitment should continue to be tracked by DYC, especially with an eye toward the relationship between detention caps, community-based detention alternative reductions, and the associated costs.

4. Identify additional supports for collaboration with other youth-serving systems. Multi-agency collaboration is a hallmark of the SB 94 Program. Multi-agency Juvenile Services Planning Committees have been required from the beginning of the program for each judicial district, and collaboration continues to be a critical factor in district SB 94 Program success in achieving reductions in the use of detention facilities and managing to bed caps. While districts reported success collaborating, they also faced challenges related to the cuts in youth-serving funds across systems. Support of multi-agency collaboration by districts remains important, and opportunities for expanded efforts should be explored.

5. Further improve the reporting of district-specific performance outcome data. For the first time since the SB 94 Program’s inception, DYC was able this year to report on district performance regarding standardized goals in the areas of Failures to Appear (FTA) and New Offenses. Now that DYC has standardized goal areas for reporting, it should consider developing criteria for satisfactory performance in each goal area. We recommend that minimum and preferred district performance goals be set to guide districts. DYC and district SB 94 Programs should review system performance to date in meeting goals and objectives, as well as available literature about performance in similar programs in other states in order to develop specific criteria for performance. We recommend that performance criteria only

⁵ Harrison, L, Hetz, N, Rosky, J, English, K. and Martinez, P. (2004) Adult Prison and Parole Population Projections and Juvenile Commitment and Parole Population Projections. Colorado Division of Criminal Justice, Colorado Department of Public Safety, Denver, Colorado.



be set for the two goal areas where reporting has already been required across districts: FTA and new charge levels.

6. Improve screening and assessment. Screening referred youth in order to identify those most appropriate for secure detention or less restrictive detention options has never been more critical to district SB 94 Program efforts than it is currently under the detention caps. We recommend that DYC continue to revisit the effectiveness of the Juvenile Detention Screening and Assessment Guide (JDSAG). In particular, current assessment pilots (for example, the North Pointe Youth COMPAS) should specifically address whether additional data on protective factors and other variables might add to the predictive reliability and validity of the screening and placement recommendation process.





Introduction

Legislative reporting requirements and SB 94 goals provide the background and content requirements for the SB 94 Evaluation Annual Report. DYC, Judicial District SB 94 Programs and Colorado Trails provide the data. The required content areas and evaluation methods employed are described briefly in this section.

SB 94 Program Goals. Colorado Senate Bill 91-94 (SB 94) was signed into law on June 5, 1991 as the Colorado State General Assembly recognized the increasing demands for secure detention and commitment capacity for delinquent youth. This became the impetus for the Division of Youth Corrections (DYC) SB 94 Program. The General Assembly determined that developing a broader array of less restrictive, community-based services would be more cost effective than a narrow approach of building and maintaining additional state-run facilities. Additionally, serving youth as appropriate in their communities and thus closer to home can result in better outcomes for youth and the communities.

The SB 94 Program has accomplished the General Assembly's vision over the last 13 years, reducing the use of secure detention in DYC facilities. During the current fiscal year, DYC continues to champion the General Assembly's vision by supporting Judicial District SB 94 Programs to successfully implement the detention bed caps that began in Fiscal Year 2003-04. DYC also continues to promote ongoing detention reform through efforts to inform the understanding and development of the detention continuum. DYC is promoting ongoing detention reform by focusing on two key concepts. The first is that detention is a status, and not a place, and the second is that detention consists of a continuum of options, only one of which is secure detention, which the SB 94 program seeks to reduce.⁶ In carrying out these concepts, the SB 94 Program also supports the State of Colorado's Children's Code⁷ that seeks to balance the needs of young persons with the concern for the safety of all members of society.

SB 94 Evaluation Requirements. Each year, the Colorado Long Bill requires that an evaluation of the effectiveness of the SB 94 Initiative be submitted to the Legislative Joint Budget Committee. This requirement is detailed in Footnote 85 below:

Footnote 85 of Senate Bill 05-209 (Long Appropriations Bill). Department of Human Services, Division of Youth Corrections, Community Programs, S.B. 91-94 Programs -- The Department is requested to submit to the Joint Budget Committee no later than November 1 of each year a report that includes the following information by judicial district and for the state as a whole: (1) Comparisons of trends in detention and

⁶ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.

⁷ Colorado Statutes, Title 19 Children's Code/Article 1 General Provisions/Part 1 General Provisions/19-1-102. Legislative Declaration.



commitment incarceration rates; (2) profiles of youth served by S.B. 91-94; (3) progress in achieving the performance goals established by each judicial district; (4) the level of local funding for alternatives to detention; and (5) identification and discussion of potential policy issues with the types of youth incarcerated, length of stay, and available alternatives to incarceration.

The FY 2003-04 Annual Evaluation report⁸ included a one-time addition for last year of a sixth category to provide information on the identification of any impacts that the cap on juvenile detention beds had in providing services to youths using appropriations for S.B. 91-94 programs. Such a section and separate analysis was not required for this annual report and therefore was not included. However, as a significant ongoing influence on the SB 94 program, detention bed caps are discussed in this report where relevant information contributes to the evaluation of the SB 94 Program. In meeting the requirement of the footnote, evaluation activities also seek to support DYC state and regional management efforts and local program management in each of the 22 Judicial Districts. The findings of this evaluation are intended to be used to improve the SB 94 Program at all levels.

SB 94 Funding Context. Restrictions related to the multi-year State revenue shortfall resulted in a six percent (6%) decrease in funding for the SB 94 Program during FY 2002-03. This trend continued into FY 2003-04 with a further reduction in resources of approximately 25% from the original FY 2002-03 allocations to Judicial Districts. In FY 2003-04, the budget was reduced another 10.6% which brought overall funding down to only approximately two-thirds of the initial FY 2002-03 budget. SB 94 was not the only program facing significant reductions, as many other programs that rely on State funding have experienced budget reductions or even outright elimination. This climate places increasing demands on district SB 94 Programs.

Partly in response to this situation, in FY 2002-03 the Colorado General Assembly passed Senate Bill 03-286. This legislation established a limit of 479 State-funded secure detention beds available for use by the 22 judicial districts on a daily basis. It also required the Executive Director of the Department of Human Services and the State Court Administrator, in consultation with the Division of Criminal Justice, the Office of State Planning and Budgeting, the Colorado District Attorneys Council, and law enforcement representatives, to form a Working Group to annually carry out the following duties⁹:

- a. Allocate secure detention beds to catchment areas and judicial districts;
- b. Develop a mechanism for judicial districts to loan secure detention beds to other judicial districts within their catchment areas;
- c. Develop emergency release guidelines; and
- d. Develop juvenile detention placement guidelines.

⁸ TriWest Group. (2004). Senate Bill 94 (SB 94) Evaluation Annual Report: Fiscal Year 2003-04, July, 2003 – June, 2004. Boulder, Colorado.

⁹ Colorado Statutes, Title 19 Children's Code/Article 2 The Colorado Juvenile Justice System/Part 12 Detention Bed Management/19-2-1202. Working Group – allocation of beds.



No changes were made to the detention bed allocation in FY 2004-05 while the Judicial District SB 94 Programs were given a chance to adjust to managing the caps and in order to collect information about how the caps were impacting SB 94 Programs. While the specific impact of the secure detention cap is not addressed separately in this report, it is included where relevant, and especially in Section One and Section Five.

Structure of the Report. The report is structured to respond to the Long Bill Footnote reporting requirements shown above. Each section has a condensed summary at the top, next to the title. Section content and data sources are briefly described below. Throughout the report, we offer conclusions and recommendations including possible courses of action to improve the ability of the SB 94 Program to achieve system goals.

- 1. Trends in Secure Detention and Commitment** – This section presents average daily population (ADP) information for both detention and commitment, including trends over time. For FY 2002-03, DYC tracked ADP from facilities to enable the reporting of statewide ADP for detained and committed youth. As of July 1, 2003, this tracking system was expanded to collect district-level ADP data, thereby increasing the detail available for reporting for that fiscal year. In FY 2004-05 detention and commitment ADP and length of stay (LOS) were available from the TRAILS system. This data was analyzed by DYC’s Research and Evaluation Unit for reporting and interpretation by TriWest Group.
- 2. Profiles of Youth Screened** – Colorado Trails extract data has been available over the past two fiscal years to develop profiles of youth screened, as well as their placements. In addition, for this report, change over time has been analyzed and is reported. The data presented here was extracted from TRAILS and analyzed by DYC’s Research and Evaluation Unit.

During FY 2003-04 interim statewide and district-level monthly management reports for screening, profile and placement data were analyzed by TriWest and provided to help districts monitor their performance throughout the year. DYC took over responsibility for producing and distributing these management reports effective July 1, 2004 and for FY 2004-05 monthly reports were available to each district for their district information and for statewide. The Statewide version of the interim reports given to districts is provided as an example in Appendix B.

- 3. Progress in Achieving Goals and Objectives** – This section analyzes information about district and statewide progress in achieving performance goals. It is based on information obtained from the FY 2005-06 Juvenile Services Plans which the districts developed in the spring of 2005, and updated through a Performance Goals, Resources and Practice Survey (District Survey) administered by DYC and the TriWest Group evaluation team in August of 2005.



- 4. Program Resources and Practices** – This section reviews the FY 2004-05 Judicial District SB 94 Program budget allocations and changes in allocations. It also presents and discusses local program resources as identified from district plans and results from the District Survey. This section also analyzes expenditures data tracked and reported by DYC.

- 5. Potential Program Issues** – This section summarizes trends observed about practice issues facing the programs and implications for ongoing improvement. These issues were identified in the planning process and further clarified through the a District Survey.



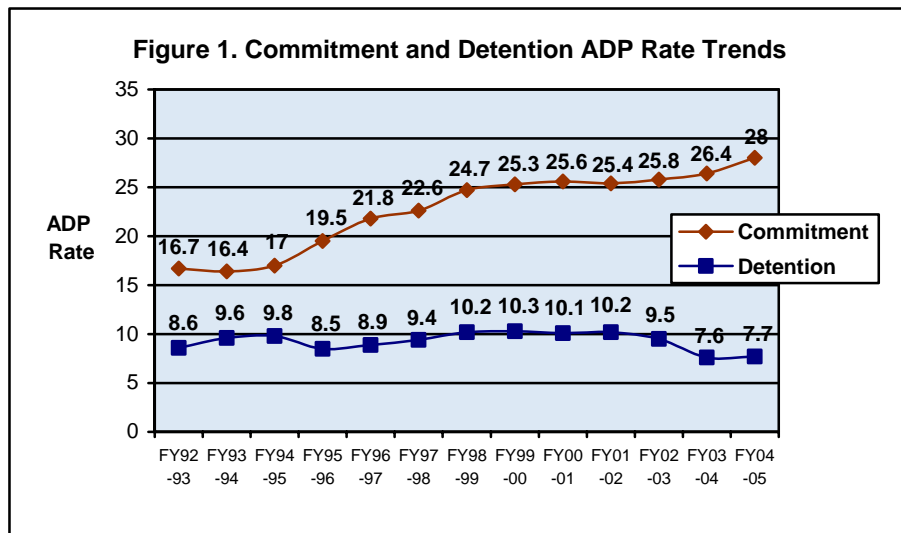
1. Trends in Detention & Commitment

The overarching SB 94 Program goal is to reduce reliance on secure detention in Division of Youth Corrections (DYC) facilities. In this section, trends in statewide Average Daily Population

Statewide, the 7.7 detention Average Daily Population (ADP) rate during FY 2004-05 remained at essentially the same low level as seen in FY 2003-04, a level 19% lower than it has been since the Senate Bill 94 program began. Detention ADP was 402.1, an operational level of about 84% of the 479 bed cap. However, the number of days with bed use at high levels in each facility increased sharply in FY 2004-05, suggesting that increased capacity strain is being experienced by both districts and facilities. Also of concern, the commitment ADP rate increased to 28, a 6% increase over the FY 2003-04 rate, yielding a combined 8% increase across the past two years. These trends warrant continued monitoring and discussion.

(ADP) for both detention and commitment are reported for FY 2004-05 based on data collected from the TRAILS system. This is the first year that TRAILS data has been available for the entire fiscal year since the conversion in FY 2001-2002. Prior to this, DYC tracked ADP manually through daily facility reporting.

Trends in Statewide Detention ADP. Average daily population rates (ADP) are calculated in terms of the number of youth in detention for every 10,000 youth in the general population. DYC’s Research and Evaluation unit reports that the detention ADP rate for FY 2004-05 was 7.7. This means that, on average, fewer than eight youth were in detention each day for every 10,000 youth in the general population. This is a minimal 1% increase over the 7.6 ADP rate reported last fiscal year, was not a statistically significant increase ($t=.1$, $df=21$, $p>.05$) and remains the second lowest ADP rate measured since the SB 94 Program was implemented Statewide in 1994 (Figure 1).



This ADP level maintains a decrease in the ADP rate of 1.8 youth per 10,000, about a 19% decrease from the 9.5 level in FY 2002-03 and keeps the secure detention average daily population down to 402 for the fiscal year. This fiscal year and the previous (FY 2003-2004) represent the achievement and continued maintenance of the lowest level of ADP in the history of the program, below that just prior to the SB 94 Program extending statewide in FY 1993-94. District level detention ADP and length of stay (LOS) are shown in Table 1 for districts and regions for FY 2004-05 and the prior year, FY 2003-04. The directionality (i.e., increase or decrease) and magnitude of change in ADP from last year is also noted. While change levels are reported for all districts, it should be kept in mind that only a few districts experienced changes that were statistically significant (these are denoted with a numerically footnoted reference). Districts whose changes were not statistically significant experienced changes that were within what would be expected from random factors and are therefore at essentially the same levels as last fiscal year. Overall, the statewide detention ADP is the same as last year and comprised primarily by a significant increase of 5.1 ADP in the 2nd Judicial District and smaller changes across several other districts, offset by the largest (in absolute terms) single change experienced by any district in the last year, a 5.5 ADP decrease in the 4th Judicial District.

Table 1. FY 2003-04 and FY 2004-05 Detention ADP and Length of Stay LOS)*.

District	ADP				LOS			
	FY 04	FY 05	Change	Percent	FY 04	FY 05	Change	Percent
Central Region	184.1	187.2	+3.1	+1.7%	14.3	14.9	+0.6	+4.2%
1 st Jefferson	46.5	43.7	-2.8	-6.0%	15.6	15.5	-0.1	-.6%
2 nd Denver	75.5	80.6	¹ +5.1	+6.8%	14.2	16.6	+2.4	+16.9%
5 th Summit	2.0	3.2	+1.2	+60.0%	14.9	16.7	+1.8	+12.1%
18 th Arapahoe	60.0	59.6	-0.4	-.7%	13.6	14.4	+0.8	+5.9%
Northeast Region	90.2	91.4	+1.2	+1.3%	11.7	11.6	-0.1	-.8%
8 th Larimer	18.5	17.8	-0.7	-3.8%	13.3	13.0	-0.3	-2.3%
13 th Logan	7.2	7.6	+0.4	+5.6%	17.2	18.2	+0.6	+5.8%
17 th Adams	26.5	27.3	+0.8	+3.0%	12.5	13.2	+0.7	+5.6%
19 th Weld	23.5	24.5	+1.0	+4.3%	11.5	12.2	+0.7	+6.1%
20 th Boulder	14.5	14.3	-0.2	-1.4%	8.1	7.7	-0.4	-4.9%
Southern Region	85.6	83.3	-2.3	-2.7%	11.1	11.4	+0.3	+2.7%
3 rd Las Animas	2.7	2.2	-0.5	-18.5%	25.9	23.3	-2.6	-10.0%
4 th El Paso	50.4	44.9	¹ -5.5	-10.9%	10.5	11.1	+0.6	+5.7%
10 th Pueblo	18.5	18.8	+0.3	+1.6%	11.6	11.7	+0.1	+.9%
11 th Fremont	5.6	7.8	+2.2	+39.3%	8.5	10.2	+1.7	+20.0%
12 th Alamosa	3.4	4.9	+1.5	+44.1%	12.6	15.6	+3.0	+23.8%
15 th Prowers	2.6	2.9	+0.3	+11.5%	18.9	36.7	¹ +17.8	+94.2%
16 th Otero	2.4	1.9	-0.5	-20.8%	13.6	9.2	-4.4	-32.4%
Western Region	34.1	33.2	-0.9	-2.6%	13.5	13.9	+0.4	+3.0%
6 th La Plata	4.5	4.2	-0.3	-6.7%	12.3	12.8	+0.5	+4.1%
7 th Montrose	4.7	5.1	+0.4	+8.5%	17.4	23.0	+5.6	+32.2%
9 th Garfield	4.9	4.7	-0.2	-4.1%	22.1	17.1	-5.0	-22.6%



Table 1. FY 2003-04 and FY 2004-05 Detention ADP and Length of Stay LOS)*.

District	ADP				LOS			
	FY 04	FY 05	Change	Percent	FY 04	FY 05	Change	Percent
14 th Routt	2.2	2.7	+0.5	+22.7%	23.3	16.4	¹ -6.9	-29.6%
21 st Mesa	14.6	13.5	-1.1	-7.5%	10.9	11.7	+0.8	+7.3%
22 nd Montezuma	2.8	2.9	+0.1	+3.6%	12.4	19.0	+6.6	+53.2%
Statewide	395.7	402.0	+6.3	+1.6%	12.5	13.1	+0.6	+4.8%

* The sum of district and region detention ADP totals is 6.9 less than the statewide total due to rounding errors in the TRAILS computation process. District identification and more accurate ADP will be improved by future modifications to TRAILS.

* Detention ADP was reported daily by facilities in FY 2003-04. In FY 2004-05, detention ADP was available for the full year from TRAILS.

* Detention LOS, shown in days, was estimated from TRAILS data available from December 2003 through the end of the year in FY 03-04. In FY 04-05 detention LOS was available for the full year from TRAILS.

¹ The probability of this change was less than .05.

As noted above, the overall change from 395.7 to 402 in ADP across all districts (see bottom of Table 1) was not a statistically significant increase. However, the overall change masks two distinct groups of districts. As we will see in Section Five, these differences in direction of ADP change relate directly to district perceptions of the adequacy of their bed allocations.

1. Twelve districts increased significantly in ADP ($t=2.88$, $df=11$, $p<.05$). This group increased about 8%, from an average ADP of 14.5 in FY 04 to an average ADP of 15.7 in FY 05. Within this group, only the 2nd Judicial District increased significantly ($t=12.8$, $df=1$, $p<.05$) going from 75.5 in FY 2004 to 80.6 in FY 2005.
2. Ten districts decreased significantly in ADP ($t=2.46$, $df=9$, $p<.05$). The group decreased about 6% from an average ADP of 22 in FY 04 to an average ADP of 20.7 in FY 05. Within this group, the 4th Judicial District was the only district with a statistically significant change ($t=10.5$, $df=1$, $p<.05$), decreasing from 50.4 in FY 2004 to 44.9 in FY 2005.

Changes in LOS were more consistent, with 15 districts contributing to the 4.8% increase from FY 2004 (12.5 days in FY 2004 to 13.1 days in FY 2005). However, the average change from FY 2004 to FY 2005 was not statistically significant ($t=1.1$, $df=21$, $p>.25$). As was the case for ADP changes, it is helpful to discuss LOS changes for two groups.

1. The 15 districts whose LOS increased as a group averaged statistically significant change ($t=2.2$, $df=14$, $p<.05$), increasing from 12.9 days on average in FY 2004 to 16.2 days in FY 2005. Of these 15 districts, only the 15th Judicial District individually reached statistical significance ($t=12$, $df=1$, $p<.05$).
2. Seven districts decreased in LOS from an average of 17.4 days in FY 2004 to 14.6 days in FY 2005, also a statistically significant change ($t=2.76$, $df=6$, $p<.05$). Individually, only the 14th Judicial District experienced statistically significant change at the .05 level ($t=6.73$, $df=1$, $p<.05$) decreasing from 23.3 to 16.4 days.



The pattern of LOS change was also noteworthy in one other regard. Of the 12 districts whose ADP increased, 11 showed an increased in LOS with the overall average showing a slight and non-significant decrease from 14.2 to 17.4 days ($t=1.63$, $df=1$, $p=.13$). Of the 10 districts whose ADP's decreased, six had decreases in LOS and four had increases, with the overall average change showing a slight and non-significant decrease from 14.6 to 13.6 days ($t=1.46$, $df=9$, $p=.18$).

Trends in Detention Bed Use. The changes in secure detention ADP rates observed by DYC over the past two years appear to relate directly to the implementation of legislatively-mandated detention bed caps in FY 2003-04. Prior to FY 2003-04, the trend for detention ADP was flat. Holding this rate flat was viewed as a SB 94 Program success given the slowly increasing juvenile population.

Beginning July 1, 2003, each Judicial District received an allocation of a portion of the 479 secure and staff secure detention beds. Starting October 1, 2003, each district was required to manage to their local bed cap. Detention facilities and catchment areas were prohibited from exceeding their caps. This structure was intended to prevent the statewide system from placing more than 479 youth in secure or staff secure detention. However, FY 2004 had an average of 395.7 youth in detention over the course of the fiscal year, or at about 82% of the cap. During FY 2005, this number increased to an average of 402 youth per day in detention, or about 84% of the cap.

The FY 2004 Annual Evaluation Report¹⁰ pointed out that the need to manage to a detention bed cap requires analysis of more than just average detention use. The cap is applied to use at any point in time and managed to remain below the cap, not just to average below the cap across time. This has also been observed by the Division of Criminal Justice (DCJ), which is required to project detention ADP annually¹¹. Since detention ADP is capped the DCJ will no longer project detention ADP, but it discusses the limitations of using ADP as an indicator of performance in a capped system. Instead it suggests a number of workload indicators that should be considered by DYC, such as the number of detained youth served per day.

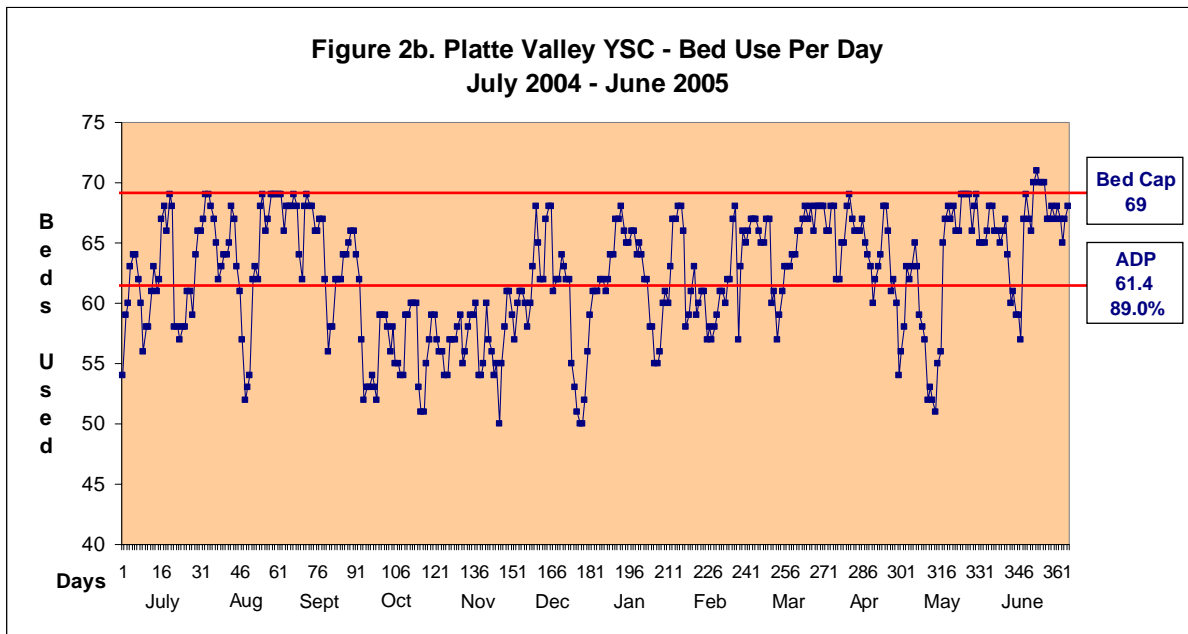
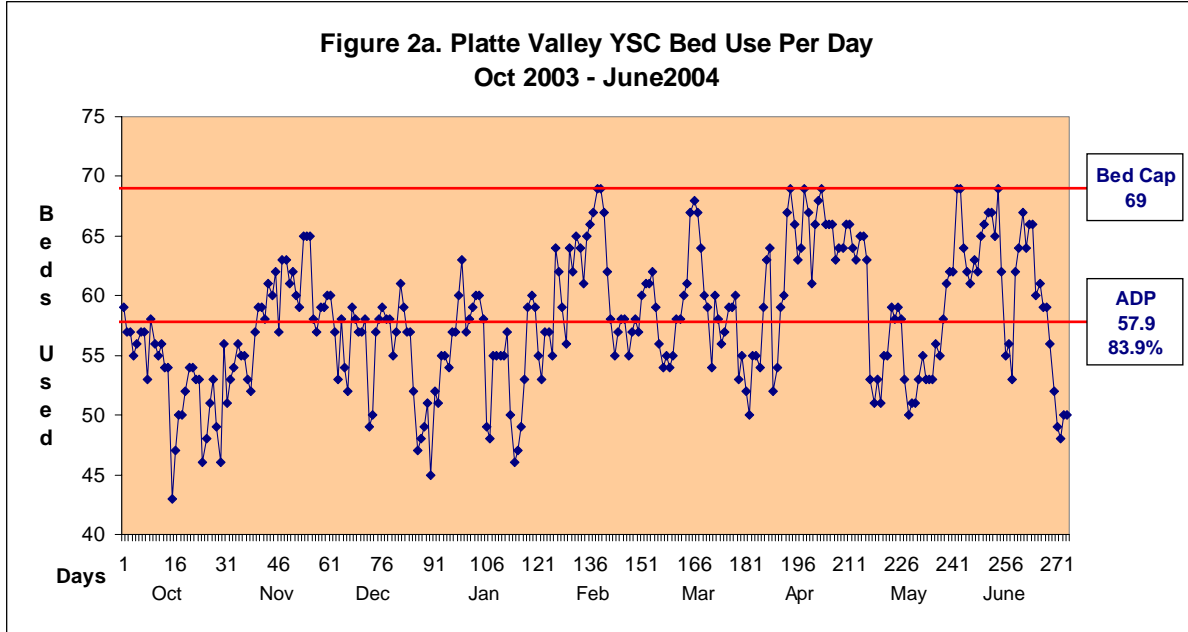
To illustrate the points about ADP, the graphs below show daily bed use at the Platte Valley Youth Services Center (PVYSC) in the DYC Northeast Region, one for FY 2004 and one for FY 2005. The facility cap is 69. Between FY 2004 and FY 2005, average daily use increased from 58 (about 84% of the total cap) to 61.4 per day (about 89% of the total cap). However, the graphs reveal that this 5% increase in capacity used masks greater strain at a daily level given that daily use fluctuates significantly, with days at the cap and days with below average use. In FY 2004, Platte Valley had 63 (90% of available capacity) or more youth in their 69

¹⁰ TriWest Group. (2004). Senate Bill 94 (SB 94) Evaluation Annual Report: Fiscal Year 2003-04, July, 2003 – June, 2004. Boulder, Colorado.

¹¹ Harrison, L, Hetz, N, Rosky, J, English, K. and Martinez, P. (2004) Adult Prison and Parole Population Projections and Juvenile Commitment and Parole Population Projections. Colorado Division of Criminal Justice, Colorado Department of Public Safety, Denver, Colorado.

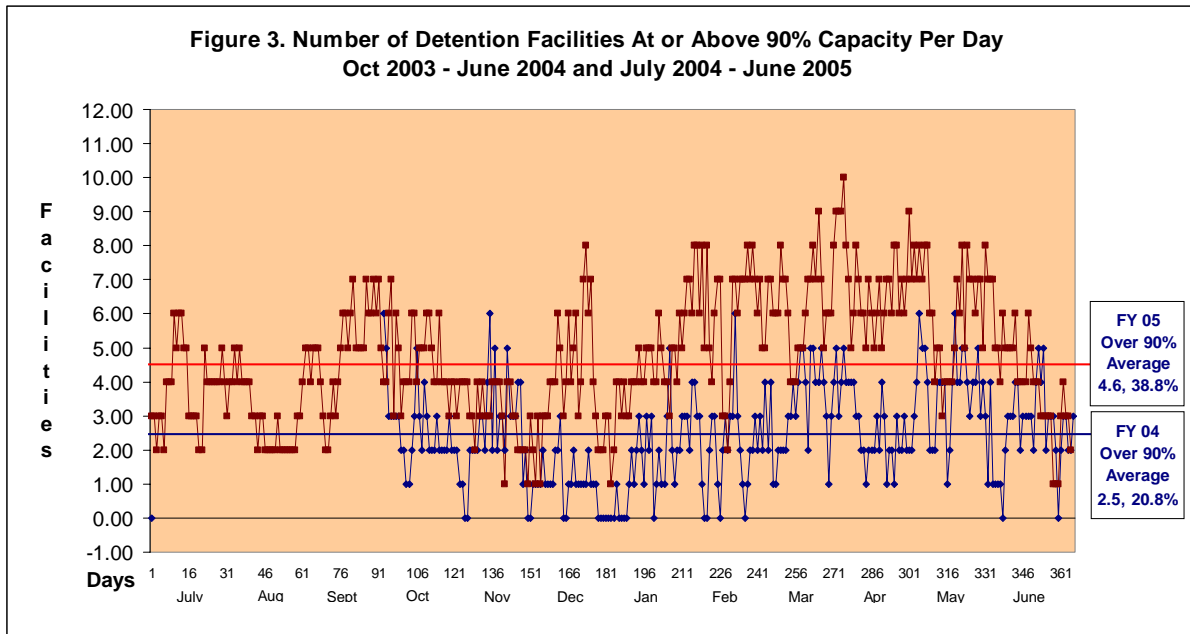


secure detention beds about 20% of the time. Stated another way, the facility was at or above 90% capacity an average of 1.5 days every week. In FY 2005, days with such high use increased to the point where Platte Valley had 63 (90%) or more youth in beds about 50% of the time or an average of 3.5 days every week.



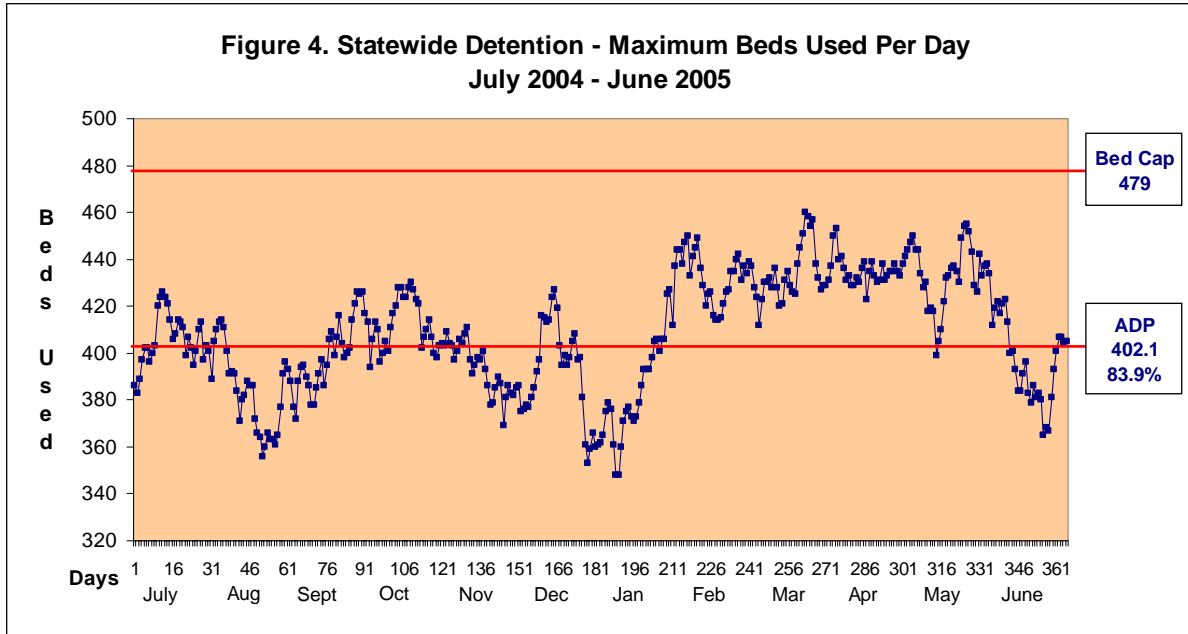
Figures 2a and 2b demonstrate that bed use fluctuates greatly on any given day, more so in FY 2005 than in FY 2004. For FY 2005, it also demonstrates that the five districts that used this facility were able to work with Platte Valley to coordinate bed use so that the facility exceeded capacity only one time, for five days in June. However, to allow for the fluctuation, bed use was managed at about the 89% level of beds on average and above 90% a significant proportion of the time.

Looking across facilities, we see that on the vast majority of days one or more facilities experienced high capacity strain. Figure 3 below shows that there were only 24 days when there were no facilities at or above 90% capacity in FY 2003-04. In FY 2004-05, on every day of the year there was at least one facility occupied at 90% or higher capacity. Another way to say this is that in FY 2003-04 at least one or more facilities were at or above 90% capacity 91.2% of the time. This was the case 100% of days in FY 2004-05



Looking more broadly at the average across all facilities, the statewide bed cap of 479 was never exceeded on any day in FY 2005, as is shown in Figure 4 below.





Appendix A provides similar FY 2005 daily usage graphs for all judicial districts, facilities, and regions. A review of the district-level and facility graphs of bed use per day in Appendix A reveals significant variation within districts and within the detention facilities they use. District variability is a useful gauge of the experience of the districts with the caps, but, given the small size of many districts and their bed allocations, a high degree of variability can be expected. Because most districts share detention facilities (with the exceptions of the 2nd District's use of Gilliam and the 17th District's use of Adams), the operational implications of daily variability in bed use are experienced primarily at the facility level. When space is tight at facilities, the strain is greater on all of the districts using them, regardless of which district contributes most to the strain.

Capacity strain manifests at the district level in a number of ways including:

- ◆ More daily and weekly planning is required,
- ◆ Higher levels of communication among districts and with facilities is required,
- ◆ More time is required of district SB 94 staff and other systems (such as from probation, the district attorney, and the bench) to review youth cases to prepare for possible premature releases.

The following table (2) presents the capacity, average use, and variability for each state-run detention facility. Days at or above 90% capacity serves as a benchmark for capacity strain to explore differences across facilities. Looking across facilities in Table 2 on the next page, it appears that capacity strain has increased. The average use has increased for 75% of the facilities (all but three) and the percent of days at or above 90% capacity has increased for all regions and all but one facility. The increase in days at or above 90% capacity may partly relate to a change in reporting for FY 2005. In FY 2005,



DYC reports the maximum number of beds in use at any time during the day, while in FY 2004 facilities reported daily, usually at a certain time of day. However, the increases across average daily use and days above 90% indicators for nearly all facilities points towards an increase in capacity strain, despite continued success operating on average below the caps.

The increase in percent of days above 90% capacity is much greater at the facility level than across regions. For example, as a region, the Southern Region is at or above 90% of capacity 21.1% of days. However, Pueblo YSC is at or above 90% of capacity 28.1% of days and Spring Creek 38.9% of days, with its four staff secure beds at high capacity with only one or no beds open 81.4% of days. At the regional level, high use at one facility tends to average out with lower use at another. Therefore, while regions all have over 20% of days at or above 90% capacity, individual facilities experience greater numbers of days at high capacity. This is also the case for individual districts as presented and discussed in Section 5 and Table 25.

Table 2. Detention Facility Bed Use, October 2003 Through June 2004 and FY 2005.

(Average use is the number of beds used on average per day divided by the bed capacity)

Facility And Region	Districts Served	Beds & Use				
		Bed Capacity	Average Use		Percent Days Above / At 90% of Cap	
			FY 04	FY 05	FY 04	FY 05
Central Region	1, 2, 5, 18	226	82.9%	84.5%	7.7%	31.5%
Gilliam YSC	2	70	85.1%	89.7%	37.6%	58.1%
Marvin Foote YSC	2, 5, 18	96	82.9%	84.1%	20.4%	42.2%
Mount View YSC	1, 5	60	80.2%	78.8%	16.4%	29.6%
Northeast Region	8, 13, 17, 19, 20	106	80.3%	86.7%	11.7%	50.7%
Adams YSC	17	28	78.6%	85.4%	25.2%	63.0%
Platte Valley YSC	8, 13, 17, 19, 20	69	83.9%	89.0%	26.3%	58.1%
Remington House	8, 13, 17, 19, 20	9	58.4%	73.2%	16.4%	37.5%
Southern Region	3, 4, 10, 11, 12, 15, 16	106	79.5%	80.9%	7.7%	21.1%
Pueblo YSC	3, 10, 12, 15, 16	36	75.8%	80.8%	17.2%	28.5%
Spring Creek YSC	4, 11	66	81.8%	81.0%	23.0%	38.9%
Staff Secure	12, 15	4	66.2%	81.0%	41.4% *	81.4%
Western Region	6, 7, 9, 14, 21, 22	41	82.4%	81.7%	21.5%	23.3%
Grand Mesa YSC	7, 9, 14, 21	24	85.3%	85.5%	39.8%	49.6%
Robert Denier YSC	6, 22	9	69.6%	79.9%	27.4%	53.2%
Staff Secure	7, 9, 14, 21	8	81.0%	72.6%	50.0%	40.5%

* The Southern Region Staff Secure facilities combined total four beds, so the days with one or no beds open (at or above 75%) are reported. The Western Region Staff Secure combined total 8 beds, so the days with one or no beds open (at or above 88%) are reported.

On a statewide basis, most detention facilities operate at or very near capacity all of the time, throughout the year. However, on any given day, detention populations across facilities fluctuate greatly, sometimes approaching the 479 capacity, but at other times



dropping significantly below that number, yielding annual ADP levels much lower than the detention bed limit of 479.

This mathematical reality creates a critical risk of misperception: ADP below the cap number does not mean that the cap is too high. ADP will always be below a hard cap, given daily fluctuation. Casual observers and some decision-makers attuned to the need for quick summary judgments of program effectiveness, can easily draw the wrong conclusion from ADP levels below the cap. It must be made clear to decision-makers that an ADP level below the cap is a mathematical necessity inherent in the hard capping approach and does not in and of itself connote anything about the adequacy of capacity.

While it is tempting to speculate as to what level of capacity is “sufficient”, this cannot be determined from the available data. To determine this simply from trends, more time would be needed to understand district experiences managing to the caps and the effects on service delivery and longer term indicators such as reoffense rates. However, by that point the negative effects of insufficient detention capacity would already be felt and proactive assessment of the need for additional flexibility and potentially capacity by districts in their allocations should ideally address capacity needs before they are apparent in trends such as increased commitment or reoffense rates. What can certainly be known at the present time is that districts are using available beds at levels comparable to those in FY 2004 and are successfully managing within their caps at the regional and facility levels. Yet capacity strain appears also to have increased, within in the context of continuing to successfully manage to the caps. This strain merits continued attention by DYC and proactive discussion with district stakeholders about the adequacy of local detention allocations.

Trends in Statewide Commitment ADP. The statewide commitment ADP rate for FY 2004-05 was 28; an average of 28 youth in commitment each day for every 10,000 youth in the general population. This is a 6.1% increase in commitment ADP over the past year.

From FY 2002-03 to FY 2003-04, the commitment ADP increased 2.3%. Although the combined increase over the past two years was over 8%, the overall increase was not statistically significant ($t=1.38$, $df=21$, $p=.18$). However, the increase is real and, based on a wider assessment of juvenile justice system trends, continued increases in commitment ADP are forecast by the Colorado Division of Criminal Justice¹² at rates of between 3.85 and 4.92 percent annually between July 2005 and June 2011. These continued increases coincide with significant decreases in funding for community services for SB 94 and multiple other human services systems, including juvenile diversion, prevention, mental health and child welfare. This comes at a time when increasingly, committed youth have treatment needs. It is particularly the case that committed youth have substance abuse problems (83%) and

¹² Harrison, L, Hetz, N, Rosky, J, English, K. and Martinez, P. (2004) Adult Prison and Parole Population Projections and Juvenile Commitment and Parole Population Projections. Colorado Division of Criminal Justice, Colorado Department of Public Safety, Denver, Colorado.



moderate to severe mental health treatment needs (40%)¹³.

The increasing commitment ADP rate reflects a two-year increase in new commitments of 12.2%, from 846 in FY 2002-03, to 926 in FY 2003-04, to 950 in FY 2004-05. The LOS of 18.8 months in FY 2004-05 was very similar to the 18.9 month average in FY 2003-04 but still a decrease from 19.5 months in FY 2002-03.

District level commitment ADP and length of stay are shown in Table 3 below for districts and regions for FY 2004-05 and the prior year, FY 2003-04. The pattern of changes in commitment ADP shows that the statewide increase in commitment ADP (+) was experienced in every region. However, at the district level, only 11 of the 22 districts increased in ADP, while 10 decreased (one remained the same).

1. The 11 districts with increased ADP accounted for 961.9 of the 1377.4 ADP in FY 04 (69.8%), an average of 87.4. Their average increase was up 11.9 (13.6%) to 99.4 in FY 05, a statistically significant increase ($t=3.32$, $df=10$, $p<.05$). Their overall ADP went up to 1092.9 in FY 05. There were exceptions to the trend of being higher users, as two of the smallest use districts, the 3rd and the 5th also increased their use of commitment beds. Within this group, the 4th and the 8th Judicial Districts' ADP increased significantly ($t=8.1$ and $t=9.5$, respectively, with 1 df , $p<.05$).
2. The 10 districts with decreased ADP accounted for 398.6 of the overall 1377.4 ADP in FY 04, an average of 39.9. Their average decrease was 5.5, a statistically significant difference ($t=3.93$, $df=9$, $p<.05$), down a total of 55 ADP (13.8%) to yield an overall ADP of only 343.6 in FY 05. Within this group, the 1st Judicial District was the only district with a statistically significant change ($t=11.9$, $df=1$, $p<.05$). Those districts with decreased ADP used relatively fewer commitment beds to begin with (39.9 on average) than those districts that increased use (87.4 on average), although the difference was not statistically significant ($t=1.4$, $df=19$, $p>.05$). There were two notable exceptions to the trend of having smaller ADPs to begin with in FY 04; the 1st District had an ADP of 141.2 in FY 04 (down to 124.5 in FY 05) and the 19th District had an ADP of 97.2 in FY 04 that went down to 91.0 in FY 05.

Change in commitment LOS also was not statistically significant overall ($t=1.1$, $df=20$, $p<.05$), decreasing 0.1, from 18.9 to 18.8 months from FY 2003-04 to FY 2004-05. Although commitment length of stay overall was stable, 10 districts showed increases and 11 showed decreases.

1. The districts whose LOS increased also experienced statistically significant changes ($t=4.8$, $df=9$, $p<.05$), going from 16.4 months in FY 2003-04 to 18.1 months in FY 2004-05. Four of the 10 districts (18th, 21st and 22nd) had statistically significant increases in commitment LOS ($t>6$, $df=1$, $p<.05$).

¹³ Gomez, J. (2005). An Overview of The Colorado Division of Youth Corrections. Presented to the Colorado District Attorney's Council.



- The districts whose LOS decreased averaged a significant reduction from 19.4 to 16.6 months ($t=4.6$, $df=10$, $p<.05$). Five of the 11 districts (20th, 15th, 16th, 9th and 14th) had statistically significant reductions in commitment LOS ($t>6$, $df=1$, $p<.05$).

Unlike the pattern of detention LOS change mentioned previously, there was no systematic relationship between commitment ADP changes and commitment LOS changes. Of the districts whose ADP's decreased, about half increased and half decreased LOS, resulting in a non-significant change ($t=1.0$, $df=9$, $p>.05$). The same results were found for districts whose ADP increased; about half had increases and half had decreases in LOS, resulting in a non-significant change ($t=.2$, $df=9$, $p>.05$). Therefore, changes in ADP seem to be the result of both changes in new commitments and LOS.

Table 3. FY 03-04 and FY 04-05 Commitment ADP and Length of Stay (LOS).

District	ADP				LOS			
	FY 04	FY 05	Change	Percent	FY 04	FY 05	Change	Percent
Central Region	626.5	644.8	+18.3	+2.9%	19.6	19.8	+0.2	+1.0%
1 st Jefferson	141.2	124.5	¹ -16.7	-11.8%	20.5	21.0	+0.5	+2.4%
2 nd Denver	315.7	328.5	+12.8	+4.0%	19.9	19.0	-0.9	-4.5%
5 th Summit	6.0	6.6	+0.6	+10.0%	17.9	16.6	-1.3	-7.3%
18 th Arapahoe	163.6	185.1	+21.5	+13.1%	18.5	20.7	¹ +2.2	+11.9%
Northeast Region	305.1	341.9	+36.8	+12.1%	19.6	18.2	-1.4	-7.1%
8 th Larimer	80.2	114.2	¹ +34.0	+42.4%	20.2	17.3	-2.9	-14.4%
13 th Logan	23.1	16.4	-6.7	-29.0%	13.8	15.2	+1.4	+10.1%
17 th Adams	87.6	101.0	+13.4	+15.3%	17.4	18.3	+0.9	+5.2%
19 th Weld	97.2	91.0	-6.2	-6.4%	21.8	20.4	-1.4	-6.4%
20 th Boulder	17.1	19.3	+2.2	+12.9%	20.6	13.7	¹ -6.9	-33.5%
Southern Region	286.4	300.9	+14.5	+5.1%	18.2	18.4	+0.2	+1.1%
3 rd Las Animas	2.0	3.6	+1.6	+80.0%	14.4	N/A	N/A	N/A
4 th El Paso	190.8	219.8	¹ +29.0	+15.2%	18.8	20.6	+1.8	+9.6%
10 th Pueblo	38.8	34.6	-4.2	-10.8%	16.9	16.2	-0.7	-4.1%
11 th Fremont	21.7	18.0	-3.7	-17.0%	16.6	17.5	+0.9	+5.4%
12 th Alamosa	9.0	11.6	+2.6	+28.9%	15.2	17.1	+1.9	+12.5%
15 th Prowers	5.5	2.5	-3.0	-54.6%	18.1	13.9	¹ -4.2	-23.2%
16 th Otero	18.5	10.8	-8.0	-43.2%	20.7	15.5	¹ -5.2	-25.1%
Western Region	159.3	165.9	+6.6	+4.1%	16.8	17.3	+0.5	+3.0%
6 th La Plata	24.2	24.8	+0.6	+2.5%	16.3	16.8	+0.5	+3.1%
7 th Montrose	26.1	24.6	-1.5	-5.8%	18.5	17.7	-0.8	-4.3%
9 th Garfield	16.9	16.9	0.0	0.0%	18.8	15.5	¹ -3.3	-17.6%
14 th Routt	9.6	7.7	-1.9	-19.8%	20.4	17.0	¹ -3.4	-16.7%
21 st Mesa	65.7	78.4	+12.7	+19.3%	15.0	17.8	¹ +2.8	+18.7%
22 nd Montezuma	16.9	13.5	-3.4	-20.1%	12.4	16.4	¹ +4.0	+32.3%
Statewide	1377.4	1453.5	+76.1	+5.5%	18.9	18.8	-0.1	-0.5%

¹ The probability of this change was less than .05.



The loss of statewide resources, as well as the SB 94 Program's narrowed focus on detention made necessary because of SB 94 funding reductions, correspond to differential changes in district rates of commitment.¹⁴ Although some districts decreased and some increased, the two-year trend in increased commitment matches the time period of significant program reductions. SB 94 programs received an increase in State funding for FY 2005-06 and it will be important to monitor the impact of increased levels of funding on the use of commitments as well as detention. Trends in commitment clearly warrant continued monitoring and discussion.

The fact that nearly half of districts reduced commitment levels is also important. Analysis of program level factors in later sections of this report will include analysis of whether any factors can be identified that differentiate those districts that were more successful in managing commitment levels.

¹⁴ June 2004 Monthly Population Report. Colorado Department of Human Services, Division of Youth Corrections, Research and Evaluation Unit, July 8, 2004.



2. Profiles of Youth Screened

Only one in four youth arrests are referred for secure detention and screened. The numbers of youth screened in FY 2004-05 remained about the same as in FY 2003-04. A total of 12,607 screens were completed statewide in FY 2004-05. There continues to be a high level of agreement, 83.7%, between the placement suggested by the screening tree and actual initial placements. Secure placements continue to be those most frequently recommended and used.

FY 2004-05 was the second year that DYC has required that all districts screen every youth prior to placement in secure detention, following the implementation of SB 03-286 in FY 2003-04. Given the need to manage detention bed caps and other local resources available to districts, screening information has been available to help districts utilize secure detention placements for the youth most in need of those placements. This section provides information about the numbers of youth screened, the risk profiles of those youth, and their placements. Information is also presented to assess the degree to which profiles of youth have changed as SB 94 Programs have adapted to significant system changes such as detention caps and reduced youth-serving resources locally.

Youth Screened. Youth identified for possible placement in state-funded detention centers are screened and assessed by local SB 94 Programs using a statewide standardized tool – the Juvenile Detention Screening and Assessment Guide (JDSAG). The JDSAG documents factors associated with the risk for reoffending, a primary consideration in the use of secure detention versus other detention alternatives.

Colorado’s use of a standardized risk assessment represents an exemplary practice that states are increasingly adopting across the nation, as such screening helps to ensure that youth recommended for placement at a given level of restrictiveness along the detention continuum are at the appropriate level of risk to themselves or the community to warrant that placement. Furthermore, in an environment that emphasizes a continuum of secure and community-based detention services, risk assessment tools can help avoid inadvertently widening the net of youth using detention by making sure that any youth placed at any level of the detention continuum, particularly community placements, are drawn only from the pool of youth whose risk to reoffend merits the use of detention. The reality of increasingly scarce resources, as discussed throughout this report, further underscores the importance of the screening and placement process, and, at the same time, raises awareness that the most appropriate placement and services may not always be available. These and related issues are presented and discussed throughout this section.

The numbers of youth screened in FY 2004-05 decreased slightly from FY 2003-04. The numbers of youth screened are shown in Table 4 for each district and statewide. A total of



12,607 screens were completed statewide¹⁵ in FY 2004-05, just slightly fewer than in FY 2003-04 when 12,769 youth were screened. Four districts each account for 10% or more of all youth screened (1st, 2nd, 4th, and 18th); taken together they account for 59% of all youth screened. District 18 (Arapahoe) screened the most youth at 2,514 or 19.9% of all youth screened statewide. However, screening rate is not significantly correlated with youth population size ($r=.18$, $p>.05$). To standardize these numbers across population, they were converted to rates per 10,000 youth using population data for youth ages 10 to 17 years in each district. Statewide, about 243 youth were screened per 10,000.

Table 4. Numbers of Youth Screened & Rate Per 10,000 Population

District	Youth Screened		Rate Per 10,000 Population	
	Number	Percent	Population	Rate
1 st Jefferson	1,471	11.7%	61,006	241.1
2 nd Denver	1,722	13.7%	51,790	332.5
3 rd Huerfano	98	0.8%	2,730	359.0
4 th El Paso	1,689	13.4%	68,776	245.6
5 th Summit	35	0.3%	8,646	40.5
6 th La Plata	134	1.1%	6,660	201.2
7 th Montrose	88	0.7%	10,057	87.5
8 th Larimer	335	2.7%	29,418	113.9
9 th Garfield	77	0.6%	8,060	95.5
10 th Pueblo	658	5.2%	17,035	386.3
11 th Fremont	397	3.1%	8,241	481.7
12 th Alamosa	119	0.9%	6,387	186.3
13 th Logan	137	1.1%	10,100	135.6
14 th Routt	64	0.5%	5,564	115.0
15 th Prowers	40	0.3%	2,882	138.8
16 th Otero	104	0.8%	3,719	279.6
17 th Adams	845	6.7%	51,688	163.5
18 th Arapahoe	2,514	19.9%	92,690	271.2
19 th Weld	826	6.6%	26,865	307.5
20 th Boulder	730	5.8%	28,870	252.9
21 st Mesa	492	3.9%	14,523	338.8
22 nd Montezuma	32	0.3%	3,223	99.3
Statewide	12,607	100.0%	518,930	242.9

In Table 5 on the following page, screening rates are ordered from high to low with the median point shown (the point at which half the districts fall above and half fall below). The table also shows delinquency petition rates to help put the level of screening in context. For example, District 2 (Denver) has the second largest youth population, the second highest number of screens, but their screening rate is the 5th highest. However, Denver does have the 4th highest rate of delinquency filings. That Denver has the 5th highest screening rate and the

¹⁵ This number includes all screens administered and may contain more than one screen for some youth.



4th highest petition rate is born out by the significant correlation between the two rates ($r=.660$, $p<.05$). These relationships are also reflected in some districts with smaller juvenile populations, such as the 3rd, that has the highest filing rate and 3rd highest screening rate. The fact that screening rate is related to filing rate, suggests that common factors such as state and local policies (including those beyond the influence of SB 94 Programs) influence screening patterns.

Table 5. Ranked Screening and Petition Rates Per 10,000 Population

District	Youth Screened	Youth Petitions	Youth Population	Rate Per 10,000 & Ranks			
	Number	Number	Number	Screening	Rank	Petition*	Rank
11 th Fremont	397	367	8,241	481.7	1	445.3	3
10 th Pueblo	658	657	17,035	386.3	2	385.7	7
3 rd Huefano	98	133	2,730	359.0	3	487.2	1
21 st Mesa	492	471	14,523	338.8	4	324.3	12
2 nd Denver	1,722	2,231	51,790	332.5	5	430.8	4
19 th Weld	826	1,295	26,865	307.5	6	482.0	2
16 th Otero	104	155	3,719	279.6	7	416.8	5
18 th Arapahoe	2,514	2,423	92,690	271.2	8	261.4	18
20 th Boulder	730	1,105	28,870	252.9	9	382.8	8
4 th El Paso	1,689	2,163	68,776	245.6	10	314.5	14
1 st Jefferson	1,471	1,970	61,006	241.1	11	322.9	13
Median Rate 209.2	Lower Screening Rates ↓			Higher Screening Rates ↑			
6 th La Plata	134	151	6,660	201.2	12	226.7	21
12 th Alamosa	119	247	6,387	186.3	13	386.7	6
17 th Adams	845	1,272	51,688	163.5	14	246.1	20
15 th Prowers	40	80	2,882	138.8	15	277.6	15
13 th Logan	137	209	10,100	135.6	16	206.9	22
14 th Routt	64	181	5,564	115.0	17	325.3	11
8 th Larimer	335	1,028	29,418	113.9	18	349.4	10
22 nd Montezuma	32	114	3,223	99.3	19	353.7	9
9 th Garfield	77	204	8,060	95.5	20	253.1	19
7 th Montrose	88	266	10,057	87.5	21	264.5	17
5 th Summit	35	237	8,646	40.5	22	274.1	16
Statewide	12,607	16,959	518,930	242.9	n/a	326.8	n/a

* Data from the juvenile delinquency petition factor of the initial FY 2005-06 budget allocation process was used, which averages petitions over the four year period of 2001 thru 2004.

Law enforcement agencies refer youth for screening. The degree to which law enforcement practices in this regard vary from district to district can influence the numbers of youth screened and the profiles of those youth. Within the SB 94 Program, standardization of screening expectations to encompass at least all youth referred for secure detention has removed one level of variability across district reporting. However, law enforcement may still not screen every youth who has been arrested (see Figure 5 below).



The most recent state policy change with regard to screening resulted from the implementation of SB 03-286 in FY 2003-04. With the implementation of SB 03-286, DYC required that all districts screen every youth before placement in secure detention. Prior to that, it was optional for districts to screen youth who were remanded to custody directly by the court or youth who were sentenced to detention. Although there was previously an emphasis on screening youth to aid in making placement decisions, the implementation of detention caps and reductions in other youth-serving resources associated with State revenue shortfalls and the implementation of SB 03-286 heightened that emphasis and resulted in changes in many districts. Table 6 below shows that the overall numbers of youth screened increased in FY 2003-04 but then decreased slightly in FY 2004-05.

Table 6. Changes in Numbers of Youth Screened

District	Youth Screened			Change in Screening	
	FY03	FY04	FY05	FY03 to FY04	FY04 to FY05
1 st Jefferson	1,242	1,494	1,471	20.3%	-1.5%
2 nd Denver	2,063	1,889	1,722	-8.4%	-8.8%
3 rd Huerfano	45	110	98	144.4%	-10.9%
4 th El Paso	1,777	1,805	1,689	1.6%	-6.4%
5 th Summit	52	30	35	-42.3%	16.7%
6 th La Plata	153	130	134	-15.0%	3.1%
7 th Montrose	99	77	88	-22.2%	14.3%
8 th Larimer	505	379	335	-25.0%	-11.7%
9 th Garfield	98	78	77	-20.4%	-1.3%
10 th Pueblo	533	649	658	21.8%	1.4%
11 th Fremont	243	307	397	26.3%	22.7%
12 th Alamosa	121	100	119	-17.4%	19.0%
13 th Logan	141	166	137	17.7%	-17.5%
14 th Routt	38	48	64	26.3%	33.3%
15 th Prowers	50	39	40	-22.0%	2.6%
16 th Otero	91	101	104	11.0%	3.0%
17 th Adams	626	852	845	36.1%	-.8%
18 th Arapahoe	2,596	2,427	2,514	-6.5%	3.6%
19 th Weld	657	792	826	20.5%	4.3%
20 th Boulder	599	771	730	28.7%	-5.3%
21 st Mesa	390	425	492	9.0%	15.8%
22 nd Montezuma	28	23	32	-17.9%	28.1%
Statewide	12,147	12,692	12,607	4.5%	-.7%

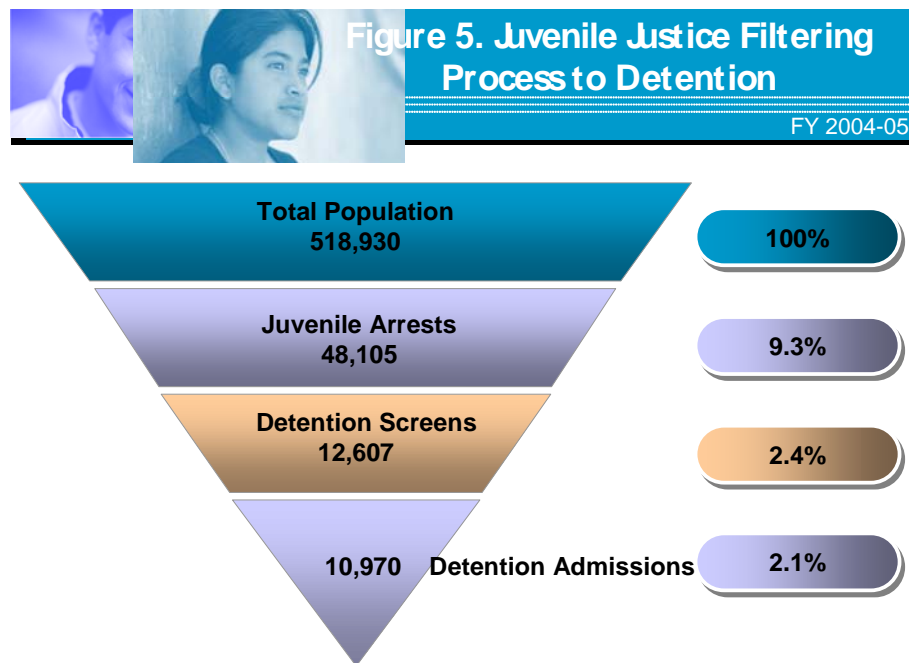
Changes over the two fiscal years can be characterized in terms of some common trends, but should be interpreted cautiously and only with more information and better understanding of the unique influences for any given district. These common trends have been used to summarize districts in the following five ways.

- Five districts (the 1st, 10th, 16th, 17th and 20th) increased screens substantially in FY 2003-04 but then appear to have stabilized in FY 2004-05.



- Four districts decreased in FY 2003-04 (5th, 6th, 9th, and 15th) and appear to have stabilized in FY 2004-05.
- Both of these first two groupings could reflect initial (but opposite) adjustments in screening practice(s) followed by stabilization.
- Three districts increased in FY 2003-04 (3rd, 4th and 13th) but made downward adjustments in FY 2004-05.
- Four districts decreased in FY 2003-04 (7th, 12th, 18th and 22nd) but made upward adjustments in FY 2004-05.
- Two districts (2nd and 8th) decreased the number of youth screened in both of the past two fiscal years.
- Four districts (11th, 14th, 19th and 21st) increased the number of screens both of the past two years.

Profiles of Youth. With the implementation of detention bed caps in FY 2003-04 and reductions in other local youth-serving resources available to districts, the priority has been to utilize available detention placements for the most appropriate youth. The detention screening tool assigns each youth to one of five profiles. Profiles pertain to the likelihood of failing to appear for court dates or receiving new charges, rather than the overall risk posed by the youth to the community. It should be kept in mind that youth who are screened are already a small subset of youth who have been arrested (approximately a quarter: 12,607 of 48,105), and an even smaller subset of all Colorado youth (2.4%, or 12,607 of 518,930), as shown in Figure 5.



JDSAG Youth Profiles. The use of the JDSAG as a standardized screening instrument has been beneficial for assisting with making decisions regarding the most appropriate placement



for youth who have been taken into custody by law enforcement. DYC and many local SB 94 Programs have identified a need for a validated risk assessment instrument as a next step in order to provide a systematic way of collecting data used to identify the offender's risk inventory, protective factors and needs. This information could assist with service intervention plans and legal outcomes.

During fiscal year 2004-2005, a pilot study was conducted of an assessment tool called the Youth COMPAS. It contains 33 critical risk and need scales based on all of the major predictors and theories of delinquency. It allows for the reassessment of youth over time to measure change in dynamic factors. Six sites participated in this pilot study and provided assessments for over 1400 youth. The goal of the pilot was to test the relevance and usefulness of the Youth COMPAS assessment in the SB 94 program context. This includes examining the utility of the Youth COMPAS as an assessment tool in the SB 94 population and population subgroups defined by criminal involvement, gender and ethnicity. Information from this pilot study will assist DYC with implementation decisions as to the validity and usefulness of such an instrument within the SB 94 context.

Since the JDSAG was designed as a tool to assist in placement decisions, it only provides more limited information regarding risk of reoffense than tools such as the COMPAS or Washington State Juvenile Court Risk Assessment. Five youth profiles are calculated using scores from five JDSAG scales, which are subsets of the 25 overall screening and assessment guide items. Youth screening data for FY 2004-05 have been used by the DYC Research and Evaluation Unit to summarize youth by district into low (A, B, C) and high (D, E) profile groups, as presented in Table 7 on the following page. Data on all five profile groups is included in Appendix C. The five profile groups are described briefly below.

- Profile A – These youth have low scores on all major risk factors and some minor past delinquency. They tend to have minimal family problems and there is little evidence of substance abuse problems.
- Profile B – These youth exhibit average delinquency (with some moderate level for girls), as compared with other screened youth. Boys in this category generally begin delinquent behavior at an earlier age, have some violence history and generally have problems in school. Girls in this category have multiple runaway events, as well as family, school, and drug problems. While less likely to reoffend than youth with higher risk profiles, these youth still pose significant risks to themselves and others.
- Profile C – Youth in this category begin delinquency at an earlier age and are average to moderate in their risk to reoffend, compared with other screened youth. Males in this category have a higher risk for suicide, self harm, or victimization by others, as well as family and drug problems. Females in this category have minor criminal histories, current felony charges, and violence history, but minimal family problems and low drug use.
- Profile D – Youth in this category are characterized by a highly delinquent history, violence (including weapon use), and family problems. Males in this profile also tend to have runaway problems and are often considered chronic, multiple offenders. Females in



this profile category have some drug, school, or work problems, problems with delinquent peers, and are at lower risk for suicide or victimization by others.

- Profile E – Males in this category score extremely high on all delinquency factors. Females, while not scoring as high as boys, also score as highly delinquent in criminal history and must have a current felony charge. All have histories or current crimes of violence, family problems (more severe for girls), high drug use, and high risk for suicide, self harm, or victimization by others.

Table 7 below shows the percent of youth by profile in each district and statewide. This information is shown to provide a sense of the distribution of youth in the system. It should be kept in mind by the reader that the percent of each profile will vary from district to district and is a function of a number of factors such youth in the district, arrest and filing rates, and screening and other practices that result in youth being identified for screening.

Table 7. Youth Profiles by District

District	Profile A	Profile B	Profile C	Profile D	Profile E	Profile E
	Percent	Percent	Percent	Percent	Percent	Percent
1 st Jefferson	29.8	36.2	8.0	23.9	2.1	100
2 nd Denver	33.6	36.6	5.9	18.9	5.0	100
3 rd Huerfano	72.4	15.3	4.1	7.1	1.0	100
4 th El Paso	36.2	27.9	5.8	27.7	2.3	100
5 th Summit	17.1	54.3	5.7	22.9	0.0	100
6 th La Plata	29.1	33.6	14.9	6.7	15.7	100
7 th Montrose	34.1	35.2	3.4	27.3	0.0	100
8 th Larimer	28.7	23.9	11.9	25.4	10.1	100
9 th Garfield	41.6	29.9	5.2	14.3	9.1	100
10 th Pueblo	28.6	22.2	7.4	29.8	12.0	100
11 th Fremont	29.0	35.0	11.1	21.2	3.8	100
12 th Alamosa	42.0	26.1	7.6	19.3	5.0	100
13 th Logan	35.0	27.0	4.4	29.9	3.6	100
14 th Routt	42.2	15.6	4.7	29.7	7.8	100
15 th Prowers	62.5	22.5	5.0	10.0	0.0	100
16 th Otero	36.5	35.6	9.6	18.3	0.0	100
17 th Adams	33.7	30.4	8.3	23.3	4.3	100
18 th Arapahoe	30.8	32.3	7.6	25.2	4.0	100
19 th Weld	25.4	34.0	3.1	34.5	2.9	100
20 th Boulder	41.1	36.3	5.9	14.7	2.1	100
21 st Mesa	44.3	21.5	5.9	18.9	9.3	100
22 nd Montezuma	15.6	50.0	9.4	6.3	18.8	100
Statewide	33.2	31.7	7.0	23.7	4.4	100

Youth Placement Profiles. Another important use of the youth profiles is what they indicate regarding needs for different levels of placement. That is, youth in the higher profiles are



more likely to be most appropriately placed in more secure settings, while lower risk youth are more likely to be most appropriately placed in less secure settings with necessary community-based services. Completion of the JDSAG screening tree format provides feedback to guide decisions about appropriate levels of placement along the detention continuum. One of five possible detention placements, or levels, is identified from the pattern of item responses when the JDSAG is completed. The five levels are:

- Level 1, Secure Detention – This refers to a physically secure and locked facility.
- Level 2, Staff Secure Detention – This refers to a residential facility where each juvenile is under continuous staff supervision and where all services, such as education and treatment, are provided at that location.
- Level 3, Residential or Shelter Placement – This refers to a placement in the community in a non-secure living situation outside the home.
- Level 4, Home and Community Detention/Services – This refers to the release of a youth to the custody of his or her parents with increased supervision and services, as an alternative to placement outside the home.
- Level 5, Release – This refers to the release of a youth to the custody of his or her parents for care and supervision with no or few external supervision or service supports.

Table 8 below shows the percent of youth initially placed in each of the detention continuum placement levels. Since this represents only the youth’s initial placement, it suggests a higher level of secure detention use than is actually the case, given that youth often quickly step down to lower levels of restrictiveness. However, the data provide a useful indicator of trends in initial placement, which is a critical decision point as youth move through the juvenile justice system.¹⁶

Table 8. Detention Continuum Youth Placements by Percent

District	Secure	Staff Secure	Residential/ Shelter	Home/ Services	Release
	Percent	Percent	Percent	Percent	Percent
1 st Jefferson	68.9	0.7	0.4	29.3	0.7
2 nd Denver	92.4	0.2	0.1	7.0	0.2
3 rd Huerfano	42.9	0.0	1.0	3.1	53.1
4 th El Paso	89.8	0.1	0.1	0.1	9.8
5 th Summit	97.1	0.0	0.0	0.0	2.9
6 th La Plata	76.9	0.0	0.0	23.1	0.0
7 th Montrose	64.8	20.5	1.1	1.1	12.5
8 th Larimer	65.2	4.4	2.3	27.8	0.3
9 th Garfield	57.1	9.1	1.3	23.4	9.1
10 th Pueblo	93.6	0.2	0.5	1.8	4.0

¹⁶ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



Table 8. Detention Continuum Youth Placements by Percent

District	Secure	Staff Secure	Residential/ Shelter	Home/ Services	Release
	Percent	Percent	Percent	Percent	Percent
11 th Fremont	64.0	0.8	10.6	14.4	10.1
12 th Alamosa	46.2	39.5	0.0	0.0	14.3
13 th Logan	67.9	9.5	2.2	10.9	9.5
14 th Routt	75.0	7.8	0.0	6.3	10.9
15 th Prowers	52.5	20.0	0.0	7.5	20.0
16 th Otero	65.4	6.7	0.0	1.0	26.9
17 th Adams	75.1	0.0	0.1	1.3	23.3
18 th Arapahoe	64.0	0.4	3.2	1.5	30.9
19 th Weld	85.6	0.5	1.8	10.8	1.3
20 th Boulder	68.6	0.4	0.0	1.2	29.6
21 st Mesa	65.1	3.0	6.5	1.0	24.4
22 nd Montezuma	88.2	0.0	0.0	11.8	0.0
Statewide	75.9	1.4	1.6	7.5	13.6

From the statewide distribution, it is clear that the most frequently used initial placement is secure detention, with 75.9% of all youth placed at that level. The next highest placement level is release to the custody of parents at 13.6%. Statewide, the change in secure detention use over time is very slight, increasing from 75.3% in FY 2003-04 and from 73.5% in FY 2002-03. Related changes over the past year were also slight, with the reduction in the youth released (from 14.1% in FY 2003-04 to 13.6% in FY 2004-05), resulting in a slight increase in youth placed in residential/shelter settings (to 1.6% from 1.1% in FY 2003-04). Staff secure placements also changed slightly (from 1.6% in FY 2003-04 to 1.4% in the past year).

However, changes have been more marked for some individual districts, such as the 9th (Garfield) that went from 30.4% secure detention placements in FY 2002-03 to 76.9% in FY 2003-04 and then down to 57.1% in FY 2004-05. Similarly, the 2nd Judicial District (Denver) went from 55.2% secure detention placements in FY 2002-03 to 92.2% in FY 2003-04 and remained at 92% in FY 2004-05. In both of these cases, the loss of staff secure resources contributed to significant changes in placement patterns. With the implementation of detention bed allocation, the 2nd Judicial District no longer had staff secure placements available. This has resulted in the increases in secure detention placements over the past two years. The 2nd seems to have resolved the change in FY 2003-04 and continues to use primarily secure placements. The 9th continued to increase their secure detention use in both FY 2003-04 and FY 2004-05.

The analysis of change in initial placement use along the detention continuum that began in the FY 2003-04 report continues to be examined in Table 9 below. As noted above, statewide placement use has shifted slightly in the direction of using less secure placements initially along the detention continuum. However, characterizing any given district by the statewide change would not be accurate. To better describe the types of changes experienced, the



districts have been grouped below by the type of change in placement use over the past two fiscal years.

The ten districts in Table 9 below show change in the direction of using more restrictive detention placements. This is indicated by the solid arrow above them in the table. As an illustration, the 5th Judicial District has increased the percent of youth who are placed in secure detention to 97.1% from 65.4% in FY 2002-03 while greatly decreasing the percent of youth in all other types of placements such as at home with services (FY03) or released without services (FY04).

Although all ten of these districts increased the use of secure levels of detention, there are variations among them in the magnitude and nature of the change. For example, like the 5th Judicial District, some of the other districts moved away from placing significant percentages of their youth at home with services or releasing them. This was particularly the case for the 6th, 8th and 11th Judicial Districts. While, like the 5th, those three districts increased the youth in secure detention, unlike the 5th, they also maintained substantial use of home placements with services.



Table 9. Youth Placement Patterns for FY 2002-03, FY 2003-04 and FY 2004-05 and Direction of Change in Placements. The solid arrow to the left indicates movement towards using more secure detention continuum placements.





District & Fiscal Year		Secure	Staff Secure	Residential/ Shelter	Home/ Services	Release	Total	
		Percent	Percent	Percent	Percent	Percent	Percent	
Change		←						
2 nd Denver	FY03	55.2	37.4	0.3	3.6	3.6	100	
	FY04	92.2	1.8	0.0	6.0	0.0	100	
	FY05	92.4	0.2	0.1	7.0	0.2	100	
5 th Summit	FY03	65.4	3.8	3.8	21.2	5.8	100	
	FY04	73.3	0.0	3.3	3.3	20.0	100	
	FY05	97.1	0.0	0.0	0.0	2.9	100	
6 th La Plata	FY03	63.6	0.8	0.0	34.7	0.8	100	
	FY04	68.5	0.8	0.0	30.8	0.0	100	
	FY05	76.9	0.0	0.0	23.1	0.0	100	
7 th Montrose	FY03	57.4	6.4	2.1	23.4	10.6	100	
	FY04	57.1	14.3	0.0	16.9	11.7	100	
	FY05	64.8	20.5	1.1	1.1	12.5	100	
8 th Larimer	FY03	53.5	5.2	1.0	40.2	0.0	100	
	FY04	67.3	6.1	0.3	25.9	0.5	100	
	FY05	65.2	4.4	2.3	27.8	0.3	100	
11 th Fremont	FY03	56.3	5.4	3.8	22.5	12.1	100	
	FY04	57.7	0.3	2.6	14.3	25.1	100	
	FY05	64.0	0.8	10.6	14.4	10.1	99.9	
12 th Alamosa	FY03	4.1	63.5	4.1	5.4	23.0	100	
	FY04	44.2	36.8	0.0	1.1	17.9	100	
	FY05	46.2	39.5	0.0	0.0	14.3	100	
14 th Routt	FY03	59.4	6.3	0.0	12.5	21.9	100	
	FY04	72.9	12.5	2.1	8.3	4.2	100	
	FY05	75.0	7.8	0.0	6.3	10.9	100	
20 th Boulder	FY03	50.7	1.4	1.2	2.4	44.2	100	
	FY04	59.1	0.4	0.9	0.9	38.7	100	
	FY05	68.6	0.4	0.0	1.2	29.6	99.8	
21 st Mesa	FY03	49.3	1.1	9.1	3.6	36.9	100	
	FY04	54.4	0.7	7.1	2.1	35.8	100	
	FY05	65.1	3.0	6.5	1.0	24.4	100	

Each of the four districts in Table 10 below evidenced noticeable changes between FY2002-03 and FY 2003-04, followed by adjustments in the opposite direction in FY 2004-05. For example, in FY 2003-04 the 9th Judicial District increased substantially their placement of youth in secure detention while reducing the percents of youth in residential/shelter placements or released. Then in FY 2004-04, they reduced the use of secure detention and increased the use of staff secure and home with services. In the lower part of the table, the



opposite pattern is evidenced by the 1st and the 17th. In FY 2003-04, the 17th decreased use of secure detention from 93.1% to 69.8% while increasing the percent of youth released from 5.8% to 29.5%. Then in FY 2004-05, the 17th adjusted this trend to increase their use of secure detention while reducing the percent of youth who were released.

Table 10. Youth Placement Patterns for FY 2002-03, FY 2003-04 and FY 2004-05 and Direction of Change in Placements. Solid arrows indicate relatively more change and dashed arrows indicate relatively less change.

District & Fiscal Year		Secure	Staff Secure	Residential/ Shelter	Home/ Services	Release	Total
		Percent	Percent	Percent	Percent	Percent	Percent
FY04 Change							
FY05 Change							
9 th Garfield	FY03	30.4	21.7	6.5	13.0	28.3	100
	FY04	77.9	1.3	0.0	14.3	6.5	100
	FY05	57.1	9.1	1.3	23.4	9.1	100
15 th Prowers	FY03	44.0	14.0	8.0	14.0	20.0	100
	FY04	51.3	41.0	0.0	0.0	7.7	100
	FY05	52.5	20.0	0.0	7.5	20.0	100
FY04 Change							
FY05 Change							
1 st Jefferson	FY03	77.7	0.3	0.0	16.2	5.8	100
	FY04	63.3	0.1	0.8	35.7	0.1	100
	FY05	68.9	0.7	0.4	29.3	0.7	100
17 th Adams	FY03	93.1	0.6	0.4	0.0	5.8	100
	FY04	69.8	0.1	0.1	0.5	29.5	100
	FY05	75.1	0.0	0.1	1.3	23.3	99.8

The last type of change evidenced by districts, depicted below in Table 11, is in the general direction of decreases in the percent of youth in more secure detention placements and increases in the percent of youth in relatively less secure detention placements. The first three districts (the 3rd, 18th and 22nd) had relatively larger reductions in their use of secure detention. The 3rd and the 18th also increased the percent of youth released. The 22nd used a combination of secure and staff secure placements in FY 2003-04 (along with some residential/shelter and home with services) and then in FY 2004-05 placed youth either in secure detention or at home with services.



Table 11. Youth Placement Patterns for FY 2002-03 and FY 2003-04 and Direction of Change in Placements. Arrows to the right indicate movement towards using less secure detention continuum placements. Dashed arrow indicates less movement than solid arrow.

District & Fiscal Year		Secure	Staff Secure	Residential/ Shelter	Home/ Services	Release	Total
		Percent	Percent	Percent	Percent	Percent	Percent
Change		—————→					
3 rd Las Animas	FY03	52.3	0.0	0.0	0.0	47.7	100
	FY04	46.4	0.9	0.9	1.8	50.0	100
	FY05	42.9	0.0	1.0	3.1	53.1	100
18 th Arapahoe	FY03	75.6	0.3	1.4	1.2	21.4	100
	FY04	68.8	0.4	2.5	1.4	26.9	100
	FY05	64.0	0.4	3.2	1.5	30.9	100
22 nd Montezuma	FY03	100.0	0.0	0.0	0.0	0.0	100
	FY04	78.3	13.0	4.3	4.3	0.0	100
	FY05	88.2	0.0	0.0	11.8	0.0	100
Change		—————→					
4 th El Paso	FY03	91.0	0.0	0.5	3.5	5.0	100
	FY04	91.0	0.0	0.0	0.1	8.9	100
	FY05	89.8	0.1	0.1	0.1	9.8	99.9
10 th Pueblo	FY03	95.9	0.0	0.0	1.3	2.8	100
	FY04	93.1	0.6	0.8	2.8	2.8	100
	FY05	93.6	0.2	0.5	1.8	4.0	100
13 th Logan	FY03	74.6	0.7	0.7	6.5	17.4	100
	FY04	70.5	6.6	0.6	6.0	16.3	100
	FY05	67.9	9.5	2.2	10.9	9.5	100
16 th Otero	FY03	73.3	1.1	0.0	0.0	25.6	100
	FY04	63.4	9.9	0.0	0.0	26.7	100
	FY05	65.4	6.7	0.0	1.0	26.9	100
19 th Weld	FY03	94.0	0.8	1.1	3.2	0.9	100
	FY04	84.5	3.0	1.8	7.8	2.9	100
	FY05	85.6	0.5	1.8	10.8	1.3	100

The last five districts (4th, 10th, 13th, 16th, and 19th) in Table 11 above have a dashed arrow to the right above them indicating relatively smaller reductions in the use of secure detention and increases in the percent of youth in less secure detention placements.

From this review of the pattern of placement changes, while it may be that there are common experiences for some groups of districts, it appears that districts should be viewed individually and not characterized by another district or the statewide average change.

Initial Placement Agreement. This subsection analyzes how youth placements suggested by the results of the JDSAG screen compare with actual initial placements. Table 12 below shows the agreement between the screening tree and the actual placement. Of the 9,306 youth



screened to secure detention, 90.9% (8,455) were placed in secure detention. This percent is only negligibly higher than last year (90.6%) and reflects only a 1% change over the past two years (FY 2003-04 was 89.9%).

Of the 504 youth screened to staff secure, only 32 (6.4%) were actually placed there initially. This result is due to the marked decrease (57%) in availability of staff secure capacity from FY 2002-03 when 43.8% of youth screened to staff secure were placed in staff secure. Many more youth who were screened to staff secure went to secure placement (76.6%). However, this was a slight decrease compared to last year (80%). Of youth screened to staff secure, the primary change in FY 2004-05 was an increase in the percent ending up in shelter or home placements, which increased from 13.7% to 17.1%.

Of youth screened to shelter/home, 73.7% were placed in those types of placements initially, a decrease from the 76.4% in FY 2003-04, but still higher than the 69.3% in FY 2002-03. The other side of this change was that more youth screened to shelter/home went to secure placements this year (25.5%) compared with 22.2% in FY 2003-04.

Table 12. Screening Tree Suggested Placement and Actual Initial Placement

Screening Tree	Actual Initial Placement							
	Secure		Staff Secure		Shelter /Home		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Secure	8,455	90.9	116	1.2	735	7.9	9,306	74.2
Staff Secure	386	76.6	32	6.4	86	17.1	504	4.0
Shelter/Home	697	25.5	21	0.8	2,015	73.7	2,733	21.8
Total	9,538	76.0	169	1.3	2,836	22.6	12,543	100

Given that the vast majority of youth are screened as needing secure detention and receive it, it is instructive to look at the overall percent of youth who are placed at a level different from the level screened, combining multiple cells shown in Table 12 above. The youth whose actual placement is more secure than that suggested by the screening tree (386 + 697 + 21 = 1,104) account for 8.8% of all youth. The youth whose actual placement is less secure than that suggested by the screening tree (116 + 735 + 86 = 937) account for 7.5% of all youth. These numbers reflect slight reductions in the youth going to more secure placements (9.5% in FY 2002-03 and 9.1% in FY 2003-04) and a slightly lower percentage going to less secure placements over the past two years (8.2% in FY 2002-03 and 7.6% in FY 2003-04).

The combination of the numbers of youth in the three shaded agreement cells on the diagonal reflects an overall agreement of 83.7%. This continues the slightly improving agreement between the placement suggested by the screen and the actual placement (83.2% in FY 2003-04 and 82.3% in FY 2004-05).



3. Progress in Achieving Local Goals and Objectives

A standard set of goals and objectives was required by DYC for the first time in FY 2004-05. Achievement of FY 2004-05 SB 94 Local Program goals and objectives was high for both preadjudicated and sentenced youth with 90% of objectives achieved. Statewide average performance in each goal area ranged from successful goal attainment for 93% to 97% of youth in the groups tracked, a notably high level of achievement. That coupled with the improved availability of TRAILS data for reporting resulted in clear improvements in SB 94 Program accountability and reporting of success.

Planning Process. All Judicial District SB 94 Programs must submit an annual program plan for approval each year, and each district's SB 94 Alternatives to Incarceration Juvenile Services Plan for Fiscal Year 2004-05 was completed in April 2004. Local Judicial District Juvenile Services Planning Committees are responsible for submitting the annual SB 94 plans. The committees' broader mandate is to coordinate each local program, the services provided by the program, and resources used to accomplish SB 94 goals and objectives. To facilitate coordination and collaboration, each Juvenile Services Planning Committee includes a comprehensive group of statutorily specified agencies,¹⁷ as well as additional community involvement suggested by DYC. An example of a typical planning committee is shown on the next page in Figure 6.

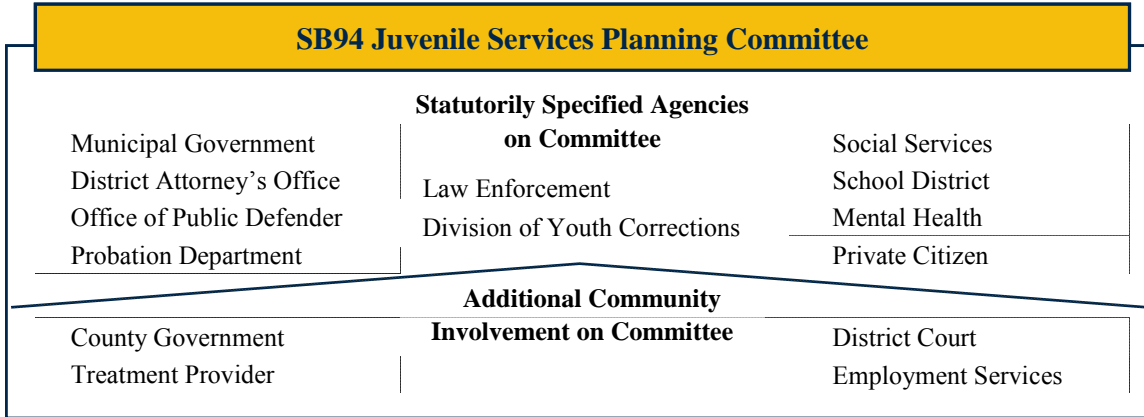
In the context of other states and what is known about effective approaches, Colorado's local planning teams were identified in 2003 as an exemplary practice. Local planning and control within Colorado's SB 94 system increases the likelihood that programs across the detention continuum are responsive and relevant to local needs. Similarly, this type of local leadership has been shown to lead to positive program outcomes and sustainability (for examples, see the Annie E. Casey Juvenile Detention Alternatives Initiative referenced in DYC's 2003 best practice report¹⁸).

¹⁷ Colorado Statutes/Title 19 Children's Code/Article 2 The Colorado Juvenile Justice System/Part 2 Administrative Entities – Agents/19-2-211. Local Juvenile Services Planning Committee – Creation – Duties.

¹⁸ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado



Figure 6. Typical Local SB 94 Juvenile Services Planning Committee



The Chief Judge of each Judicial District is responsible for appointing the Juvenile Services Planning Committee and ensuring participation. The Juvenile Services Planning Committee and the SB 94 Coordinator oversee the administration of the plan and the program for their district. SB 94 Coordinators work with their planning committees to develop goals and objectives.

The process and guidelines for specifying goals and objectives has evolved over the past few years to the point where it is now required for districts to report on progress in achieving common goals and objectives. In FY 2004-05, for the first time, SB 94 planning guidelines required goals and objectives for two detention populations, defined as follows:

1. **Preadjudicated youth** – Youth receiving any SB 94 funded services due to being at imminent risk of being placed in detention after arrest or remaining in detention after a detention hearing, but who are not sentenced to detention, on probation, parole or committed.
2. **Youth sentenced to detention or on probation** – Youth receiving SB 94 services as an alternative to a sentence to detention and/or youth on probation who are at imminent risk of revocation or in danger of reoffending that would result in detention without the use of intervention services. This category includes youth sentenced to detention for contempt of court or as a condition of probation. This may also include services targeted to reduce the length of stay of sentenced youth in detention.

The nature of these two youth populations is different in that preadjudicated youth are more likely to be first time offenders and new to the juvenile justice system. The second group of youth has been adjudicated or sentenced to detention or are on probation. They are also more likely to be higher risk youth and may include youth for whom supervision on probation has not been successful. These differences may have contributed to the higher levels of goal achievement for preadjudicated youth reported below.



Two standardized objectives have been specified for each goal. Each Judicial District’s SB 94 program is required to track and report on the four standardized objectives, but the level of performance for each objective is left to be determined by the district SB 94 program through its local planning process, as noted in Table 13 below. Districts are also able to specify one or two additional goals, related objectives and performance outcomes for additional aspects of their programs.

Table 13. Required Goals and Objectives

Service Area Goal	Measurable Objectives
<p>1. Preadjudicated Youth – FY05 Goal – To successfully supervise in the community preadjudicated youth placed in community-based detention services.</p>	<p>1. Percent of enrolled preadjudicated youth will complete SB 94 services without FTA’s (Failure To Appear for Court). 2. Percent of enrolled preadjudicated youth will complete SB 94 services without new charges.</p>
<p>2. Sentenced Youth – FY05 Goal – To successfully supervise in the community sentenced youth placed in community based detention services.</p>	<p>1. Percent of enrolled sentenced youth will complete SB 94 services without FTA’s. 2. Percent of enrolled sentenced youth will complete SB 94 services without new charges.</p>

Progress in Achieving Goals and Objectives. The ability of the SB 94 Program and individual Judicial Districts to report on performance in achieving goals and objectives has progressed to the point where a common set of goals and objectives for FY 2004-05 have been standardized by DYC. Each individual district sets their own performance levels within each standardized goal area as their criteria of success in achieving their objectives. Each district’s goals and objectives are reviewed as part of the annual planning and funding process and approved prior to the beginning of the fiscal year. Table 14 below shows the results for the required preadjudicated youth goal. The objectives for FTA’s and for New Charges have been shown separately. For each district, the performance level set for the objective is shown followed by the measured performance for the year (the result) and then whether or not the objective was accomplished.

Preadjudicated youth – Table 14 shows that SB 94 Programs were very successful in meeting their objectives to ensure preadjudicated youth appeared for court hearings and to minimizing new charges for youth while providing services. Overall, 20 districts (91%) were successful in preventing FTA’s and 20 districts (91%) were successful in preventing new charges. Even more striking are the reported performance levels. Across reporting districts, 96.3% of all youth did not have FTA’s and 94.4% of all youth did not have new charges.



Table 14. Achievement of Plan Objectives for Preadjudicated Youth by Each District¹⁹.
The results are for youth completing SB 94 Services.

District	Youth Completing Without Failing to Appear for Court Hearings			Youth Completing Without New Charges		
	Objective Level	Result	Objective Accomplished	Objective Level	Result	Objective Accomplished
1 st Jefferson	80%	95.0%	Yes	80%	99.0%	Yes*
2 nd Denver	95%	98.8%	Yes	95%	98.0%	Yes
3 rd Huerfano	85%	92.3%	Yes	85%	84.6%	Yes
4 th El Paso	90%	97.3%	Yes	85%	98.1%	Yes
5 th Summit	85%	93.3%	Yes	85%	100.0%	Yes
6 th La Plata	95%	100.0%	Yes	90%	98.7%	Yes
7 th Montrose	95%	100.0%	Yes	95%	87.2%	No
8 th Larimer	95%	97.9%	Yes	95%	98.6%	Yes
9 th Garfield	95%	94.1%	No	80%	98.5%	Yes
10 th Pueblo	90%	100.0%	Yes	90%	100.0%	Yes
11 th Fremont	90%	100.0%	Yes	90%	96.0%	Yes
12 th Alamosa	75%	93.1%	Yes	75%	93.1%	Yes
13 th Logan	80%	88.0%	Yes	80%	92.4%	Yes
14 th Routt	95%	100.0%	Yes	90%	93.3%	Yes
15 th Prowers	85%	100.0%	Yes	95%	77.8%	No
16 th Otero	90%	88.9%	No	88%	91.1%	Yes
17 th Adams	90%	93.5%	Yes	90%	92.0%	Yes
18 th Arapahoe	90%	97.4%	Yes	90%	96.2%	Yes
19 th Weld	90%	96.5%	Yes	85%	96.0%	Yes
20 th Boulder	80%	94.7%	Yes	80%	96.0%	Yes
21 st Mesa	90%	94.3%	Yes	80%	80.2%	Yes
22 nd Montezuma	80%	94.3%	Yes	80%	85.7%	Yes
Statewide Average	88.2%	96.3%	Yes	86.5%	93.9%	Yes

* Objective obtained from FY 2004-05 plan. No data reported in FY 2005-06 plan or survey. DYC obtained data from TRAILS for the last six months of the fiscal year.

It is instructive to take a closer look at the performance objective levels chosen by the districts. Performance levels for both objectives were clearly set to promote high levels of success. For FTA's, 14 districts set either 95% (6 districts) or 90% (8 districts) as their performance objective. Three districts set goals at 85%, four at 80% and one at 75%. The two districts that did not achieve their objectives were very close and would have been successful had they set goals at the statewide average goal of 88.2%, rather than the higher levels they

¹⁹ The information shown in Tables 14 and 15 was self-reported by districts through two mechanisms. First, district plans submitted in April of 2005 for FY 2005-06 were reviewed and data reported there for the first six months of FY 2004-05 was summarized. Second, the evaluation team sent the districts a Performance Goals, Resources and Practice Survey that included the summary data from the plans, and asked them to update that data with 12-month figures as available. The 12-month data is reported here.



sought to achieve. As a result, all districts exceeded either their own goals or the statewide average goal, so performance statewide seems best viewed as very positive.

For new charges, 11 districts set either 95% (4 districts) or 90% (7 districts) as their performance objective. Four districts set goals at 85%, six at 80% and one at 75%. Of the two districts that did not meet their performance objective, one was above the statewide average performance objective of 86.5% and one was below the statewide average. Overall performance statewide again seems very positive.

Sentenced youth – Table 15 below shows the results for the required objectives for sentenced youth. Table 15 shows that SB 94 Programs were very successful in meeting their objectives to ensure sentenced youth appeared for court hearings and to minimize new charges for youth while providing services. Overall, 19 of 21 reporting districts (90%) were successful in preventing FTA’s and 15 of 21 (71%) in preventing new charges at targeted levels. Even more striking are the reported performance levels. Across reporting districts, 97.5% of all youth did not have FTA’s and 93.7% of all youth did not have new charges.

Table 15. Achievement of Plan Objectives for Sentenced Youth by Each District. The results are for youth completing SB 94 Services.

District	Youth Completing Without Failing to Appear for Court Hearings			Youth Completing Without New Charges		
	Objective Level	Result	Objective Accomplished	Objective Level	Result	Objective Accomplished
1 st Jefferson	80%	99.4%	Yes ¹	80%	100.0%	Yes ¹
2 nd Denver	95%	100.0%	Yes	95%	100.0%	Yes
3 rd Huerfano	85%	100.0%	Yes	85%	87.5%	Yes
4 th El Paso	85%	100.0%	Yes	80%	98.3%	Yes
5 th Summit	80%	87.5%	Yes	80%	37.5%	No
6 th La Plata	70%	100.0%	Yes	60%	85.2%	Yes
7 th Montrose	95%	100.0%	Yes	95%	80.5%	No
8 th Larimer	100%	98.9%	No	100%	98.9%	No
9 th Garfield	95%	92.9%	Yes	80%	97.6%	Yes
10 th Pueblo	70%	96.9%	Yes	100%	98.5%	No
11 th Fremont	100%	99.1%	No	100%	94.0%	No
12 th Alamosa	75%	94.7%	Yes	75%	89.5%	Yes
13 th Logan	80%	93.9%	Yes	80%	87.8%	Yes
14 th Routt	95%	N/A ²	N/A	80%	N/A	N/A
15 th Prowers	100%	100.0%	Yes	100%	88.5%	No
16 th Otero	90%	100.0%	Yes	85%	87.2%	Yes
17 th Adams	75%	90.0%	Yes	90%	93.3%	Yes
18 th Arapahoe	95%	95.0%	Yes	80%	90.4%	Yes
19 th Weld	80%	96.6%	Yes	75%	95.3%	Yes
20 th Boulder	80%	100.0%	Yes	80%	87.5%	Yes
21 st Mesa	80%	92.2%	Yes	80%	96.1%	Yes
22 nd Montezuma	80%	100.0%	Yes	80%	100.0%	Yes
Statewide Average	85.7%	97.3%	Yes	84.5%	92.9%	Yes



¹ Objective obtained from FY 2004-05 plan. No data reported in FY 2005-06 plan or survey. DYC obtained data from TRAILS for the last six months of the fiscal year.

² The 14th Judicial District did not serve youth sentenced to detention in FY 2004-05.

Again, it is informative to take a closer look at the performance objective levels chosen by the districts. As in the other goal areas, performance levels for both objectives were clearly set to promote high levels of success, perhaps unrealistically high in the case of districts shooting for 100% success in preventing new charges. For FTA's, three districts set a 100% performance objective, and 6 districts set either 95% (5 districts) or 90% (1 district) as their performance objective. Two were set at 85%, seven at 80%, two at 75% and two at 70%. The two districts that did not achieve their objectives both set 100% targets as their performance level and both performed at about 99%. In terms of performance this level is exceptional, but in terms of a yes or no on meeting their objective, neither achieved their objective. Again, statewide performance in this area should be seen as a very positive achievement.

For new charges, four districts set a 100% performance objective, and three districts set either 95% (2 districts) or 90% (1 district) as their performance objective. Two were set at 85%, ten at 80%, two at 75% and one at 60%. Four of the five districts that did not meet their performance objective set 100% as their performance target. Their actual performance results varied considerably, but clearly 100% as the expectation was unreasonable. One district (the 5th) set a relatively lower goal (80%) and fell well short of achieving it (37.5%).

Unique district goals and objectives. In addition to the required goals and objectives, districts were provided the opportunity to identify objectives for preadjudicated and sentenced youth that responded to unique program components or activities in their districts. Five districts identified unique objectives:

- The 2nd Judicial District SB 94 Program identified one objective for youth from each population who were receiving drug and alcohol treatment through their TASC program. Both objectives were set at 60%. Performance results were 38.5% for preadjudicated youth and 50% for sentenced youth.
- The 9th Judicial District focused on home detention and on case management services. The objective for preadjudicated youth was set at 95% and the performance results were 92%. The objective for sentenced youth was set at 100% and the performance results were 100%.
- The 12th focused on providing court orientation for preadjudicated youth. The objective was set at 75% and 97% of youth received court orientation.
- The 17th Judicial District focused on youth in community-based detention services. The objectives were 80% for preadjudicated youth and 70% for sentenced youth. Performance results were 82% for preadjudicated youth and 65% for sentenced youth.
- The 18th Judicial District focused on youth who were placed in the community because space in secure detention was unavailable. Technical violations and detention for bond violations were tracked for those youth. The objective for preadjudicated youth was 90% and also at 90% for each of the two objectives for sentenced youth. Performance results were 91% for preadjudicated youth and 100% and 99% for sentenced youth.



Overall, five objectives were identified for preadjudicated youth and five for sentenced youth. For both populations, three of the five objectives were achieved for 60% success rates. However, as with the required objectives, the actual performance results indicated a much higher level of success. Compared with an 80% average objective, 82.2% of preadjudicated youth were successful. For sentenced youth, the average objective was 82%, and the average performance result was 89.8%.

Planning and reporting progress. In FY 2003-04, only 17 districts set goals and objectives for youth sentenced to detention or on probation. In FY 2004-05, DYC required standard goals for both preadjudicated and sentenced populations. As evidenced by the performance levels, this has documented notable successes for the SB 94 Program. In addition the ongoing improvement in the availability of TRAILS data has enabled better reporting.

As discussed above, the districts have been allowed to set their level of performance for each objective. Districts were also encouraged to specify district-specific goals and objectives for efforts unique to their district. In the Juvenile Services Plan for FY 2005-06, a third standardized objective was required for each goal. The standardized goals and objectives for FY 2005-06 are as follows:

- **Goal for Preadjudicated Youth: *To successfully supervise preadjudicated youth placed in community-based detention services.*** Three objectives were specified for this goal with each district setting the level of performance required to achieve the goal.
 1. A set percentage (determined by each district) of enrolled preadjudicated youth will complete SB 94 services without failures to appear (FTA) for court hearings during the period of the intervention.
 2. A set percentage (determined by each district) of enrolled preadjudicated youth will complete SB 94 services without new charges during the period of the intervention.
 3. A set percentage (determined by each district) of preadjudicated youth served through SB 94 will complete the period of intervention with a positive or neutral leave reason.

- **Goal for Youth Sentenced to Detention or Probation: *To successfully supervise sentenced youth placed in community-based detention services.*** Three objectives were specified for this goal with each district setting the level of performance required to achieve the goal.
 1. A set percentage (determined by each district) of enrolled sentenced youth will complete SB 94 services without failing to appear for court during the period of the intervention.
 2. A set percentage (determined by each district) of enrolled sentenced youth will complete SB 94 services without receiving new charges during the period of the intervention.
 3. A set percentage (determined by each district) of sentenced your served through SB 94 will complete the period of intervention with a positive or neutral leave reason.



Recommendation. The standardization of goals and objectives that began in FY 2004-05 has facilitated improvements in the reporting process and accountability to DYC and the State of Colorado. This, coupled with the availability of TRAILS data, clearly has enabled districts and DYC to report statewide more specifically on progress in achieving goals and objectives. All districts have been successful in working with the youth they serve as evidenced by their performance in achieving the goals and objectives. Also, it was clear from the survey process (described in more detail in the following section) that it would be helpful for DYC to provide additional guidance and performance criteria to help districts set their performance objectives and improve the processes used to track and report performance data.



4. Program Resources and Practices

State Funding. The SB 94 budget allocation process takes place in January and February of each year and results in allocations for the coming fiscal year. Rather

than employing the four-factor model used in past years, the SB 94 Allocation Committee (a subcommittee of the SB 94 Advisory Board) recommended that district budgets for FY 2004-05 be reduced by a standard percent to meet the budget reduction enacted by the General Assembly. The exception to this approach was to hold small districts to a budget of no less than \$55,000.

The FY 2004-05 SB 94 budget reflects about a one-third reduction from FY 2002-03. The largest percent decreases were in treatment services, restorative services and direct support, at 50% or more. These large funding reductions, coupled with significant reductions in other state-funded services for youth and families within districts, occurred at the same time as the detention bed cap implementation. These changes support perceptions reported from the districts that the services they are able to provide have decreased, primarily due to the overall reduction in funding.

Table 16 below presents budget allocations from FY 2002-03 through FY 2005-06. To facilitate year-to-year analysis of district baseline allocations, performance incentive numbers have been removed from the budgets of those districts receiving incentives in FY 2002-03 (incentives were eliminated mid-way through FY 2002-03). Incentive dollars are included in the overall program (statewide) totals in order to gauge changes in overall funding levels. Not shown in the table is the revised budget following the reduction of 5.79% that became effective during the second half of FY 2002-03. That reduction was a result of mid-year legislative efforts to address the decreased availability of funds for all state funded programs. The state budget short-falls in FY 2003-04 resulted in another 21% reduction in funds to SB 94 Programs, for a total budget reduction over that single year of about 25%.

In FY 2004-05, the allocation process felt the effects of continuing revenue short-falls in the State of Colorado, with an additional 10.6% reduction from the FY 2003-04 budget. That reduction reduced the FY 2004-05 funding level to approximately two-thirds of the initial FY 2002-03 budget. The SB 94 Advisory Board again recommended a proportional reduction of 10.83% for all districts, with the exception that district budgets were not to be less than \$55,000.

Looking forward to next year, the Colorado State Legislature provided a \$1 million (17%) increase in the FY 2005-06 allocation for the SB 94 Program, compared to the FY 2004-05 allocation. This increase did not completely reverse the reduction since FY 2002-03, with the reduction between FY 2002-03 and FY 2005-06 still amounting to just over 22%; however, it does represent an increase in district programs' ability to provide additional services such as treatment and supervision. In allocating the additional \$1 million, the districts were asked to propose how the additional resources would be used and they placed a higher emphasis on funding treatment and restorative services (23% and 11% of the additional \$1 million),



compared with the pattern of expenditures over the past couple years, as detailed in the next subsection.

Table 16. FY 2002-03 to FY 2005-06 Budget Allocations.

Judicial District	FY 02-03 Budget Allocation	FY 03-04 Budget Allocation	FY 04-05 Budget Allocation	FY 05-06 Budget Allocation	% Change FY05 to FY06	% Change FY03 to FY06
1 st Jefferson	\$1,173,652	\$893,779	\$796,907	\$950,499	19.27%	-19.01%
2 nd Denver	\$1,713,018	\$1,290,698	\$1,150,806	\$1,236,916	7.48%	-27.79%
3 rd Huerfano	\$81,143	\$60,606	\$60,606	\$61,823	2.01%	-23.81%
4 th El Paso	\$1,497,290	\$1,110,322	\$989,980	\$1,022,715	3.31%	-31.69%
5 th Summit	\$144,198	\$107,940	\$96,241	\$139,274	44.71%	-3.41%
6 th La Plata	\$144,837	\$107,828	\$96,141	\$100,890	4.94%	-30.34%
7 th Montrose	\$186,030	\$143,169	\$127,652	\$171,154	34.08%	-8.00%
8 th Larimer	\$535,180	\$396,831	\$353,820	\$445,613	25.94%	-16.74%
9 th Garfield	\$144,452	\$110,493	\$98,518	\$113,091	14.79%	-21.71%
10 th Pueblo	\$603,310	\$448,657	\$400,029	\$408,061	2.01%	-32.36%
11 th Fremont	\$204,190	\$151,598	\$135,167	\$196,809	45.60%	-3.61%
12 th Alamosa	\$160,635	\$119,372	\$106,434	\$124,283	16.77%	-22.63%
13 th Logan	\$190,646	\$141,372	\$126,049	\$145,851	15.71%	-23.50%
14 th Routt	\$110,607	\$82,239	\$73,325	\$86,577	18.07%	-21.73%
15 th Prowers	\$68,512	\$55,000	\$55,000	\$56,100	2.00%	-18.12%
16 th Otero	\$129,668	\$96,659	\$86,183	\$87,913	2.01%	-32.20%
17 th Adams	\$1,105,058	\$852,975	\$760,525	\$848,699	11.59%	-23.20%
18 th Arapahoe	\$1,660,466	\$1,306,457	\$1,164,857	\$1,350,529	15.94%	-18.67%
19 th Weld	\$521,041	\$409,865	\$365,442	\$534,549	46.27%	2.59%
20 th Boulder	\$707,292	\$526,019	\$469,006	\$519,610	10.79%	-26.54%
21 st Mesa	\$338,030	\$251,056	\$223,845	\$263,665	17.79%	-22.00%
22 nd Montezuma	\$63,892	\$55,000	\$55,000	\$61,029	10.96%	-4.48%
Statewide	\$11,704,539	\$8,717,935	\$7,791,533	\$9,125,650	17.12%	-22.03%

¹ Budget allocation figures provided by DYC and by the SB 94 Advisory Board.

² Approximately \$221,000 of FY 2001-02 and FY 2002-03 budgets were allocated based on Judicial District Performance. That amount is included in the Statewide total, but not in the district totals. Performance incentives were eliminated with the FY 2002-03 mid-year budget reduction.



Expenditures of FY 2004-05 Funds. Table 17 below shows funds expended by category. This provides context for the degree of change in expenditure categories between FY 2002-03 and FY 2004-05. Although the overall budget was reduced significantly, and the expenditures in each service category in Table 17 reflect the decrease, there was differential change across the service categories. For example, supervision expenditures decreased 1.1 million dollars (21.8%). Relatively though, the table shows slight increases in the percent of expenditures for supervision, going from 45.4% of the FY 2002-03 expenditures to 50.3% in FY 2004-05. Despite the overall reduction, this reflects a higher emphasis on supervision in FY 2004-05 (about a 10% increase proportionally, given available funds). The largest relative increase in percent expenditures was for screening and assessment. After supervision, expenditures in absolute terms for this area decreased the second least (down about 25%) from FY 2002-03 to FY 2004-05. Relatively though, screening and assessment as a percentage of overall spending went from 23.6% of expenditures in FY 2002-03 to 25.2% in FY 2004-05, a relative 6.8% increase.

Table 17. Service Category Expenditures and Change from FY 03 to FY 04.

Service Categories	FY 02-03 Expenditures	FY 03-04 Expenditures	FY 04-05 Expenditures	Reduction FY 02-03 to FY 04-05
	Percent of Total	Percent of Total	Percent of Total	
Supervision	\$5,015,765.5	\$3,814,877.1	\$3,920,159.32	- 21.8%
	45.4%	46.8%	50.3%	
Screening & Assessment	\$2,612,230.5	\$2,120,499.7	\$1,959,661.8	- 25.0%
	23.6%	26.0%	25.2%	
Treatment	\$1,120,636.2	\$621,743.8	\$548,610.46	- 51.0%
	10.1%	7.6%	7.0%	
Restorative Services	\$874,056.3	\$555,560.6	\$418,050.28	- 52.2%
	7.9%	6.8%	5.4%	
Direct Support	\$224,424.8	\$116,356.9	\$132,992.49	- 40.7%
	2.0%	1.4%	1.7%	
Training Clients & Families	\$204,803.0	\$155,415.5	\$102,673.52	- 49.9%
	1.9%	1.9%	1.3%	
Plan Administration	\$996,850.3	\$773,665.4	\$706,633.30	- 29.1%
	9.0%	9.5%	9.1%	
Total ¹	\$11,704,539	\$8,717,935	\$7,791,533	- 33.4%
	100.0%	100.0%	100.0%	

¹ The Statewide Total amounts reflect the total SB 94 allocation as shown in Table 16.



The largest percent decreases in actual dollars spent were in treatment services, restorative services and direct support with 51%, 52.2% and 40.7% reductions from FY 2002-03 to FY 2004-05, respectively. Not only were the percent reductions in allocated funding higher than other areas, but the relative reductions were also high. For example treatment services went from 10.1% of expenditures in FY 2002-03 to 7.0% in FY 2004-05, a relative 31% decrease. Restorative services and direct support had 31.6% and 15% relative decreases respectively.

These changes support perceptions reported from the districts that the services they are able to provide to youth and families have, for the most part, decreased. The decrease is primarily due to reduced funding, as well as the response to these reductions and new mandates (detention caps and mandatory detention screening), which involved more of an emphasis on supervision of youth, a higher emphasis on screening and assessment, and a shift in administrative resources to managing the cap. The bottom line seems to be that the SB 94 Programs are focusing more on managing detention use delivering fewer treatment services. Previously available services were seen as effective, and the reduction in service may result in higher rates of recidivism over time and lead to subsequent pressure on detention, commitment, other juvenile justice system resources, and other youth-serving systems.

Table 18 on the following page shows the distribution of FY 2004-05 expenditures across service types for each district and statewide. As the table shows, supervision accounted for the highest level (50.3%) of expenditures of all service types. Of service categories, this was followed by screening and assessment at 25.2% and treatment at 7%. Plan administration accounted for 9.1% of resources.

The pattern of expenditures across service types reflects some of the different approaches used across the districts. For example, in eight (36%) of the districts (16th, 6th, 3rd, 15th, 5th, 7th, 13th, and 12th) the Judicial Department is the fiscal agent for all or most of the funds. Three of the top four districts with the highest supervision expenditure percentages (16th, 6th and 3rd in order) are in this group. However, other districts (9 or 41%) with no or little Judicial Department involvement also utilize supervision approaches that expend above-average levels of funding for supervision. For example, the 22nd expended about 72% on supervision. Also, the 11th, 20th, 17th, 21st, 19th, 14th, 10th and 9th Judicial Districts expended above-average levels of their budgets on supervision provided primarily by non-Judicial Department agencies. These two groups take different approaches to providing supervision in order to accomplish SB 94 goals and objectives.

Overall, districts that expend lower levels of their budgets on supervision tend to provide higher levels of screening and assessment, treatment services, direct support, or restorative services. For example, the seven districts with supervision expenditures below the statewide average 50% level of supervision (12th, 2nd, 18th, 4th, 8th, 1st, 13th and 9th) had the highest or were among the highest in levels of at least one of the following areas: screening and assessment (2nd and 9th), treatment services (4th), training clients and families (12th), direct support (18th and 1st), or restorative services (13th).





Table 18. FY 2004-05 Percent of Budget Expended by Districts and Statewide by Service Category. The table is ranked high to low from top to bottom by supervision and ordered high to low left to right by percent of service resources.

Judicial District		Supervision	Screening/ Assessment	Treatment Services	Restorative Services	Direct Support	Training: Clients & Families	Plan Admin- istration	Total
		%	%	%	%	%	%	%	%
16 th	Otero	89.1%	1.4%	1.6%	0.0%	0.6%	0.0%	7.2%	100%
6 th	La Plata	73.1%	9.0%	0.0%	8.0%	0.0%	0.0%	10.0%	100%
22 nd	Montezuma	72.3%	6.8%	0.0%	10.9%	0.0%	0.0%	10.0%	100%
3 rd	Huerfano	71.1%	17.5%	3.4%	1.2%	0.1%	3.8%	2.9%	100%
11 th	Fremont	70.8%	19.3%	2.2%	0.0%	1.8%	0.0%	5.9%	100%
20 th	Boulder	68.1%	8.6%	2.7%	2.1%	3.7%	6.4%	8.4%	100%
17 th	Adams	64.8%	17.7%	7.2%	0.9%	0.0%	0.9%	8.4%	100%
15 th	Prowers	60.1%	7.3%	14.4%	5.3%	1.6%	2.1%	9.2%	100%
21 st	Mesa	59.9%	29.4%	0.0%	0.0%	0.0%	0.0%	10.8%	100%
5 th	Summit	57.8%	12.1%	12.6%	2.2%	6.7%	0.0%	8.6%	100%
19 th	Weld	57.4%	25.0%	8.3%	0.1%	0.0%	0.0%	9.2%	100%
14 th	Routt	53.7%	41.5%	0.8%	0.0%	0.0%	0.0%	4.1%	100%
7 th	Montrose	53.4%	37.3%	0.5%	0.0%	4.8%	0.0%	4.0%	100%
10 th	Pueblo	52.9%	20.0%	4.2%	9.6%	0.0%	3.5%	9.9%	100%
9 th	Garfield	49.1%	39.5%	2.4%	0.0%	0.0%	0.0%	9.1%	100%
13 th	Logan	47.7%	0.9%	10.6%	28.8%	5.4%	0.6%	5.9%	100%
1 st	Jefferson	45.4%	28.5%	3.1%	0.0%	13.0%	0.0%	10.0%	100%
8 th	Larimer	44.8%	35.8%	8.5%	1.4%	0.0%	0.0%	9.6%	100%
4 th	El Paso	44.7%	16.2%	28.2%	0.9%	0.0%	0.0%	9.8%	100%
18 th	Arapahoe	40.2%	22.7%	1.5%	0.0%	23.3%	3.1%	9.1%	100%
2 nd	Denver	39.5%	48.1%	2.3%	0.8%	0.0%	0.0%	9.3%	100%
12 th	Alamosa	35.4%	26.0%	13.1%	0.0%	0.0%	12.2%	13.4%	100%
Statewide Average		50.3%	25.2%	7.0%	5.4%	1.7%	1.3%	9.1%	100.0%

Local Resources. In addition to state funds, many Judicial District SB 94 Programs have taken the initiative to access other funds or program services for SB 94 youth. These are not funded through the SB 94 Program, but represent important local resources that SB 94 Programs can help coordinate for youth in the juvenile justice system. Through district-specific approaches and coordination with other youth-serving agencies and resources, SB 94 Programs have continued to try to leverage additional resources to augment their ability to meet the needs of youth and accomplish the program’s goal of reducing reliance on secure detention placements. However, due to the decreased availability of funds across all human service programs in the state over the past few years, the overall degree to which SB 94 Programs report being successful in these attempts has decreased. These approaches can include:

- Blended funds from one or more other community agencies to place and treat SB 94 youth. The mechanism for the use of blended funds is often an interagency team working collaboratively to review youth needs and assist in meeting those needs.
- Colorado Department of Public Safety Diversion funds through the Division of Criminal Justice (DCJ) were unavailable beginning in FY 2002-03 because of state budget cuts. However, some counties provided local diversion resources.
- DCJ Wrap Around Program (WRAP) funds are used by local, interagency Community Evaluation Teams (CETs) to identify and fund creative strategies to divert youth from secure detention or other out-of-home placement. This category also counts other grants.
- Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) Juvenile Accountability Incentive Block Grant (JAIBG) funds, are also provided through the DCJ with the advice of the Governor’s Juvenile Justice and Delinquency Prevention Council. Districts act locally to pursue these funds that may be used in a variety of ways to encourage accountability-based reforms at the local level.

All SB 94 Programs also develop formal and informal collaborations with agencies in their communities to share resources, a best practices approach promoted by the Annie E. Casey Juvenile Detention Alternatives Initiative (JDAI).²⁰ Such collaborations may include applying with other agencies for grants such as JAIBG or WRAP, or serving in an oversight capacity for these funds through other agencies or programs. One of the most effective mechanisms for blending funds or utilizing grant funds is the implementation of interagency review teams, known by a variety of names such as Community Evaluation Teams (CET) or Interagency Staffing Committees (ISC). We refer to these as Community Evaluation Teams (CET) in the table below.

Table 19 below shows which of these resources Judicial District SB 94 Programs use. Each district has a “yes” or “no” in the table for each category and the percent of all districts with additional resources in each category is shown at the bottom of the table. The past two years, the most commonly used approach was to develop a Community Evaluation Team (CET) as a mechanism to review youth cases, make service referral decisions, and identify resources

²⁰ <http://www.aecf.org/initiatives/jdai>



for services. The number of districts with CET's has been steadily decreasing to the point where only nine districts (40.9% of reporting districts) reported having a CET in FY 2004-05. This is down from 68% in FY 2003-04 and 86% in FY 2002-03. The important function carried out by CETs, especially when they include members from other service systems (e.g., mental health, child welfare or education), is associated with better coordinated transitions from the juvenile justice system back to the community, and tends to predict positive outcomes for youth.²¹ The reduced availability of this function overall in the state represents a set-back for Colorado's overall system and the specific districts where it is no longer available. This is particularly unfortunate given that interagency coordination is a goal of the SB 94 project.

Table 19. SB 94 Local Resources

District*	Community Evaluation Team	Juvenile Diversion	WRAP or Other/ Grant	JAIBG	Blended Funds
	Yes/No	Yes/No	Yes/No	Yes/No	Yes/No
1 st Jefferson	No	No	No	No	No
2 nd Denver	No	Yes	No	No	Yes
3 rd Huerfano	No	No	Yes	No	No
4 th El Paso	Yes	Yes	Yes	Yes	No
5 th Summit	Yes	Yes	No	No	No
6 th La Plata	No	No	No	No	Yes
7 th Montrose	Yes	Yes	Yes	Yes	No
8 th Larimer	Yes	No	No	No	No
9 th Garfield	No	No	No	No	No
10 th Pueblo	No	No	No	No	No
11 th Fremont	No	No	Yes	No	No
12 th Alamosa	No	No	No	No	No
13 th Logan	No	No	No	No	No
14 th Routt	Yes	No	No	Yes	Yes
15 th Prowers	No	No	No	Yes	No
16 th Otero	No	No	No	Yes	No
17 th Adams	Yes	Yes	No	No	Yes
18 th Arapahoe	Yes	Yes	No	Yes	Yes
19 th Weld	No	No	No	No	No
20 th Boulder	Yes	Yes	No	Yes	Yes
21 st Mesa	Yes	Yes	Yes	No	Yes
22 nd Montezuma	No	Yes	Yes	Yes	No
Statewide FY05	9 (40.9%)	9 (40.9%)	6 (27.3%)	8 (36.4%)	7 (31.8%)
Statewide FY04	15 (68.2%)	4 (18.2%)	3 (13.6%)	11(50.0%)	3 (13.6%)
Statewide FY03	19 (86.4%)	14 (63.6%)	10 (45.4%)	13 (59.1%)	9 (40.9%)

²¹ Feld, Barry C., "Juvenile and Criminal Justice Systems' Responses to Youth Violence," in Tonry, M. & Moore, M.H. (Eds.), Youth Violence: Crime and Justice, A Review of Research, Vol. 24 (Chicago, IL: University of Chicago Press, 1998), pp.236-237.



* The information in Table 19 was provided by districts through two mechanisms: (1) District Plans submitted in April of 2003 for FY 2003-04 were reviewed and summarized and (2) in August 2003 districts updated this information via survey.

Diversion was also available for nine districts (42.8%), but only through local funding at levels much smaller than what had previously been available through the state. Even though state funds for diversion were unavailable since FY 2002-03, local decision-makers in these nine districts recognized the importance of continuing to be able to divert youth from the juvenile justice system when appropriate, albeit at lower levels of funding. In FY 2003-04, the availability of local diversion efforts had dropped to only 18.2% of districts, but it appears to have rebounded in FY 2004-05 as a result of additional county-provided resources. Efforts to divert youth from entering the juvenile justice system are strongly supported by research.²² Housing lower risk youth with more serious offenders generally leads to poorer outcomes and higher rates of recidivism. Lower risk youth offenders in these situations tend to do worse, not better.

Other local resources fared as follows:

- The availability of WRAP or other grant funding also made a modest comeback in FY 2004-05, with those resources being used in six districts (27.3%), up from three districts in FY 2003-04, but still below the ten with such grants in FY 2002-03.
- The availability of JAIBG funds has steadily decreased to the point where only eight districts had those funds during FY 2004-05.
- The number of districts reporting working closely with other community agencies to pool or blend funds to provide services to youth served through SB 94 also rebounded slightly in FY 2004-05, with seven districts reporting using blended funds. This is up from three districts in FY 2003-04, but still somewhat below the nine using blended funds in FY 2002-03.

²² TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



5. Potential Program Practice Issues

The past two years (FY 2003-04 and FY 2004-05) have brought many changes to SB 94 Program operations. Significant state human service program budget reductions and detention bed capping were clearly the most significant of these changes, but they were not the only issues that local judicial districts reported facing.

In addition to the overarching program issues related to detention bed caps (Section One) and the FY 2003-04 and FY 2004-05 budget reductions (Section Four), other issues raised by districts related to service availability, the screening process, placing youth, detention bed allocations, emergency release, and minority overrepresentation. The apparent consensus across districts was that screening and assessment is positive, but continued and increasing strain on service and placement availability has had a negative impact on youth and SB 94 Programs. Districts are successfully managing to their caps, but several believe their bed allocation is not adequate. This seemed primarily related to a lack of community-based services, as well as continued belief among some that detention can be used appropriately as a sanction.

This section discusses the major issues faced by SB 94 Programs during the last fiscal year. Many of these issues are related to state human service program budget reductions and detention caps. Due to the significance of these two overarching factors on detention and larger juvenile justice system operations throughout the state, it is sometimes difficult to separate their effects from the other factors impacting the districts. Multiple environmental realities continue to affect SB 94 programs and practices. This section describes how five important issues have impacted SB 94 Programs. The issues discussed in this section include:

1. Service Availability;
2. Screening and Placement of Youth;
3. Local Detention Bed Allocations;
4. Emergency Release Policies; and,
5. Minority Overrepresentation.

The data for this section comes from two primary sources. The first source is each district's SB 94 Community-Based Detention Juvenile Services Plan submitted in April, 2005. In the plan, questions about all of these issues were addressed by each district. The second source was a survey of each district's program issues. In August of 2005, the TriWest evaluation team, with assistance from DYJ, asked each district SB 94 Program to complete for their district the 2005 Performance Goals Resources and Practice Survey (District Survey) (see Appendix C for a copy). Included in the district survey was a section that followed up on information from district plans by asking specifically about program practice issues and their perceived impact on each district's youth and program.



When completing the surveys, SB 94 program coordinators were encouraged to include perspectives from their local, multi-agency SB 94 juvenile services planning committee. However, in interpreting survey results, it should be kept in mind that the survey data ultimately came only from each district’s SB 94 program coordinator, and therefore may or may not represent the perspectives of presiding juvenile court judges, district attorney’s, other juvenile justice system stakeholders, and other youth-serving systems such as child welfare, mental health and schools. District plan and survey information has been summarized below for each of the five issues.

1. How Service Availability Impacts SB 94 Program Practices. As reported previously in Table 20 in Section Four of this report, SB 94 Program expenditure decreases from FY 2002-03 to FY 2004-05 in treatment services, restorative services and direct support were larger than other areas (at 50% or higher). District survey results reflected these quantifiable funding trends. Consistently, districts reported working hard to maintain core SB94 services, viewed as: 1) managing the detention cap, 2) coordinating case management, and 3) supervising youth on community detention status. For some districts, no funding was available for other, predominantly treatment-oriented services. Overall, most districts (61.9%) reported that service availability (or “unavailability”) has negatively impacted their SB 94 programs. However, it is noteworthy that fewer districts rated service availability negatively in FY 2004-05 compared with FY 2003-04. More importantly, far fewer districts rated the negative impact as “strong” (14% in FY 2004-05 versus nearly 64% in FY 2003-04). As discussed below in the bed allocation impact section, in-kind contributions from counties and other service systems seems to have helped mitigate the loss of SB 94 service resources over the past year.

Table 20. Impact Ratings of Service Availability for FY 2003-04 and FY 2004-05.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts	
	N	%	N	%
(+2) Strong Positive Impact	2	9.1%	2	9.5%
(+1) Some Positive Impact	0	0.0%	2	9.5%
(0) Neither Positive Nor Negative	2	9.1%	4	19.0%
(-1) Some Negative Impact	4	18.2%	10	47.6%
(-2) Strong Negative Impact	14	63.6%	3	14.3%
Missing/Did Not Rate	0	NA	1	NA
Districts Rating & Percent of Total	22	100.0%	21	99.9%

Districts mentioned collaboration with other agencies, salary savings, and use of funds from other sources to fund treatment services needed by youth, though nearly all reported that funding across all youth and family serving agencies was still insufficient to provide services where they are needed in the community.

Some districts believe that the reduction of detention use related to the detention caps has resulted in more high risk youth being managed in the community. As a result, the services



provided to them are, because of their higher risk profiles, more intensive and demand greater resources. As a result, the number of youth that can be served is further strained.

Several districts noted that the need to manage to the detention caps, combined with funding reductions across the entire continuum of available human services (juvenile justice, child welfare, mental health, schools and others), have meant that district SB 94 Programs can do very little beyond managing the caps and monitoring pre-trial youth. Overall, districts felt that the services that can be provided are valuable to the community, but that more is needed to get youth treatment that is needed to keep them from returning to the juvenile justice system. While a causal link has not been proven, the clear temporal relationship between rising rates of commitment and diminishing human service resources merits continued monitoring and concern.

2. How Issues of Screening and Placing Youth Impact SB 94 Program Practices.

Back in FY 2003-04, as shown in Table 21, districts were split on their ratings of how issues relating to screening and placing youth have impacted their districts. Ten (45%) of the 22 districts reported that these issues have had a negative impact on their district. About 27% reported that the impact has been neither positive nor negative. The remaining quarter judged the impact to be either some positive (18.2%) or a strong positive (9.1%) impact.

For FY 2004-05, districts were asked to rate screening separately from placing youth. Table 21 shows that less than 29% rate screening negatively while over 47% rated it positively. Placing youth, on the other hand, was rated positively by only 4 districts (19%) and almost 67% rated it negatively. District concerns about placement availability are sharper, while district acceptance of the screening process is high (71% either positive or neutral).

Table 21. Impact Ratings of Screening Youth for FY 2003-04* and FY 2004-05.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts			
	N	%	Screening		Placing	
	N	%	N	%	N	%
(+2) Strong Positive Impact	2	9.1%	5	23.8%	2	9.5%
(+1) Some Positive Impact	4	18.2%	5	23.8%	2	9.5%
(0) Neither Positive Nor Negative	6	27.3%	5	23.8%	3	14.3%
(-1) Some Negative Impact	9	40.9%	6	28.6%	11	52.4%
(-2) Strong Negative Impact	1	4.5%	0	0.0%	3	14.3%
Missing/Did Not Rate	0	NA	1	NA	1	NA
Districts Rating & Percent of Total	22	100%	21	100.0%	21	100.0%

*In FY 2003-04 this rating included both screening and placing youth.

The distinction made by the screening and placement rating differences in FY 2004-05 support the conclusions from FY 2003-04 that district concerns in this area relate to the limitations in the ability of the screening process to translate into actual placement decisions,



given reductions in placement and service availability (such as staff secure and residential placements) along the detention continuum.

The frequency with which districts are overriding screening recommendations for placement seems to have declined slightly between FY 2003-04 and FY2004-05 (see Section Two). However, there continues to be considerable variation across districts on overrides and the pattern of overrides, as shown below in Table 22. Three placement categories were used for this analysis: secure, staff secure and residential/shelter, home detention with services and release grouped together. If the youth placement agreed with the screen suggested placement, this was defined as agreement. This was the case for about 83.8% of placements. Otherwise the actual placement was counted as an override, which occurred across all districts in about 16.2% of cases.

Table 22. District Overrides to More and Less Secure Placements. Overrides occur when the actual placement is different from the screening suggested placement.

District	Actual Placement			Overrides
	Agreement	More Secure	Less Secure	Total
1 st Jefferson	86.6%	5.8%	7.6%	13.4%
2 nd Denver	86.6%	12.9%	0.5%	¹ 13.4%
3 rd Huerfano	84.2%	4.2%	11.6%	15.8%
4 th El Paso	92.4%	6.5%	1.1%	¹ 7.6%
5 th Summit	88.5%	8.6%	2.9%	11.5%
6 th La Plata	88.8%	6.0%	5.2%	11.2%
7 th Montrose	67.0%	11.4%	21.6%	¹ 33.0%
8 th Larimer	76.7%	9.9%	13.4%	23.3%
9 th Garfield	56.5%	14.5%	29.0%	¹ 43.5%
10 th Pueblo	71.6%	26.1%	2.3%	¹ 28.4%
11 th Fremont	81.8%	7.1%	11.1%	18.2%
12 th Alamosa	52.1%	10.1%	37.8%	¹ 47.9%
13 th Logan	72.1%	16.9%	11.0%	¹ 27.9%
14 th Routt	72.6%	17.7%	9.7%	¹ 27.4%
15 th Prowers	60.0%	12.5%	27.5%	¹ 40.0%
16 th Otero	73.8%	9.7%	16.5%	¹ 26.2%
17 th Adams	91.2%	2.0%	6.8%	8.8%
18 th Arapahoe	82.2%	4.3%	13.4%	¹ 17.7%
19 th Weld	85.6%	12.6%	1.8%	14.4%
20 th Boulder	75.7%	11.7%	12.6%	24.3%
21 st Mesa	82.8%	9.2%	8.0%	17.2%
22 nd Montezuma	100.0%	0.0%	0.0%	¹ 0.0%
Average	83.7%	8.8%	7.5%	16.3%

¹ Chi-squared (χ^2) was greater than 5.99, df=2, p<.05.

Table 22 shows the percent of placements that were more secure than indicated by the screen (8.8%) and less secure (7.5%). These two are added in the total overrides column. In



addition, if the pattern of overrides was significantly different (statistically) than the pattern across districts (average), this is shown with a numeric footnote indicating a probability of less than .05 (denoted by “¹”) of being due simply to chance. Twelve (12) districts differed significantly (at the .05 level) from the statewide pattern. For example, the 2nd Judicial District was similar in terms of overall agreement (86.6% compared to the average of 83.7%) but differed in terms of the percent of overrides to more secure placements (12.9% compared to 8.8% average) and in terms of the overrides to less secure placements (0.5% compared to the 7.5% average). In other words, Denver more often overrode to more secure placements than did the state as a whole as a result of their loss of staff secure placements in detention bed allocation. The other districts had essentially the same placement agreement pattern as the statewide average.

With upwards of one screening recommendation in six overridden statewide (16.3% total, see Table 12 in Section Two), districts are clearly experiencing a burden. With districts facing increasingly difficult choices among sometimes limited placements, DYC may want to consider whether a more refined screening approach drawing on more of the best practice methods discussed in the 2003 best practice report²³ would be helpful by supporting more fine-grained placement decision-making. For example, a useful modification of the current screening approach might involve moving from the simple yes/no decision tree approach to a more refined approach allowing screeners to score youth on a broader range of risk and protective predictors.²⁴

In addition to improvements to the screening process, two other reasons for screening overrides continue to be (1) a court warrant or order to detain and (2) a lack of available placements at the screening recommended level.

Five districts reported having either the ability to override warrants or a process to work with the court to override the warrant. In most districts (17 or 77%) screeners cannot override warrants when they conflict with screening recommendations. Two of those districts can override municipal warrants, and, in two other districts, mechanisms are in place wherein the warrant itself outlines specific conditions under which a youth may be released. Four districts report that their courts have put measures in place to quickly request court approval when an override of a warrant is needed, particularly when a district is at or near its cap.

In addition, nine districts report that overrides often result from a lack of placement availability in the detention continuum. Seven specifically reported overriding JSDAG placement recommendations because no staff secure resources were available. Two said they had no level 4 options (no funding or electronic home monitoring or family did not have a

²³ TriWest Group. (2003). *Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives*. Boulder, Colorado.

²⁴ Peter R. Jones. (1994). *Risk Prediction in Criminal Justice*. National Institute of Corrections Conference, Public Protection Through Offender Risk Management.

Barnoski, R. (2001). *Monitoring Vital Signs, Integrating a Standardized Assessment into Washington State's Juvenile Justice System*. Washington State Institute for Public Policy.



telephone line, etc). Even in districts where some of these resources are reportedly more available, transportation issues can result in those placements being practically unavailable. For example, both urban and rural districts reported staff secure placements available, but too distant to readily secure transportation without being able to reimburse local law enforcement agencies for these costs.

A group of five districts cited a lack of placement options across the broader youth-serving continuum (juvenile justice, child welfare, mental health and other service systems) for specific populations, including females (four of the five); youth with substance abuse issues (two of the five) and sex offenders (one of the five). Several districts also pointed to some problems with the availability of Level Four (home with services) options, either due to a lack of resources to support these alternatives or because of practical constraints. For example, youth cannot be placed on electronic home monitoring (EHM) if the home does not have a telephone line. In other cases, districts were unable to engage the families' cooperation in picking up or being willing to supervise youth that could otherwise be monitored at home.

3. How Local Detention Bed Allocation Impacts SB 94 Program Practices. In the previous fiscal year (FY 2003-04), approximately one-quarter (28.6%) of the districts responding (see Table 23 below) reported detention bed allocations as having some positive impacts on SB 94 program practices. Another quarter (23.8%) saw no specific impact (neither positive nor negative). The plurality of the districts noted this had some negative (28.6%) or strong negative (19%) impact, with one district not providing a ranking. District ratings for FY 2004-05 reflect increased negativity, with fewer districts rating the impact of detention bed allocations as positive (19%) compared with FY 2003-04. This shift has also resulted in a correspondingly higher percent of the districts rating the impact as negative.

Table 23. Impact Ratings of Local Detention Bed Allocations for FY 2003-04 and FY 2004-05.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts	
	N	%	N	%
(+2) Strong Positive Impact	0	0.0%	0	0.0%
(+1) Some Positive Impact	6	28.6%	4	19.0%
(0) Neither Positive Nor Negative	5	23.8%	5	23.8%
(-1) Some Negative Impact	6	28.6%	7	33.3%
(-2) Strong Negative Impact	4	19.0%	5	23.8%
Missing/Did Not Rate	1	NA	1	NA
Districts Rating & Percent of Total	21	100.0%	21	99.9%

The more negative impact ratings correspond with the increased frequency of days over 90% capacity in facilities documented in Section One, as well as changes in ratings of



detention adequacy from the past two SB 94 Juvenile Services Plans.²⁵ In each of those plans, Judicial District SB 94 Programs were asked “Is your current detention bed allocation adequate for your judicial district?” Responses in April of 2004, six months after the implementation of detention bed caps, showed that 15 of the 22 districts (68.2%) believed their allocation was adequate. Responses in April this year (18 months after implementation) showed 12 districts (54.5%) believed their detention bed allocation was adequate, a relative decrease of 20% (from 15 to 12 districts). The patterns of the two sets of ratings are instructive and are shown in Table 24 below. The table shows that district assessments were mostly stable between the two ratings with 17 districts indicating either a yes (11 districts) or a no (6 districts) for both points in time.

Table 24. Detention Adequacy in April of 2004 and April of 2005

Districts	Detention Adequate April 2004	Detention Adequate April 2005
Eleven (1, 4, 8, 10, 13, 14, 15, 16, 18, 20, 21)	Yes	Yes
Four (6, 7, 12, 22)	Yes	No
Six (2, 3, 9, 11, 17, 19)	No	No
One (5)	No	Yes

There are some trends with respect to whether or not districts rated their detention bed allocation as adequate. As a group, districts that rated their allocation as adequate tended to share three characteristics, each described further below:

1. Have a stable or decreasing ADP,
2. Be operating at a lower percent of their cap, and
3. Report more positive program experiences.

First, districts reporting adequate allocations, taken as a group, had a total ADP of 239.6 in FY 2003-04 and 230.9 in FY 2004-05. This is about a 3.6% decrease compared with districts with perceived inadequate allocations whose combined ADP totaled 154.6 in FY 2003-04 and 164.2 in FY 2004-05 (6.2% increase). Continued stable or decreasing ADP was the case for seven (58%) of the 12 districts claiming adequate capacity. ADPs for the other five districts increased, with two above 80% of their caps and three at or below 75% of their caps. About half of the districts who judged their allocations as inadequate had increases in their ADP and about half had decreases. These ADP changes significantly differentiated the two groups ($t=2.2$, $df=20$, $p\leq.05$).

To the second point, districts reporting adequate allocations operated, on average, at about 77% of their bed caps. This is much lower ($t=2.0$, $df=20$, $p=.056$), in comparison to districts claiming inadequate allocations, which operated on average at about 88% of

²⁵ SB 94 Community-Based Detention Juvenile Services Plan Fiscal Year 2005-06, April 2005 and the SB 94 Alternatives to Incarceration Juvenile Services plan Fiscal Year 2004-05, April 2004.



their bed caps. These group averages do not characterize the experience of all districts in each group. For example, while the 8th Judicial District judged their allocation to be adequate, they operated at 89% of their cap in FY 2004-05, as did the 15th (at 96% of their cap) and the 21st (at 90% of their cap). There were also exceptions to this trend in the group who judged their allocations to be inadequate; the 6th Judicial District operated at about 70% of their cap in FY 2004-04 and the 9th operated at about 67% of their cap. Both are rural districts where transportation issues have made managing their cap difficult.

Table 25. District Percent of Days at or Above Ninety (90) Percent Capacity and Change from FY 2003-04 to FY 2004-05

District	Percent of Days At or Above 90% Capacity		Change from FY 04 to FY 05	
	FY 04	FY 05	Change	Percent
1 st Jefferson	35.0%	31.0%	-4.0	-11.4%
2 nd Denver	32.5%	65.5%	¹ 33.0	101.5%
3 rd Huerfano	82.5%	65.2%	² -17.3	-21.0%
4 th El Paso	31.8%	31.0%	-0.8	-2.5%
5 th Summit	4.7%	22.7%	² 18.0	383.0%
6 th La Plata	16.5%	24.9%	8.4	50.9%
7 th Montrose	35.4%	39.7%	4.3	12.2%
8 th Larimer	56.9%	71.0%	² 14.1	24.8%
9 th Garfield	25.5%	18.9%	-6.6	-25.9%
10 th Pueblo	24.8%	33.4%	8.6	34.7%
11 th Fremont	40.5%	79.7%	¹ 39.2	96.8%
12 th Alamosa	6.90%	48.5%	¹ 41.6	602.9%
13 th Logan	32.1%	57.5%	¹ 25.4	79.1%
14 th Routt	3.60%	24.9%	¹ 21.3	591.7%
15 th Prowers	44.5%	54.8%	² 10.3	23.2%
16 th Otero	5.1%	8.2%	3.1	60.8%
17 th Adams	17.9%	54.0%	¹ 36.1	201.7%
18 th Arapahoe	23.4%	39.7%	¹ 16.3	69.7%
19 th Weld	60.9%	86.3%	¹ 25.4	41.7%
20 th Boulder	.7%	14.0%	² 13.3	1900.0%
21 st Mesa	59.9%	61.9%	2.0	3.3%
22 nd Montezuma	43.4%	72.6%	¹ 29.2	67.2%
Average	31.1%	45.7%	¹ 14.6	46.9%

¹ Paired sample t-test was greater than 6.31, df=1, p<.05.

² Paired sample t-test was between 3.08 and 6.31, df=1, p<.1.

District operating level as percent of cap was significantly correlated with days at or above 90% of their caps ($r=.88$, $p<.05$). However, days at or above 90% of their cap did not significantly differentiate districts judging their caps to be adequate ($t=1.99$, $df=20$, $p=.06$). Furthermore, although average change in days at or above 90% of capacity from FY 2003-04 to FY 2004-05 was almost twice the magnitude for districts judging their



allocation to be inadequate (19.3 versus 10.6), this difference did not reach statistical significance ($t=1.32$, $df=20$, $p=.2$).

Most of the districts that judged their allocation as adequate cited aspects of their programs and districts that they see as positive. For example, implementation of operational changes has been helpful for the three districts using high percentages of their caps (8th, 15th and 21st). They have implemented tracking in the 8th and see positive implications for HB 1451 and future funding. The increased use of staff secure placements in the 15th has been seen as positive, along with budget reallocations that allow for new services. Although the 21st has reduced staff, they have increased services as a result and see this as positive. They also have seen increases in in-kind contributions from other service systems.

The increased involvement of other service systems was mentioned as a positive by a few other districts as well, either through in-kind contributions or through improved communication and flexibility. These have resulted not only in reportedly better services for youth, but also in the districts' reported ability to manage to their caps.

The group of districts judging their allocations as adequate also mentioned concerns, such as diminishing resources for supplemental funds through grants and other service systems. They also reported concerns about meeting the needs of youth in their populations with substance abuse problems and meeting the specialized needs of females. Transporting youth was also seen as a challenge for many districts, especially rural areas or where placements are at a distance. Finally, in some cases, information sharing about whether or not detention beds are occupied involves a great deal of effort and reportedly could be improved.

The experience of districts who judge their allocation to be inadequate is very different than that of the districts that view their allocations as adequate. In almost all cases, managing the detention cap was judged by these districts to require a major effort and was seen as often resulting in a decreased ability to provide needed services to youth. The reported lack of availability of detention beds was also consistently mentioned as a public safety concern due to district claims of the higher risk nature of the youth who are being placed in the community. Due to the inability to currently track youth released as a result of the emergency release process, the factual basis of these claims was not examined. It is recommended that data on youth released through the emergency release process be tracked for future reporting.

Although some of these districts reported being able to implement new services to better meet the needs of youth, it was in all cases either as a result of staff reductions or in-kind contributions of other service systems. However, these same districts were also just as likely to mention the negative impact of these contributions on other service systems, such as social services, when those resources are drawn upon when a detention placement or alternative would have previously been available. Also, this was mentioned as a



concern in reference to emergency releasing youth without available community resources. Districts that rated their allocation as inadequate reported more emergency releases overall, although this did not reach statistical significance ($t=1.86$, $df=20$, $p=.08$). They also rated the emergency release impact as somewhat more negative, though again the difference was not statistically significant ($t=1.74$, $df=18$, $p=.1$).

Transporting youth was widely mentioned as an issue in managing detention beds by these districts, either because transportation resources were unavailable (resulting in inaccessible beds) or because geographic and distance considerations made transportation prohibitive. In a several cases, districts mentioned the need for policies across districts to regulate bed use by out-of-district youth and transportation of those youth.

Most experts and virtually all professional standards agree that secure juvenile detention should not be used as a sanction.²⁶ For example, the federal Office of Juvenile Justice and Delinquency Prevention, has stated clearly that, “an effective juvenile justice system does not use detention as a sanction.”²⁷ Some districts have nonetheless expressed concern that the lack of detention as an available sanction for youth who have problems under community supervision may ultimately increase both detention and commitment numbers as more youth either fail on probation (resulting in commitment) or fail to complete community programs and re-offend, leading to another detention stay. While this perception does not fit with national standards regarding the appropriate use of secure detention, a few districts continue to report mandated support of this best practice through the caps as a burden, at least within the current context of overall reduced service availability.

Looking across the full array of these district perceptions, it seems that the actual effects attributed to the bed caps themselves are generally positive or benign. Negative experiences tend to be primarily related to the larger context of reduced SB 94 Program resources and broader reductions in the overall array of youth-serving resources in the community. The impacts noted by districts that specifically related to the caps themselves were often positive from a program goal perspective, and include:

- Increased focus on managing detention populations,
- Increased effort to reduce lengths of stay,
- Increased communication,
- Increased pressure to resolve long-standing communication barriers, and
- Reduced use of detention as a sanction. (The use of detention as a sanction is generally seen as poor practice in terms of national standards).

However, the overall context of reduced resources is clearly leading districts to experience these shifts as stressful and as, at times, having negative public safety implications. In addition, the resources now going into managing detention caps are

²⁶ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.

²⁷ Office of Juvenile Justice and Delinquency Prevention. "Juvenile Justice: A Century of Change." Washington DC: Office of Juvenile Justice, 1999.



experienced as further straining increasingly scarce resources for detention alternatives that might have a longer term positive influence on youth behavior, recidivism, and longer-term detention use.

4. How Emergency Release Policies Impact SB 94 Program Practices. Emergency releases are not a common occurrence. While the rate of emergency releases is small (just over 0.1% of all bed days), differences in practice across districts obscure measurement of the true rate at which youth are being released from detention due to bed cap limitations before system stakeholders would otherwise have determined that they were ready for release. Across the survey findings, it is clear that districts are investing significant effort in the development of planned releases. This is self-reported by districts and there is clearly variation in the use of the term “emergency release” across districts. Different districts may both experience similar pressure to release and engage in similar levels of planning before a release, but due to local factors characterize the release differently, one as an “emergency” and one as not. Therefore, it should not be assumed that districts with fewer emergency releases are experiencing less pressure to release youth that should instead stay in secure detention or that they are necessarily engaging in more effective planning when an emergency release is avoided.

In the previous fiscal year (FY 2003-04), NYC reported that 14 districts used emergency release (ER) at least once during the fiscal year (nine months of bed caps) for a total of 133 emergency releases (Table 26), representing a tiny fraction (a tenth of one percent) of available bed days. This data was reported by districts to NYC, so NYC is not able to verify the data. In FY 2004-05, 16 districts reported using emergency release at least once and the total was estimated at 201 for the entire year, a higher number overall than the previous year even when prorated (201 this year versus an adjusted annual rate of 177 last year), but still a tiny fraction of available bed days. Emergency releases or beds borrowed are not tracked formally by all districts. As a result, these figures must be viewed as estimates and only one indicator of emergency release activity. Beds borrowed are typically not reported, but would be an informative indicator of emergency release process activity.

In a plurality of districts (8), use of emergency release fell, in three others use remained at zero, and in one other (the 19th) use remained at essentially the same percentage of bed days as the previous year. Among the remaining 10 districts, ER use increased. A particularly dramatic increase from 5 to 47 in the 17th Judicial District (Adams) accounted for about two-thirds of the total increase across all districts. This increase was reported to be primarily the result of a magistrate setting higher bonds.



Table 26. Numbers of Emergency Releases by District

District	Emergency Release Utilization			
	Number of Releases FY 04	Percent of Bed Days FY 04*	Number of Releases FY 05**	Percent of Bed Days FY 05*
1 st Jefferson	6	.04%	0	00%
2 nd Denver	12	.05%	8	.02%
3 rd Huerfano	1	.20%	2	.27%
4 th El Paso	26	.20%	14	.07%
5 th Summit	0	0%	0	0%
6 th La Plata	2	.10%	14	.64%
7 th Montrose	1	.06%	9	.41%
8 th Larimer	27	.50%	4	.05%
9 th Garfield	0	0%	3	.12%
10 th Pueblo	0	0%	8	.09%
11 th Fremont	6	.30%	0	0%
12 th Alamosa	3	.20%	1	.05%
13 th Logan	0	0%	8	.24%
14 th Routt	1	.09%	0	0%
15 th Prowers	0	0%	0	0%
16 th Otero	0	0%	0	0%
17 th Adams	5	.05%	47	.40%
18 th Arapahoe	0	0%	18	.07%
19 th Weld	11	.20%	18	.21%
20 th Boulder	0	0%	4	.05%
21 st Mesa	26	.60%	19	.35%
22 nd Montezuma	6	.30%	24	2.19%
Statewide	133	.10%	201	.11%

* Bed days for FY 04 was obtained by multiplying each district's bed cap times the total days from October 2003 through June 2004 (274). Bed days for FY 05 was obtained by multiplying each district's bed cap times by 365, the total from July 1, 2004 through June 30, 2005.

** Number of releases for FY 05 was reported in the April, 2005 FY 2005-06 Plan and updated in the Fiscal Year 2004-2005 Performance Goals Resources and Practice Survey. Estimates were extrapolated from partial year numbers

The 17th and three other districts shown in Table 26 (6th, 7th, and 22nd) had rates of ER three or more times higher than the statewide average. These four districts were in the group mentioned in the last section as judging their bed allocation as inadequate. One of their concerns was the effort it takes to manage the cap, including effort related to the emergency release process. While clearly not used very often even in these districts, each instance of ER creates a range of concerns and challenges that districts are taking very seriously and actively planning for and managing. Perceived adequacy of detention bed allocation also separated groups with higher versus lower rates of emergency release ($t=2.0$, $df=20$, $p<.10$).



Overall, more districts rated the effects of emergency release policies as positive or neutral than negative as shown in Table 27 below. More than one-third (35%) said there was some positive effect. Another quarter reported neither positive nor negative effects, with the remaining 40% reporting effects as either some (15%) or strongly (25%) negative.

The district experiences are clearly varied, and this is consistent with the diverse array of approaches that districts developed for implementing emergency release policies. However, the ratings for FY 2004-05 reflect a shift toward somewhat more negative ratings compared with FY 2003-04. The five districts giving a strong negative rating all expressed concerns about the resources required to manage their cap and to use beds most appropriately while trying to avoid emergency releasing youth. Also, these districts expressed concern for public safety that they attributed to the higher risk posed by youth being released; youth who they believed should be in detention and they furthermore noted did not receive the full array of services they needed in the community. Four of those five districts had ER use two or more times the state average.

Table 27. Impact Ratings of Emergency Release for FY 2003-04 and FY 2004-05.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts	
	N	%	N	%
(+2) Strong Positive Impact	2	9.1%	1	5.0%
(+1) Some Positive Impact	6	27.3%	6	30.0%
(0) Neither Positive Nor Negative	6	27.3%	5	25.0%
(-1) Some Negative Impact	6	27.3%	3	15.0%
(-2) Strong Negative Impact	2	9.1%	5	25.0%
Missing/Did Not Rate	0	NA	2	NA
Districts Rating & Percent of Total	22	100.0%	20	99.9%

Several clarifying points were mentioned by the districts who rated the impact of the emergency release process as positive. Two districts (the 2nd and 4th) had previous experience managing a mandated cap and saw the process, including youth assessment and constant monitoring, as beneficial in minimizing the inappropriate use of detention. The other five districts who rated the impact of the emergency release process as positive mentioned such things as improved collaboration and information sharing (via a secure website in the 14th) and improved access to services (13th, 15th, 21st), sometimes as a result of increased in-kind contributions from counties or other services systems.

A court order is required to emergency release a youth from detention. In order to increase the efficiency of the policy, it is common practice for districts on a regular basis (daily or weekly) to develop a list of youth that could be released if necessary and have a court order to release those youth prepared and signed in advance. Once an ER becomes necessary, the court order has already been obtained and the youth can be released immediately. Usually the



district attempts to borrow a bed from another district prior to releasing the youth. Release plans also have provisions for the proper notification of victims (where required by the nature of the crime), parent contact, and coordination with SB 94 services once the youth is released into the community.

We recommend that a standardized definition for emergency release be developed and that the number of youth who are released through the emergency release process be more formally tracked. We also recommend that the number of beds borrowed also be formally tracked. Most districts already track the number of youth emergency released but do not track the number of beds borrowed. Also, because this is a low occurrence event with the potential for serious effects and perceived effects in a community, it may also be useful to examine individual cases that are released more closely in order to determine the actual risks entailed in releasing individual youth. In addition, because of the concern for public safety expressed by many districts, recidivism data should be collected for released youth over time to determine whether or not districts' expressed concerns about public safety risks are warranted.

5. How the Issue of Minority Overrepresentation in Juvenile Justice Impacts SB 94 Program Practices. Overall, districts rated impact of their efforts to address minority overrepresentation as positive, with 45% rating the impact strongly or some positive impact, a more positive set of findings than what was reported in the previous fiscal year (FY 2003-04). Only two of the 20 districts who rated this impact rated it as negative, versus 7 the previous year (see Table 28 below).

Table 28. Impact Ratings of Emergency Release for FY 2003-04 and FY 2004-05.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts	
	N	%	N	%
(+2) Strong Positive Impact	3	13.6%	3	15.0%
(+1) Some Positive Impact	2	9.1%	6	30.0%
(0) Neither Positive Nor Negative	10	45.5%	9	45.0%
(-1) Some Negative Impact	4	18.2%	1	5.0%
(-2) Strong Negative Impact	3	13.6%	1	5.0%
Missing/Did Not Rate	0	NA	2	NA
Districts Rating & Percent of Total	22	100.0%	20	99.9%

However, some districts indicated that insufficient resources currently exist to address issues of minority overrepresentation in their districts. This was particularly emphasized by the two districts who rated the impact of efforts to address minority overrepresentation as negative. Most districts, however, have indicated that they have been able to continue their efforts to address this critical challenge this year as they have in the past, with some even reporting that they have increased their efforts. Six districts reported no change in their efforts regarding MOR, with four of those reporting that overrepresentation was not an issue in their districts.



Several districts specifically cited efforts currently underway to actively address the issue of minority overrepresentation, including service coordination, membership in MOR committees specifically empowered to address this issue, family advocacy, efforts to address truancy, staff training, and increased access to bilingual staff. These districts reported a great deal of progress, but also acknowledged that minority overrepresentation remains an ongoing issue that must continuously be addressed.





Conclusions and Recommendations

The SB 94 Program statewide and the judicial districts continue to face the implications of two significant system changes that date back to FY 2003-04. The first was the implementation of detention bed caps. The second was an over one-third reduction in the program budget from levels of two years ago. In FY 2004-05, the SB 94 Program budget was further reduced an additional 10.6% from FY 2003-04 levels, resulting in an overall reduction since FY 2002-03 of approximately two-thirds. Spending on treatment, restorative services, and training for families and clients have seen the largest percentage decreases, with cuts in those areas over the two years at or exceeding 50%. Furthermore, the SB 94 Program reductions were part of broader state budget reductions, with the entire array of state-funded youth-serving programs losing funds or being eliminated outright.

The Division of Youth Corrections and the SB 94 Program have continued to provide a continuum of detention options within this context. The most notable change for FY2004-05 was the increased strain across all detention facilities and judicial districts in the state as DYC continues to operate successfully within the detention bed caps. While on average the statewide bed cap of 479 was never exceeded on any day in FY 2005, looking across facilities, we see that on every day one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). When utilization is at or above 90% within facilities, the strain is greater on all of the districts using them, regardless of which district contributes most to the strain. Few available detention beds requires more planning on the part of districts for the possibility that youth may need to be released either on an emergency basis or otherwise before they would have been had space been available. It also requires more time communicating across districts to borrow beds when needed and coordinate use overall. Across multiple factors, when facility use exceeds 90%, disproportionate levels of district juvenile justice system resources are strained. Therefore, days at or above 90% capacity serves as a benchmark for capacity strain across facilities.

Looking across facilities, it appears that capacity strain has increased. The average use has increased for 75% of the facilities (all but three) and the percent of days at or above 90% capacity has increased for all regions and all but one facility, as shown in Table 29 below.

Table 29. Detention Facility Bed Use, October 2003 Through June 2004 and FY 2005.
(Average use is the number of beds used on average per day divided by the bed capacity)

Facility And Region	Districts Served	Beds & Use				
		Bed Capacity	Average Use		Percent Days Above / At 90% of Cap	
			FY 04	FY 05	FY 04	FY 05
Central Region	1, 2, 5, 18	226	82.9%	84.5%	7.7%	31.5%
Gilliam YSC	2	70	85.1%	89.7%	37.6%	58.1%
Marvin Foote YSC	2, 5, 18	96	82.9%	84.1%	20.4%	42.2%
Mount View YSC	1, 5	60	80.2%	78.8%	16.4%	29.6%



Table 29. Detention Facility Bed Use, October 2003 Through June 2004 and FY 2005.
(Average use is the number of beds used on average per day divided by the bed capacity)

Facility And Region	Districts Served	Beds & Use				
		Bed Capacity	Average Use		Percent Days Above / At 90% of Cap	
			FY 04	FY 05	FY 04	FY 05
Northeast Region	8, 13, 17, 19, 20	106	80.3%	86.7%	11.7%	50.7%
Adams YSC	17	28	78.6%	85.4%	25.2%	63.0%
Platte Valley YSC	8, 13, 17, 19, 20	69	83.9%	89.0%	26.3%	58.1%
Remington House	8, 13, 17, 19, 20	9	58.4%	73.2%	16.4%	37.5%
Southern Region	3, 4, 10, 11, 12, 15, 16	106	79.5%	80.9%	7.7%	21.1%
Pueblo YSC	3, 10, 12, 15, 16	36	75.8%	80.8%	17.2%	28.5%
Spring Creek YSC	4, 11	66	81.8%	81.0%	23.0%	38.9%
Staff Secure	12, 15	4	66.2%	81.0%	41.4% *	81.4%
Western Region	6, 7, 9, 14, 21, 22	41	82.4%	81.7%	21.5%	23.3%
Grand Mesa YSC	7, 9, 14, 21	24	85.3%	85.5%	39.8%	49.6%
Robert Denier YSC	6, 22	9	69.6%	79.9%	27.4%	53.2%
Staff Secure	7, 9, 14, 21	8	81.0%	72.6%	50.0%	40.5%

* The Southern Region Staff Secure facilities combined total four beds, so the days with one or no beds open (at or above 75%) are reported. The Western Region Staff Secure combined total 8 beds, so the days with one or no beds open (at or above 88%) are reported.

Additionally, the scope of increase in days over 90% has increased considerably in the past year. Of the 12 facilities with 479 beds across the state, 11 increased in their number of days over 90% capacity. Only staff secure beds in the Western Region did not. The increase in number of days over 90% capacity ranged from 25% (Grand Mesa YSC) to 150% for Adams YSC. Compared to last year, every facility but one (representing over 98% of secure and staff secure detention capacity) experienced far more strain in their use of secure detention resources.

Looking only at average use obscures the true extent of strain on districts just noted. The detention Average Daily Population (ADP) rate for FY 2004-05 was 7.7, a minimal 1% increase over the 7.6 ADP rate reported last fiscal year and the second lowest ADP rate measured since the SB 94 Program was implemented in 1994. However, as noted in last year's report, the advent of hard caps has rendered the measurement of average daily use to be a less useful metric of system performance. While ADP is still a useful indicator of compliance with caps on any given day, it does not measure the strain caused by how beds are used over time – that is, ADP does not show how often bed use is near the cap. While on average the overall DYJ system is using available beds at levels comparable to those in FY 2004 and are successfully managing within their caps at the regional and facility levels, capacity strain at the facility and district level (as measured by the number of days at or over 90% of bed capacity) has increased markedly, with documented impact on the overall juvenile justice system.



Key factors associated with this increased capacity strain include:

- **Reductions in available resources to serve youth in the juvenile justice system** – Compounding the 50% and over reductions in spending treatment, restorative services, and training for families and clients in the SB 94 Program budget, cuts in other state-funded youth services also continued. Districts reported working hard to maintain core SB94 services, viewed as: 1) managing the detention cap, 2) coordinating case management, and 3) supervising youth not detained. For some districts, no funding was available for treatment-oriented services. Overall, most districts (61.9%) reported that service availability (or “unavailability”) has negatively impacted their SB 94 program efforts. However, it is noteworthy that fewer districts rated service availability negatively in FY 2004-05 compared with FY 2003-04.
- **Continued increases in commitment utilization** – The statewide commitment ADP rate for FY 2004-05 was 28, a 6.1% increase in commitment ADP over the past year and an over 8% combined increase from levels two years ago, before the implementation of detention caps. The increasing commitment ADP rate reflects a two-year increase in new commitments of 12.2%, from 846 in FY 2002-03, to 926 in FY 2003-04, to 950 in FY 2004-05. These continued increases coincide with the implementation of detention caps, as well as significant decreases in funding for community services for SB 94 and multiple other human services systems, including juvenile diversion, prevention, mental health and child welfare. More years of continued increases in commitment ADP are forecast by the Colorado Division of Criminal Justice²⁸ at rates of between 3.85 and 4.92 percent annually between July 2005 and June 2011.
- **Continued high use of secure detention** – Reflecting the high needs of youth in detention, approximately three-quarters of detention placements continue to be at the most secure level. Use of secure detention has increased over the past two years for 10 districts, decreased among eight, and varied in both directions among four others. The relative lack of availability of staff secure detention compared to levels two years ago prior to the reduction in detention capacity related to the implementation of caps results in the vast majority of youth screened as needing this lower level of detention ending up in more secure and restrictive settings.
- **Detention use is a locally driven process** – It is clear that districts vary significantly in their performance in terms of detention and commitment bed use. Twelve districts increased significantly in detention (up just about one day in ADP), and 10 districts decreased significantly in ADP (down just about one day in ADP). For commitment ADP, a group of 11 districts increased significantly, a group of 10 decreased significantly, and one stayed the same. While changes in detention and commitment did not correlate – directionality was only the same in six of 22 districts – changes in detention use did predict those districts that experienced their allocations as inadequate. Given this, efforts to promote best practices such as avoiding the use of detention as a sanction must be tailored to each location. Increased standardization of reporting data across local district practices is therefore essential.

²⁸ Harrison, L, Hetz, N, Rosky, J, English, K. and Martinez, P. (2004) Adult Prison and Parole Population Projections and Juvenile Commitment and Parole Population Projections. Colorado Division of Criminal Justice, Colorado Department of Public Safety, Denver, Colorado.



Over the last year, NYC and local SB 94 Programs have continued to develop and implement new policies and procedures that, while working well overall, include opportunities for continued improvement. In addition, continued decreases in SB 94 and community resources for youth have raised concerns that challenge the continued success of the SB 94 Program. The recommendations below are intended to assist NYC in supporting the SB 94 Program in FY 2004-05 and beyond.

1. Monitor indicators of strain to determine if increased detention bed capacity or flexibility are needed. As noted in last year's report, the implementation of bed caps has shifted the focus of system performance monitoring from whether or not districts meet ADP targets to the adequacy of the detention beds available to each district in terms of managing its local juvenile justice system. While ADP trends have remained flat, indicators of system stress including days over 90% and district reports of inadequate detention capacity have increased from last year, suggesting that system strain is increasing. Furthermore, this increase is not system-wide, but rather experienced by a subset of 10 districts, in particular the 2nd Judicial District. Given the reduced youth-serving resources within the juvenile justice system and the broader system of care for youth in need (including child welfare, school, and mental health services), and the continued increase in commitment utilization, the apparent increase in strain on detention bed capacity in several districts merits ongoing monitoring and discussion to determine if additional flexibility in caps for these districts is needed.

2. Improve monitoring of releases from detention. While the rate of emergency releases is small (just over 0.1% of all bed days), differences in practice across districts obscure measurement of the true rate at which youth are being released from detention due to bed cap limitations before system stakeholders would otherwise have determined that they were ready for release. We recommend that NYC move to monitor all releases that stem from compliance with a district-level cap. The term "emergency release" is a highly charged term that likely leads some districts to be reluctant to use it. Adding a second level of release in order to track the remaining premature releases would allow NYC to monitor the fuller extent to which bed caps result in youth leaving detention before they otherwise would have. We also recommend that this term use language less emotionally-charged than the term "emergency," and more descriptive, such as "release to comply with allocation" or "early release."

In addition, NYC should also require reporting of the risk category (A thru E) for those youth that are released in order to document the risk of reoffense posed by these early releases. While the JDSAG was designed to guide detention placement decisions and not as an assessment of risk to reoffend, it offers an approximate indicator of such risk. Furthermore, it is the only risk indicator currently available for youth in detention. By compiling JDSAG information for youth "released to comply with allocation," NYC will be able to begin to document the risk posed to the community by such premature releases.



3. Be vigilant for increasing rates of commitment and reoffense. As detailed above, commitment use has increased over the past two years, and more years of continued increases in commitment ADP are forecast by the Colorado Division of Criminal Justice.²⁹ While districts reported instances of commitment use resulting from shortened detention stays, the effects of significant reductions in SB 94 and other youth-serving program resources cannot be ruled out. Trends in commitment clearly warrant continued monitoring.

Commitment ADP increases are being driven by new commitments, not lengths of stay. However, the cost impact of each new commitment is much greater than each instance of detention use. Average lengths of stay (LOS) for detention are measured in days; LOS for commitment is a matter of months. In FY 2004-05, commitment LOS was longer than detention LOS by a factor of 43 (13.1 days for detention versus just under 569 for commitment). In addition, commitment days cost more than detention days.

There are also continuing indications that decreased service capacity may result in a higher likelihood of youth reoffending. While these indications emerged at the time of detention cap implementation, they seem more likely related to cuts in funds for community-based detention alternatives and other youth and family services.

It will be important to look at the rates of reoffending for youth in detention and to understand the relationship between reoffending and service availability. To the extent that services are based on sound evidence of effectiveness and implemented with fidelity, it is reasonable to predict that reoffense rates may increase to the degree that service availability goes down. District-level changes in rates of new offenses and reoffenses that correlate with service reductions and caps would be a clear sign of needed program changes, more likely in terms of targeted rebuilding of service capacity using best practices with research demonstrating their ability to reduce offense rates, rather than changes to the caps.

The cost implications of the emerging trends in commitment and offense rates, both of which seem to correlate with community-based service cuts, leads us to recommend that DYC again consider increasing SB 94 Program funding in an effort to avoid future reoffending and to keep secure detention caps from increasing commitment rates due to a lack of alternative detention resources, as it has successfully done for FY 2005-06. We also recommend that DYC continue to support efforts to leverage SB 94 Program resources to impact increasing commitment rates.

Finally, rates of offense, reoffense and commitment should continue to be tracked by DYC, especially with an eye toward the relationship between detention caps, community-based detention alternative reductions, and the associated costs.

²⁹ Harrison, L, Hetz, N, Rosky, J, English, K. and Martinez, P. (2004) Adult Prison and Parole Population Projections and Juvenile Commitment and Parole Population Projections. Colorado Division of Criminal Justice, Colorado Department of Public Safety, Denver, Colorado.



4. Identify additional supports for collaboration with other youth-serving systems.

Multi-agency collaboration is a hallmark of the SB 94 Program. Multi-agency Juvenile Services Planning Committees have been required from the beginning of the program for each judicial district, and collaboration continues to be a critical factor in district SB 94 Program success in achieving reductions in the use of detention facilities and managing to bed caps.

While districts reported success collaborating, they also faced challenges related to the cuts in youth-serving funds across systems. For example, fewer districts reported active Community Evaluation Teams (CET) again this year, dropping from 19 districts two years ago to only 9 this year. Even when districts were successful in working across agencies to leverage increasingly scarce funds, they reported sensitivity to how the needs of youth served by other agencies went unmet.

Support of multi-agency collaboration by districts remains important, and opportunities for expanded efforts should be explored.

5. Further improve the reporting of district-specific performance outcome data. For the first time since the SB 94 Program's inception, DYC was able this year to report on district performance regarding standardized goals in the areas of Failures to Appear (FTA) and New Offenses. Achievement of this level of reporting has been a focus of SB 94 Program administrators for the last two years and represents a significant increase in accountability for the program.

The performance levels measured were impressive. For preadjudicated youth, 90% of districts achieved their goals, with 96.4% of youth across reporting districts not having FTA's and 93.9% of all youth not having new charges. For sentenced youth, 90% of reporting districts met their goals in preventing FTA's and 70% in preventing new charges, with 97.3% of youth across reporting districts not having FTA's and 92.9% of all youth not having new charges.

Now that DYC has standardized goal areas for reporting, it should consider developing criteria for satisfactory performance in each goal area. In the past fiscal year, districts were free to set their own criteria for successful performance, with goals set ranging from 60% to 100% success. We recommend that minimum and preferred district performance goals be set to guide districts.

DYC and district SB 94 Programs should review system performance to date in meeting goals and objectives, as well as available literature about performance in similar programs in other states in order to develop specific criteria for performance. Specific targets for performance evaluation system-wide could provide additional information beyond whether the goal was met or not and move the system in the direction of a best practice model. For example, if criteria for minimum performance was set at 85% and preferred performance at 95%, then districts would have clearer expectations about how to improve. Districts with



performance over 95% could focus performance improvement resources elsewhere, districts between 85% and 95% could weigh efforts in this area against other needs, and districts falling below 85% would know that they need to prioritize efforts to improve performance in that area. If desired, DYC could also require additional information and, if appropriate, corrective action plans for districts falling below the minimum level of performance.

We recommend that performance criteria only be set for the two goal areas where reporting has already been required across districts: FTA and new charge levels. For the third area of required reporting to be added this year (rates of neutral or positive leave reason), criteria could be developed the following fiscal year after statewide data are available for analysis.

6. Improve screening and assessment. Screening referred youth in order to identify those most appropriate for secure detention or less restrictive alternatives has never been more critical to district SB 94 Program efforts than it is currently under the detention caps. However, nearly one in six current recommendations for initial placement are not carried out and districts report overall override rates ranging from 7 to 47%. While other factors such as court orders and placement availability clearly are involved, we recommend that DYC continue to revisit the effectiveness of the Juvenile Detention Screening and Assessment Guide (JDSAG). In particular, current assessment pilots (for example, the North Pointe Youth COMPAS) should specifically address whether additional data on protective factors and other variables might add to the predictive reliability and validity of the screening and placement recommendation process.





Appendices

Appendix A. Detention Bed Use

Appendix B. SB 94 JDSAG Screening and Profile Report – Statewide

Appendix C. Youth Risk Profiles and Rates

Appendix D. 2004 Performance Goals Resources and Practice Survey

Appendix E. Maps of Detention Bed Allocation by DYC Region



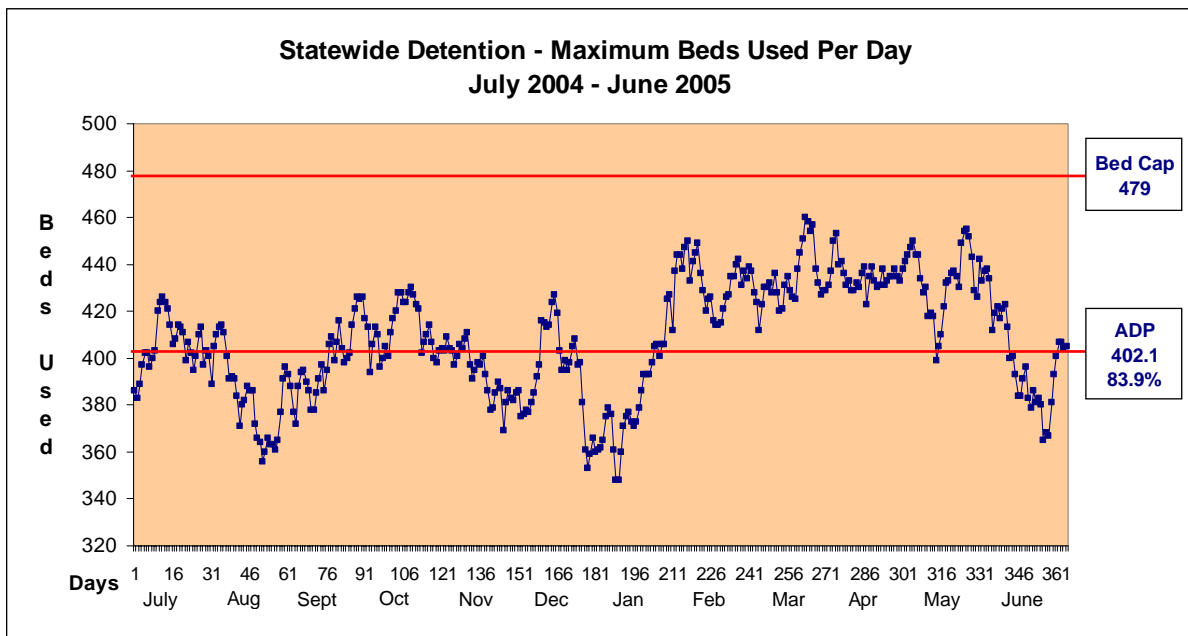


Appendix A

Secure and Staff Secure Detention Bed Use

Daily detention maximum bed use and average daily population are shown in this appendix. A graph is included for each judicial district and detention facility for fiscal year 2004-2005. The graphs are organized by DYC regional catchment areas with a summary table at the beginning of each section.

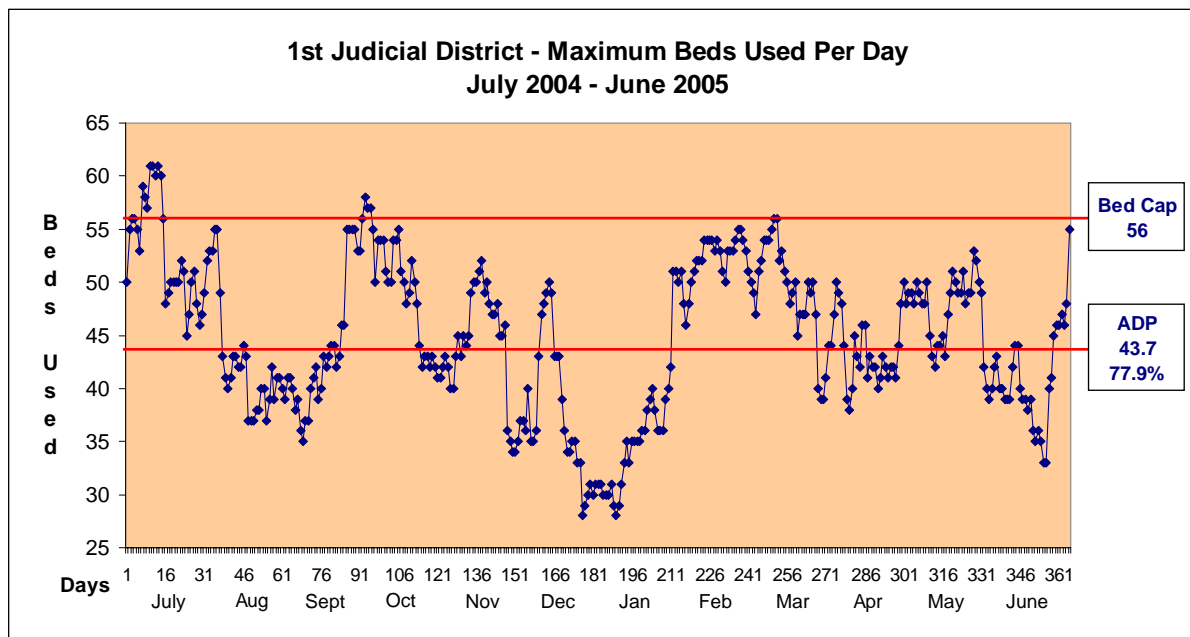
The statewide graph is shown here.

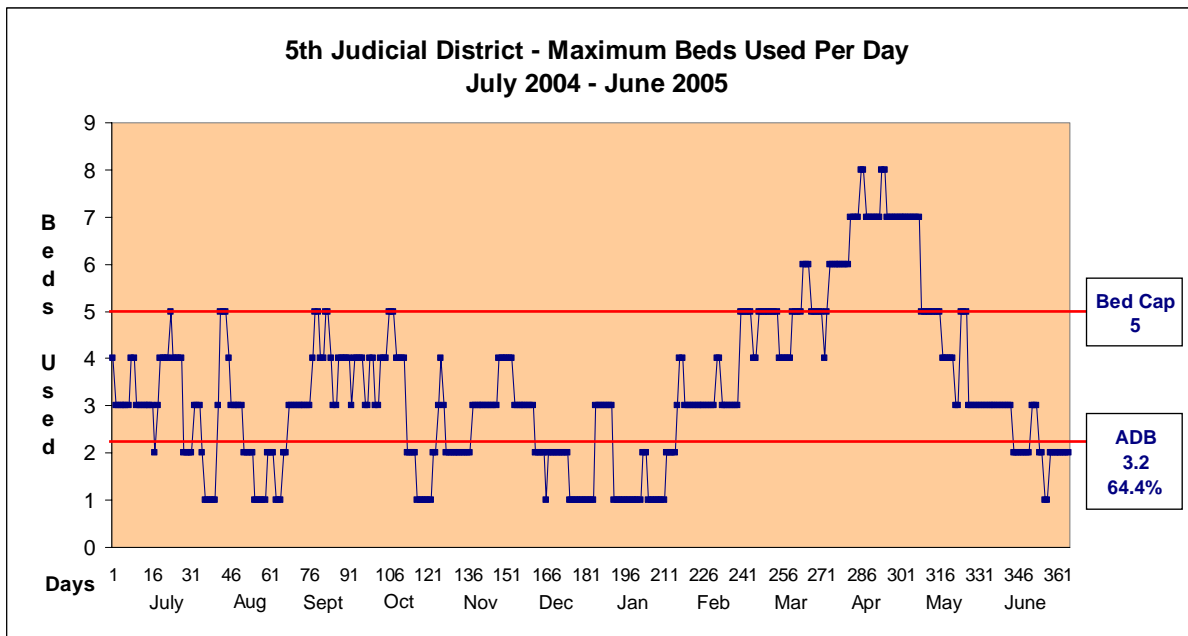
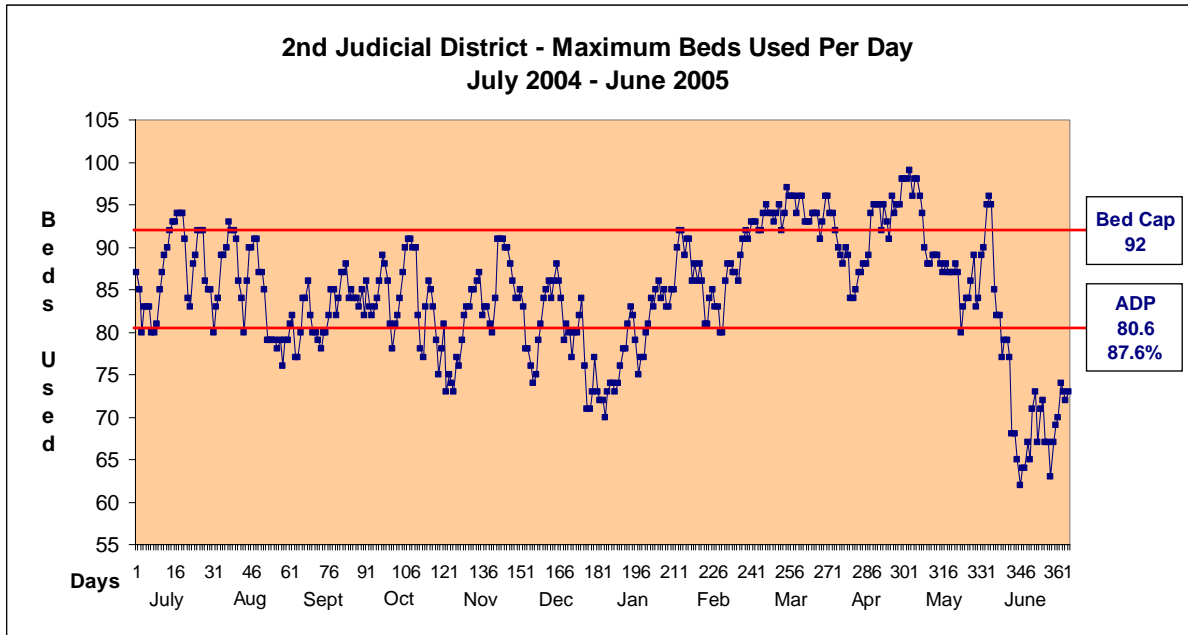


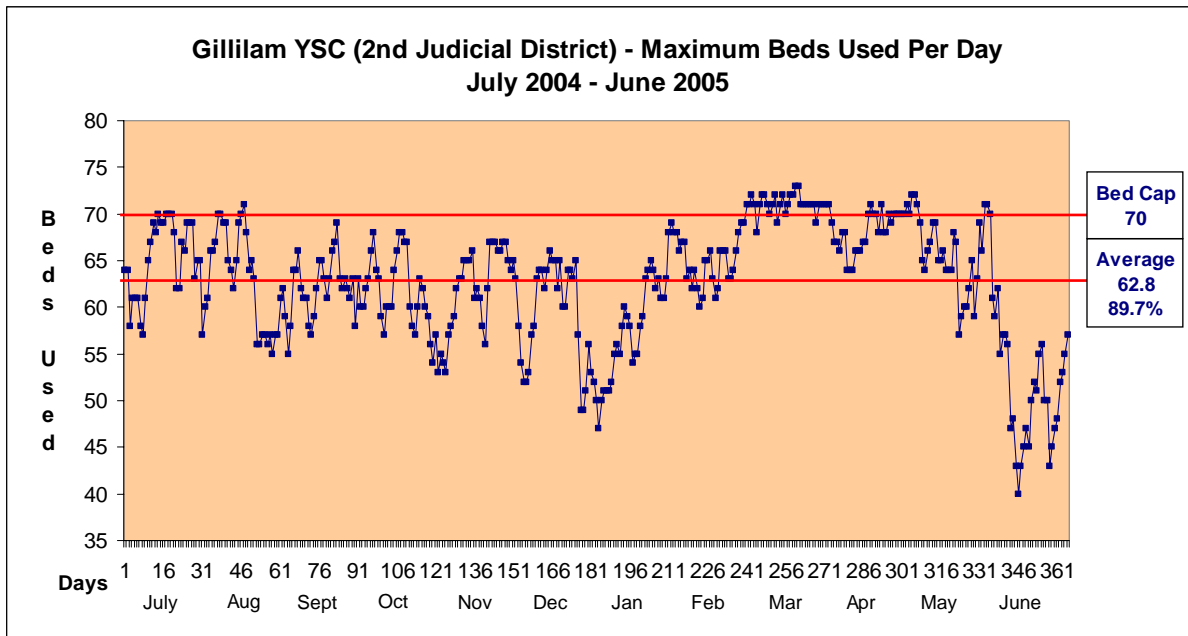
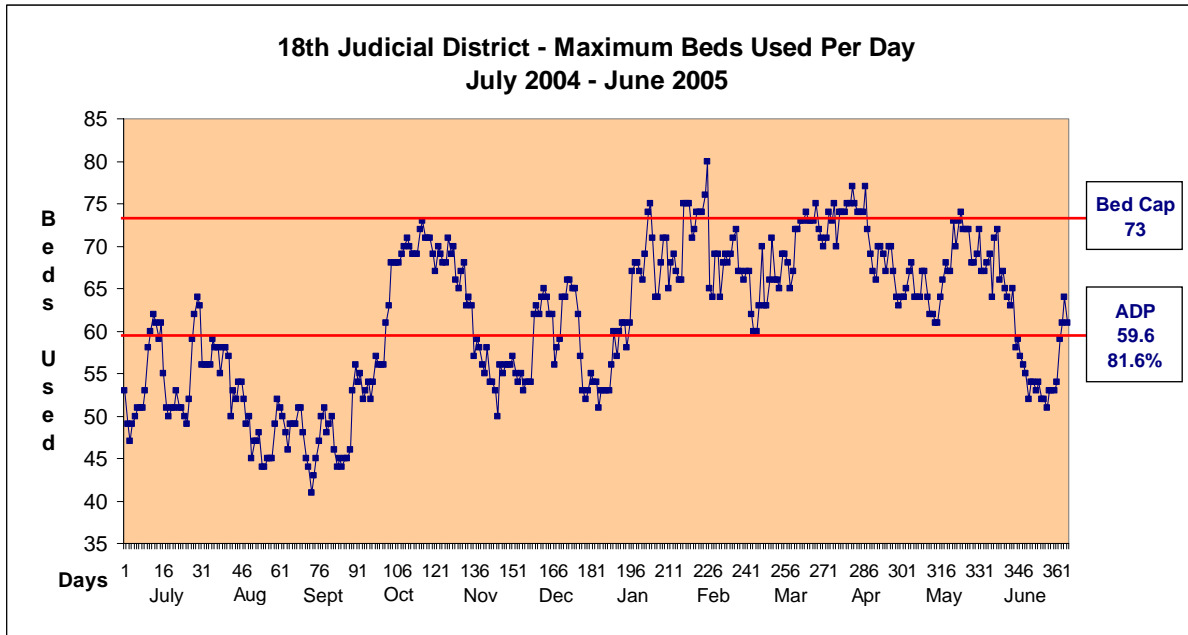
Central Region

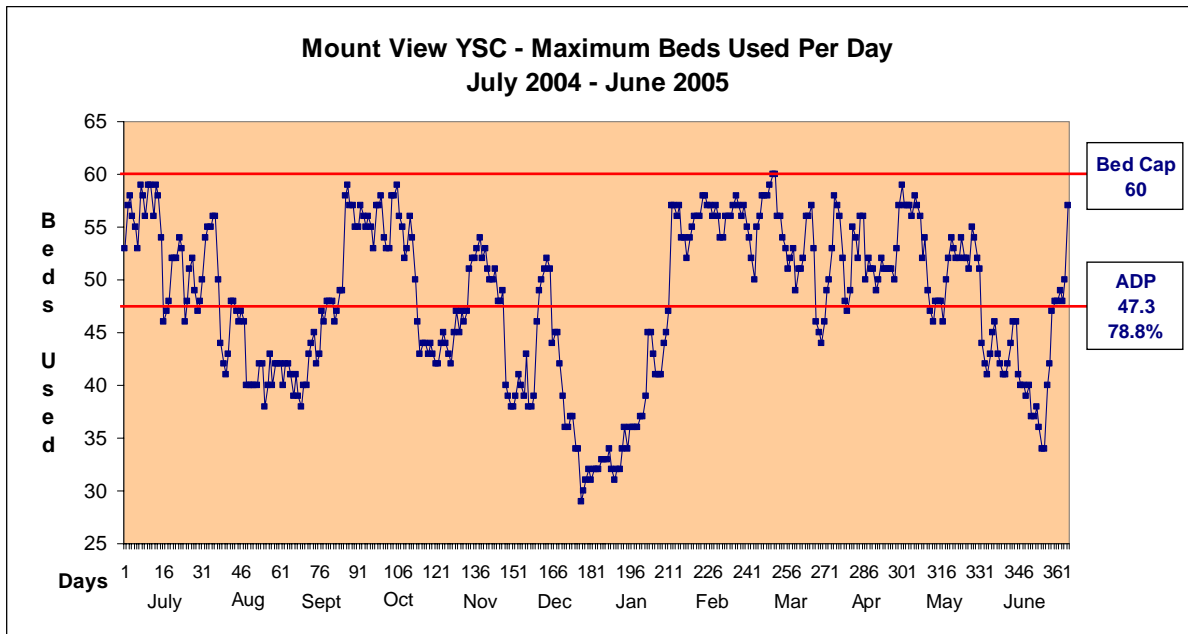
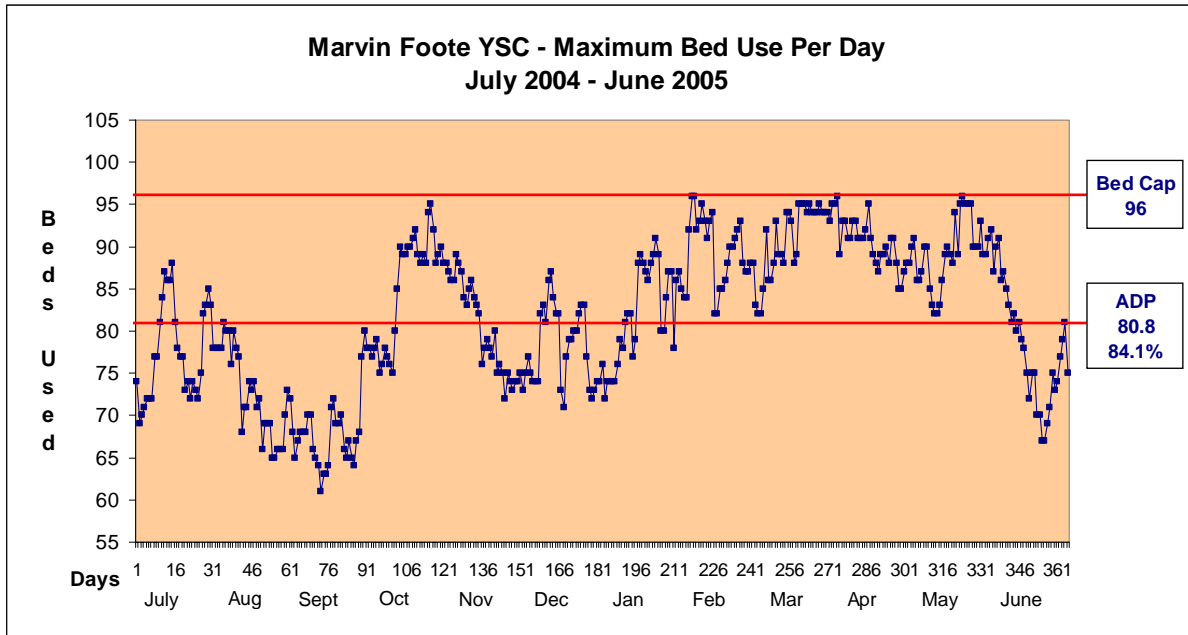
Bed Use from July 2004 Through June 2005 for Districts and Facilities. Percent use is the number of beds used, on average, divided by the bed capacity. Regional average use figures may differ from the sum of the districts or facilities due to rounding errors.

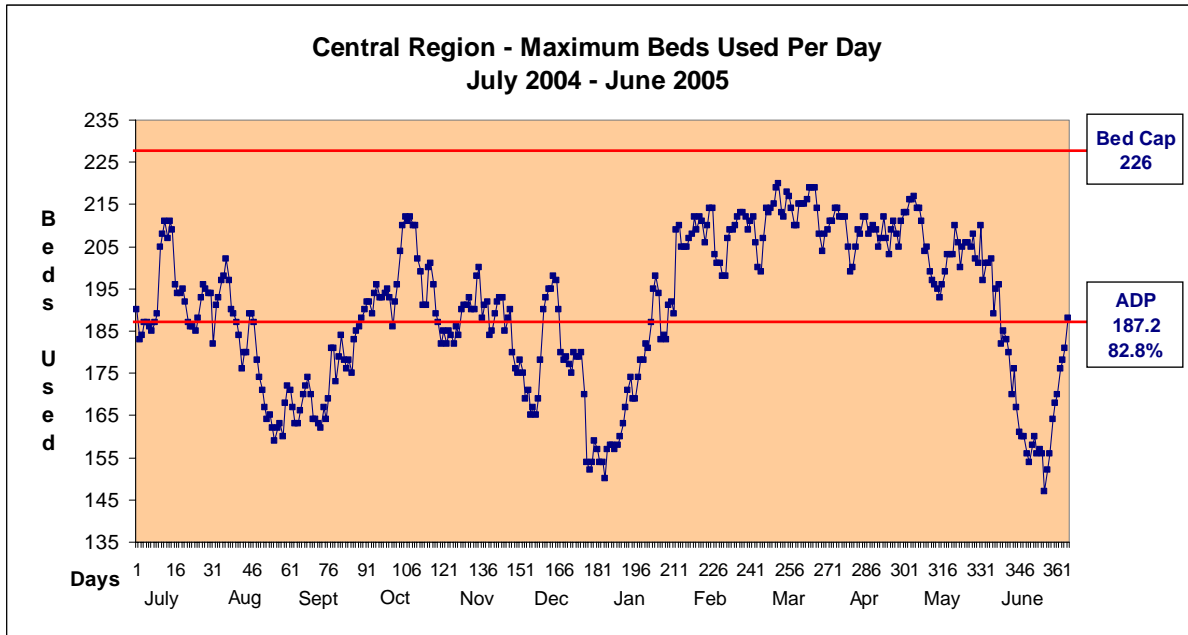
District & Facility by Region	Beds & Use		
	Bed Capacity	Average Use	Percent Use
1 st Jefferson	56	43.7	77.9%
2 nd Denver	92	80.6	87.6%
5 th Summit	5	3.2	64.4%
18 th Arapahoe	73	59.6	81.6%
Central Region *	226	187.2	82.8%
Gilliam YSC	70	62.8	89.7%
Marvin Foote YSC	96	80.8	84.1%
Mount View YSC	60	47.3	78.8%







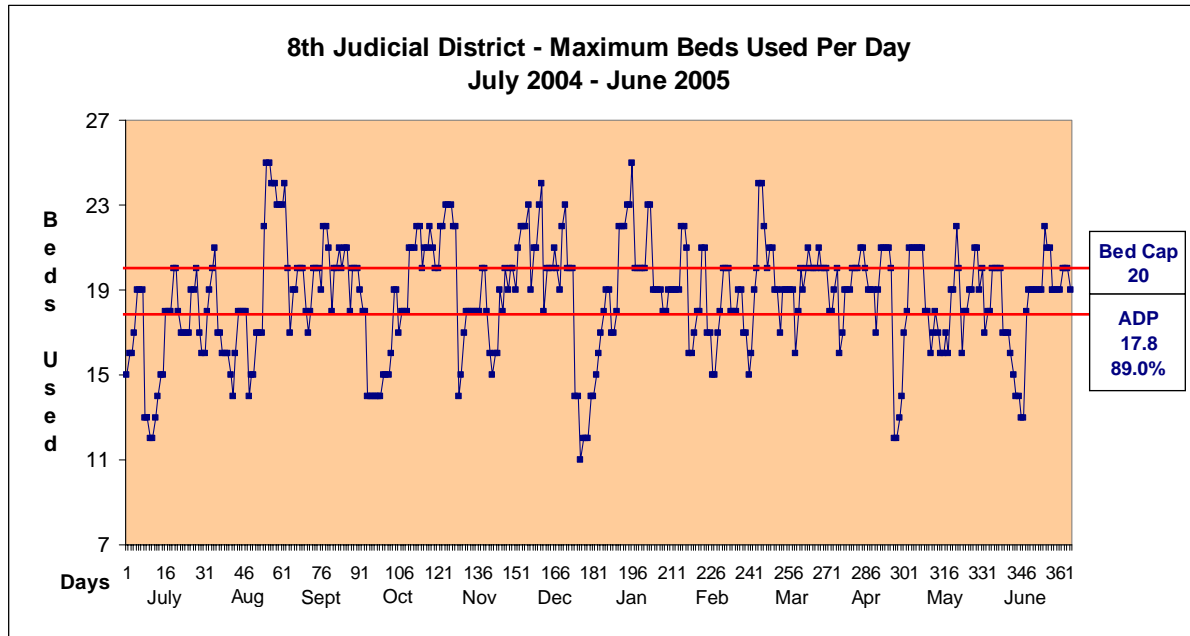


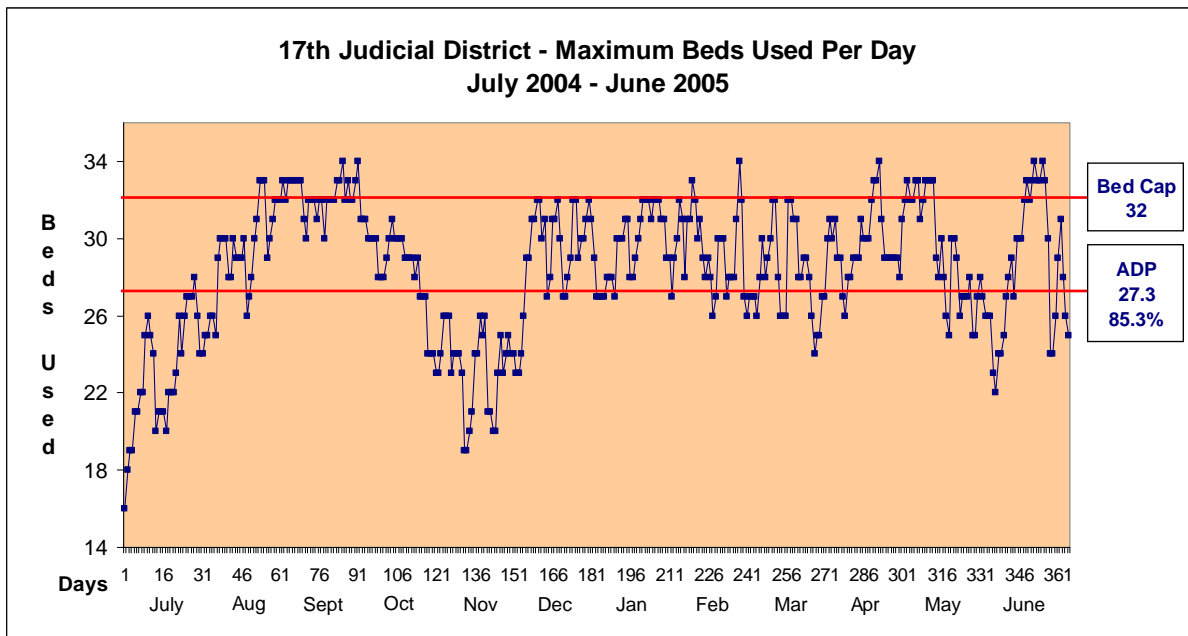
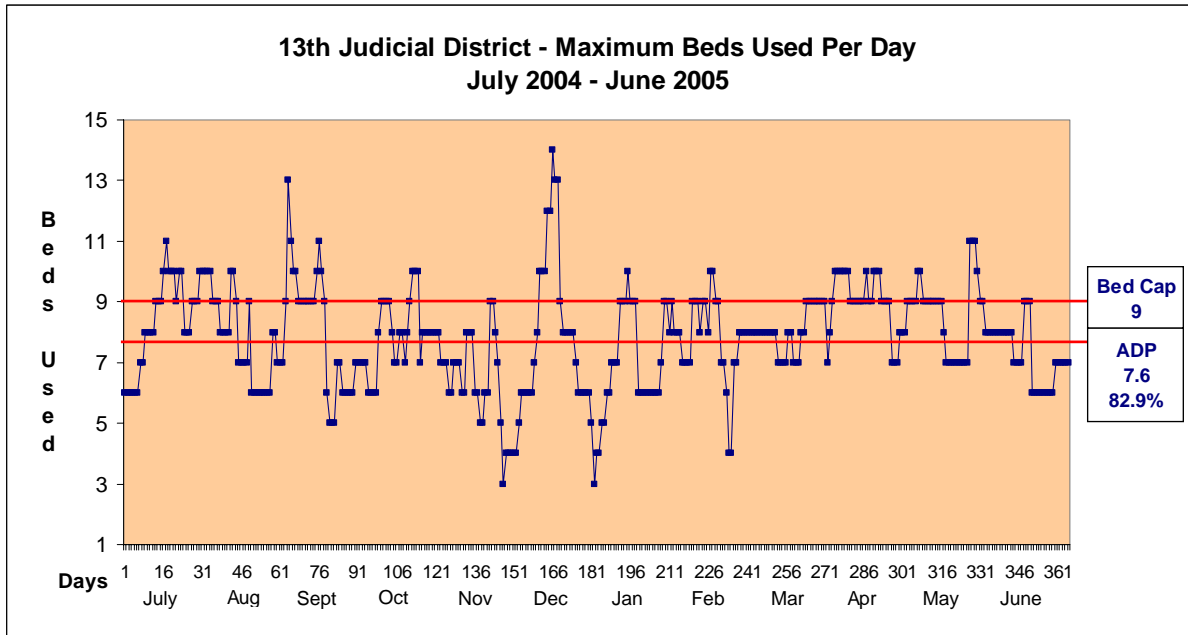


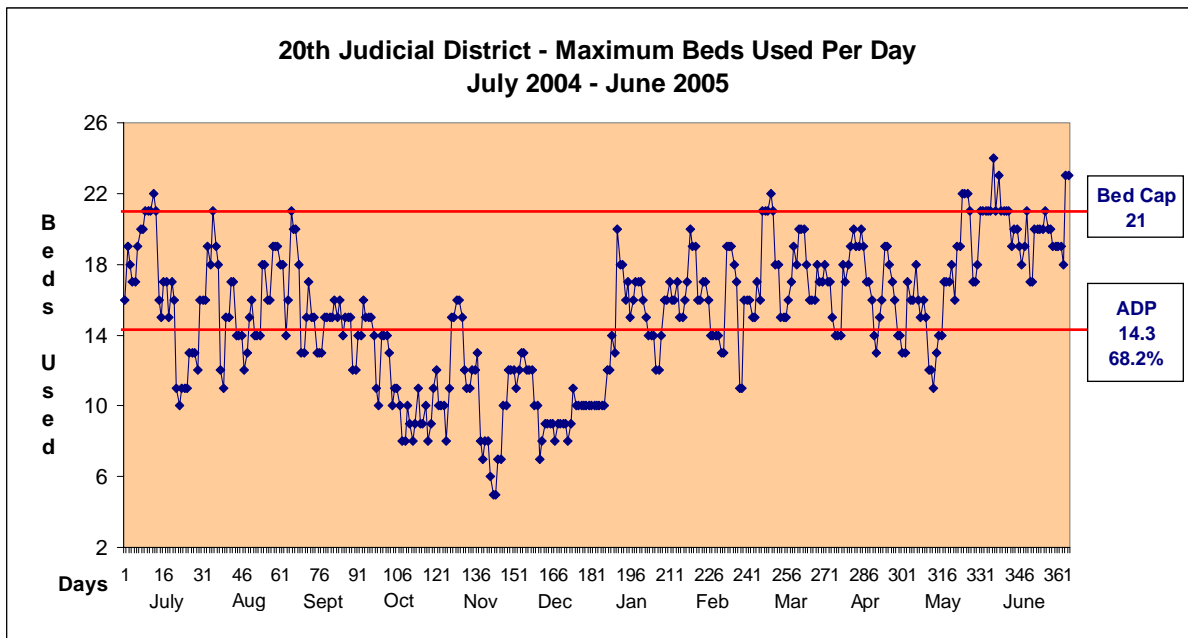
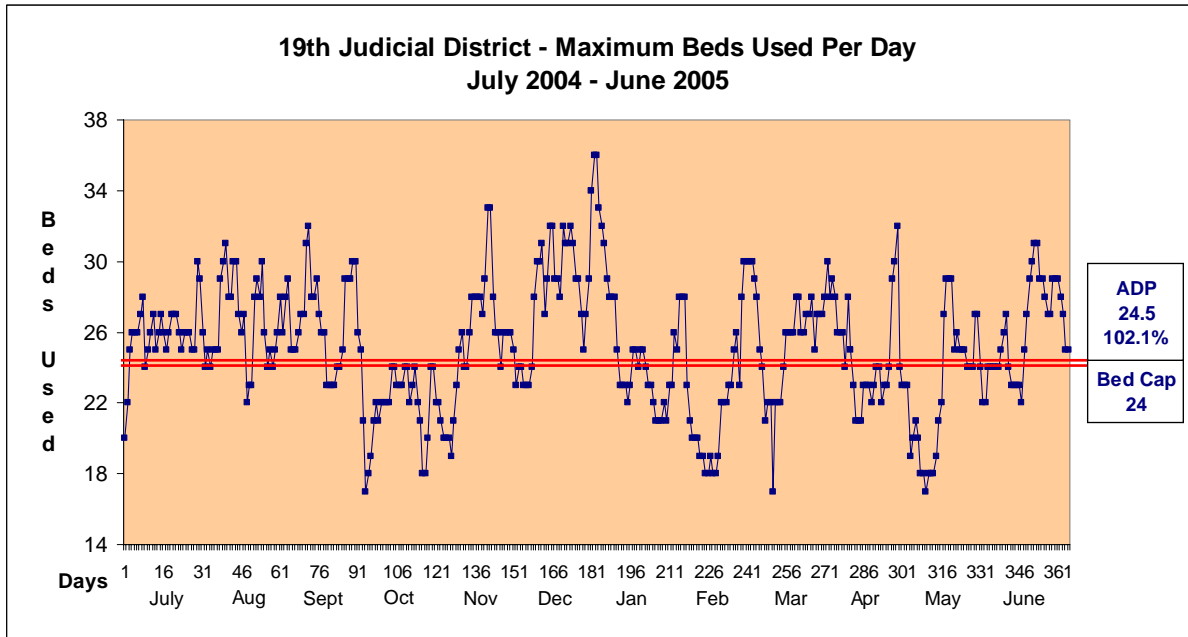
Northeast Region

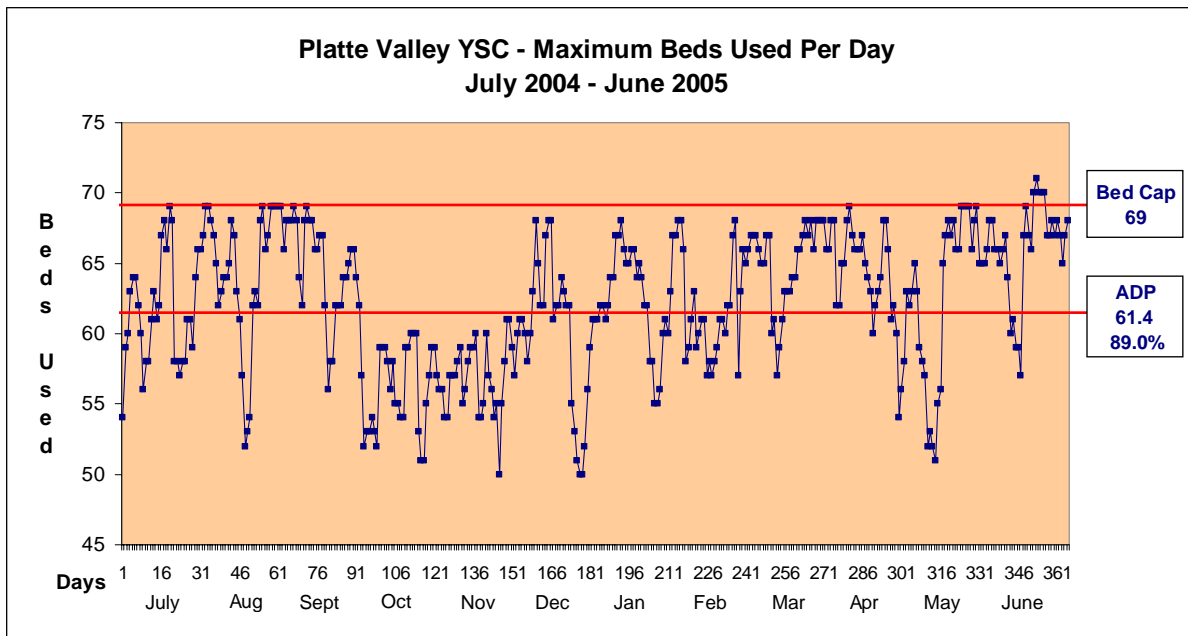
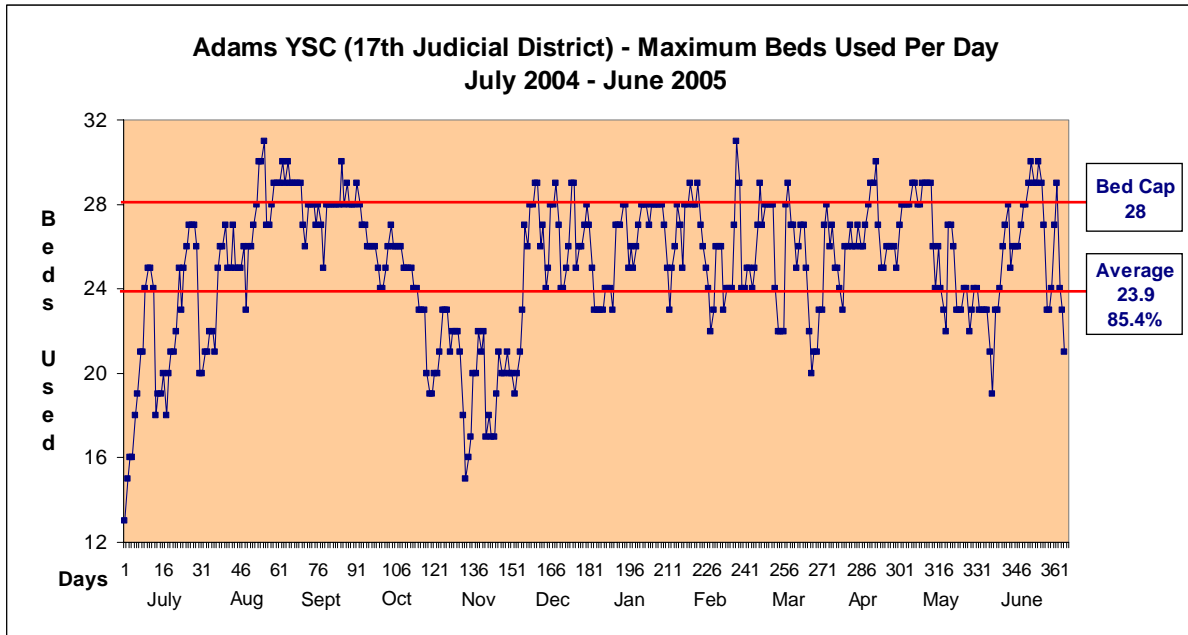
Bed Use from July 2004 Through June 2005 for Districts and Facilities. Percent use is the number of beds used, on average, divided by the bed capacity. Regional average use figures may differ from the sum of the districts or facilities due to rounding errors.

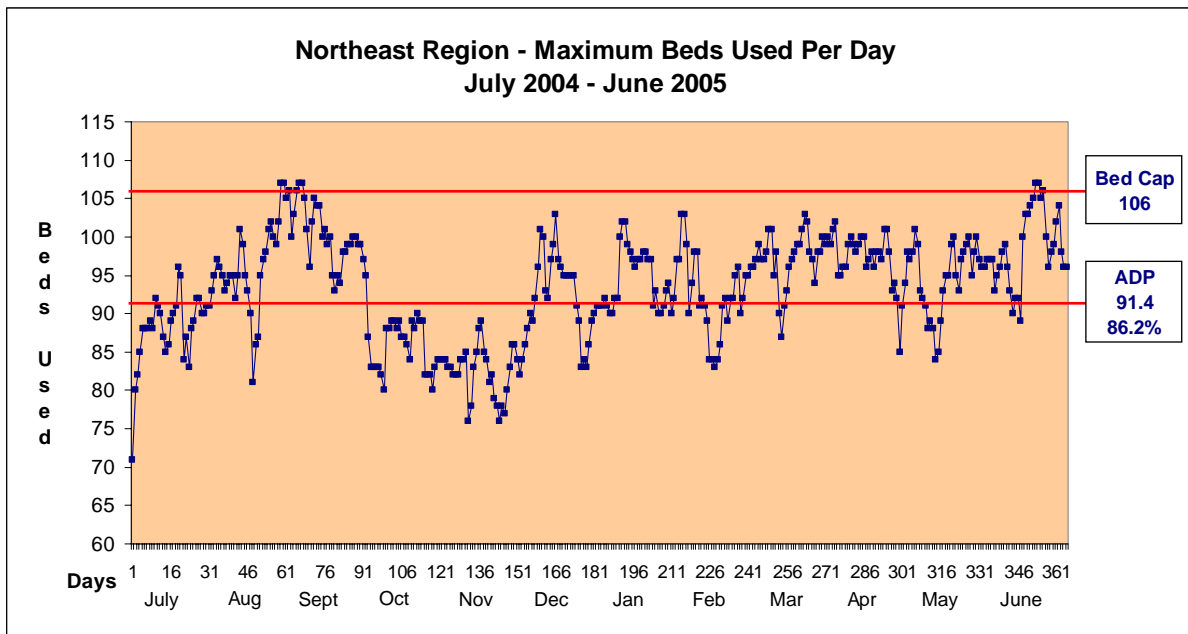
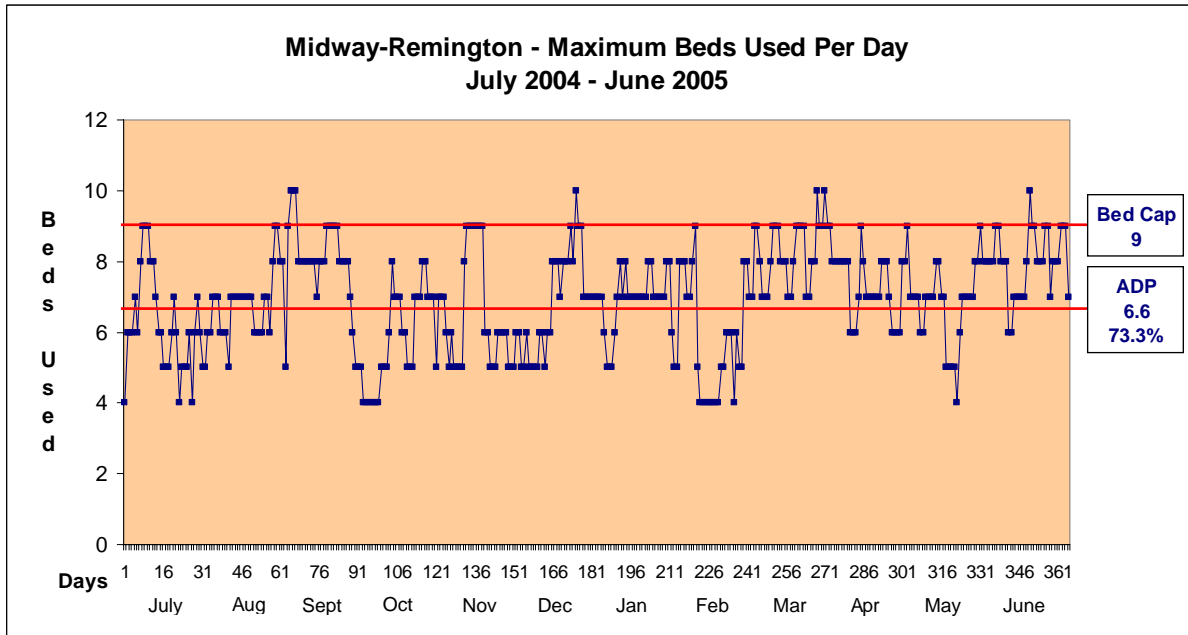
District & Facility by Region	Beds & Use		
	Bed Capacity	Average Use	Percent Use
8 th Larimer	20	17.8	89.0%
13 th Logan	9	7.6	84.4%
17 th Adams	32	27.3	85.3%
19 th Weld	24	24.5	102.1%
20 th Boulder	21	14.3	68.2%
Northeast Region	106	91.4	86.2%
Adams YSC	28	23.9	85.4%
Platte Valley YSC	69	61.4	89.0%
Remington House	9	6.6	73.3%







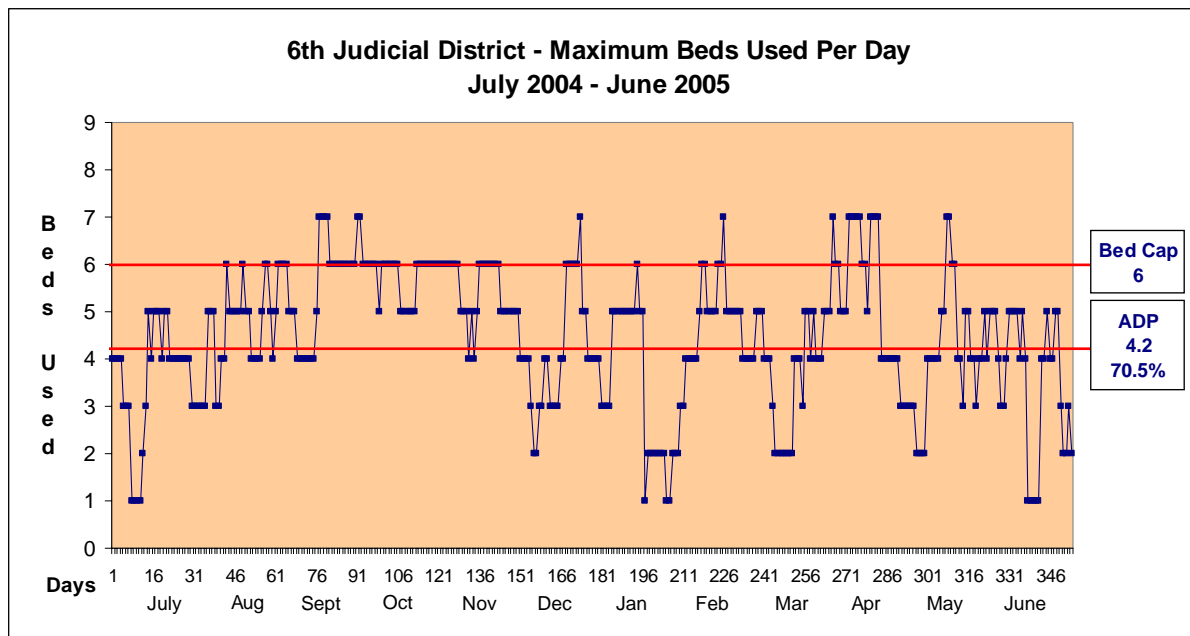


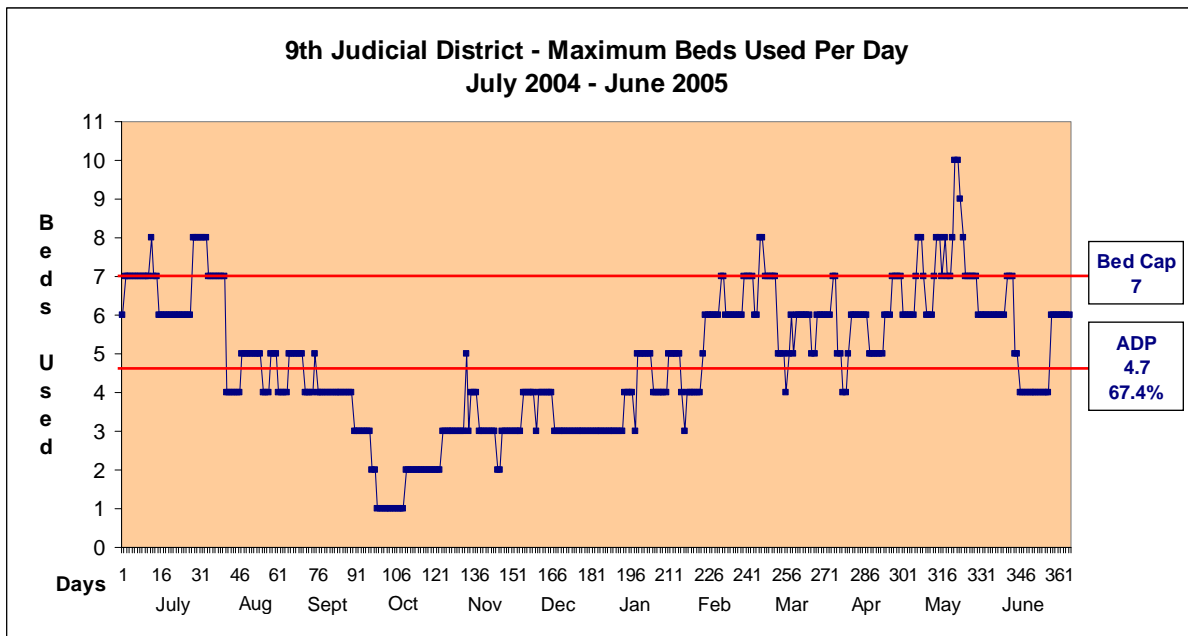
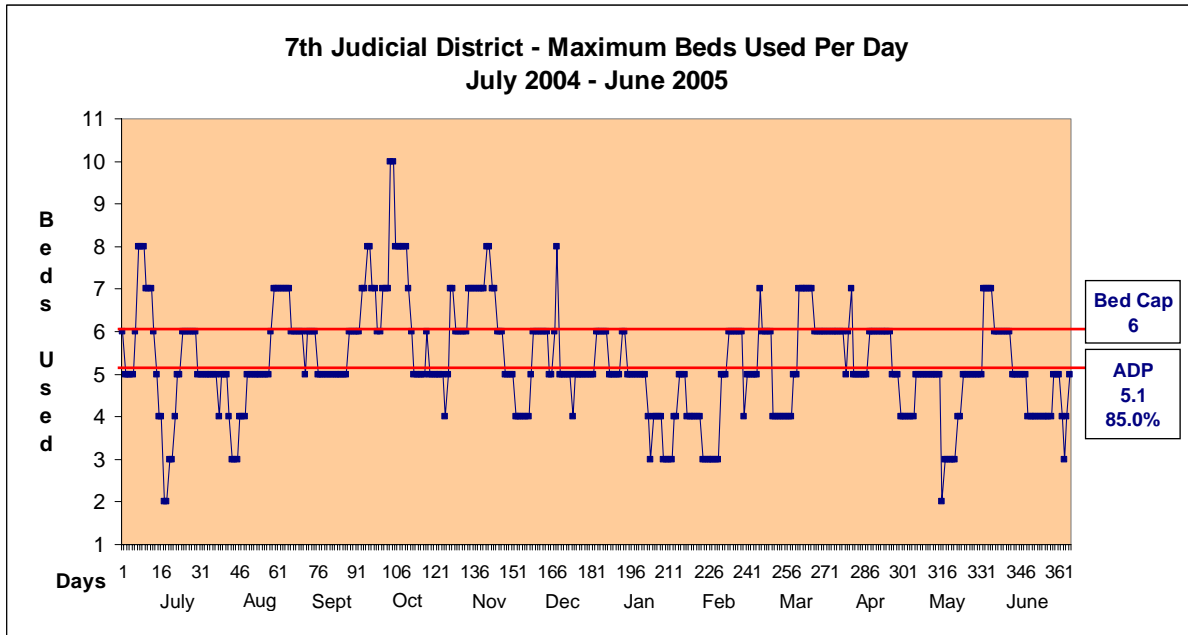


Western Region

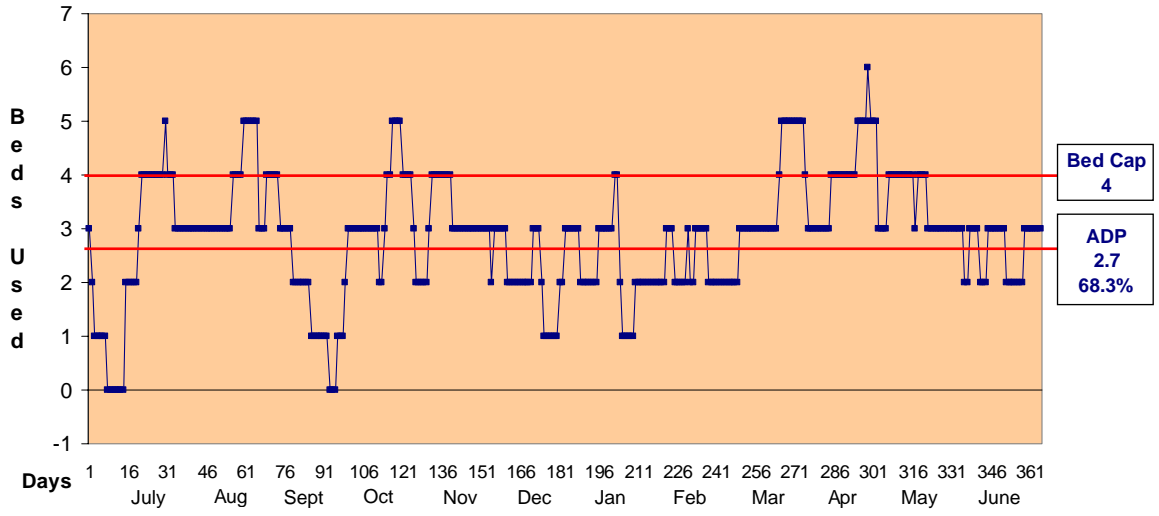
Bed Use from July 2004 Through June 2005 for Districts and Facilities. Percent use is the number of beds used, on average, divided by the bed capacity. Regional average use figures may differ from the sum of the districts or facilities due to rounding errors.

District & Facility by Region	Beds & Use		
	Bed Capacity	Average Use	Percent Use
6 th La Plata	6	4.2	70.5%
7 th Montrose	6	5.1	85.0%
9 th Garfield	7	4.7	67.4%
14 th Routt	4	2.7	68.3%
21 st Mesa	15	13.5	90.0%
22 nd Montezuma	3	2.9	96.0%
Western Region	41	33.2	81.0%
Grand Mesa YSC	24	20.5	85.5%
Robert Denier YSC	9	7.2	79.9%
Other Staff Secure	8	5.8	72.6%

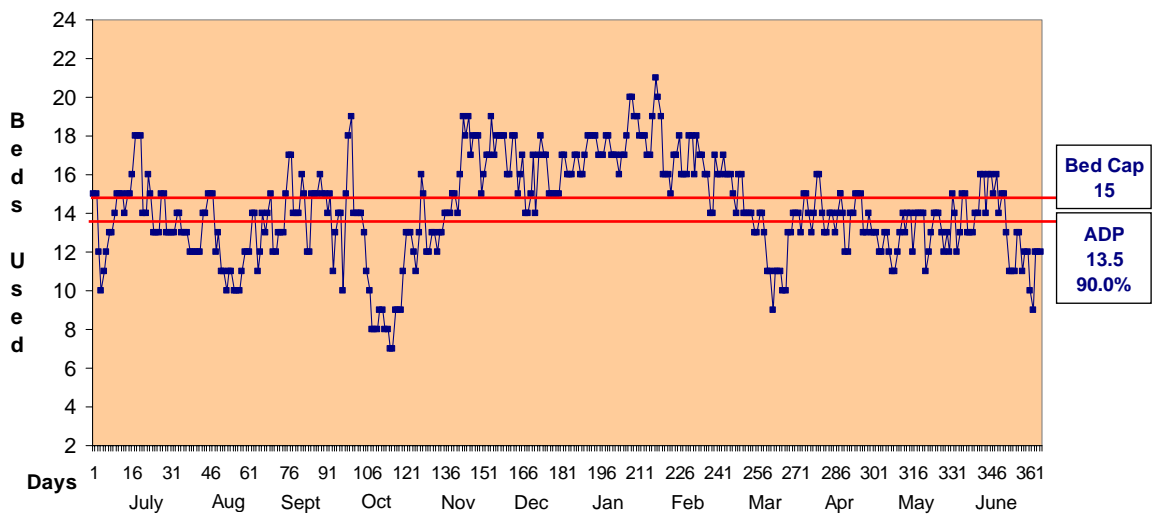


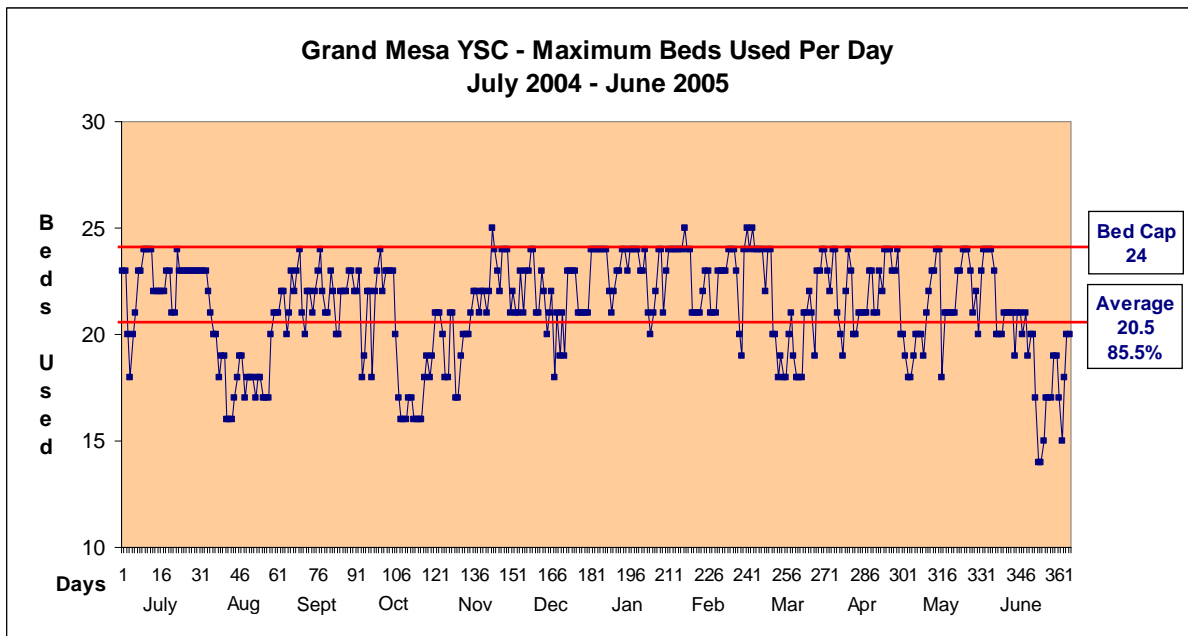
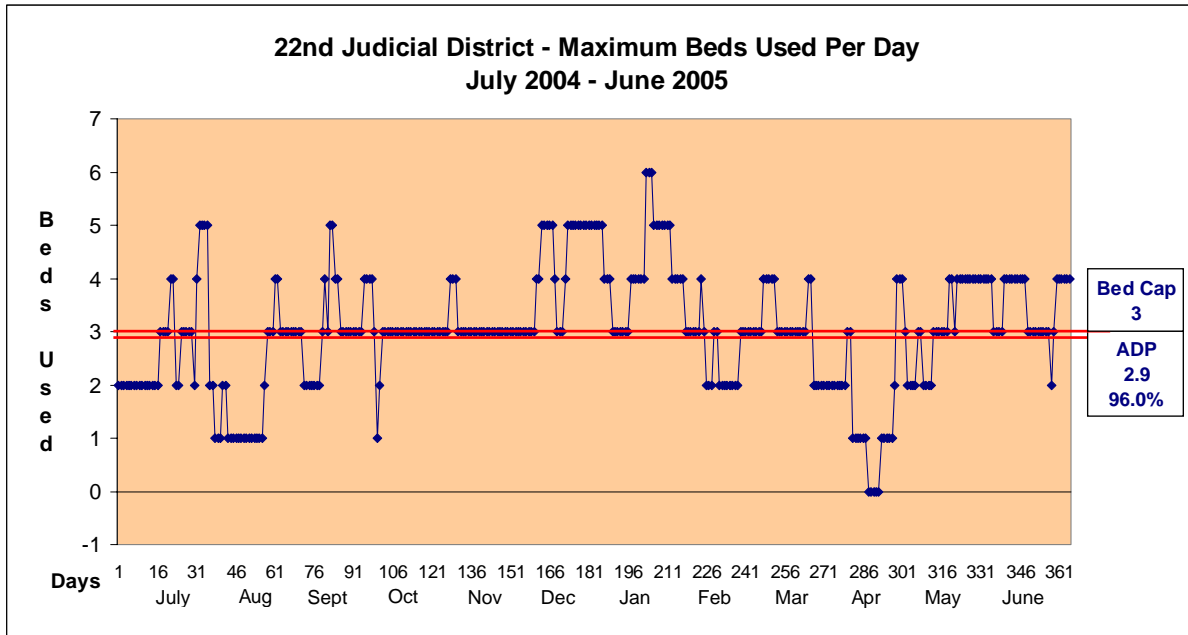


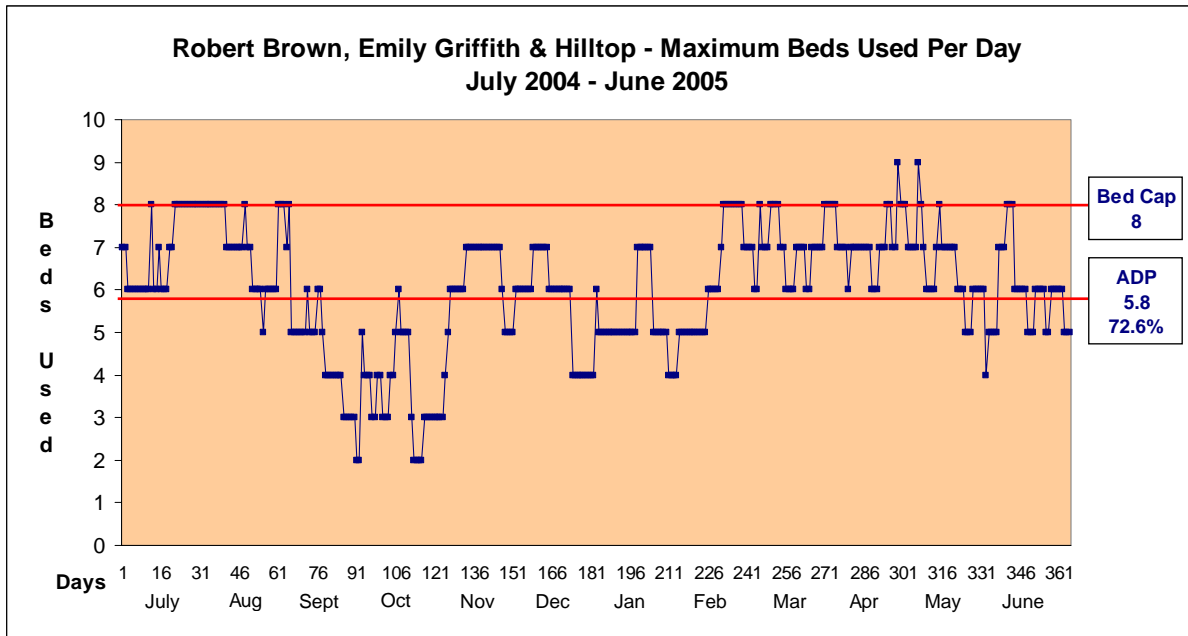
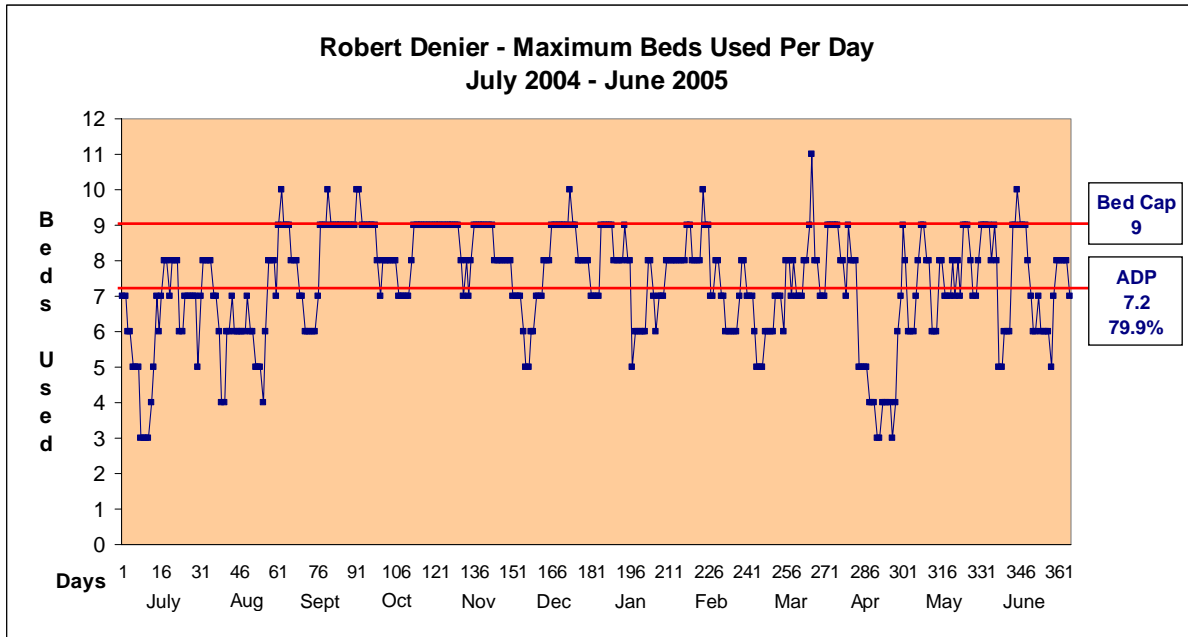
**14th Judicial District - Maximum Detention Beds Used Per Day
July 2004 - June 2005**

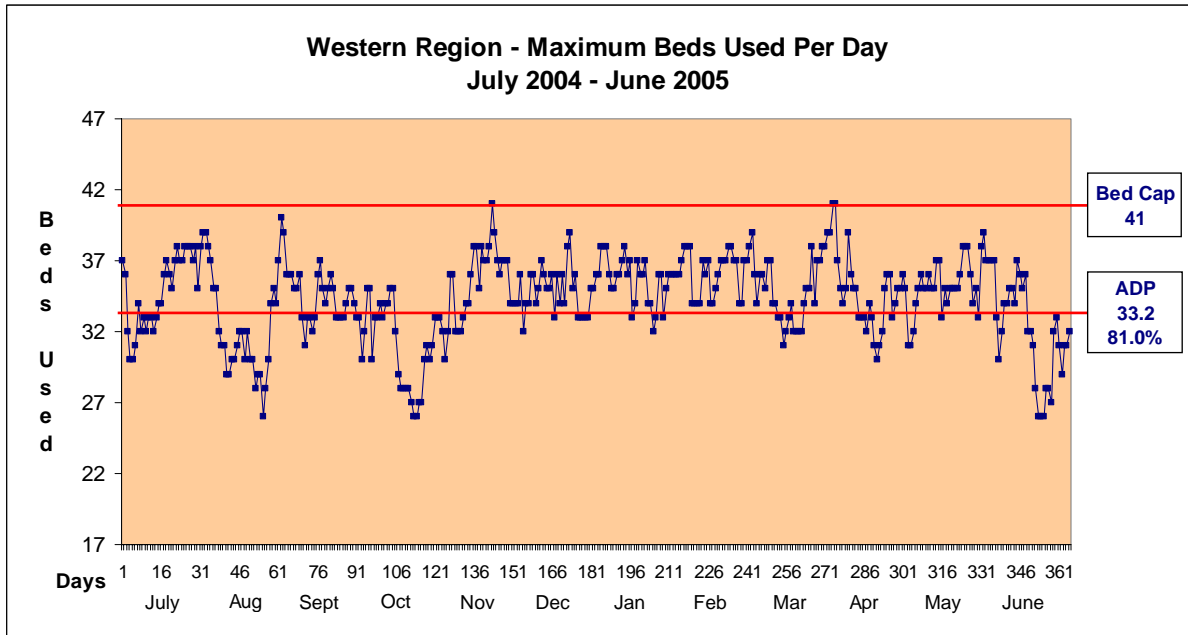


**21st Judicial District - Maximum Beds Used Per Day
July 2004 - June 2005**





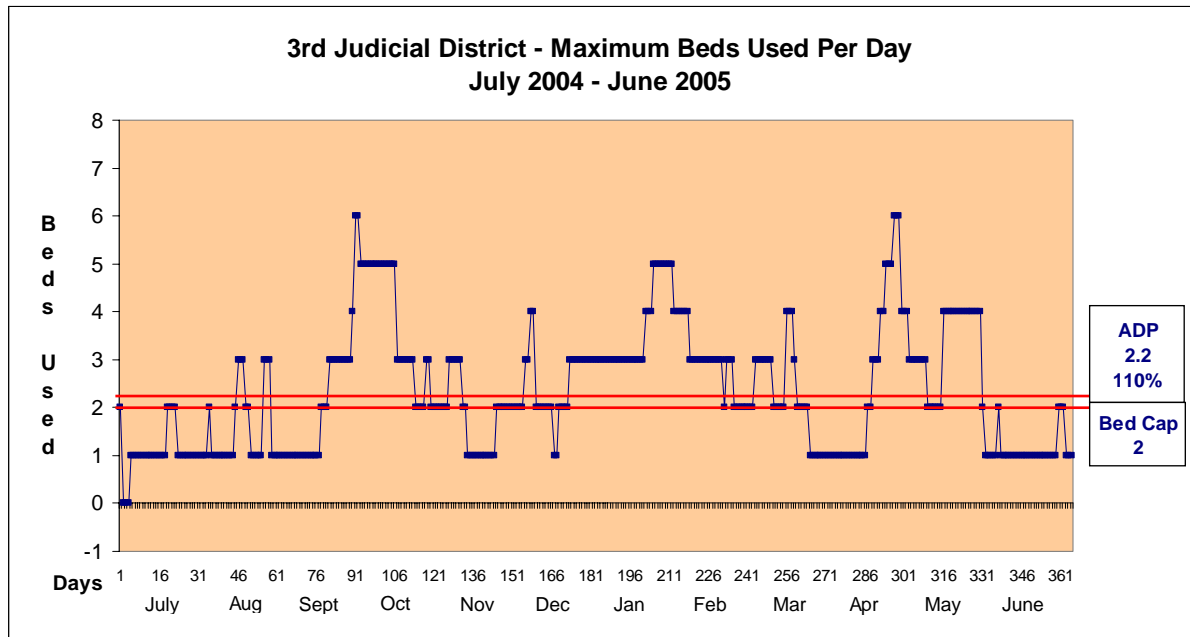


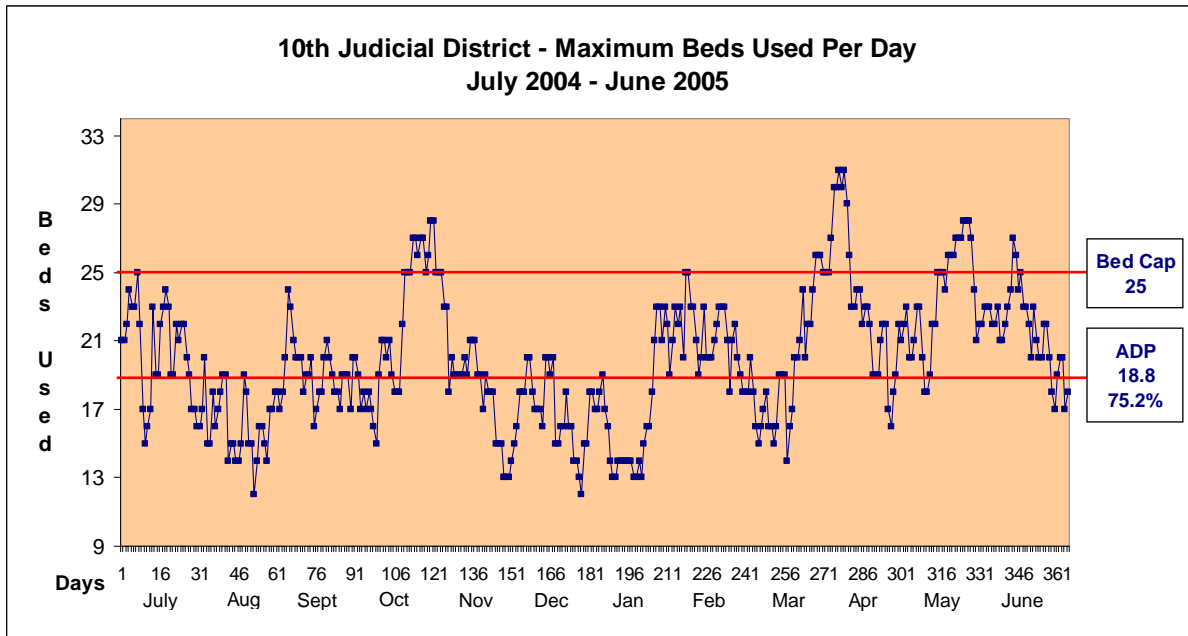
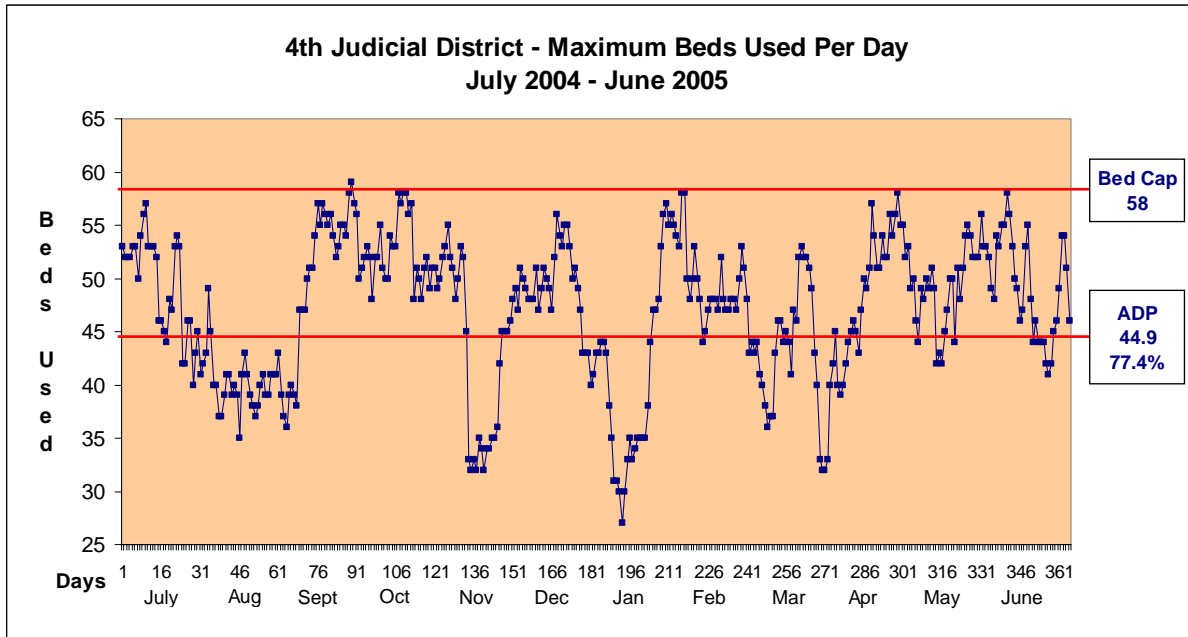


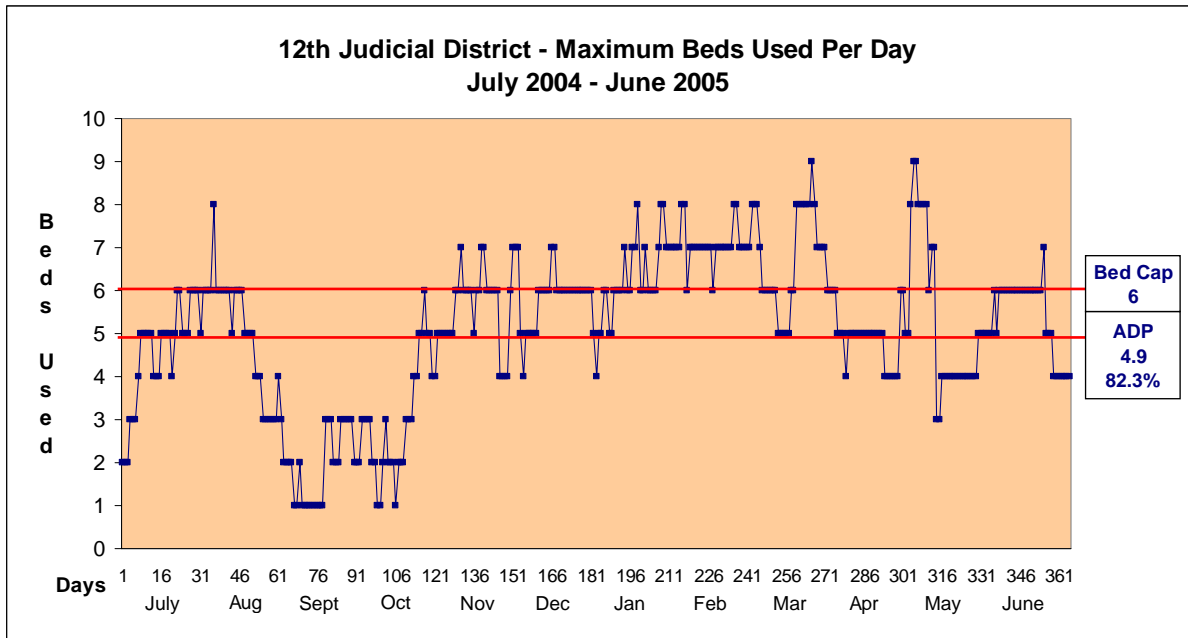
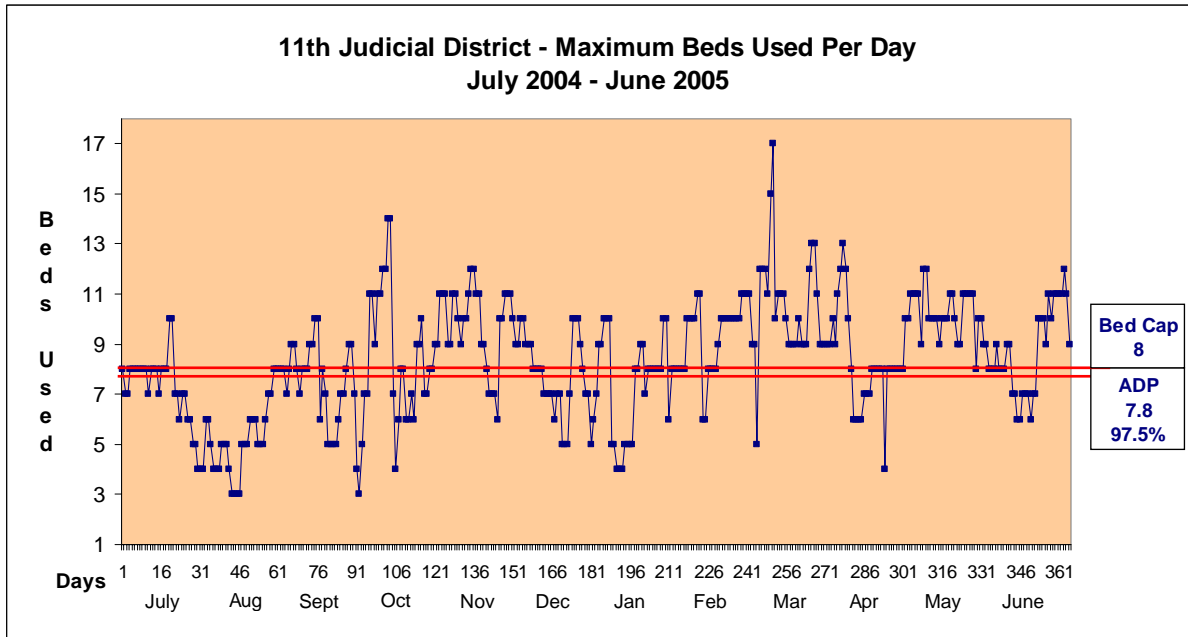
Southern Region

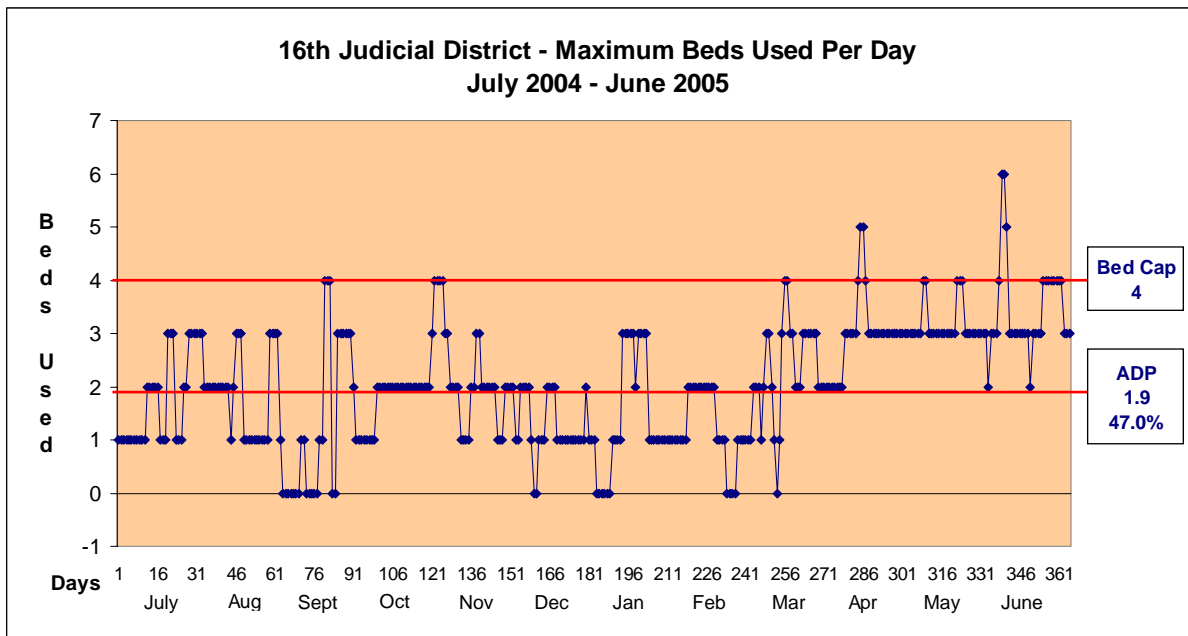
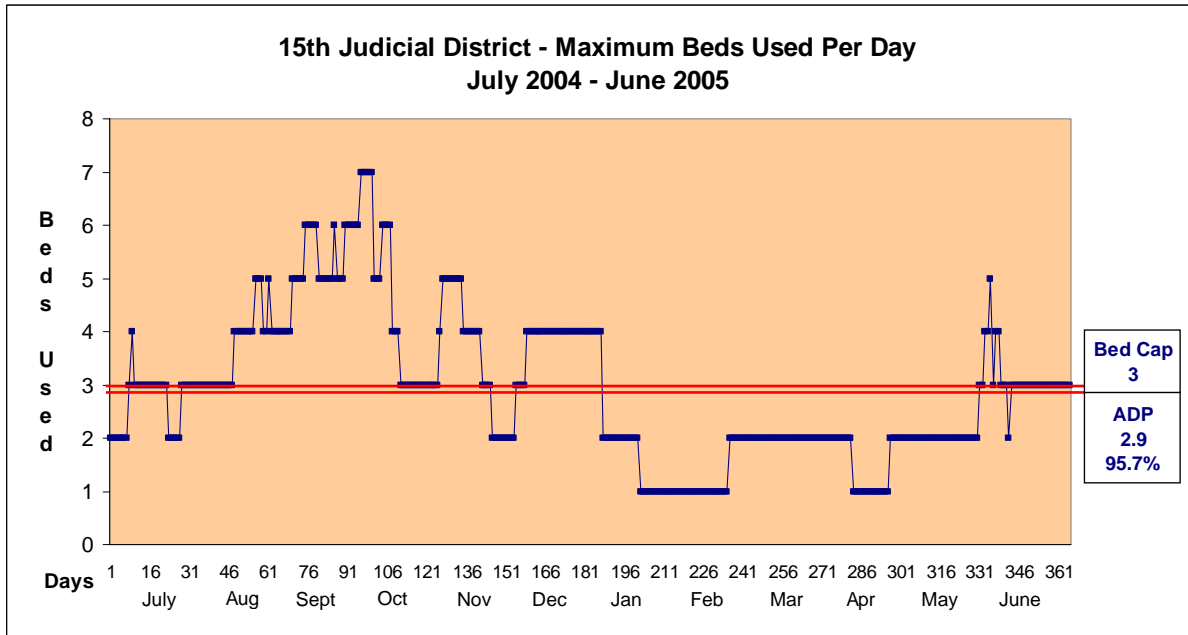
Bed Use from July 2004 Through June 2005 for Districts and Facilities. Percent use is the number of beds used, on average, divided by the bed capacity. Regional average use figures may differ from the sum of the districts or facilities due to rounding errors.

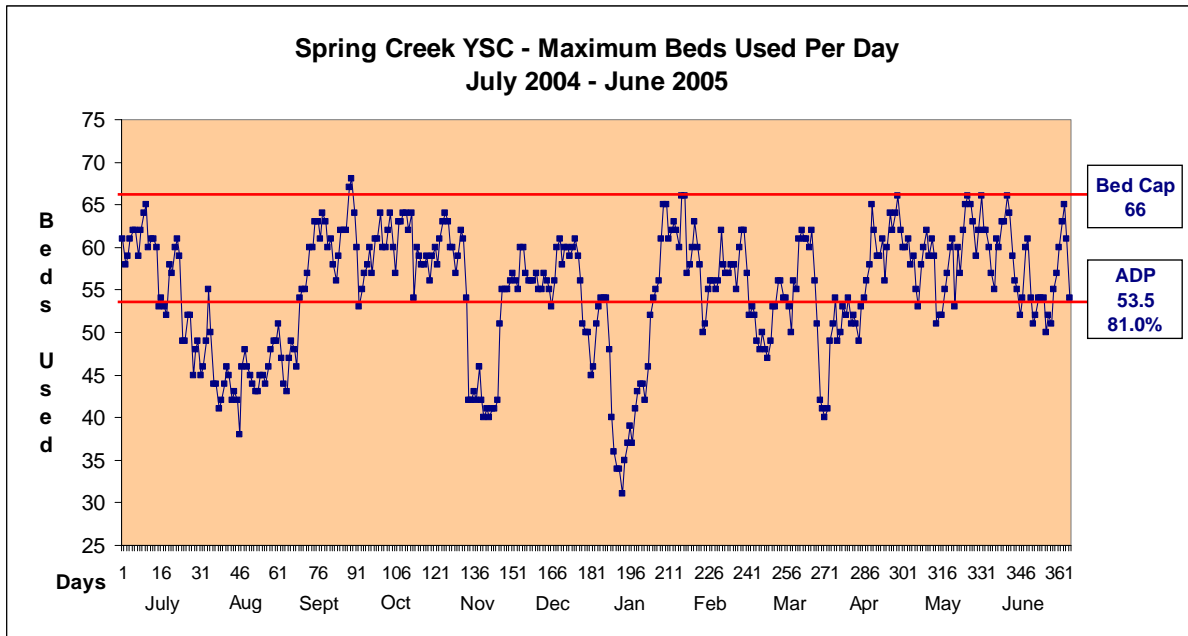
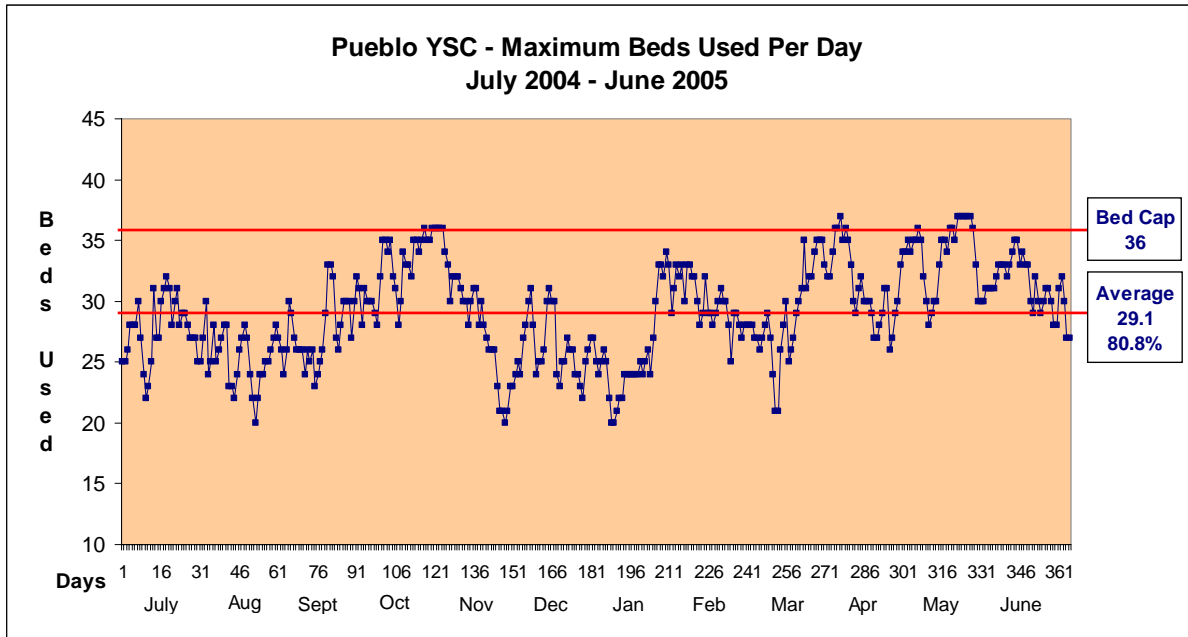
District & Facility by Region	Beds & Use		
	Bed Capacity	Average Use	Percent Use
3 rd Las Animas	2	2.2	110.0%
4 th El Paso	58	44.9	77.4%
10 th Pueblo	25	18.8	75.2%
11 th Fremont	8	7.8	97.5%
12 th Alamosa	6	4.9	82.3%
15 th Prowers	3	2.9	95.7%
16 th Otero	4	1.9	47.0%
Southern Region	106	83.3	78.6%
Pueblo YSC	36	29.1	80.8%
Spring Creek YSC	66	53.5	81.0%
Staff Secure	4	3.2	81.0%

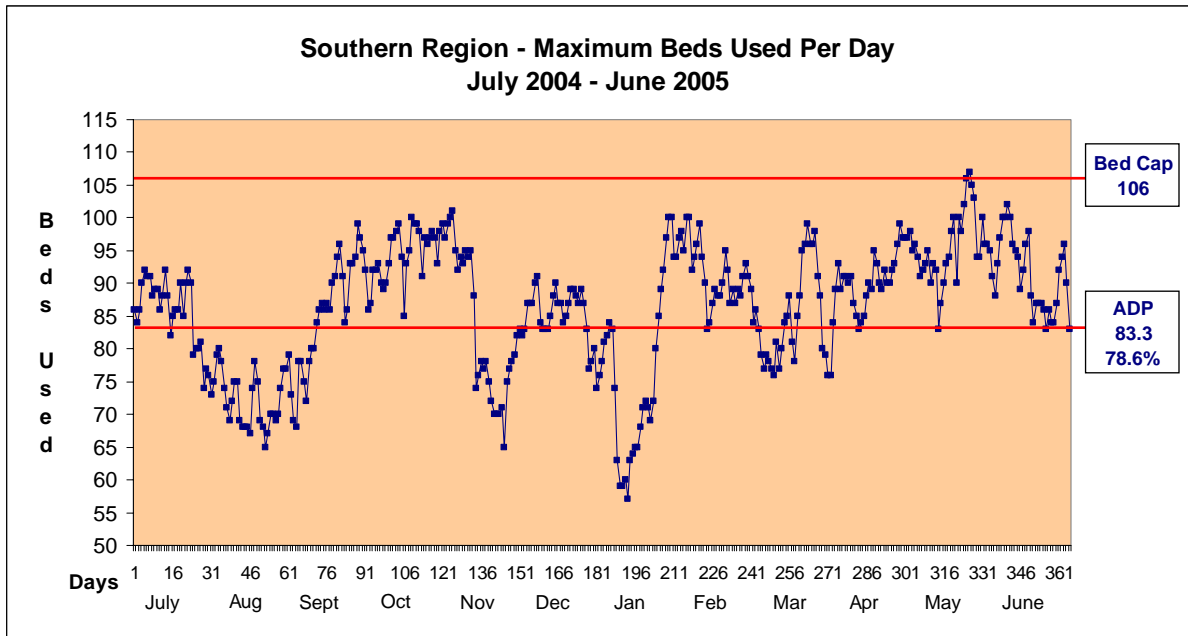
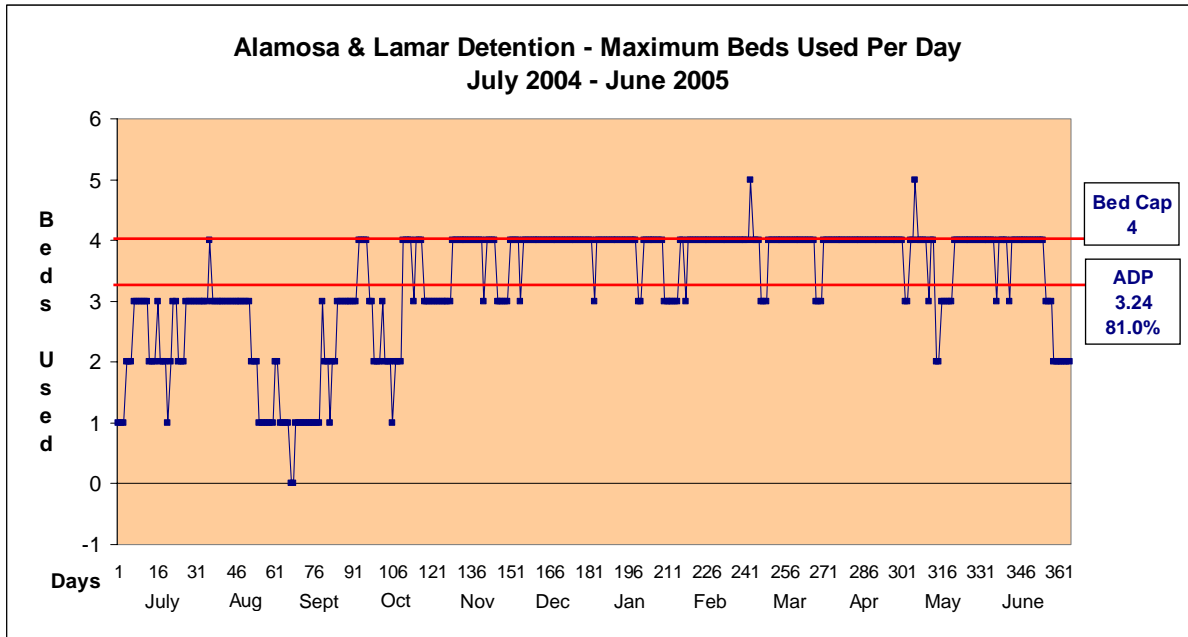














Appendix B

SB 94 JDSAG Screening and Profile Report

About the Report – The SB 94 JDSAG Screening and Profile Report is a one page summary of youth screening and placement information from the Juvenile Detention Screening and Assessment Guide (JDSAG). The JDSAG is completed by Judicial Districts to assist in making decisions about the placement of youth along the detention continuum. The districts enter this screening data into the Colorado Trails data system as youth are screened.

The report is provided to Judicial Districts monthly to summarize youth screened, their demographic and risk profiles, placements recommended by the JDSAG, and the actual placements. The report was developed by TriWest Group in collaboration with NYC and with feedback from district SB 94 Program Coordinators.

The reporting process began as of July, 2003. Beginning in July, 2004, NYC took over responsibility for compiling this report and distributing it to the districts. The SB 94 JDSAG Screening and Profile Report shown in this appendix is an overall statewide summary report. This and individual district reports are available from TRAILS.





State Population Profile

Youth Population (10-17)	518,930
Percent White	69%
Percent Hispanic	23%
Percent African American	5%
Percent Asian	2%
Percent American Indian	1%

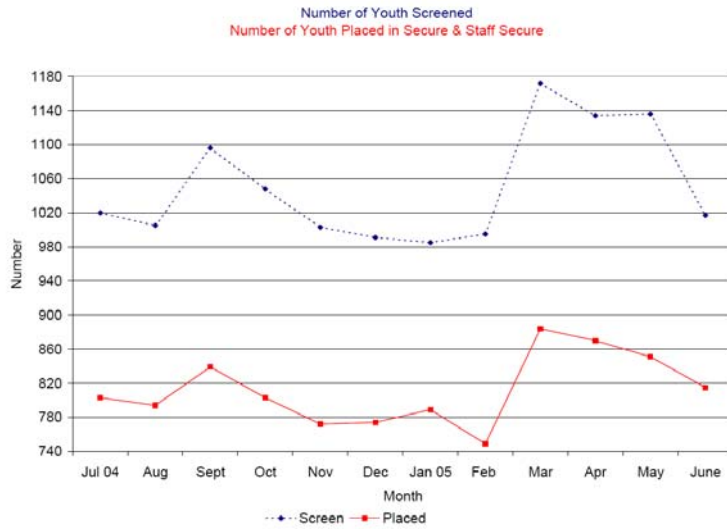
Youth Screened

Number of Screens YTD	12,602		
YTD Demographics			
Female	26%	American Indian	1%
Male	74%	Asian	1%
		African American	15%
		White	48%
		Hispanic	36%
Number of records missing ethnicity: 75		Other	1%

Profiles of all Youth Screened

	Total
Profile A (low)	32%
Profile B (low)	32%
Profile C (low)	7%
Profile D (high)	24%
Profile E (high)	5%
Total	100%

Number of records with missing profile data = 228



Actual Placement by Profile Type

Actual Placement Level	Profile		
	Low	High	Total
Secure	6,408	3,058	9,466
	68%	32%	100%
Staff	127	41	168
Secure	76%	24%	100%
Shelter or Home	2,293	447	2,740
	84%	16%	100%
Total	8,828	3,546	12,374
	71%	29%	100%

DYC Detention ADP	
Month	382.2
YTD	402.0

Screener- Actual Placement Agreement

Level by Screen Tree	Actual Placement Level			Total
	Secure	Staff Secure	Shelter or Home	
Secure	8,455	116	735	9,306
	91%	1%	8%	100%
Staff	386	32	86	504
Secure	77%	6%	17%	100%
Shelter or Home	697	21	2,015	2,733
	26%	1%	74%	100%
Total	9,538	169	2,836	12,543
	76%	1%	23%	100%

DYC Commitment ADP	
Month	1,464.1
YTD	1,453.5

DYC New Commitments	
Month	66
YTD	950

*Percentages may not add to 100% due to rounding or missing data.





Appendix C

Youth Risk Profiles and Rates

About the Table – JDSAG data were used to determine risk profile levels of youth screened. Numbers of youth in each profile level were divided by the total youth screened for each district to report percent of youth in each profile level. The number of youth in each level were divided by the total number of youth in the 10 to 17 population in each district and multiplied by 10,000 to provide the rate per 10,000 population for each profile level.





**Appendix C. FY05 Youth Screening Profile Risk Levels:
Numbers (N), Percents (%), and Rate Per 10,000 10-17 Population**

District	Profile A (low)			Profile B (low)			Profile C (low)			Profile D (High)			Profile E (High)		
	N	%	Rate	N	%	Rate	N	%	Rate	N	%	Rate	N	%	Rate
1 st Jefferson	439	29.8	72.0	532	36.2	87.2	118	8.0	19.3	351	23.9	57.5	31	2.1	5.1
2 nd Denver	578	33.6	111.6	631	36.6	121.8	102	5.9	19.7	325	18.9	62.8	86	5.0	16.6
3 rd Huerfano	71	72.4	260.1	15	15.3	54.9	4	4.1	14.7	7	7.1	25.6	1	1.0	3.7
4 th El Paso	612	36.2	89.0	472	27.9	68.6	98	5.8	14.2	468	27.7	68.0	39	2.3	5.7
5 th Summit	6	17.1	6.9	19	54.3	22.0	2	5.7	2.3	8	22.9	9.3	-	0.0	0.0
6 th La Plata	39	29.1	58.6	45	33.6	67.6	20	14.9	30.0	9	6.7	13.5	21	15.7	31.5
7 th Montrose	30	34.1	29.8	31	35.2	30.8	3	3.4	3.0	24	27.3	23.9	-	0.0	0.0
8 th Larimer	96	28.7	32.6	80	23.9	27.2	40	11.9	13.6	85	25.4	28.9	34	10.1	11.6
9 th Garfield	32	41.6	39.7	23	29.9	28.5	4	5.2	5.0	11	14.3	13.6	7	9.1	8.7
10 th Pueblo	188	28.6	110.4	146	22.2	85.7	49	7.4	28.8	196	29.8	115.1	79	12.0	46.4
11 th Fremont	115	29.0	139.5	139	35.0	168.7	44	11.1	53.4	84	21.2	101.9	15	3.8	18.2
12 th Alamosa	50	42.0	78.3	31	26.1	48.5	9	7.6	14.1	23	19.3	36.0	6	5.0	9.4
13 th Logan	48	35.0	47.5	37	27.0	36.6	6	4.4	5.9	41	29.9	40.6	5	3.6	5.0
14 th Routt	27	42.2	48.5	10	15.6	18.0	3	4.7	5.4	19	29.7	34.1	5	7.8	9.0
15 th Prowers	25	62.5	86.7	9	22.5	31.2	2	5.0	6.9	4	10.0	13.9	-	0.0	0.0
16 th Otero	38	36.5	102.2	37	35.6	99.5	10	9.6	26.9	19	18.3	51.1	-	0.0	0.0
17 th Adams	285	33.7	55.1	257	30.4	49.7	70	8.3	13.5	197	23.3	38.1	36	4.3	7.0
18 th Arapahoe	775	30.8	83.6	813	32.3	87.7	192	7.6	20.7	634	25.2	68.4	100	4.0	10.8
19 th Weld	210	25.4	78.2	281	34.0	104.6	26	3.1	9.7	285	34.5	106.1	24	2.9	8.9
20 th Boulder	300	41.1	103.9	265	36.3	91.8	43	5.9	14.9	107	14.7	37.1	15	2.1	5.2
21 st Mesa	218	44.3	150.1	106	21.5	73.0	29	5.9	20.0	93	18.9	64.0	46	9.3	31.7
22 ⁿ Montezuma	5	15.6	15.5	16	50.0	49.6	3	9.4	9.3	2	6.3	6.2	6	18.8	18.6
Statewide	4,187	32.2	80.7	3,995	31.7	77.0	877	7.0	16.9	2,992	23.7	57.7	556	4.4	10.7

Appendix D

Fiscal Year 2004 - 2005 Performance Goals Resources and Practice Survey

About the Survey – The 2005 Performance Goals Resources and Practices Survey was developed by TriWest Group, in collaboration with DYC, to collect data in four main areas for the 2004-2005 fiscal year. Each of the areas is summarized below and the survey begins on the next page. Judicial Districts were notified on July 20, 2005 to expect to receive the surveys on August 1st. Surveys were sent to Judicial Districts August 1, 2005 with a requested return date of August 22, 2005.

1. **Performance goals and objectives.** This section summarizes progress in achieving district goals and objectives as specified in the SB94 Alternatives to Incarceration Juvenile Services Plan for Fiscal Year 2004-05 in April of 2004. It then shows data for the first six months of the fiscal year as reported in the FY 2005-06 Plan submitted in April of 2005. To complete this section, each SB 94 Coordinator is asked to update data for the entire FY 2004-05 fiscal year.
2. **State budget and other resources.** This section presents state budget dollars allocated over fiscal years and asks how the SB 94 Program has changed as a result of budget changes. It asks about other sources of funds available and how they have impacted the program. It also asks about placement resource capacity and capacity changes.
3. **SB 94 Program in the past year.** This section asks a series of questions about the SB 94 program in the past year, how it has changed and its overall impact.
4. **Practice/policy issues.** This section summarizes information current as of April 2005 from district responses to questions asked in the FY 2005-06 plan that addressed five practice and policy issues: 1) screening & placing youth, 2) detention bed allocation, 3) emergency release process, 4) services & availability, and 5) minority overrepresentation. It asks for information for each to be reviewed and updated where necessary and for the impact of each issue on the district SB 94 Program to be rated.



FY04 Performance Goals, Resources and Practice Survey

1. District __: Performance Goals and Objectives – Please review and verify the performance goals and objectives below, and update FY05 Data in the shaded boxes. Although this basic reporting format was used in the planning process, you may have questions. If so, please call David Bartsch at 720.210.1977 or Jennifer Mendoza at 303.866.7334.

1.1. Preadjudicated Youth – FY05 Goal – To successfully supervise in the community preadjudicated youth placed in community-based detention services.		
Measurable Objective: Eighty percent (80%) of enrolled preadjudicated youth will complete SB 94 services without FTA's .	FY05 Data in Plan: July – Dec 2004 Youth Served = data filled in from plan Youth Completing Successfully = data from plan Success Rate = / = %	Comments:
	FY05 Data: 7/1/04 – 6/30/05 Youth Served = Youth Completing Successfully = Success Rate =	
1.2. Preadjudicated Youth – FY05 Goal – To successfully supervise in the community preadjudicated youth placed in community-based detention services.		
Measurable Objective: Eighty percent (80%) of enrolled preadjudicated youth will complete SB 94 services without new charges .	FY05 Data in Plan: July – Dec 2004 Youth Served = data filled in from plan Youth Completing Successfully = data from plan Success Rate = / = %	Comments:
	FY05 Data: 7/1/04 – 6/30/05 Youth Served = Youth Completing Successfully = Success Rate =	
2.1. Sentenced Youth – FY05 Goal – To successfully supervise in the community sentenced youth placed in community based detention services.		
Measurable Objective: Eighty percent (80%) of enrolled sentenced youth will complete SB 94 services without FTA's .	FY05 Data in Plan: July – Dec 2004 Youth Served = data filled in from plan Youth Completing Successfully = data from plan Success Rate = / = %	Comments:
	FY05 Data: 7/1/04 – 6/30/05 Youth Served = Youth Completing Successfully = Success Rate =	
2.2. Sentenced Youth – FY05 Goal – To provide a sentencing alternative for youth who would otherwise be sentenced to secure detention.		
Measurable Objective: Eighty percent (80%) of enrolled sentenced youth will complete SB 94 services without new charges .	FY05 Data in Plan: July – Dec 2004 Youth Served = data filled in from plan Youth Completing Successfully = data from plan Success Rate = / = %	Comments:
	FY05 Data: 7/1/04 – 6/30/05 Youth Served = Youth Completing Successfully = Success Rate =	



District __: Resources – Please review the budget and other funding information below, verify the non-shaded information and correct where necessary, and respond in the shaded areas to update or provide additional information. Also, please answer the questions for each and indicate your capacity for each of the placement types. A section capturing ratings of placement resources capacity is on the following page.

State Budget	FY00	FY01	FY02	FY03	FY04	FY05
Allocated						
Correct if needed						

How did your SB 94 program change in FY05 as a result of the budget for FY05, as opposed to past years? Please share between one and four summary statements about the impact of budget changes in the last year.

Funds or Collaboration from Non-SB 94 Sources	Used in FY05? Check One	Comments
Blended Funds	Yes or No	
WRAP	Yes or No	
Diversion	Yes or No	
JAIBG	Yes or No	
Community Evaluation Team	Yes or No	
Other Grants: DISCIP	Yes or No	
Other: Name: JJDP Grant	Yes or No	
Other: Name:		

How have funds from other sources been used, and how did their use affect your SB 94 program in FY05?



Resources Continued.

Placement Resources Capacity. For each section below, please rate your overall program capacity (ability to place youth in each level) in FY05 and change in capacity between FY04 and FY05. For each rating, please check the number above the capacity and change descriptions.

Secure Detention					
What was its capacity for FY05 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY04 and FY05?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased modestly	Increased greatly

Comments:

Staff Secure Detention					
What was its capacity for FY05 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY04 and FY05?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased modestly	Increased greatly

Comments:

Residential/Shelter Services					
What was its capacity for FY05 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY04 and FY05?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased modestly	Increased greatly

Comments:

Home Detention / Services					
What was its capacity for FY05 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY04 and FY05?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased modestly	Increased greatly

Comments:



3. District __: SB 94 Program – In the past year (FY05):

1. In the past year, what has been the primary impact of detention bed caps on your district's SB 94 Program?

2. In the past year, did commitment levels change in your district compared to the year before?

Yes ___ No ___ If Yes, please tell us how, how much and why you think this has happened?

3. In the past year, did you change the types/kinds of community-based services used?

Yes ___ No ___ Please explain.

4. In the past year, did the use of detention services you provide change? Yes ___ No ___
Please explain.

5. In the past year, has your district changed how you use detention beds? Yes ___ No ___
Please explain.



6. In the past year, has there been any change in interagency collaboration? Yes ___ No ___
Please explain.

7. In the past year, have juvenile justice practices and/or services (court, police, sheriff, DA, public defender, probation) changed in any other way? Yes ___ No ___
Please explain.

8. In your opinion, what has your SB 94 program's overall impact been for youth in the **detention** continuum in the past year? (check one)

+2 ___	+1 ___	0 ___	-1 ___	-2 ___
Strong Positive Impact	Some Positive Impact	Neither Positive or Negative	Some Negative Impact	Strong Negative Impact

Please explain.

9. In your opinion, has your SB 94 program overall impacted the use of **commitment** in the past year, even though SB 94 did not specifically target commitment ADP? (check one)

+2 ___	+1 ___	0 ___	-1 ___	-2 ___
Strong Positive Impact	Some Positive Impact	Neither Positive or Negative	Some Negative Impact	Strong Negative Impact

Please explain.



District __: Practice/Policy Issues - In the process of screening and placing youth, managing beds and the bed cap, and providing services, the following practice/policy issues were discussed in your plan. A brief synopsis from what you said in your plan about each issue is provided. Please review these summaries and update them as needed. Then, please rate the impact each has on your SB 94 program and the youth served by your program. Use the following scale to categorize the impact and briefly explain your impact rating.

Impact Rating Scale

+2	+1	0	-1	-2
Strong Positive Impact	Some Positive Impact	Neither Positive or Negative	Some Negative Impact	Strong Negative Impact

If other issues not listed here were also relevant, please (1) write each in a box at the end; (2) provide a brief explanation of the issue and how it will affect your SB 94 program; and (3) rate its impact.

Screening & Placing Youth - Impact Rating. Please review the summaries below and update them as needed. Please rate the impact of screening youth and then rate the impact of placing youth on your SB 94 program and the youth served by circling one of the numbers on the scales below or putting an X in the box to the right of the number. When rating these two areas, please consider the aspects of screening and placing youth presented below from your plan, as well as other relevant program information such as placement capacity as rated on page 4. Please explain your rating in the area below the rating scale.

+2	<input type="text"/>	+1	<input type="text"/>	0	<input type="text"/>	-1	<input type="text"/>	-2	<input type="text"/>
Strong Positive Impact		Some Positive Impact		Neither Positive nor Negative		Some Negative Impact		Strong Negative Impact	

Please explain your rating here.	
Screening Youth. An average of __ screens are processed each month.	
▶ Screening Policy	- Summary of screening policies and/or practices changes as a result of bed caps. (summary extracted by TriWest Group from district plan)
▶ Screening Tools	- Summary description of tools used extracted from plan.
▶ Screen Overrides	- Approximately __% of screens contained overrides. Approximately __% of overrides result in a more secure placement. (extracted from plan)



Placing Youth.

+2	<input type="checkbox"/>	+1	<input type="checkbox"/>	0	<input type="checkbox"/>	-1	<input type="checkbox"/>	-2	<input type="checkbox"/>
Strong Positive Impact		Some Positive Impact		Neither Positive nor Negative		Some Negative Impact		Strong Negative Impact	

Please explain your rating here.

▶ Placement	–
▶ Placement Overrides	–
▶ Placement Overrides	- See placement capacity ratings from page 4.

Detention Bed Allocation - Impact Rating. Please review the summaries below and update them as needed. Please rate the impact of detention bed allocation on your SB 94 program and the youth served by circling one of the numbers on the scale below or putting an X in the box to the right of the number. When rating this area, please consider the aspects of detention bed allocation presented below from your plan, as well as other relevant program information. Please explain your rating in the area below the rating scale.

+2	<input type="checkbox"/>	+1	<input type="checkbox"/>	0	<input type="checkbox"/>	-1	<input type="checkbox"/>	-2	<input type="checkbox"/>
Strong Positive Impact		Some Positive Impact		Neither Positive nor Negative		Some Negative Impact		Strong Negative Impact	

Please explain your rating here.

Detention Bed Allocation. ___beds: ___ at _____ YSC and ___ at _____.

▶ Allocation Adequacy	– Summary from plan
▶ Challenges	– Summary from plan
▶ Transportation	– Summary if mentioned in plan.
▶ Workload	– Summary if mentioned in plan.



Emergency Release Process - Impact Rating. Please review the summaries below and update them as needed. Please rate the impact on your SB 94 program and the youth served of the emergency release process by circling one of the numbers on the scale below or putting an X in the box to the right of the number. When rating this area, please consider the aspects of the emergency release process presented below from your plan, as well as other relevant program information. Please explain your rating in the area below the rating scale. Also please explain how you use emergency release.

+2	<input style="width: 40px; height: 20px;" type="text"/>	+1	<input style="width: 40px; height: 20px;" type="text"/>	0	<input style="width: 40px; height: 20px;" type="text"/>	-1	<input style="width: 40px; height: 20px;" type="text"/>	-2	<input style="width: 40px; height: 20px;" type="text"/>
Strong Positive Impact		Some Positive Impact		Neither Positive nor Negative		Some Negative Impact		Strong Negative Impact	

<u>Please explain your rating here.</u>	
Emergency Release. There were __ instances of youth released through the emergency release process.	
Please explain how you use emergency release.	
▶ Process	– Process description from plan.
▶ Decisions	– Decision makers from plan.
▶ Decision Points	– Summary of decision points and process.

Services & Availability - Impact Rating. Please review the summaries below and update them as needed. Please rate the impact on your SB 94 program, including on the youth, services and services availability by circling one of the numbers on the scale below or putting an X in the box to the right of the number. When rating this area, please consider the aspects of serving youth and service availability presented below from your plan, as well as other relevant program information. Please explain your rating in the area below the rating scale.

+2	<input style="width: 40px; height: 20px;" type="text"/>	+1	<input style="width: 40px; height: 20px;" type="text"/>	0	<input style="width: 40px; height: 20px;" type="text"/>	-1	<input style="width: 40px; height: 20px;" type="text"/>	-2	<input style="width: 40px; height: 20px;" type="text"/>
Strong Positive Impact		Some Positive Impact		Neither Positive nor Negative		Some Negative Impact		Strong Negative Impact	

<u>Please explain your rating here.</u>	
Services & Availability. An estimated __ youth are enrolled in a SB 94 service on a daily basis.	
▶ Budget	– Summary from plan.
▶ Grant Funding	– Summary from plan.



Minority Overrepresentation - Impact Rating. Please review the summary below and update as needed. Please rate the impact of serving minority youth and this effort's impact on your program by circling one of the numbers on the scale below or putting an X in the box to the right of the number. When rating this area, please consider the description presented below from your plan, as well as other relevant program information. Please explain your rating in the area below the rating scale.

+2 <input style="width: 40px; height: 20px;" type="text"/>	+1 <input style="width: 40px; height: 20px;" type="text"/>	0 <input style="width: 40px; height: 20px;" type="text"/>	-1 <input style="width: 40px; height: 20px;" type="text"/>	-2 <input style="width: 40px; height: 20px;" type="text"/>
Strong Positive Impact	Some Positive Impact	Neither Positive nor Negative	Some Negative Impact	Strong Negative Impact

Please explain your rating here.

Minority Overrepresentation.

▶ Efforts	– Summary from plan.
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Other Practice/Policy Issue - Impact Rating. Please (1) identify the practice/policy issue in the box below; (2) provide a brief explanation of the issue and how it will affect your SB 94 program; and (3) rate its impact by circling one of the numbers on the scale below or putting an X in the box to the right of the number. Please explain your rating in the area below the rating scale.

+2 <input style="width: 40px; height: 20px;" type="text"/>	+1 <input style="width: 40px; height: 20px;" type="text"/>	0 <input style="width: 40px; height: 20px;" type="text"/>	-1 <input style="width: 40px; height: 20px;" type="text"/>	-2 <input style="width: 40px; height: 20px;" type="text"/>
Strong Positive Impact	Some Positive Impact	Neither Positive nor Negative	Some Negative Impact	Strong Negative Impact

Please explain your rating here.

Other Practice/Policy Issue: _____.

▶ Explanation	–.
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Appendix E

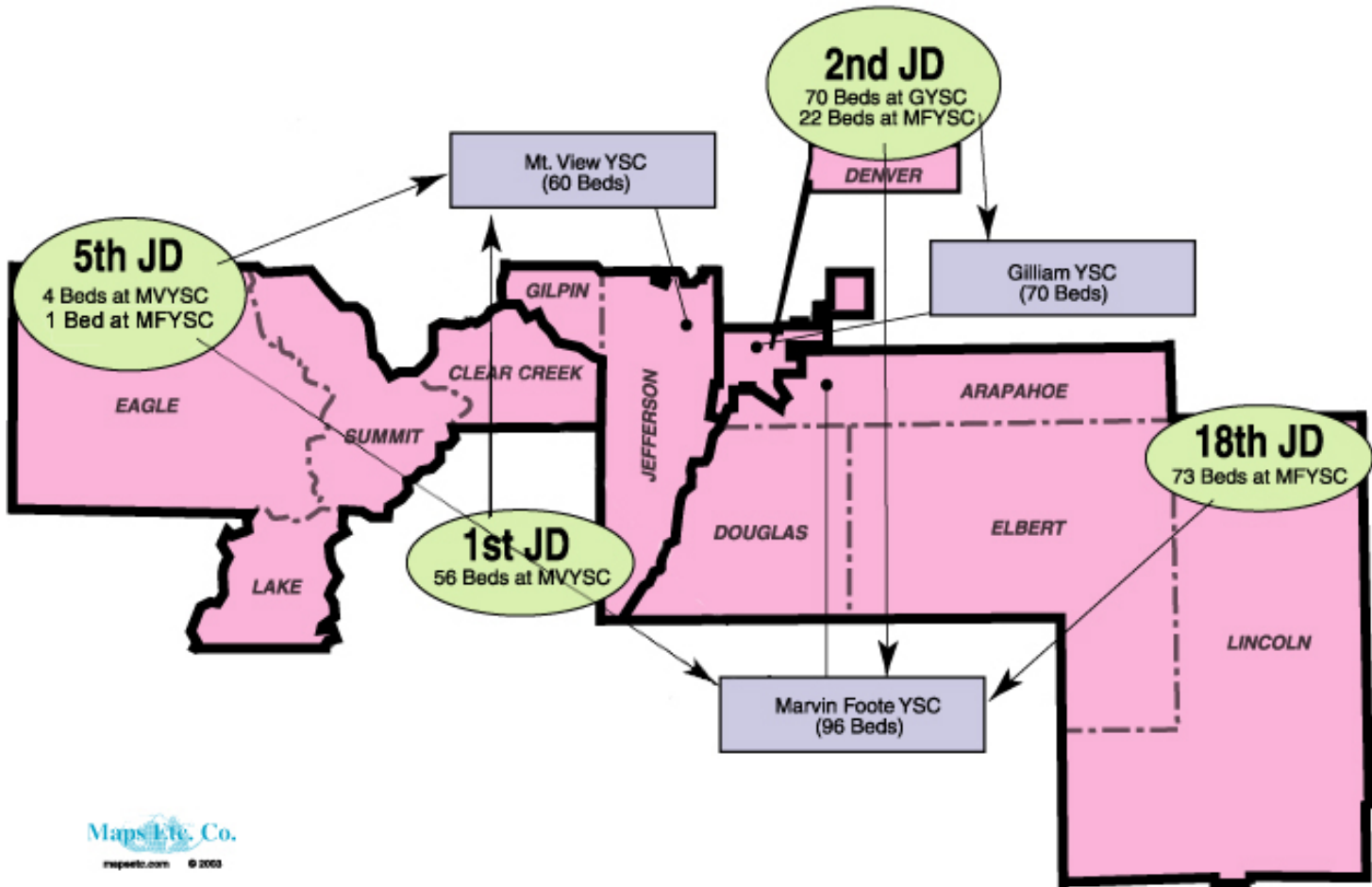
DYC Regional Catchment Area Detention Bed Allocation Maps

The SB 03-286 implementation plan presented the detention bed allocations for each DYC regional catchment area. The four regional maps are included here.



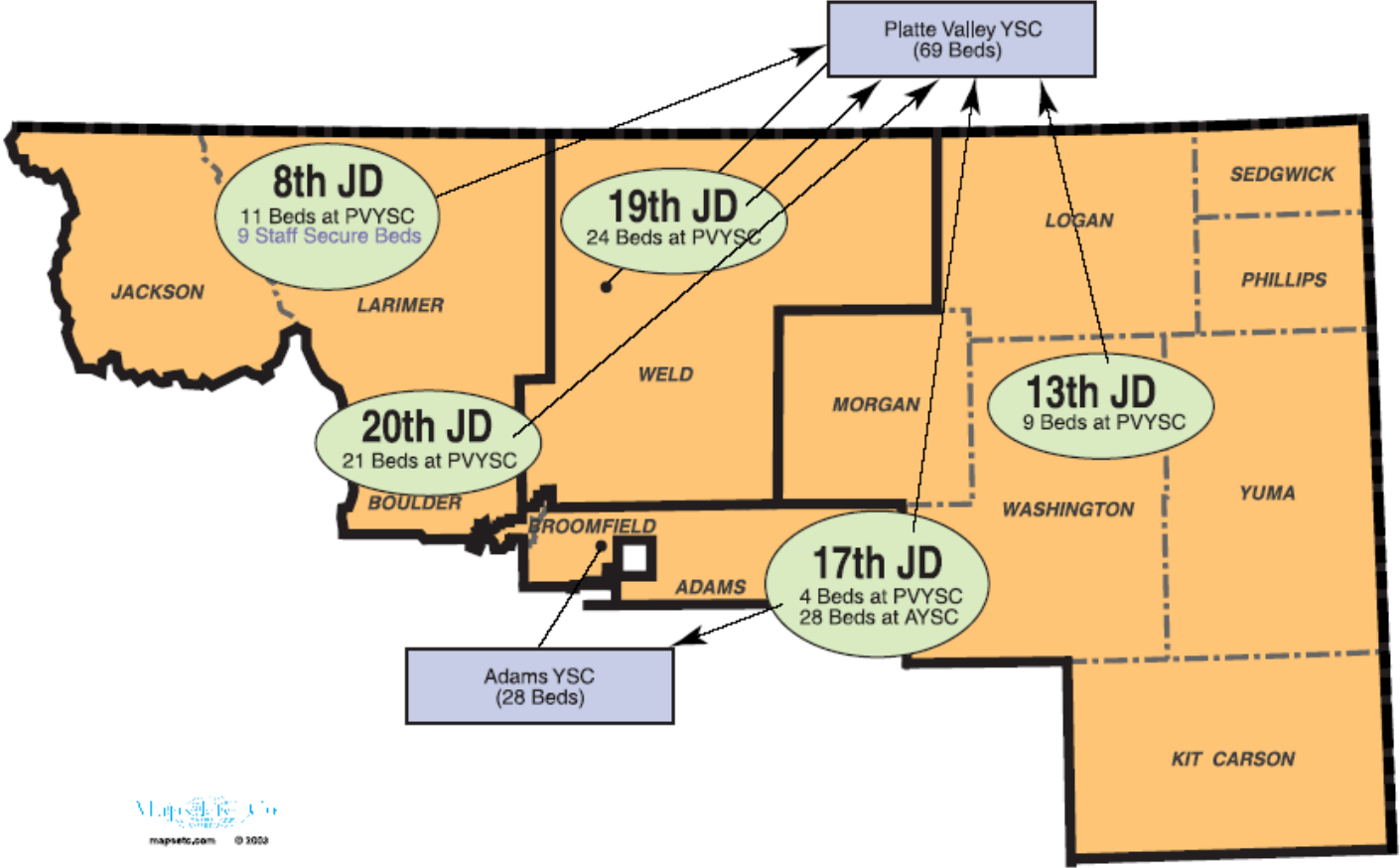


Division of Youth Corrections
Central Region Catchment Area and Detention Facilities with Capacities
Total of 226 Beds in the Region





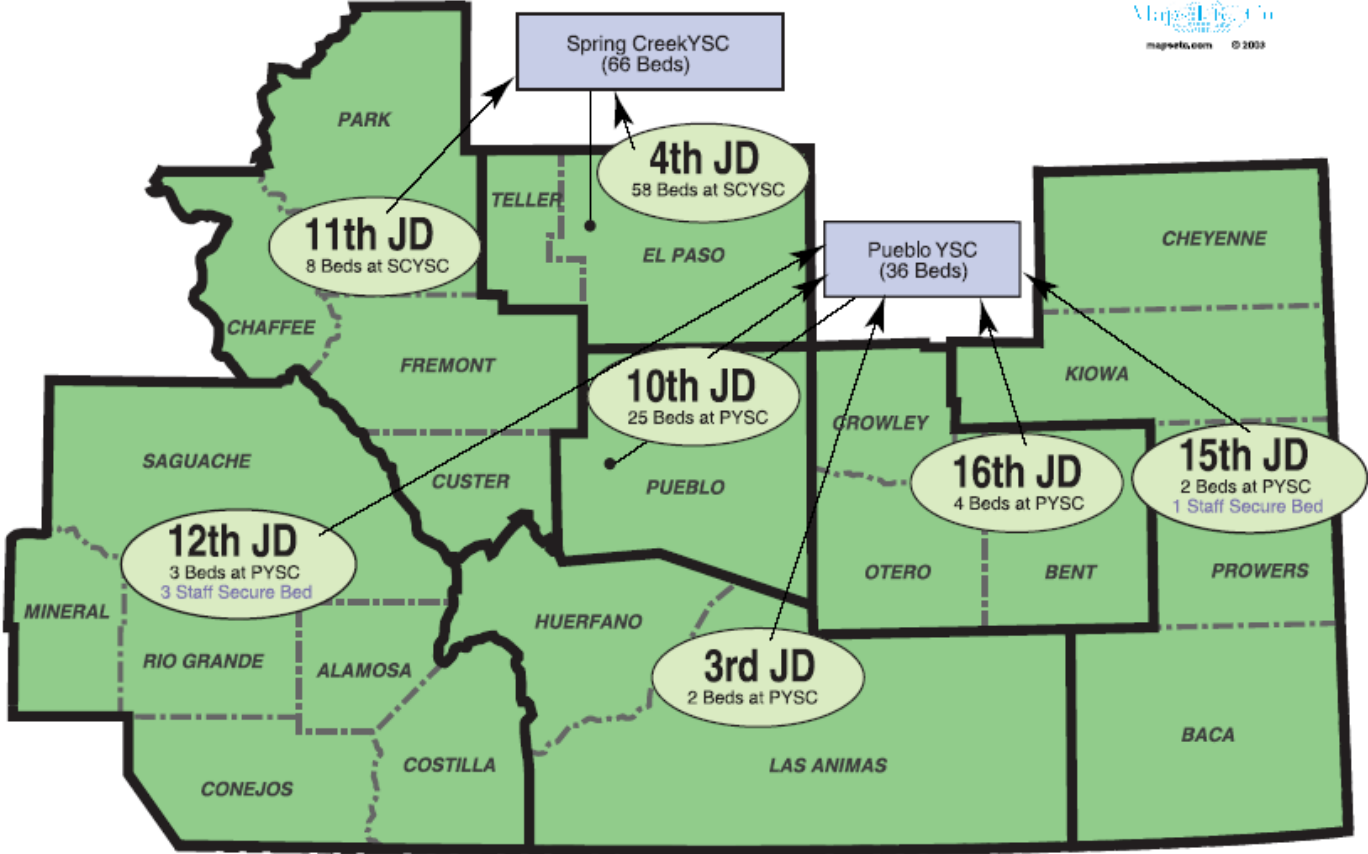
Division of Youth Corrections
 Northeast Region Catchment Area and Detention Facilities with Capacities
 Total of 106 Beds in the Region



MapSource Co
 mapsource.com © 2003



Division of Youth Corrections
Southern Region Catchment Area and Detention Facilities with Capacities
Total of 106 Beds in the Region



Division of Youth Corrections
Western Region Catchment Area and Detention Facilities with Capacities
Total of 41 Beds in the Region

