

**Senate Bill 94 (SB 94) Evaluation
Annual Report: Fiscal Year 2005-06
July, 2005 – June, 2006**

For

**Colorado Department of Human Services
Office of Children, Youth and Family Services
Division of Youth Corrections**

By

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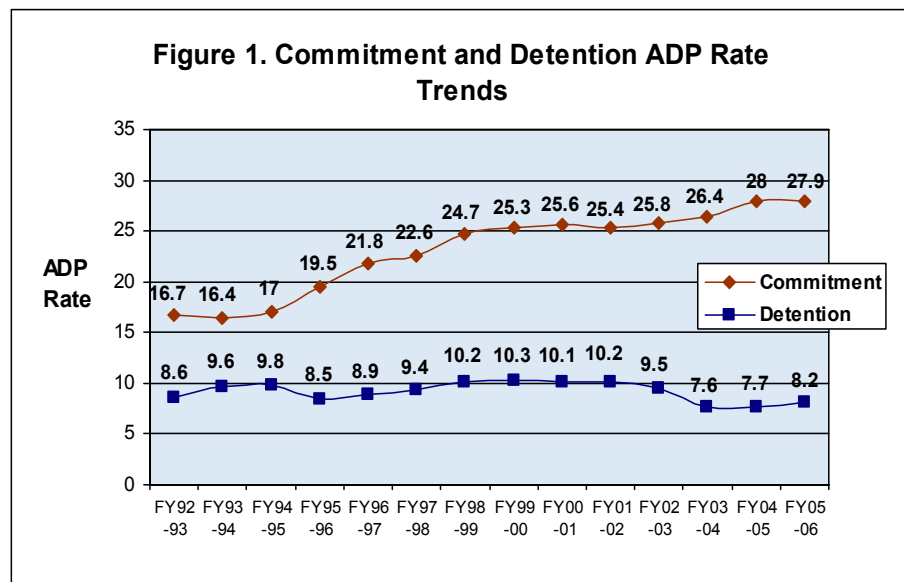
Executive Summary

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) 2005-06. The first was that FY 2005-06 was the third fiscal year of the statutory cap on the use of juvenile detention beds. Although Judicial District SB 94 Programs again successfully managed to their caps, it is clear that the strain of doing so has markedly increased. The second area of major system change is the opportunity provided by funding increases allocated by the Colorado State General Assembly. In FY 2005-06, funding for the SB 94 Program was increased about 17% from the FY 2004-05 level. This significantly offset the multi-year State program capacity cuts that began in FY 2002-03.

1. Trends in Detention and Commitment – The detention average daily population (ADP) rate for FY 2005-06 was 8.2 per 10,000 as shown in Figure 1. The ADP rates in the last three years (since the implementation of bed caps) have been lower than any measured since the SB 94 Program was implemented statewide in 1994. However, the increasing ADP rate in the last two years should be monitored closely, given the associated increases in capacity strain described in the next section.



This ADP level increase stemmed almost entirely from an increase in the State secure detention average daily population, which grew to 426.3 for this fiscal year from 402 in FY 2004-05. This highlights an area of concern for the system as it raises the daily operational level to about 89% of the cap. This is discussed further in the trends section below.

Length of stay (LOS) in detention in FY 2005-06 was a key factor in this overall increase, rising for the second year to an average of 14.1 days, up from 13.1 days in FY 2004-05 and the 12.5 average seen in FY 2003-04. This year's rate was 7.5% higher than last year's and 12.8% higher than that of two years ago.

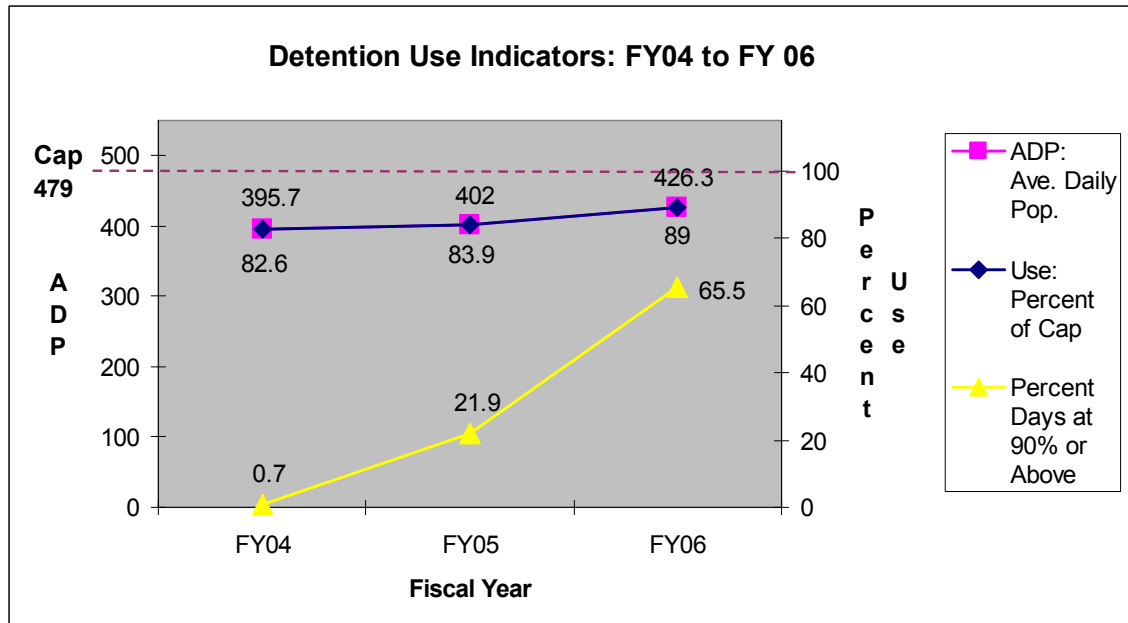
Trends in Detention Bed Use. Following the implementation of detention bed caps, the FY 2004 Annual Evaluation Report¹ pointed out that the need to manage to a detention bed cap requires analysis of more than just average detention use. The cap is applied to use at any point in time, so days at or above 90% capacity has been identified as an indicator of strain on SB 94 Programs in their management of detention beds, directly and indirectly affecting their ability to place youth where needed across their detention continuums.

The term "capacity strain" is used in this report to refer to the degree to which the detention continuum is perceived as being stretched to respond to the number of youth requiring placement at a given time. Capacity strain develops through the interaction of a number of factors related to efforts to most effectively utilize limited resources across the continuum of placements – from secure and staff secure detention resources, to community based supports. The concept of capacity strain has been articulated in Section One to include two main factors; program resources and local processes / perceptions. In brief, the resources, policies, perceptions, and practices of all agencies who work with these youth influence the decisions that are made about referral, screening and then placement and services. These depend in large part on available resources that include detention continuum placement and service resources, staff or program resources, and resources from other agencies. A number of conditions having to do with the movement in and out of the detention continuum interact to influence the level of capacity strain. Mitigating factors are discussed and indicators of capacity strain are employed throughout the report to help DYC and District programs to better understand the concept of capacity strain and to make adjustments to minimize capacity strain to the degree possible.

Looking across facilities, it appears that capacity strain has increased. The average use has increased for 10 of the 12 facilities, affecting 97.1% of available beds as the percent of days at or above 90% capacity has increased for all regions and all but two facilities. Statewide average use increased from 84% in FY 2004-05 to 89% in FY 2005-06. With district and facility use increasing, the variability in daily use decreased and the days above 90% capacity increased sharply as shown in the figure below.

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





Trends in Statewide Commitment ADP. The statewide commitment ADP rate for FY 2005-06 was 27.9; an average of almost 28 youth in commitment each day for every 10,000 youth in the general population. This is a 0.4% decrease in the commitment ADP over the past year (from FY 2004-05), and represents the first time in four years that rates have not increased. As was shown in Figure 1 at the beginning of this summary, the commitment ADP rate increased about 10% from FY 2002-03 through FY 2004-05. Those increases coincided 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. The stabilizing commitment ADP rate in FY 2005-06 corresponded with specific initiatives targeting expansion of the commitment continuum to include more community-based services.

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. Since then, the level of screening has remained stable, decreasing slightly over the past year from 12,607 in FY 2004-05 to 12,453 in FY 2005-06².

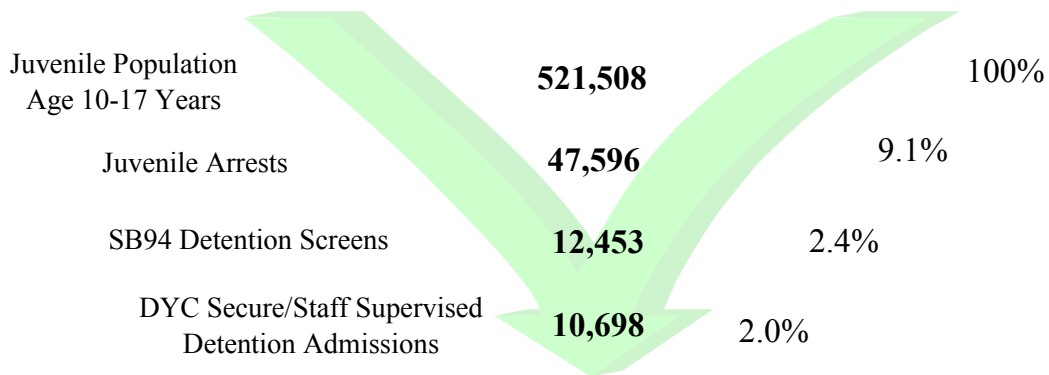
The detention screening tool assigns each youth to one of five profiles. These profiles reflect factors related to the youth’s need for placement in a secure setting, such as failing to appear for court dates or receiving new charges, rather than risk to re-offend or risk posed to the community. The youth profiles are primarily used to guide decisions across different levels of initial placement. It should be kept in mind that youth who are screened are a small subset of youth who have been arrested. There are over 45,000 arrests of youth ages 10 through 17

² This number includes all screens administered and may contain more than one screen for some youth.



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. The slight decrease in the number of youth screened discussed in Section Two points to a concern that youth are not always being referred by law enforcement for screening, possibly as a result of the decreased resources.

Juvenile Justice Filtering Process to Detention: FY 2005-06



Analysis of the statewide distribution shows 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%. Statewide, the change in secure detention use over time is very slight.

Similar to past years, of those youth screened to secure detention, 91.1% (8,253) were placed there. In marked contrast were the results of screenings to shelter/home and staff secure detention. Of youth screened to shelter/home, 73.2% 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. Of most concern was that more youth screened to shelter/home went to secure placements this year (25.7%) compared with 22.2% in FY 2002-03. Breaking down the group screened to Shelter/Home further shows that only about 38% of the group screened to residential/shelter or home with services are actually placed there. Almost 28% are placed in secure or staff secure detention when those placements are available while about 34% are simply released due to the unavailability of needed services. This trend suggests that the community-based end of the detention continuum may not be adequate to serve all youth screened as able to go home with services. It could also reflect changing practices when making placement decisions in an environment of reduced resources. Staff secure detention referrals reflect the 57% reduction in capacity of that level of the detention continuum. Of the 446 youth screened to staff secure, only 25 (5.6%) were actually placed there initially.

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 probation. The first two objectives (table below) were specified for each goal in FY 2004-05; the third objective was added in FY 2005-06,. Each individual district sets its own performance target within each standardized goal area. Progress in achieving goals and



objectives is shown in the table below. Overall levels of performance 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 Performance Levels

Service Area Goal	Measurable Objectives	Performance
1. Preadjudicated Youth – FY05 Goal – To successfully supervise preadjudicated youth placed in community-based detention services.	1. Percent of enrolled preadjudicated youth that complete SB 94 services without FTA's (Failure To Appear for Court).	97% of Youth had no FTA's
	2. Percent of enrolled preadjudicated youth that complete SB 94 services without new charges.	97% of Youth had no new charges
	3. Percent of preadjudicated youth served through SB 94 that complete the period of the intervention with a positive or neutral leave reason.	88% of Youth had positive or neutral leave reason
2. Sentenced Youth – FY05 Goal – To successfully supervise sentenced youth placed in community-based detention services.	1. Percent of enrolled sentenced youth that complete SB 94 services without FTA's.	98% of Youth had no FTA's
	2. Percent of enrolled sentenced youth that complete SB 94 services without new charges.	97% of Youth had no new charges
	3. Percent of sentenced youth served through SB 94 that complete the period of the intervention with a positive or neutral leave reason	86% of Youth had positive or neutral leave reason

4. Program Resources and Practices – In FY 2005-06, the Colorado General Assembly provided a \$1 million (14.5%) increase in the appropriation for the SB 94 Program, compared to the FY 2004-05 level of funding. This increase did not completely reverse the reductions since FY 2002-03, with the reduction between FY 2002-03 and FY 2005-06 still amounting to over 23%. However, it did represent an increase in district programs' ability to provide additional services. 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 compared with the past couple years.

We examined the proportion of funds expended by category across years. Spending on supervision and screening and assessment continue to take up most of the available SB 94



Program budget expenditures, at about 48% and 25% respectively. Reduced funding over time, as well as the response to detention caps and mandatory detention screening, have continued to place an emphasis on supervision, screening and assessment. The funding increase in FY 2005-06 did enable programs to improve their ability to provide treatment services, restorative services and youth and family training.

In addition to state funds, many Judicial District SB 94 Programs have accessed 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 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 since then, as discussed further in Section Four of the report.

5. Potential Program Practice Issues – SB 94 Judicial District Programs faced several issues in Fiscal Year 2005-06 related to ongoing SB 94 program operations. Recovery from SB 94 Program budget reductions and detention bed capping were clearly foremost in the thinking of districts. However these factors highlighted other local issues. Four main issues were identified in the planning process for FY 2005-06: service availability, screening youth, placing youth, and local detention bed allocation. In the preparation of this report, each Judicial District was surveyed to document their perceptions of the program issues and to add clarifying information. Each district was encouraged to involve Juvenile Services Planning Committee members in the survey response to ensure that the information reflected the fullest possible perspective of that committee.

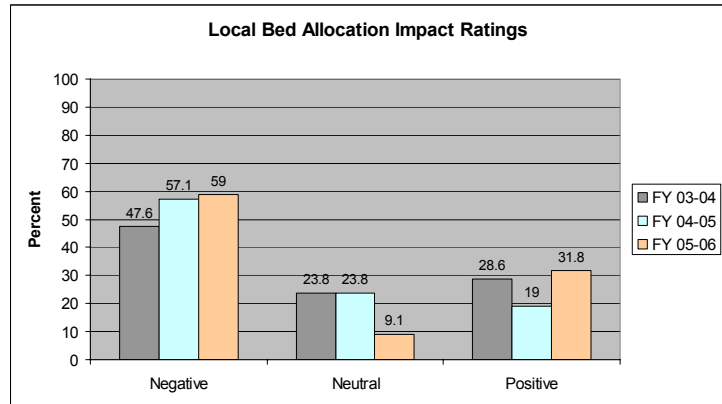
- 1. Service Availability.** Past reductions in SB 94 Program treatment services and the rebuilding that began in FY 2005-06 are discussed in Section Four, and district survey results reflected changes associated with these quantifiable funding trends. With expenditures increasing in treatment services, restorative services, and training for clients and families, more districts rated service availability positively. In FY 2005-06, 52.4% of districts rated the impact as positive. This compares favorably with only 19% of districts rating the impact positively in FY 2004-05 and 9.1% in FY 2003-04.
- 2. Screening Youth** – Survey results show that positive ratings of the impact of screening youth increased to 85.7% in FY 2005-06, up from 52.4% positive ratings in FY 2004-05. Continued district concerns in this area related to the limitations in the ability of the screening process to translate into actual placement decisions, given reductions in placement and service availability along the detention continuum (such as community services and staff secure and residential placements). The change in impact ratings follows the increase in funding in FY 2005-06 that resulted in more service availability.



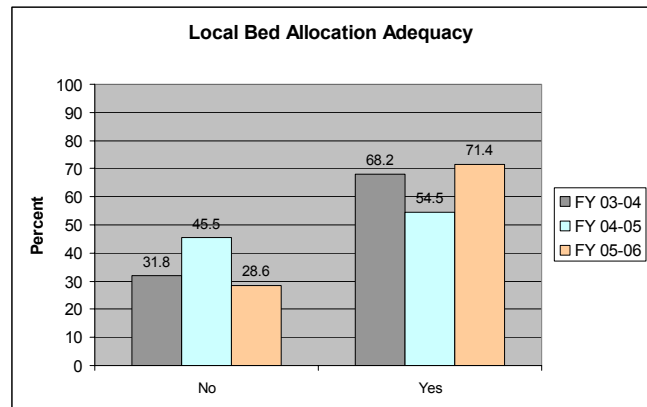
3. Placing Youth – Survey results showed that the positive ratings of the impact of placing youth have increased to 68.1% in FY 2005-06, up from only 19% positive ratings in FY 2004-05. This represents a dramatic turnaround in the past year. District perceptions are changing in relation to the ability of the screening process to translate into actual placement decisions. The change in impact ratings follows the increase in funding in FY 2005-06 which resulted in more service availability.

4. Local Detention Bed

Allocations. In FY 2005-06, 31.8% of districts rated the impact of bed allocation as positive. This was a noticeable increase in positive ratings over FY 2004-05 (19%). The bed allocation impact figure to the right shows that the changes in FY 2005-06 were away from neutral ratings toward positive ratings. That is, only two districts rated bed allocation as neutral in FY 2005-06 (compared to five last year), while seven rated it as having some or strong positive impact (compared to four last year).



Interestingly, 71.4% of districts³ indicated in April 2006 when they submitted their plan⁴ for FY 2006-07 that their bed allocation was adequate (see bed allocation adequacy figure below). Of the 15 districts who rated bed allocation as adequate in their plans, half rated the impact as positive and half rated it as negative. Those that rated it as negative were concerned with the focus on secure detention to the detriment of the detention continuum. In particular, they cited the lack of appropriate community-based placements and services. Of particular concern were youth released on short notice before adequate services could be arranged.



³ Districts indicating adequate allocations included 15 of 21 reporting. One said “not sure.”

⁴ SB 94 Community-Based Detention Juvenile Services Plan Fiscal Year 2006-07, April 2006.



Conclusions and Recommendations. The SB 94 Program statewide and individual judicial districts continue to face the influences of two significant system changes that date back to FY 2003-04. The first was the implementation of detention bed caps. The second has been the multi-year budget reductions that began in FY 2002-03, continued through FY 2004-05, and were partially reversed in FY 2005-06 to help restore the systems' ability to provide treatment services, restorative services and youth and family training. The increase in allocation for FY 2006-07 will bring Judicial District SB 94 funding to within 13% of FY 2002-03 levels and continue to help rebuild SB 94 Programs' ability to most effectively serve youth.

The Division of Youth Corrections and the SB 94 Program have continued to provide a continuum of detention options within this context. Although SB 94 Programs have not focused on committed youth, for the first time in four years, commitment ADP did not increase and, in fact, fell slightly. This positive development correlates with increased efforts and flexibility in developing DYC's continuum of care for commitment, and is detailed in a separate evaluation report.

One of the most notable changes for FY2005-06 was significant evidence of increased strain across all detention facilities and judicial districts in the state, even 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 2005-06, on all but four days one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). On any given day the system averaged about 50% of the facilities at or above 90% capacity.

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 earlier than they would have been had space been available. It also requires more administrative staff time to coordinate across districts to borrow beds when needed and coordinate use overall. Across these and other 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. Statewide, days at or above 90% of capacity nearly tripled from 21.9% in FY 2004-05 to 65.5% in FY 2005-06.

Capacity strain develops through the interaction of a number of factors related to efforts to most effectively utilize limited resources across the continuum of placements – from secure and staff secure detention resources to community based. Capacity strain depends in large part on the availability of resources that include detention continuum placement and service resources, community-based staff or program resources, and resources from other agencies. Another factor of capacity strain includes the policies, perceptions and practices of all agencies who work with youth as they influence the decisions that are made about referral, screening, placement, and services. The following two trends reflect these factors.



- **Continued high use of secure detention** –Use of secure detention has continued to be the most likely decision for youth when detention continuum resources are lacking. However, the second highest screening recommendation is for youth to go home with services (14.6% of youth). Only 40.3% of these youth actually go home with services as an initial placement. Almost 29% are placed in more restrictive secure or staff secure detention when those placements are available while about 31% are simply released due to the unavailability of needed services. This suggests that the community-based end of the detention continuum is not adequate to serve all youth screened as able to go home with services, with nearly a third of these youth instead placed in more restrictive detention options. In addition, youth who are screened to staff secure placement are placed in secure detention over 80% of the time due to a lack of these resources.
- **Detention use is a locally driven process** – Districts vary significantly in their performance in terms of detention and commitment bed use. For example, fourteen (14) districts increased significantly in detention ADP (up just about two youth per day in the past year on average), and eight districts decreased significantly in ADP (down just about one youth per day on average). For commitment ADP, a group of 11 districts increased significantly and the remaining 11 decreased significantly, resulting in no overall change. Changes in detention and commitment use did not correlate as directionality was only the same in 13 of 22 districts. Given this, efforts to promote best practices and to address capacity strain are likely to require consideration of each Judicial District’s circumstances.

There have also been positive developments over the last year. One of the most important has involved increases in interagency collaboration. The most commonly used approach to sharing resources has been to use an interagency group such as a Community Evaluation Team (CET) as a mechanism to review youth cases, to make service referral decisions and recommendations to the bench, and to identify resources for services. In FY 2005-06, 15 districts (68.2%) reported having a CET. This is an improvement in an important approach to collaboration with other agencies for more effective use of available resources. Prior to FY 2005-06, the number of districts with CET’s (or an equivalent process) had been steadily decreasing to the point where only nine districts reported having a CET in FY 2004-05 (40.9% of reporting districts). The current fiscal year’s results represent an improvement in an important approach to collaboration with other agencies for more effective use of available resources. The statewide initiative HB-1451 (Collaborative Management of Multi-agency Services Provided to Children and Families) also supports interagency collaboration. Six counties are currently involved in this process: Boulder, Denver, El Paso, Larimer, Mesa, and Weld.

Over the last year, DYC and local SB 94 Programs have continued to refine program practices, to manage bed allocations, and to provide opportunities for continued improvement. In addition, with increases in SB 94 funding, efforts are being made to address service needs that will support the continued success of the SB 94 Program over time. The



recommendations below are intended to assist DYC in supporting the SB 94 Program in FY 2006-07 and beyond.

1. Monitor indicators of strain to determine if increased detention or community-based capacity, or additional flexibility, are needed. The primary indicator of system strain currently tracked is days at or over 90% capacity. It is clear from this indicator that system strain is increasing. Although funding is increasing, youth-serving resources have been reduced within the juvenile justice system and the broader system of care for youth in need (including child welfare, school, and mental health services) over the last three years. The related increase in strain on detention bed capacity in multiple districts merits additional attention to determine if additional flexibility in caps for these districts is needed or if other efforts to reduce strain can be implemented (such as more investment in community-based services to allow youth to be successfully placed at home with services). An initial model of the concept of capacity strain is presented in Section One of this report. We recommend that DYC further review and develop this model to help address strain and to address the question of the most appropriate level and mix of SB 94 detention continuum resources.

2. Improve monitoring of releases from detention that result from bed caps. Differences in monitoring practices across districts obscure measurement of the true rate at which youth are being released from detention due to bed cap limitations and before system stakeholders would otherwise have determined that they were ready for release. While the rate of releases is relatively small (occurring for just over 5% of all youth detained), we recommend that DYC develop standards and reporting requirements to monitor the number of beds borrowed and youth released that stem from compliance with a district-level cap.

3. Further improve the reporting of district-specific performance outcome data. For the second year in a row since the SB 94 Program's inception, DYC was able this year to report on district performance regarding standardized goals. Now that DYC has standardized goal areas for reporting, criteria for satisfactory performance in each goal area should be considered. 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. 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.



Introduction

Legislative reporting requirements and SB 94 goals provide the background and content requirements for the SB 94 Annual Evaluation 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 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 detention services, including community-based services, would be more cost effective than a narrow approach of building and maintaining additional state-run facilities. Additionally, there was hope that serving more youth in their own communities and thus closer to home could result in better outcomes for youth and communities.

The SB 94 Program has been successful in accomplishing the General Assembly's vision over the last 14 years, reducing the use of secure detention in DYC facilities. During the current fiscal year, DYC continues to champion the General Assembly's directives by supporting Judicial District SB 94 Programs to continue to successfully implement the detention bed caps that were first instituted in Fiscal Year 2003-04. DYC also continues to promote ongoing detention reform through efforts to broaden and promote more appropriate use of the detention continuum 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. In carrying out these objectives, the SB 94 Program also supports the State of Colorado's Children's Code⁵ that seeks to balance the needs of young persons with 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 commitment incarceration rates; (2) profiles of youth served by S.B. 91-94; (3) progress

⁵ Colorado Statutes, Title 19 Children's Code/Article 1 General Provisions/Part 1 General Provisions/19-1-102. Legislative Declaration.



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 report⁶ included a one-time addition 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 youth 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 they contribute 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. As applicable, the findings of this evaluation are intended to be used to improve the SB 94 Program at all levels.

SB 94 Funding Context. In FY 2005-06, funding for the SB 94 Program from the Colorado State Legislature was increased about 17% from the FY 2004-05 allocation. This helped to a significant degree to offset the multi-year State program reductions stemming from decreased funding for the SB 94 Program during the three fiscal years of FY 2002-03 through FY 2004-05. That trend resulted in an overall reduction of about 33% over that three year period and placed increasing demands on Judicial District SB 94 Programs. SB 94 was not the only program that faced significant reductions, as many other youth and family-serving programs that rely on State funding have experienced budget reductions or even outright elimination.

To help control detention use in this context, in the 2003 Legislative Session 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. It also required the Executive Director of the Colorado 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 duties⁷:

- 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.

⁶ TriWest Group. (2004). Senate Bill 94 (SB 94) Evaluation Annual Report: Fiscal Year 2003-04, July, 2003 – June, 2004. Boulder, Colorado.

⁷ 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.



The number of beds allocated to Judicial Districts and Regions has remained the same for the two fiscal years since then. While the specific impact of the secure detention cap is not addressed separately in this report, it is included where relevant, especially in Sections One and Five.

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

- 1. Trends in Secure Detention and Commitment** – This section presents average daily population (ADP) information for both detention and commitment beds, including trends over time. TRAILS data was summarized by DYC’s Research and Evaluation Unit and provided to TriWest Group for further analysis and reporting.
- 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. Given the availability of multi-year data for this report, change over time has also been analyzed and reported. The data presented here was extracted from TRAILS and provided by DYC’s Research and Evaluation Unit. In addition, DYC provides monthly and annual management reports of detention and commitment data, as well as screening, profile and placement data that contributed to the preparation of this report.
- 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 2006-07 Juvenile Services Plans which the districts developed in the Spring of 2006. That information was updated through a Performance Goals, Resources and Practice Survey (District Survey) administered by DYC and the TriWest Group evaluation team in August of 2006.
- 4. Program Resources and Practices** – This section reviews the FY 2005-06 Judicial District SB 94 Program budget allocations and changes over time. It also presents and discusses local program resources as identified from district plans and from the District Survey. Expenditures data tracked and reported by DYC is also presented.
- 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 District Survey.



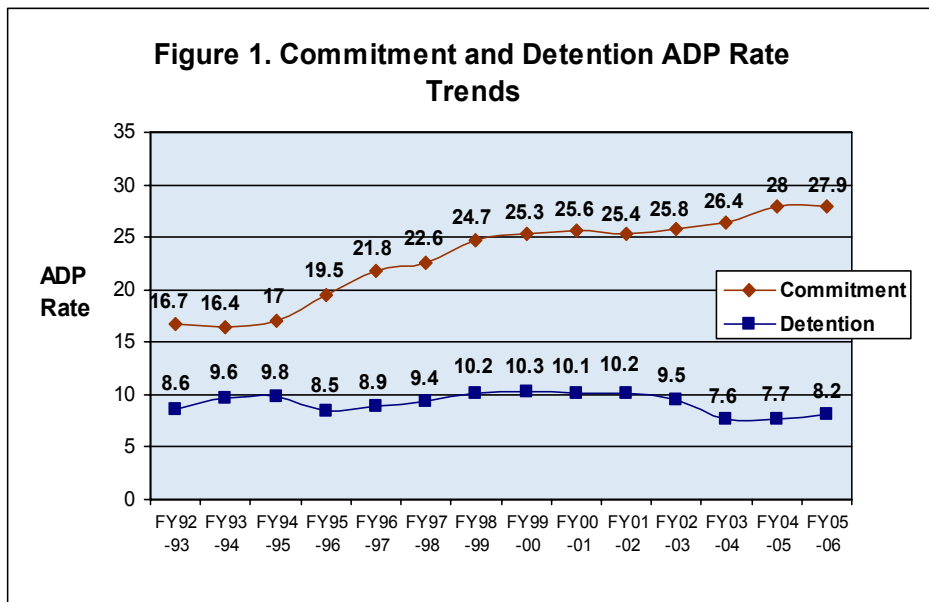
1. Trends in Detention & Commitment

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 (ADP) for both detention and commitment are

reported for FY 2005-06 based on data collected through the TRAILS system.

Statewide, the 8.2 detention Average Daily Population (ADP) rate during FY 2005-06 was an increase over the 7.7 level seen in FY 2004-05. However, it is still much lower than it was when the Senate Bill 94 program began and maintains the detention ADP within statutory caps. Detention ADP was 426.3, an operational level of about 89% of the 479 bed cap. This is up from the 84% in FY 2004-05. Also, the number of days with bed use at high levels in facilities increased sharply in FY 2005-06, suggesting that increased capacity strain is being experienced by both districts and facilities. The commitment ADP rate was about the same at 27.9 as the level of 28 from the year before. This represents the first reduction in commitment ADP in four years.

Trends in Statewide Detention ADP. Average daily population (ADP) rates are calculated in terms of the number of youth in detention for every 10,000 youth ages 10-17 in the general population. Data provided by DYC’s Research and Evaluation unit shows that the detention ADP rate for FY 2005-06 was 8.2. This means that, on average, about eight youth were in detention each day for every 10,000 youth in the general population. Although this was about a 6% increase over the 7.7 ADP rate reported last fiscal year, it was not a statistically significant increase ($t=2.035$, $df=21$, $p=.055$) and remains one of the lowest ADP rates measured since the SB 94 Program was implemented Statewide in 1994 (Figure 1).



This ADP rate reflects a decrease of about 1.3 youth per 10,000 since FY 2002-03, about a 14% decrease from that year's 9.5 level. As shown in Table 1 below, the underlying ADP increased to 426.3 for FY 2005-06 from 395.7 in FY 2003-04. This increase was not statistically significant ($t=2.025$, $df=21$, $p=.056$) based on a comparison of Judicial District ADP in FY 2003-04 and FY 2005-06. However, this increase should be monitored closely. It should also be noted that not all of the 426.3 ADP was assignable to districts (see table footnote), which might have influenced the failure to reach statistical significance.

Detention ADP and length of stay (LOS) are shown in Table 1 for districts and regions for the past three fiscal years (FY 2003-04 through FY 2005-06). The directionality (i.e., increase or decrease) and magnitude of change in ADP over those two years is also noted. Ten districts (5 that increased and 5 that decreased) experienced statistically significant change ($t>2.07$, $df=21$, $p<.05$) compared with the overall average district increase of 0.8 ADP (in the table significance is denoted with a ¹). The 12 districts whose changes were not significantly different from the overall increase of 0.8 experienced changes that were within what would be expected from random factors and are therefore at statistically the same levels as last fiscal year.

As noted above, the overall ADP change from 395.7 in FY 2003-04 to 426.3 in FY 2005-06 across all districts (see bottom of Table 1) was not a statistically significant increase. However, the overall average masks two distinct groups of districts.

1. The group of 16 districts that increased in ADP increased significantly ($t=3.6$, $df=15$, $p<.05$). This group increased from an average ADP of 18.7 in FY 2003-04 to an average ADP of 20.2 in FY 2005-06. Relative to the average 1.5 increase, five districts experienced significantly higher increases (1st, 2nd, 11th, 18th, and 20th - $t>2.13$, $df=15$, $p<.05$).

In addition, although absolute change in ADP may not have reached the level of statistical significance, the relative change may have been significant. For example, the 5th Judicial District ADP increased 1.4, from 2.0 in FY 2003-04 to 3.4 in FY 2005-06. This was a 70% increase in ADP for that district, relatively a much higher percent increase ($t=10.9$, $df=15$, $p<.05$) than the 16% average increase for this group of 16 districts. Also experiencing relatively large increases were the 11th and the 14th (denoted with a ² in the table).

2. Six districts decreased significantly in ADP ($t=2.6$, $df=5$, $p<.05$). This group decreased from an average ADP of 15.9 in FY 2003-04 to an average ADP of 14.8 in FY 2005-06. Within this group, only the 4th Judicial District had a statistically greater decrease than the overall group average of -1.1 ($t=3.84$, $df=5$, $p<.05$).

In terms of percent change, this group averaged a 7.2% decrease. Compared to this average decrease only the 21st Judicial District experienced a significantly greater percent decrease (12.6) in ADP.





Table 1. FY 2003-04 to FY 2005-06 Detention ADP and Length of Stay LOS in Days*. Change from FY 2004-05 to FY 2005-06 and percent change are also shown.

District	ADP				LOS					
	FY 04	FY 05	FY 06	Change	Percent	FY 04	FY 05	FY 06	Change	Percent
Central Region	184.1	187.2	205.6	21.5	11.7%	14.3	14.9	16.2	1.9	13.3%
1 st Jefferson	46.5	43.7	49.2	¹ 2.7	5.8%	15.6	15.5	17.8	2.2	14.1%
2 nd Denver	75.5	80.6	78.9	¹ 3.4	4.5%	14.2	16.6	16.2	2.0	14.1%
5 th Summit	2.0	3.2	3.4	1.4	² 70.0%	14.9	16.7	22.4	¹ 7.5	² 50.3%
18 th Arapahoe	60.0	59.6	66.6	¹ 6.6	11.0%	13.6	14.4	15.4	1.8	13.2%
Northeast Region	90.2	91.4	95.9	5.7	6.3%	11.7	11.6	11.9	0.2	1.7%
8 th Larimer	18.6	17.8	17.4	¹ -1.2	-6.4%	13.3	13.0	11.9	¹ -1.4	-10.5%
13 th Logan	7.2	7.6	7.4	0.2	2.8%	17.2	18.2	20.2	3.0	17.4%
17 th Adams	26.5	27.3	26.7	0.2	0.7%	12.5	13.2	12.2	¹ -0.3	-2.4%
19 th Weld	23.5	24.5	25.0	1.5	6.4%	11.5	12.2	14.6	3.1	27.0%
20 th Boulder	14.5	14.3	16.4	¹ 1.9	13.1%	8.1	7.7	8.9	¹ 0.8	9.9%
Southern Region	85.6	83.3	91.2	5.6	6.5%	11.1	11.4	12.5	1.4	12.6%
3 rd Las Animas	2.7	2.2	3.2	0.5	18.5%	25.9	23.3	21.8	¹ -4.1	-15.8%
4 th El Paso	50.4	44.9	47.8	¹ -2.6	-5.2%	10.5	11.1	11.6	1.1	10.5%
10 th Pueblo	18.5	18.8	19.9	1.4	7.6%	11.6	11.7	13.9	2.3	19.8%
11 th Fremont	5.6	7.8	8.3	¹ 2.7	² 48.2%	8.5	10.2	13.5	¹ 5.0	² 58.8%
12 th Alamosa	3.4	4.9	4.2	0.8	23.5%	12.6	15.6	16.2	3.6	28.6%
15 th Prowers	2.6	2.9	2.4	¹ -0.2	-7.7%	18.9	36.7	26.6	¹ 7.7	40.7%
16 th Otero	2.5	1.9	2.7	0.2	8.0%	13.6	9.2	22.7	¹ 9.1	² 66.9%
Western Region	34.1	33.2	33.6	-5	-1.5%	13.5	13.9	15.1	1.6	11.8%
6 th La Plata	4.5	4.2	4.5	0.0	0.0%	12.3	12.8	18.5	¹ 6.2	² 50.4%
7 th Montrose	4.7	5.1	4.2	¹ -0.5	-10.6%	17.4	23.0	19.1	1.7	9.8%
9 th Garfield	5.4	4.7	5.5	0.1	1.9%	22.1	17.1	23.2	1.1	5.0%
14 th Routt	2.2	2.7	3.0	0.8	² 36.4%	23.3	16.4	18.0	¹ -5.3	-22.7%
21 st Mesa	14.6	13.5	12.8	¹ -1.8	² -12.3%	10.9	11.7	11.4	¹ 0.5	4.6%
22 nd Montezuma	2.8	2.9	3.0	0.2	7.1%	12.4	19.0	22.7	¹ 10.3	² 83.1%
Statewide	395.7	402.0	426.3	30.6	7.7%	12.5	13.1	14.1	1.6	12.8%

* The sum of district detention ADP totals is 13.8 less than the region and statewide total due to rounding errors in the TRAILS computation process (9.45) and ADP not assignable to a specific district (4.35) as a result of youth having more than three leave reasons.

Changes in LOS were more consistent, with 18 districts contributing to the 1.6 day increase from 12.5 days in FY 2003-04 to 14.1 days in FY 2005-06. The overall change from FY 2003-04 to FY 2005-06 was statistically significant ($t=3.18$, $df=21$, $p<.05$). Twelve districts experienced change that was statistically significantly different than the average increase across districts. Six districts (5th, 6th, 11th, 15th, 16th and the 22nd) all increased significantly more than average ($t>2.07$, $df=21$, $p<.05$). Another six districts either showed decreases (3rd, 8th, 14th and 17th) or very slight increases (20th and 21st) which were significantly less than the overall increase ($t>2.07$, $df=21$, $p<.05$).

As was the case for ADP changes, it is helpful to discuss LOS changes for two groups.

1. The 18 districts whose LOS increased as a group averaged statistically significant change ($t=5.3$, $df=17$, $p<.05$), increasing on average 3.8 days, from 13.7 days in FY 2003-04 to 17.5 days in FY 2005-06. Of these 18 districts, the 5th, 6th, 15th, 16th and 22nd Judicial Districts increased significantly more than the overall group average ($t>2.11$, $df=17$, $p<.05$).

Percent changes in detention LOS were more closely associated with the increase in average LOS than was the case with the relationship between ADP and percent increase in ADP. Only districts whose relative change increased more than 50% had change statistically higher than the average percent increase of 29% for the 18 districts whose LOS increased. This was the case for five Judicial Districts; the 5th, 6th, 11th, 16th, and the 22nd ($t>2.11$, $df=17$, $p<.05$).

2. Four districts decreased in LOS from an average of 18.8 days in FY 2003-04 to 16.0 days in FY 2005-06, not a statistically significant change ($t=2.35$, $df=3$, $p>.05$). No district individually experienced a statistically significant decrease in LOS compared with the group average 2.8 day decrease. Also, no district was significantly different than the group average 12.7% decrease in LOS.

Trends in Detention Bed Use. The continuing low rates of secure detention ADP 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 at any time. In this past year (FY 2005-06), the average daily population was 426.3, representing average use of about 89% of the bed cap. This was an increase from FY 2004-05, when an average of 402 youth per day were in detention, representing only about 84% of the cap. Two years prior (FY 2003-04), an average of 395.7 youth per day were in detention over the course of the fiscal year, representing about 82% of the cap.



The FY 2004 Annual Evaluation Report⁸ pointed out that the need to manage to a hard detention bed cap requires analysis of more than just average detention use. The cap is applied to use at any point in time and requires active management to remain below the cap at all times, not just to average below the cap across time. This has also been observed by the Division of Criminal Justice (DCJ), which was required to project detention ADP annually⁹. Since detention ADP is capped, the DCJ decided to no longer project detention ADP, and it discusses the limitations of using ADP as an indicator of performance in a capped system. Instead it suggests that workload indicators be developed by DYC to monitor and evaluate detention bed use.

Capacity Strain. Since the implementation of detention bed caps, and in the past two years particularly, strain on the system's capacity has been emerging as an important concept when discussing and evaluating detention bed use. Quantitative indicators of capacity strain, particularly days at or above 90% of bed capacity, are utilized in this report to aid that discussion. Factors associated with this concept have become clearer as the system's experience with bed caps has progressed. At this point in time, an initial model is presented to further develop our understanding of capacity strain.

The term "capacity strain" is used in this report to refer to the degree to which the detention continuum is perceived as being stretched to respond to the number of youth requiring placement at a given time so that available services do not match youth needs. The perception of capacity strain develops through the interaction of a number of factors related to efforts to most effectively utilize limited resources across the continuum of placements – from secure and staff secure detention resources, to community-based services. The two main factors seem to be:

- **Resources** - District SB 94 Program resources vary from district to district, but include detention continuum placement and service resources, staff and program resources, and resources from other agencies, either in the form of shared funding / services or through the participation of agency staff in planning and case review activities.
- **Local Process and Perceptions** - Youth enter the juvenile justice system through law enforcement activities and are screened and reviewed for appropriate placement and services. The policies, perceptions and practices of all agencies who work with these youth influence the decisions that are made about referral, screening and placement for detention services.

Capacity strain seems to escalate when the following conditions occur.

- The number of youth in the system is high and new youth enter the system;

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

⁹ 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.



- The mix of available detention continuum placement and services resources do not match the perceived needs of youth at a given point in time;
- Local policy and practice, balanced with the perceived risk and needs of the youth, result in a decision to place the youth in secure detention; and
- Youth need to move out of secure detention with the intention of placement in less restrictive community options at times when these placement options are not available or otherwise unable to respond to the need.

Apparent indicators of capacity strain at the district level include the first two of the three below. The third factor (positive impact ratings) is an indicator of strain mitigation by district, balancing the first two:

- high facility and district secure detention use, as measured by the percent of days that facilities and districts use at or above 90% of their cap;
- the frequency when placement options recommended by a youth's screening does not match the actual placement of the youth; and
- positive impact ratings by local juvenile justice system leaders regarding services availability, screening outcomes, placement availability overall, and bed allocation.

The evaluation to date suggests that strain in a given district may be mitigated (that is, services are able to be matched consistently with youth needs) when the following conditions are met, including:

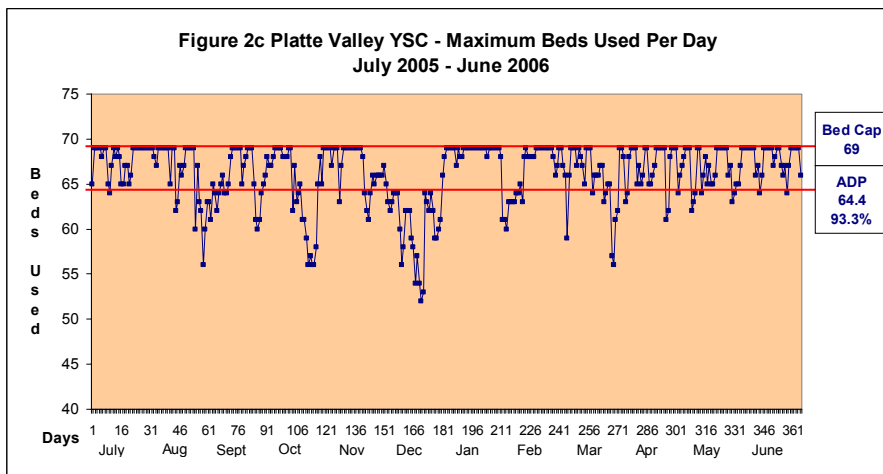
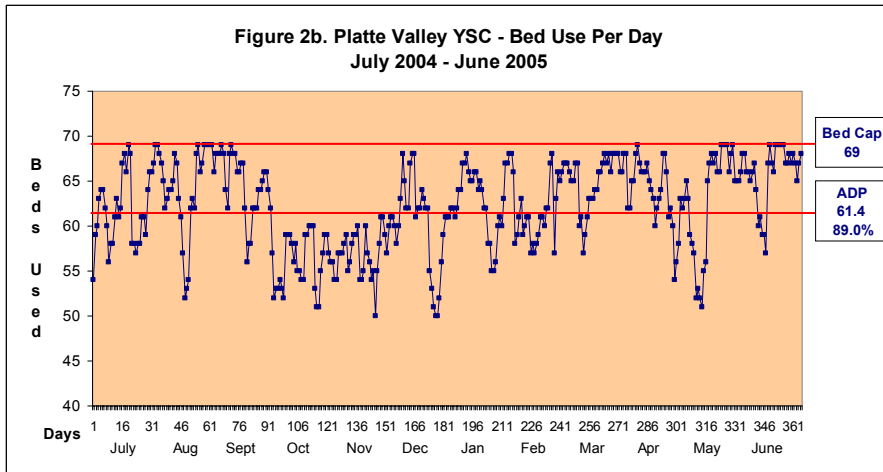
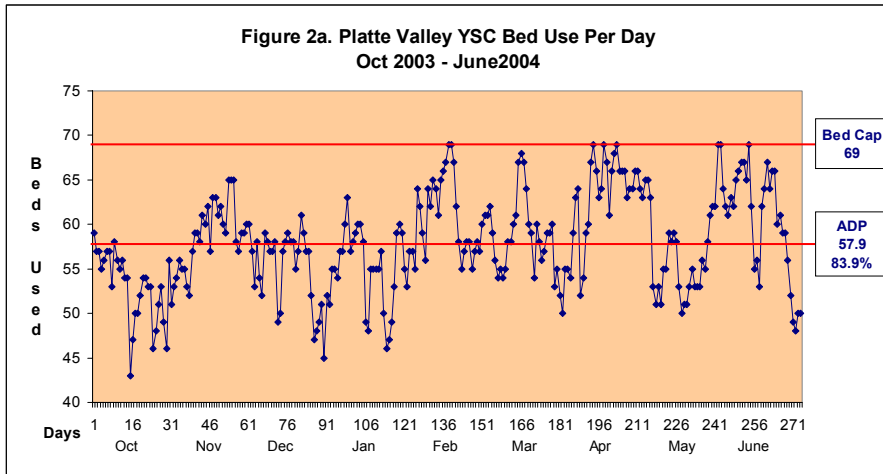
- sufficient SB 94 detention resources across the continuum that enable programs to more effectively match youth need and minimize perceived risk to the youth and community;
- more effective movement of youth through the continuum as youth are able to leave more secure placements and receive services in less restrictive options;
- continued efforts to reserve use of more restrictive options for youth who cannot be maintained in less restrictive options; and
- necessary interagency involvement in planning, review and placement/service decisions.

The above conceptual model for capacity strain has been developed as a result of the ongoing evaluation of the SB 94 Program. This conceptualization appears to have the potential to help DYC and District programs to monitor capacity strain across facilities and over time and to make adjustments to keep capacity strain within manageable levels. We recommend that DYC further review and develop this model to help address strain and to address the question of the most appropriate level and mix of SB 94 detention continuum resources.

To illustrate some of the points about ADP that began to call attention to capacity strain, Figures 2a, 2b and 2c on the next page show daily bed use at the Platte Valley Youth Services Center (PVYSC) in the DYC Northeast Region for FY 2003-04 (Figure 2a), for FY 2004-05 (Figure 2b) for FY 2005-06 (Figure 2c). The facility cap is 69. From FY 2003-04 to FY 2004-05, average daily use increased from 58 (about 84% of the total cap) to over 61 per day (about 89% of the total cap). In FY 2005-06 use increased again to 64 youth per day (about 93% of the cap). However, the graphs reveal that this two-year 10% increase in



average capacity use masks greater strain at a daily level given that daily use fluctuates significantly, with many days above and some days below average use.



In FY 2003-04, Platte Valley had 63 (90% of available capacity) or more youth in their 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. This increased to 3.5 days every week in FY 2004-05. In FY 2005-06, days with such high use increased to the point where 63 (90%) or more youth were in beds about 89.6% of the time, an average of 6 and 1/4 days per week.

Figures 2a and 2b demonstrate that bed use fluctuates greatly on any given day, more so in FY 2004-05 than in FY 2003-04. For FY 2004-05, it also demonstrates that the five districts that used this facility in the Northeast Region were able to work with Platte Valley to coordinate bed use so that the facility was completely full¹⁰ (69 youth) for only 23 days throughout the year. 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.

As shown in Figure 2c, FY 2005-06 looks markedly different in terms of both daily bed use and the number of days at full capacity. There is still fluctuation in bed use, but average bed use has increased to 93.3% of capacity. In order to function at this high level of capacity, Platte Valley was at full capacity for a high number of days in FY 2005-06 (total of 151 days or 41.4%, almost 3 days per week).

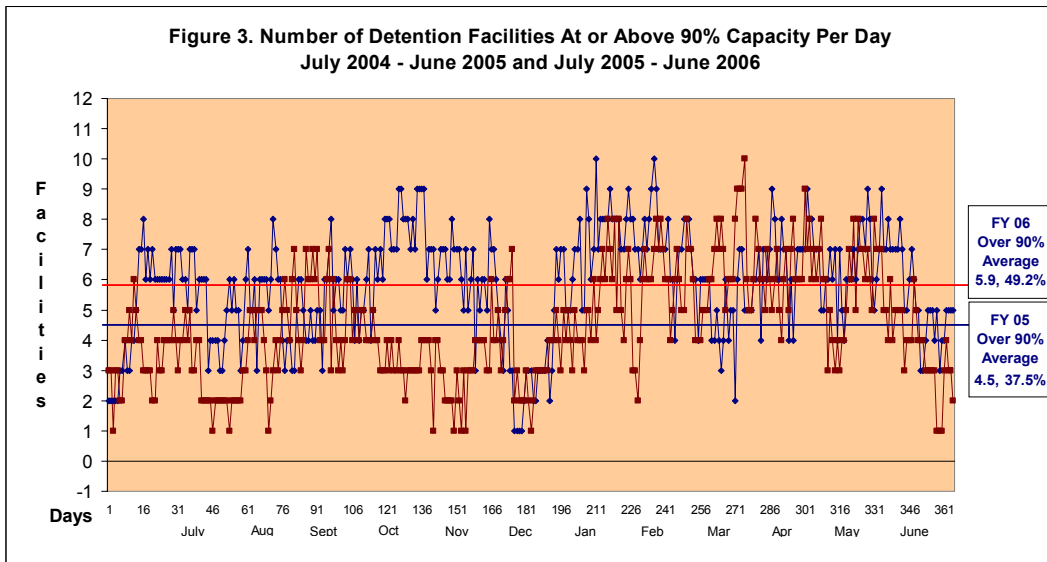
Functioning at high levels of use serves to maximize the use of detention facilities and furthers the goal of the SB 94 Program to utilize secure detention the most effectively. However, when a facility is frequently at or above 90% capacity (which was the case for over 6 days per week on average for Platte Valley in FY 2005-06) or actually at capacity (3 days per week on average), factors associated with capacity strain come to the fore. Case review and assessment (by representatives of all involved systems) of current youth in the facility and their needs becomes critical given the unknown demand for those beds at any given point in time. A youth may be sent to Platte Valley when it is at capacity and the facility and SB 94 programs must be prepared to make a placement decision to move a Platte Valley youth to another point in the continuum to make a bed available, whether or not the youth or step-down placement is available. If the timing is such that matching continuum resources are not available, then, depending on the perceived risk of the youth being moved, a decision about the next best placement must be made and resources dedicated to monitor the safety of the youth and the community. All this occurs as the facility makes ready to detain a new youth. As strain increases, activities of managing the cap become more intensive, and depending on policies, practices and resources, decisions become simultaneously more pressured and critical as agency staff weigh the needs and safety of youth and their communities.

Looking across facilities, we see that on the vast majority of days one or more facilities experienced high capacity strain. Figure 3 below shows the number of facilities at or above 90% capacity per day in FY 2005-06 and in FY 2004-05. In FY 2005-06, on average 5.9 facilities (49.2%) were at or above 90% capacity on any given day. This was an increase

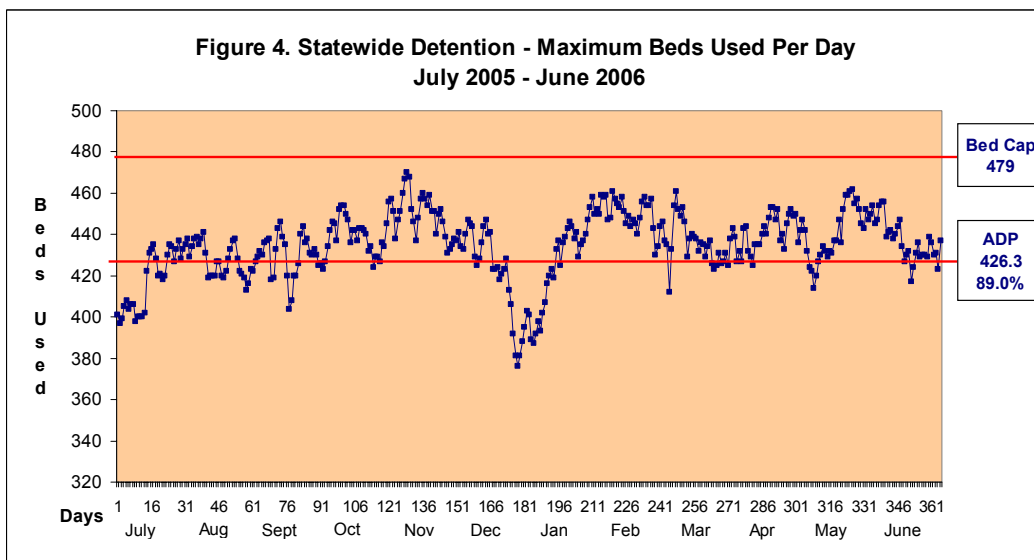
¹⁰ Due to intakes to facilities being processed prior to discharges, DYU daily use data sometimes shows more youth than the facility capacity. However, facilities are not allowed to exceed capacity. Facility daily use graphs show those instances as days at capacity.



from an average of 4.5 facilities in FY 2004-05 (37.5% of facilities). In FY 2005-06 there were only 4 days with no facilities at 90% or higher capacity.



Looking more broadly, through assertive management, the statewide bed cap of 479 was never exceeded on any day in FY 2005-06, as is shown in Figure 4 below. However, average use has increased in FY 2005-06 to 89% from 84% in FY 2004-05. For most of the year, use was even higher. Although the average ADP was 426.3, the ADP exceeded the average on 76% of days, which is masked primarily as a result of a large dip in ADP in December.



Appendix A provides similar FY 2005-06 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.

Table 2 below presents the capacity, average use and days at or above 90% capacity 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, it appears that capacity strain has increased across the board. Average facility use increased significantly from 77.4% in FY 2003-04 to 84.3% in FY 2005-06 ($t=2.71$, $df=11$, $p<.05$). The ten largest of the facilities (83%), accounting for 97.5% of available beds, experienced increased average use.

Table 2. Detention Facility Bed Use, Fiscal Years 2003-04, 2004-05 and 2005-06.
(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 Cap	Average Use: ADP % of Cap			Percent Days At / Above 90% of Cap		
			FY 04	FY 05	FY 06	FY 04	FY 05	FY 06
Central Region	1, 2, 5, 18	226	82.9%	84.5%	91.0%	7.7%	31.5%	73.7%
Gilliam YSC	2	70	85.1%	89.7%	93.7%	37.6%	58.1%	68.8%
Marvin Foote YSC	2, 5, 18	96	82.9%	84.1%	90.8%	20.4%	42.2%	77.5%
Mount View YSC	1, 5	60	80.2%	78.8%	87.8%	16.4%	29.6%	57.5%
Northeast Region	8, 13, 17, 19, 20	106	80.3%	86.7%	90.4%	11.7%	50.7%	77.8%
Adams YSC	17	28	78.6%	85.4%	88.5%	25.2%	63.0%	71.5%
Platte Valley YSC	8, 13, 17, 19, 20	69	83.9%	89.0%	93.3%	26.3%	58.1%	89.6%
Remington House	8, 13, 17, 19, 20	9	58.4%	73.2%	75.3%	16.4%	37.5%	41.4%
Southern Region	3, 4, 10, 11, 12, 15, 16	106	79.5%	80.9%	86.0%	7.7%	21.1%	40.5%
Pueblo YSC	3, 10, 12, 15, 16	38	75.8%	80.8%	80.6%	17.2%	28.5%	47.1%
Spring Creek YSC	4, 11	62	81.8%	81.0%	92.8%	23.0%	38.9%	57.8%
Staff Secure	12, 15	6	66.2%	81.0%	51.7%	54.7%	81.4%	78.1%
Western Region	6, 7, 9, 14, 21, 22	41	82.4%	81.7%	82.0%	21.5%	23.3%	28.8%
Grand Mesa YSC	7, 9, 14, 21	24	85.3%	85.5%	87.5%	39.8%	49.6%	57.8%
Robert Denier YSC	6, 22	9	69.6%	79.9%	84.8%	27.4%	53.2%	61.4%
Staff Secure	7, 9, 14, 21	8	81.0%	72.6%	62.6%	50.0%	40.5%	20.5%

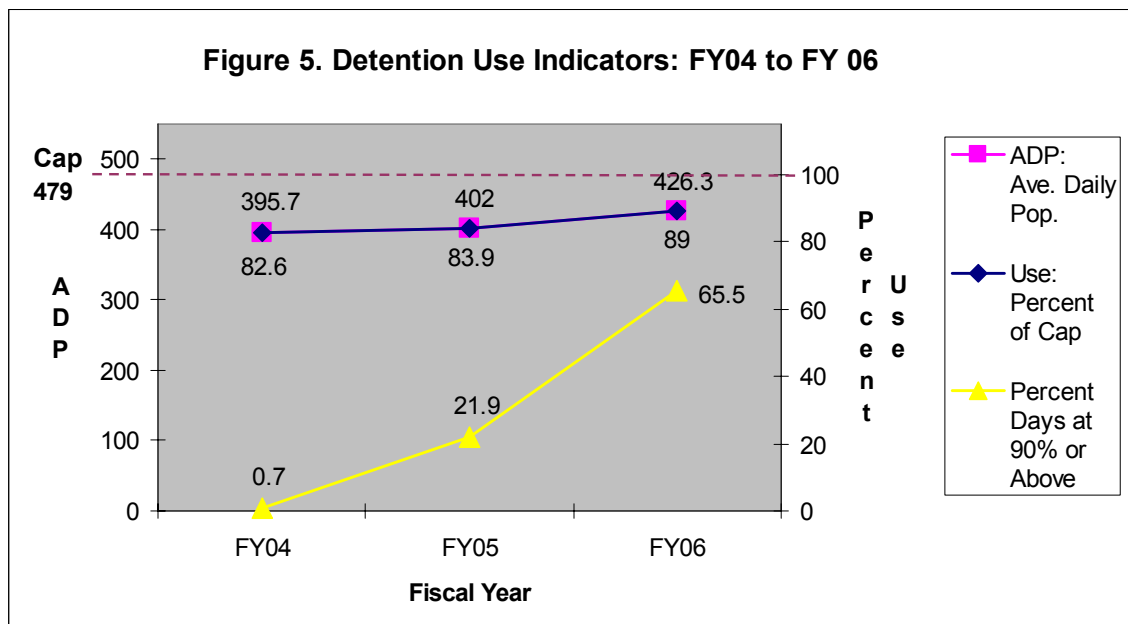
* The 90% threshold for each region and district was chosen so that it would be at least 1 bed below the cap and so that it would be as close to 90% as possible. Bed use at or above the 90% threshold is reported as the percent days at or above 90% of cap. For example, Southern Region Staff Secure facilities combined total six beds, so the days with one or no beds open (at or above 83%) are reported.



The percent of days at or above 90% capacity has also increased significantly ($t=2.77$, $df=11$, $p<.05$). Eleven of the 12 facilities (all but one staff secure facility providing only 1.7% of all beds) experienced increased days at or above 90%. The increases in average daily use for ten of the facilities and days at or above 90% for 11 of the facilities points towards an increase in capacity strain, despite continued success operating on average below the caps.

Table 2 also shows that in FY 2005-06 the regional use has caught up with the facility level use, most likely due to the decrease in the availability of beds as district use increased. This is in contrast to both FY 2003-04 and FY 2004-05 when the percent of days at or above 90% capacity was greater at the facility level than for the respective region. For example, in FY 2004-05 as a region, the Northeast Region was at or above 90% of capacity 50.7% of days. However, that same year Adams YSC was at or above 90% of capacity 63% of days and Platte Valley, 58.1% of days. Thus, for last fiscal year (FY 2004-05), high use at those two facilities averaged out with lower use at another to keep the regional level lower. This was not the case for FY 2005-06. As district use has increased, it has also led to a net decrease in bed availability for loaning and borrowing.

On a statewide basis, most detention facilities operate at or very near capacity 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 lower than the detention bed limit of 479. Yet, with statewide average use increasing from 84% in FY 2004-05 to 89% in FY 2005-06, and with district and facility use increasing the variability in daily use is decreasing and the days above 90% capacity is increasing sharply as shown in Figure 5 below.



This increasing pressure within the system and against the cap at all levels is increasing perceived capacity strain. The changes in use and the increase in capacity strain combine to eliminate any misperception that the cap may be too high. This leads to the question: what level of secure detention is sufficient? Another way of asking this question might be: what level of detention continuum resources would be sufficient to maintain detention bed use at a fixed level? Answering this question becomes even more important as strain increases. The reinstatement of resources for the SB 94 program that occurred in FY 2005-06 and again for FY 2006-07 may provide the means of stabilizing the capacity strain, as well as additional data to determine what combination of detention continuum resources (secure and community) is sufficient.

Trends in Statewide Commitment ADP. The statewide commitment ADP rate for FY 2005-06 was 27.9; an average of almost 28 youth in commitment each day for every 10,000 youth in the general population. This is a 0.4% decrease in commitment ADP over the past year and the first decrease in four years. As was shown in Figure 1 at the beginning of this section, the commitment ADP rate increased about 10% from FY 2002-03 through FY 2004-05. Those increases coincided 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. The stabilizing commitment ADP rate in FY 2005-06 corresponds with initiatives targeting expansion of the commitment continuum to include more community-based services, as well as across the board increases in human service availability as program reductions over previous years have been in part restored.

District level commitment ADP and length of stay are shown in Table 3 for three fiscal years; FY 2003-04 through FY 2005-06. Analysis of the average district change in commitment ADP over those years shows that the average district increase of 5.5% in commitment ADP from FY 2003-04 to FY 2005-06 was not statistically significant ($t=1.17$, $df=21$, $p>.05$).

Although the average change in commitment ADP was an increase, change in ADP within districts varied considerably, with twelve of the districts increasing and ten decreasing. Districts with increasing ADP and districts with decreasing ADP were analyzed separately to provide more detailed feedback for each.

1. The 12 districts whose ADP increased experienced statistically significant changes ($t=2.67$, $df=11$, $p<.05$), going from an average ADP of 89.5 youth in FY 2004-05 to 100.6 in FY 2005-06. Two of these 12 districts (the 8th and the 18th) had statistically significant increases in commitment ADP ($t>6.31$, $df=1$, $p<.05$). In addition, the increases in the 8th and 18th were each significantly higher than the group average of 11.1 ($t>1.8$, $df=11$, $p<.05$).

This group averaged a 41.7% increase in ADP. As a result, only one district experienced a relative change that was higher. That was the 3rd who experienced a 225% increase to 6.5 in FY 2005-06 from 2.0 in FY 2003-04 ($t=10.1$, $df=11$, $p<.05$). It should be kept in mind that smaller districts are subject to greater variability on a



percentage basis, since a 1.0 increase would increase ADP in this district by 50%.

2. The 10 districts whose ADP decreased experienced statistically significant changes ($t=3.56$, $df=9$, $p<.05$), going from an average ADP of 30.4 in FY 2003-04 to 24.6 in FY 2005-06. Two of these 10 districts (the 1st and the 16th) had statistically significant decreases in commitment ADP ($t>6.31$, $df=1$, $p<.05$). These two districts also decreased significantly more than the group average of 5.7 ($t>1.83$, $df=9$, $p<.05$).

District relative change (in the percent decrease) was statistically different from the 28% group average decrease only for the 15th and 16th Judicial Districts that experienced 65.4% and 75.8% decreases, respectively ($t>1.83$, $df=9$, $p<.05$).

Average district change in commitment LOS was statistically significant overall ($t=2.19$, $df=20$, $p<.05$), resulting in a statewide decrease of 3.7% from FY 2003-04 to FY 2005-06. No individual district's change reached the level of statistical significance.

Although overall the change was an average decrease, groups of districts experienced increases. Districts with increasing LOS and districts with decreasing LOS were analyzed separately to provide more detailed feedback for each.

1. The nine districts whose LOS increased experienced a statistically significant increase ($t=6.1$, $df=8$, $p<.05$), changing from an average of 16.4 months in FY 2003-04 to 17.8 months in FY 2005-06. The increase from 16.6 to 19.3 months (2.7 months) in the 11th was significantly higher than the group average change of 1.4 ($t=5.2$, $df=8$, $p<.05$).

This group averaged a 9.2% increase in LOS. Only two districts experienced a percent change that was higher (the 11th and the 13th) ($t>1.86$, $df=8$, $p<.05$).

2. The 13 districts whose LOS decreased experienced statistically significant changes ($t=6.6$, $df=12$, $p<.05$), going from 18.9 months in FY 2003-04 to 15.7 months in FY 2005-06. Six of the 13 districts had statistically significant decreases in commitment LOS ($t>6.31$, $df=1$, $p<.05$), as indicated in the table by a ¹.

This group averaged a 16.7% decrease in LOS. Only the 15th Judicial District experienced a percent change that was greater than the average ($t=8.1$, $df=12$, $p<.05$), decreasing 37.6% from 18.1 months in FY 2003-04 to 11.3 months in FY 2005-06.





Table 3. FY 2003-04 to FY 2005-06 Commitment ADP and Length of Stay (LOS) in Months*

District	ADP				LOS					
	FY 04	FY 05	FY 06	Change	Percent	FY 04	FY 05	FY 06	Change	Percent
Central Region	626.5	644.8	652.7	26.2	4.2%	19.6	19.8	18.5	-1.1	-5.6%
1 st Jefferson	141.2	124.5	126.9	¹ -14.3	-10.1%	20.5	21.0	18.0	-2.5	-12.2%
2 nd Denver	315.7	328.5	322.1	6.4	2.0%	19.9	19.0	18.9	-1.0	-5.0%
5 th Summit	6.0	6.6	9.2	3.2	53.3%	17.9	16.6	15.2	-2.7	-15.1%
18 th Arapahoe	163.6	185.1	194.7	¹ 31.1	19.0%	18.5	20.7	18.7	0.2	1.1%
Northeast Region	305.1	341.9	363.6	58.5	19.2%	19.6	18.2	18.1	-1.5	-7.6%
8 th Larimer	80.2	114.2	129.9	¹ 49.7	62.0%	20.2	17.3	16.1	¹ -4.1	-20.3%
13 th Logan	23.1	16.4	15.4	-7.7	-33.3%	13.8	15.2	15.8	2.0	² 14.5%
17 th Adams	87.6	101.0	95.7	8.1	9.2%	17.4	18.3	18.2	0.8	4.6%
19 th Weld	97.2	91.0	99.6	2.4	2.5%	21.8	20.4	20.7	-1.1	-5.0%
20 th Boulder	17.1	19.3	22.8	5.7	33.3%	20.6	13.7	22.5	1.9	9.2%
Southern Region	286.4	300.9	290.9	4.5	1.6%	18.2	18.4	19.4	1.2	6.6 [^]
3 rd Las Animas	2.0	3.6	6.5	4.5	² 225.0%	14.4	N/A	15.9	1.5	10.4%
4 th El Paso	190.8	219.8	199.3	8.5	4.4%	18.8	20.6	20.4	1.6	8.5%
10 th Pueblo	38.8	34.6	44.5	5.7	14.7%	16.9	16.2	14.7	-2.2	-13.0%
11 th Fremont	21.7	18.0	17.4	-4.3	19.8%	16.6	17.5	19.3	¹ 2.7	² 16.3%
12 th Alamosa	9.0	11.6	15.6	6.6	73.3%	15.2	17.1	14.2	-1.0	-6.6%
15 th Prowers	5.5	2.5	1.9	-3.6	² -65.4%	18.1	13.9	11.3	¹ -6.8	-37.6%
16 th Otero	18.5	10.8	4.5	¹ -14.0	² -75.8%	20.7	15.5	16.6	¹ -4.1	-19.8%
Western Region	159.3	165.9	146.2	-13.1	-8.2%	16.8	17.3	15.3	-1.5	-8.9%
6 th La Plata	24.2	24.8	21.0	-3.2	-13.2%	16.3	16.8	13.8	-2.5	-15.3%
7 th Montrose	26.1	24.6	25.8	-0.3	-1.1%	18.5	17.7	14.7	¹ -3.8	-20.5%
9 th Garfield	16.9	16.9	15.1	-1.8	-10.7%	18.8	15.5	14.9	¹ -3.9	-20.7%
14 th Routt	9.6	7.7	8.9	-0.7	-7.3%	20.4	17.0	15.2	¹ -5.2	-25.5%
21 st Mesa	65.7	78.4	67.1	1.4	2.1%	15.0	17.8	16.2	1.2	8.0%
22 nd Montezuma	16.9	13.5	9.7	-7.2	-42.6%	12.4	16.4	13.5	1.1	8.9%
Statewide	1377.4	1453.5	1453.4	76.0	5.5%	18.9	18.8	18.2	-0.7	-3.7%

¹ Change was statistically significant at the .05 level, either over time for a district or when compared to the average change (see text).

² Percent change was statistically significant at the .05 level when compared with the average change (see text).

2. Profiles of Youth Screened

Only about one in four youth arrests are referred for secure detention screening. Still, a total of 12,453 screens were completed statewide in FY 2005-06. The numbers of youth screened in FY 2005-06 decreased slightly from FY 2004-05 levels. There continues to be a high level of agreement (83.9%) between the placement suggested by the screening assessment and actual initial placements. Secure placements continue by far to be those most frequently recommended and used for referred youth.

FY 2005-06 was the third year that DYC has required all

districts to screen every referred 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 helps 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 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 major system changes such as detention caps and reduced youth-serving resources.

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 to fail to appear for court dates or receive new charges, key considerations in the use of secure detention versus other detention continuum options.

Colorado’s use of a standardized screening and assessment instrument 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 to warrant that placement. Furthermore, in an environment that emphasizes a continuum of secure and community-based detention services, assessment tools can help avoid inadvertent widening of the net for youth using detention by making sure that any youth placed at any level of the detention continuum, particularly secure detention placements, are drawn only from the pool of youth whose risk level merits the use of detention. The reality of continuing scarce community 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 are shown in Table 4 for each district and statewide. A total of 12,453 screens were completed statewide¹¹ in FY 2005-06, just slightly fewer (about 1%) than in FY 2004-05 when 12,607 youth were screened (See Table 6). Four districts each account for 10% or more of all youth screened (1st, 2nd, 4th, and 18th); taken together they account for 60% of all youth screened. District 18 (Arapahoe) screened the most youth at 2,455 or 19.7% of all youth screened statewide. The number of screens is almost fully correlated with population ($r=.96$, $p<.05$) and the four districts mentioned above are four of the five largest districts in youth population. However, population is not the only factor that determines the number of screens as demonstrated by the difference in numbers between the 2nd and the 17th, two districts with approximately the same size youth population. Therefore, 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 239 youth were screened per 10,000.

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

District	Youth Screened		Rate Per 10k Population	
	Number	Percent	Population	Rate
1 st Jefferson	1,518	12.2%	60,145	252.4
2 nd Denver	1,726	13.9%	52,755	327.2
3 rd Huerfano	90	0.7%	2,642	340.7
4 th El Paso	1,789	14.4%	67,709	264.2
5 th Summit	17	0.1%	9,079	18.7
6 th La Plata	111	0.9%	6,428	172.7
7 th Montrose	86	0.7%	10,366	83.0
8 th Larimer	381	3.1%	28,733	132.6
9 th Garfield	86	0.7%	7,873	109.2
10 th Pueblo	624	5.0%	17,409	358.4
11 th Fremont	398	3.2%	8,532	466.5
12 th Alamosa	102	0.8%	6,032	169.1
13 th Logan	140	1.1%	9,778	143.2
14 th Routt	36	0.3%	5,375	67.0
15 th Prowers	45	0.4%	2,676	168.2
16 th Otero	69	0.5%	3,440	200.6
17 th Adams	790	6.3%	53,714	147.1
18 th Arapahoe	2,455	19.7%	95,717	256.5
19 th Weld	759	6.1%	26,140	290.4
20 th Boulder	722	5.8%	29,192	247.3
21 st Mesa	463	3.7%	14,462	320.1
22 nd Montezuma	46	0.4%	3,311	138.9
Statewide	12,453	100.0%	521,508	238.8

¹¹ This number includes all screens administered and may contain more than one screen for some youth.



In Table 5 below, 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 11 (Fremont) has a relatively small youth population, but their screening rate is the highest. In addition, Fremont also has the highest rate of delinquency filings. That Fremont has the highest screening rate and the highest petition rate is born out by the significant correlation between the two rates ($r=.69$, $p<.05$). 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	398	443	8,532	466.5	1	519.2	1
10 th Pueblo	624	631	17,409	358.4	2	362.5	8
3 rd Huerfano	90	127	2,642	340.7	3	480.7	3
2 nd Denver	1,726	2000	52,755	327.2	4	379.1	6
21 st Mesa	463	532	14,462	320.1	5	367.9	7
19 th Weld	759	1297	26,140	290.4	6	496.2	2
4 th El Paso	1,789	2084	67,709	264.2	7	307.8	12
18 th Arapahoe	2,455	2385	95,717	256.5	8	249.2	17
1 st Jefferson	1,518	1769	60,145	252.4	9	294.1	13
20 th Boulder	722	927	29,192	247.3	10	317.6	11
16 th Otero	69	137	3,440	200.6	11	398.3	4
Median Rate 186.6	Lower Screening Rates ↓			Higher Screening Rates ↑			
6 th La Plata	111	130	6,428	172.7	12	202.2	22
12 th Alamosa	102	234	6,032	169.1	13	387.9	5
15 th Prowers	45	69	2,676	168.2	14	257.8	16
17 th Adams	790	1216	53,714	147.1	15	226.4	19
13 th Logan	140	205	9,778	143.2	16	209.7	21
22 nd Montezuma	46	113	3,311	138.9	17	341.3	10
8 th Larimer	381	1002	28,733	132.6	18	348.7	9
9 th Garfield	86	166	7,873	109.2	19	210.8	20
7 th Montrose	86	243	10,366	83.0	20	234.4	18
14 th Routt	36	158	5,375	67.0	21	294.0	14
5 th Summit	17	237	9,079	18.7	22	261.0	15
Statewide	12,453	16,105	521,508	238.8	n/a	308.8	n/a

* Data from the juvenile delinquency petition factor of the FY 2006-07 budget allocation process was used, which averages petitions over the three year period of 2003 thru 2005.

One major factor is how 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. This may particularly be the case if law enforcement officers are selective in referring youth, choosing to do so only for youth



they think are likely to need more restrictive detention continuum placements (such as secure detention). 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.

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 referred 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, reductions in other youth-serving resources associated with State revenue shortfalls, and the implementation of SB 03-286 heightened that emphasis, resulting in changes across 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 and in FY 2005-06. FY 2005-06 still reflects a higher number of screened youth than in FY 2002-03.

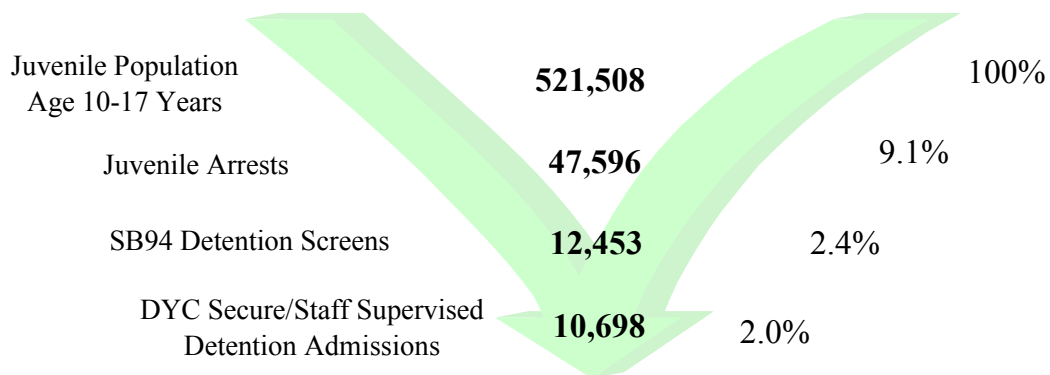
Table 6. Changes in Numbers of Youth Screened

District	Youth Screened				Change
	FY03	FY04	5	FY06	FY03 to FY06
1 st Jefferson	1,242	1,494	1,471	1,518	22.2%
2 nd Denver	2,063	1,889	1,722	1,726	-16.3%
3 rd Huerfano	45	110	98	90	100.0%
4 th El Paso	1,777	1,805	1,689	1,789	0.7%
5 th Summit	52	30	35	17	-67.3%
6 th La Plata	153	130	134	111	-27.5%
7 th Montrose	99	77	88	86	-13.1%
8 th Larimer	505	379	335	381	-24.6%
9 th Garfield	98	78	77	86	-12.2%
10 th Pueblo	533	649	658	624	17.1%
11 th Fremont	243	307	397	398	63.8%
12 th Alamosa	121	100	119	102	-15.7%
13 th Logan	141	166	137	140	-0.7%
14 th Routt	38	48	64	36	-5.3%
15 th Prowers	50	39	40	45	-10.0%
16 th Otero	91	101	104	69	-24.2%
17 th Adams	626	852	845	790	26.2%
18 th Arapahoe	2,596	2,427	2,514	2,455	-5.4%
19 th Weld	657	792	826	759	15.5%
20 th Boulder	599	771	730	722	20.5%
21 st Mesa	390	425	492	463	18.7%
22 nd Montezuma	28	23	32	46	64.3%
Statewide	12,147	12,692	12,607	12,453	2.5%



Profiles of Youth. With the implementation of detention bed caps in FY 2003-04 and continuing reduced levels of 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. These profiles reflect factors related to the youth’s need for placement in a secure setting, such as failing to appear for court dates or receiving new charges, rather than risk to re-offend or risk posed 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: 12,453 of 47,596), and an even smaller subset of all Colorado youth (2.4%, or 12,453 of 521,508), as shown in Figure 6.

Figure 6. Juvenile Justice Filtering Process to Detention: FY 2005-06



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. 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 2005-06 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. More detailed data on all five profile groups is included in Appendix C.

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 as 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	Total
	Percent	Percent	Percent	Percent	Percent	Percent
1 st Jefferson	33.9	36.8	6.5	21.4	1.4	100
2 nd Denver	34.4	33.7	7.7	18.3	5.9	100
3 rd Huerfano	45.1	35.3	3.9	11.8	3.9	100
4 th El Paso	36.0	30.5	6.1	25.8	1.6	100
5 th Summit	41.2	29.4	0.0	29.4	0.0	100
6 th La Plata	42.3	37.8	10.8	5.4	3.6	100
7 th Montrose	38.6	42.2	0.0	16.9	2.4	100
8 th Larimer	32.0	29.6	5.9	19.4	13.2	100
9 th Garfield	32.1	34.6	10.3	17.9	5.1	100
10 th Pueblo	27.7	23.9	5.0	32.7	10.7	100
11 th Fremont	33.3	33.6	9.2	19.7	4.1	100
12 th Alamosa	47.5	28.8	6.3	11.3	6.3	100
13 th Logan	28.1	33.8	5.8	30.2	2.2	100
14 th Routt	40.6	28.1	6.3	25.0	0.0	100
15 th Prowers	48.7	33.3	5.1	5.1	7.7	100
16 th Otero	25.4	37.3	6.0	28.4	3.0	100
17 th Adams	33.5	28.5	11.3	19.8	6.9	100
18 th Arapahoe	32.2	33.3	7.0	24.8	2.7	100
19 th Weld	28.0	32.4	3.3	34.9	1.5	100
20 th Boulder	39.2	37.2	7.2	14.9	1.5	100
21 st Mesa	37.2	26.8	6.1	24.1	5.9	100
22 nd Montezuma	14.0	34.9	16.3	32.6	2.3	100
Statewide	33.8	32.7	6.9	22.8	3.7	100

Youth Placement Profiles. The primary 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 placement 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 or guardians with needed 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 or guardians 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 on average, 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.¹²

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	64.9	1.1	0.2	33.6	0.3
2 nd Denver	93.6	0.1	0.1	6.2	0.0
3 rd Huerfano	53.9	2.2	0.0	1.1	42.7
4 th El Paso	87.7	0.1	0.1	0.5	11.6
5 th Summit	100.0	0.0	0.0	0.0	0.0
6 th La Plata	58.6	0.9	0.9	37.8	1.8
7 th Montrose	62.4	11.8	3.5	9.4	12.9
8 th Larimer	68.6	4.2	2.6	24.5	0.0
9 th Garfield	47.7	25.6	0.0	15.1	11.6
10 th Pueblo	94.4	0.0	0.0	2.7	2.9
11 th Fremont	61.6	0.5	11.6	11.3	15.1
12 th Alamosa	38.2	47.1	1.0	1.0	12.7
13 th Logan	65.0	8.6	3.6	6.4	16.4
14 th Routt	72.2	8.3	2.8	5.6	11.1
15 th Prowers	57.8	33.3	2.2	2.2	4.4
16 th Otero	82.6	0.0	0.0	0.0	17.4
17 th Adams	85.9	0.1	0.0	3.0	10.9
18 th Arapahoe	62.2	0.0	3.3	2.2	32.2
19 th Weld	86.2	0.1	1.1	11.3	1.3
20 th Boulder	66.6	0.6	1.2	2.1	29.5
21 st Mesa	73.6	0.4	1.1	1.5	23.4
22 nd Montezuma	71.7	0.0	0.0	23.9	4.3
Statewide	75.9	1.3	1.4	8.5	13.0

¹² TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



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 used placement level is release to the custody of parents at 13%. Statewide, the change in secure detention use over time has been very slight, increasing from 73.5% in FY 2002-03 to 75.3% in FY 2003-04 and remaining at 75.9% in both FY 2004-05 and FY 2005-06. Related changes over the past year were also slight, with an initial increase in youth released from FY 2002-03 (11.5%) to 14.1% in FY 2003-04 and then a reduction in the youth released over the past two years to 13.6% in FY 2004-05 and 13.0% in FY 2005-06. Youth sent home with services has increased from 6.2% in FY 2002-03 to 8.5% in FY 2005-06.

As described above, statewide placement use has demonstrated some slight shifts in placements initially used along the detention continuum. However, characterizing any given district by the statewide change would not be accurate. To illustrate differences within the larger statewide trend, three examples are shown below in Table 9. The 9th (Garfield) went from 30.4% secure detention placements in FY 2002-03, to 77.9% in FY 2003-04, and then down to 57.1% in FY 2004-05 and 47.7% in FY 2005-06. Those changes were contingent on other resources and the use of staff secure placements and services in the community. The 1st has decreased its use of secure detention in favor of placing youth at home with services. The 17th initially showed the same shift as the 1st, then began to reverse that trend in FY 2005-06.

Table 9. Youth Placement Patterns for the 9th, 1st and 17th Judicial Districts: FY 2002-03 through FY 2005-06 and Direction of Change in Placements. The solid arrow indicates relatively more change and the dashed arrows indicates relatively less change.

District & Fiscal Year		Secure	Staff Secure	Residential/ Shelter	Home/ Services	Release	Total
		Percent	Percent	Percent	Percent	Percent	Percent
FY04 Change		←—————→					
FY06 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
	FY06	47.7	25.6	0.0	15.1	11.6	100
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
	FY06	64.9	1.1	0.2	33.6	0.3	100
FY04 Change		←—————→					
FY06 Change		← - - - - -					
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	100
	FY06	85.9	0.1	0.0	3.0	10.9	100



Initial Placement Agreement. This subsection analyzes how youth placements suggested by the results of the JDSAG screen compare with actual initial placements. Table 10 below shows the agreement between the screening tree and the actual placement for those 12,275 youth for whom both screening and actual placement information was available. The combination of the numbers of youth in the three shaded agreement cells on the diagonal reflects an overall agreement of 84.0%. This continues a trend of slightly improving agreement rates over time between the placement suggested by the screen and the actual placement (82.3% in FY 2002-03, 83.2% in FY 2003-04 and 83.7% in FY 2004-05).

Of the 9,057 youth screened to secure detention, 91.1% (8,253) were placed in secure detention. This percent is only negligibly higher than last year (90.9%) and reflects only a 1.3% change over the past three years (FY 2003-04 was 89.9%).

Of the 446 youth screened to staff secure, only 25 (5.6%) 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 (80.7%). This was an increase from 76.6% in FY 2004-05. The percent of youth who were screened to staff secure and placed in shelter or home placements decreased to 13.7%.

Of youth screened to shelter/home, 73.2% 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 (25.7%) compared with 22.2% in FY 2002-03.

Table 10. 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	8,253	91.1	100	1.1	704	7.8	9,057	73.8
Staff Secure	360	80.7	25	5.6	61	13.7	446	3.6
Shelter/Home*	712	25.7	30	1.1	2,030	73.2	2,772	22.6
Total	9,325	76.0	155	1.3	2,795	22.8	12,275	100

* Shelter/Home is a category that contains Residential/Shelter, Home Detention with Services, and Release.

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 10 above. The youth whose actual placement is more secure than that suggested by the screening tree (360 + 712 + 30 = 1,102) account for 9% of all youth. Most of these are youth screened as able to return home with services (or to residential or release) who are instead placed in secure detention.



Breaking down the group screened to Shelter/Home further shows that only about 38% of the group screened to residential/shelter or home with services are actually placed there. Almost 28% are placed in secure or staff secure detention when those placements are available while about 34% are simply released due to the unavailability of needed services. This pattern suggests that the community-based end of the detention continuum is not adequate to serve all youth screened to go home with services, with nearly a third of these youth instead placed in more restrictive detention options and another third released without any services.

The youth whose actual placement is less secure than that suggested by the screening tree (100 + 704 + 61 = 865) account for 7% 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 (8.2% in FY 2002-03 and 7.6% in FY 2003-04).

Table 11 below shows agreement levels for all districts. There continues to be considerable variation across districts on overrides and the pattern of overrides. Overrides occur when the actual placement is different from the screening suggested placement.

Table 11. District Overrides to More and Less Secure Placements.

District	Actual Placement			Overrides
	Agreement	More Secure	Less Secure	Total
1 st Jefferson	86.4%	6.6%	7.9%	14.5%
2 nd Denver	87.9%	11.7%	0.4%	12.1%
3 rd Huerfano	81.4%	7.0%	11.6%	18.6%
4 th El Paso	93.3%	5.6%	1.1%	7.7%
5 th Summit	94.1%	5.9%	0.0%	5.9%
6 th La Plata	79.8%	8.3%	11.9%	20.2%
7 th Montrose	72.3%	14.4%	13.3%	27.7%
8 th Larimer	74.2%	15.0%	10.8%	25.8%
9 th Garfield	67.9%	7.4%	24.7%	32.1%
10 th Pueblo	73.2%	25.5%	1.3%	26.8%
11 th Fremont	79.4%	5.3%	15.3%	20.6%
12 th Alamosa	51.0%	7.0%	42.0%	49.0%
13 th Logan	73.2%	13.0%	13.8%	26.8%
14 th Routt	86.1%	5.6%	8.3%	13.9%
15 th Prowers	69.8%	9.3%	20.9%	30.2%
16 th Otero	83.6%	10.4%	6.0%	16.4%
17 th Adams	88.1%	8.4%	3.4%	11.8%
18 th Arapahoe	81.2%	5.5%	13.3%	18.8%
19 th Weld	88.1%	10.4%	1.4%	11.8%
20 th Boulder	76.8%	9.5%	13.7%	23.2%
21 st Mesa	82.2%	12.0%	5.9%	17.9%
22 nd Montezuma	65.2%	10.9%	23.9%	34.8%
Average	84.0%	9.0%	7.0%	16.0%



3. Progress in Achieving Local Goals and Objectives

Planning Process. All Judicial District SB 94 Programs must submit an annual program plan for approval each year (the SB 94 Alternatives to Incarceration Juvenile

Services Plan). Each district's plan for Fiscal Year 2005-06 was completed in April 2005. Local Judicial District Juvenile Services Planning Committees are responsible for developing 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,¹³ 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 are 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 report¹⁴).

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.

FY 2005-06 was the second year DYC required a standard set of goals and objectives. Judicial Districts tracked three standard objectives each for preadjudicated and for sentenced youth. The first two objectives focused on attaining low rates of youth who fail to appear for court hearings and low rates of youth with new charges. The third objective sought to achieve a high rate of positive or neutral reasons for youth leaving SB 94 Programs. Over 96% of preadjudicated and sentenced youth were successful in appearing for court hearings and in not committing new charges. Over 86% of youth had positive or neutral leave reasons.

¹³ 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.

¹⁴ 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 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 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 already 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.

For FY 2005-06 three standardized objectives were specified for each of the two goals, as shown in Table 13 on the following page. Each Judicial District's SB 94 program is required to track and report on the six standardized objectives, but the level of performance targeted for each objective is left to be determined by the district SB 94 program through its local planning process. 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 – FY06 Goal – To successfully supervise preadjudicated youth placed in community-based detention services.</p>	<p>1. Percent of enrolled preadjudicated youth that complete SB 94 services without FTA’s (Failing To Appear for Court) during the period of the intervention. 2. Percent of enrolled preadjudicated youth that complete SB 94 services without receiving new charges during the period of the intervention. 3. Percent of preadjudicated youth served through SB 94 that complete the period of the intervention with a positive or neutral leave reason.</p>
<p>2. Sentenced Youth – FY06 Goal – To successfully supervise sentenced youth placed in community-based detention services.</p>	<p>1. Percent of enrolled sentenced youth that complete SB 94 services without FTA’s during the period of the intervention. 2. Percent of enrolled sentenced youth that complete SB 94 services without receiving new charges during the period of the intervention. 3. Percent of sentenced youth served through SB 94 that complete the period of the intervention with a positive or neutral leave reason</p>

Progress in Achieving Goals and Objectives. The ability of the SB 94 Program and individual Judicial Districts to monitor and report on performance in achieving goals and objectives has progressed to the point where FY 2005-06 is the second year that a common set of goals and objectives have been standardized by DYC. As mentioned above, a third objective was added for FY 2005-06. 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 are approved prior to the beginning of the fiscal year.

Preadjudicated youth – Table 14 on the following page shows the results for the required preadjudicated youth goal. The objectives for FTA’s, New Charges and Positive Leave Reasons 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). The table 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, performance on these two objectives was striking. Across reporting districts, 97% of all youth did not have FTAs and 97% of all youth did not have new charges.

Table 14. Achievement of Plan Objectives for Preadjudicated Youth by Each District¹⁵. The results are for youth completing SB 94 Services.

District*	Youth Completing Without Failing to Appear for Court Hearings		Youth Completing Without New Charges		Youth With Positive or Neutral Leave Reason	
	Objective	Result	Objective	Result	Objective	Result
1 st Jefferson	80%	95%	80%	99%	80%	89%
2 nd Denver	95%	98%	95%	99%	90%	76%
3 rd Huerfano	90%	100%	90%	85%	90%	67%
4 th El Paso	90%	99%	90%	98%	90%	86%
5 th Summit	88%	90%	88%	90%	90%	86%
6 th La Plata	95%	97%	90%	99%	90%	95%
7 th Montrose	95%	97%	95%	80%	90%	89%
8 th Larimer	90%	99%	90%	98%	90%	83%
9 th Garfield	95%	98%	80%	93%	90%	90%
10 th Pueblo	90%	97%	90%	100%	85%	86%
11 th Fremont	90%	100%	90%	99%	90%	97%
12 th Alamosa	75%	93%	75%	93%	75%	80%
13 th Logan	90%	99%	90%	97%	90%	92%
14 th Routt	95%	100%	80%	83%	90%	95%
15 th Prowers	85%	97%	85%	97%	90%	94%
16 th Otero	100%	92%	83%	96%	83%	100%
17 th Adams	90%	94%	90%	90%	90%	73%
18 th Arapahoe	90%	97%	90%	97%	90%	84%
19 th Weld	90%	98%	85%	96%	90%	98%
20 th Boulder	80%	100%	80%	100%	90%	70%
21 st Mesa	95%	89%	95%	96%	90%	91%
22 nd Montezuma	80%	100%	80%	97%	80%	90%
Statewide Average	90%	97%	87%	97%	88%	88%

Performance on the new objective, youth with positive or neutral leave reasons, was also successful. The average result across districts at 88% matched the average objective set at 88%. Over all 88% of youth with positive or neutral leave reasons is a good result, even though technically it did not meet the statewide objective of 90% that DYC has encouraged districts to meet.

¹⁵ The information shown in Tables 14 and 15 was either self-reported by districts or obtained from TRAILS reports. The evaluation team sent the districts a Performance Goals, Resources and Practice Survey that included 6-month summary data from district plans submitted in April of 2006 for FY 2006-07, Districts were asked in the survey to provide updated data for the full fiscal year. If data was not provided in the survey, it was obtained from TRAILS reports.



Since only 13 of the 22 districts met their individual performance objectives (59%), it is instructive to take a closer look at the performance levels chosen by the districts for the positive or neutral leave reason objective. Performance levels were clearly set to promote high levels of success. Seventeen districts set their objective at the DYC recommended 90% level. Of the other five districts, one set its goal at 85%, one at 83%, two at 80% and one at 75%. This resulted in an average objective level as high as those of the other two objectives.

Combined, the negative leave reasons make this objective the most difficult to achieve as it currently is defined. For example, the negative leave reasons include both FTAs and New Charges. In addition, they include commitment, noncompliance on the part of the youth or family and refusal of services or nonparticipation in services. Improvement on this objective will clearly require discussion and clarification about the leave reasons and which are included.

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. The reported performance levels for these objectives are also impressive. Across reporting districts, 98% of all youth did not have FTA's and 97% of all youth did not have new charges.

The average performance for sentenced youth with positive or neutral leave reasons averaged 86%. Results for individual districts were mixed, with 10 of 20 reporting districts (50%) meeting their objectives. DYC had encouraged districts to strive for a performance level of 90%.

Again, it is instructive to take a closer look at the performance objective levels chosen by the districts for the positive or neutral leave reason objective. Performance levels were again set to promote high levels of success. Seventeen districts set their objective at the DYC recommended 90% level. Of the other five districts, one set its goal at 89%, two at 80%, and two at 75%. Overall, the average performance levels were higher than the other two objectives. As noted above for preadjudicated youth, this objective is the most difficult to achieve as it currently is defined.



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		Youth With Positive or Neutral Leave Reason	
	Objective	Result	Objective	Result	Objective	Result
1 st Jefferson	80%	99%	80%	99%	80%	88%
2 nd Denver	95%	98%	95%	93%	90%	43%
3 rd Huerfano *	95%	Not available	95%	Not available	90%	Not available
4 th El Paso	90%	100%	90%	99%	90%	82%
5 th Summit	80%	100%	80%	95%	90%	90%
6 th La Plata	70%	100%	60%	94%	90%	94%
7 th Montrose	95%	94%	80%	76%	90%	65%
8 th Larimer	90%	98%	90%	99%	90%	87%
9 th Garfield	95%	94%	80%	100%	90%	65%
10 th Pueblo	80%	96%	75%	99%	75%	76%
11 th Fremont	90%	100%	90%	98%	90%	92%
12 th Alamosa	75%	100%	75%	100%	75%	100%
13 th Logan	90%	100%	90%	95%	90%	80%
14 th Routt	90%	100%	80%	67%	90%	73%
15 th Prowers	85%	93%	85%	94%	90%	90%
16 th Otero *	100%	Not available	89%	Not available	89%	Not available
17 th Adams	75%	94%	90%	95%	90%	69%
18 th Arapahoe	90%	100%	90%	100%	90%	100%
19 th Weld	80%	96%	75%	91%	90%	92%
20 th Boulder	80%	100%	80%	98%	90%	78%
21 st Mesa	95%	90%	95%	95%	90%	90%
22 nd Montezuma	80%	100%	80%	94%	80%	71%
Statewide Average	86%	98%	84%	97%	88%	86%

* No performance data was provided, and little or no data was available from TRAILS.

Unique district goals and objectives. In addition to the required goals and objectives, several districts set additional objectives that responded to unique program components or activities in their districts. Seven districts identified unique objectives:

- The 1st Judicial District provided services to sentenced youth to prevent them from being readmitted to detention. The objective was to prevent 50% of youth served from being readmitted and the result was 75% of youth not readmitted.
- The 2nd Judicial District SB 94 Program identified three objectives for preadjudicated youth who were receiving drug and alcohol treatment through their TASC program. Objectives for FTAs and New Charges were both set at 70% and the objective for positive or neutral leave reasons was set at 90%. Performance results were 100%, 100%



and 85.7%, respectively.

- The 9th Judicial District focused on sentenced youth provided with case management services and advocacy for minority youth. The objectives were each set at 100%, and the performance results were 100% and 87.5%, respectively.
- The 12th focused on providing court advocacy for preadjudicated youth. The objective was set at 75%, and a performance rate of 98.7% was achieved.
- The 17th Judicial District focused on preadjudicated youth and sentenced youth in community-based detention services. The objectives were 80% for preadjudicated youth and 70% for sentenced youth. Performance results were 78.3% for preadjudicated youth and 86.8% for sentenced youth.
- The 18th Judicial District focused on sentenced youth placed in the community Residential Weekend Work Program. Objectives were set for 90% for FTA's, new charges and leave reasons. Performance results were 94.5%, 87% and 74%, respectively.
- The 21st Judicial District focused on tracking preadjudicated youth as an alternative to pre-trial detention and sentenced detention. The objective was set at 95%, and performance results were successful for 97% of youth.

Overall, six objectives were identified for preadjudicated youth and eight for sentenced youth. For preadjudicated youth five of six objectives were achieved (83%) and for sentenced youth, five of eight objectives (62%) were achieved. As with the required objectives, the actual performance results indicated a much higher level of success. Compared with an 80% average objective, 88% of preadjudicated youth were successful. For sentenced youth, the average objective was 84%, and the average performance result was 86%.

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 for all 22 districts. In FY 2005-06, DYC added one more objective for each goal. As evidenced by the performance levels, this has documented notable successes and ongoing improvement for the SB 94 Program. In addition, the ongoing improvement in the availability of TRAILS data has enabled better reporting.

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. Districts overall 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 Section Five of this report) and the difficulty of some districts to provide performance data, that it would be helpful for DYC to ensure that districts understand which reports are available from TRAILS and how to access them. Additional TRAILS reports for obtaining data related to their performance objectives may be necessary. More consistent use of TRAILS reporting would help improve and standardize the process of tracking and reporting performance data, as it is clear that some districts are maintaining their own data tracking systems while others rely on TRAILS to obtain and report data.



4. Program Resources and Practices

The funding increase in FY 2005-06 helped in part to restore the systems' ability to provide treatment services, restorative services and youth and family training. Supervision remains the primary means of youth oversight. The increase in FY 2006-07 will restore the total SB 94 appropriation to within 15% of FY 2002-03 levels. Through DYC efforts to minimize the impact of reduced funding, the resulting Judicial District increase in allocation for FY 2006-07 will bring SB 94 Judicial District funding to within 13% of FY 2002-03 and continue to help restore the SB 94 Program's ability to serve youth most effectively.

State Funding. The SB 94 budget allocation process takes place in January and February of each year and

results in Judicial District SB 94 Program allocations for the coming fiscal year. The SB94 Allocation Committee, a subcommittee of the SB94 Advisory Board, recommends an allocation approach and a budget allocation for each Judicial District. The plan is then discussed, approved by the Board, and forwarded to DYC leadership for final consideration. The allocation approach for the FY 2005-06 budget used a four-factor model intended to maintain stability by limiting the percent of change (increase or decrease) for a Judicial District budget from one fiscal year to the next. The factors utilized in the FY 2005-06 budget allocation were:

1. Juvenile Population Projections by Judicial District for 2006 (Colorado Department of Local Affairs)
2. Average of New Unduplicated Juvenile Probation Intakes for FY 2002-2004 (Colorado Judicial Department)
3. Average of Juvenile Delinquency Filings for FY 2000-2004 (Colorado Judicial Department)
4. Population below Poverty (Weight = 0.5). (Colorado Department of Local Affairs)

Table 16 (on the following page) presents Judicial District budget allocations from FY 2002-03 through FY 2006-07. 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%.





Table 16. FY 2002-03 to FY 2006-07 Judicial District SB 94 Budget Allocation and Total Appropriation.

Judicial District	FY 02-03 Budget Allocation	FY 03-04 Budget Allocation	FY 04-05 Budget Allocation	FY 05-06 Budget Allocation	FY 06-07 Budget Allocation	% Change FY06 to FY07	% Change FY03 to FY07
1 st Jefferson	\$1,173,652	\$893,779	\$796,907	\$950,499	\$1,064,355	11.98%	-9.31%
2 nd Denver	\$1,713,018	\$1,290,698	\$1,150,806	\$1,236,916	\$1,338,409	8.21%	-21.87%
3 rd Huerfano	\$81,143	\$60,606	\$60,606	\$61,823	\$75,000	21.31%	-7.57%
4 th El Paso	\$1,497,290	\$1,110,322	\$989,980	\$1,022,715	\$1,174,351	14.83%	-21.57%
5 th Summit	\$144,198	\$107,940	\$96,241	\$139,274	\$160,773	15.44%	11.49%
6 th La Plata	\$144,837	\$107,828	\$96,141	\$100,890	\$109,765	8.76%	-24.21%
7 th Montrose	\$186,030	\$143,169	\$127,652	\$171,154	\$186,972	9.24%	.51%
8 th Larimer	\$535,180	\$396,831	\$353,820	\$445,613	\$527,963	18.48%	-1.35%
9 th Garfield	\$144,452	\$110,493	\$98,518	\$113,091	\$125,019	10.55%	-13.45%
10 th Pueblo	\$603,310	\$448,657	\$400,029	\$408,061	\$421,323	3.25%	-30.16%
11 th Fremont	\$204,190	\$151,598	\$135,167	\$196,809	\$243,917	23.94%	19.46%
12 th Alamosa	\$160,635	\$119,372	\$106,434	\$124,283	\$144,901	16.59%	-9.79%
13 th Logan	\$190,646	\$141,372	\$126,049	\$145,851	\$166,696	14.29%	-12.56%
14 th Routt	\$110,607	\$82,239	\$73,325	\$86,577	\$95,594	10.42%	-13.57%
15 th Prowers	\$68,512	\$55,000	\$55,000	\$56,100	\$75,000	33.69%	9.47%
16 th Otero	\$129,668	\$96,659	\$86,183	\$87,913	\$92,522	5.24%	-28.65%
17 th Adams	\$1,105,058	\$852,975	\$760,525	\$848,699	\$948,425	11.75%	-14.17%
18 th Arapahoe	\$1,660,466	\$1,306,457	\$1,164,857	\$1,350,529	\$1,544,479	14.36%	-6.98%
19 th Weld	\$521,041	\$409,865	\$365,442	\$534,549	\$692,102	29.47%	32.83%
20 th Boulder	\$707,292	\$526,019	\$469,006	\$519,610	\$562,785	8.31%	-20.43%
21 st Mesa	\$338,030	\$251,056	\$223,845	\$263,665	\$321,164	21.81%	-4.99%
22 nd Montezuma	\$63,892	\$55,000	\$55,000	\$61,029	\$75,000	22.89%	17.38%
Total Districts	\$11,704,539	\$8,717,935	\$7,791,533	\$8,925,650	\$10,146,514	13.68%	-13.3%
Total Appropriation	\$12,255,883	\$8,966,324	\$7,966,324	\$9,125,650	\$10,422,234	14.21%	-15.0%

¹ Judicial District 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.

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 change 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.

In FY 2005-06, the Colorado State Legislature provided a \$1 million (14.5%) increase in the appropriation for the SB 94 Program, compared to FY 2004-05 levels. 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 over 23%; however, it did result in an increase in district programs' ability to provide additional services such as treatment and supervision. In allocating the additional \$1 million, districts were asked to propose how the additional resources would be used, and they placed a higher emphasis on funding treatment and restorative services compared with the pattern of expenditures over the past couple years, as detailed in the next subsection.

For next fiscal year (FY 2006-07), the SB94 allocation has received both a cost of living increase of 3.25% and an additional \$1 million for the 2006-07 fiscal year. To begin the planning process for FY 2006-07, each district was directed to develop a plan based off of the district's FY 2005-06 allocation. A revised allocation was then determined for each judicial district. To determine the final allocation, each district's allocation from FY 2005-06 was first increased by the 3.25% cost of living adjustment. Then, the SB94 funding formula was applied to the additional \$1 million and allocated to each judicial district.¹⁶ In addition, the "funding floor" was increased from \$55,000 to \$75,000.

Expenditures of FY 2005-06 Funds. Table 17 on the following page shows funds expended by category. This provides context for the degree of change in expenditure categories between FY 2002-03 and FY 2005-06. 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 remained the highest percent of expenditures and decreased the least (about \$850,000), a 17% decrease from FY 2002-03. Screening and assessment remained the second highest percent of all expenditures and experienced the second lowest decrease since FY 2002-03, just over 17%. With the increase in funding in FY 2005-06, treatment and restorative services are increasing in dollars spent and percent of overall expenditures, but still remain two of the areas that decreased the most in dollars spent over the entire time period. Expenditures for training for families and clients are increasing, but direct support continues to decrease and is now the area with the fewest expenditures. Expenditures for plan administration, as a percent of total decreased in FY 2005-06, was down to 8.5%, the lowest percentage of overall expenditures for plan administration in the last four years.

¹⁶ SB 94 COLA and Allocation Increase for FY 06-07. May 18, 2006. Memorandum to SB 94 Advisory Board, Coordinators and Chairpersons.



Table 17. Service Category Expenditures and Change from FY 03 to FY 06.

Service Categories	FY 02-03 Expenditures	FY 03-04 Expenditures	FY 04-05 Expenditures	FY 05-06 Expenditures	Reduction FY 02-03 to FY 05-06
	Percent of Total	Percent of Total	Percent of Total	Percent of Total	
Supervision	\$5,015,765.5	\$3,814,877.1	\$3,920,159.32	\$4,161,057.07	- 17.0%
	45.4%	46.8%	50.3%	48.3%	
Screening & Assessment	\$2,612,230.5	\$2,120,499.7	\$1,959,661.8	\$2,161,975.87	- 17.2%
	23.6%	26.0%	25.2%	25.1%	
Treatment	\$1,120,636.2	\$621,743.8	\$548,610.46	\$752,144.62	- 32.9%
	10.1%	7.6%	7.0%	8.7%	
Restorative Services	\$874,056.3	\$555,560.6	\$418,050.28	\$554,298.14	- 36.6%
	7.9%	6.8%	5.4%	6.4%	
Training Clients & Families	\$204,803.0	\$155,415.5	\$102,673.52	\$159,271.67	- 22.2%
	1.9%	1.9%	1.3%	1.8%	
Plan Administration	\$996,850.3	\$773,665.4	\$706,633.30	\$728,120.03	- 27.0%
	9.0%	9.5%	9.1%	8.5%	
Direct Support	\$224,424.8	\$116,356.9	\$132,992.49	\$100,024.70	- 55.4%
	2.0%	1.4%	1.7%	1.2%	
Total ¹	\$11,704,539	\$8,717,935	\$7,791,533	\$8,925,650	- 23.7%
	100.0%	100.0%	100.0%	100.0%	

¹ The Statewide Total amounts reflect the total SB 94 allocation as shown in Table 16. Actual expenditures totaled \$8,616,892.1.

Table 18 on the following page shows the distribution of FY 2005-06 expenditures across service types for each district and statewide. As the table shows, supervision accounted for the highest level (48.3%) of expenditures of all service types. This was followed by screening and assessment at 25.1% and treatment at 8.7%. Plan administration accounted for 8.5% of resources.





Table 18. FY 2005-06 Percent of Budget Expended by Districts and Statewide by Service Category.
The table is ranked high to low from top to bottom by supervision.

Judicial District	Supervision	Screening/ Assessment	Treatment Services	Restorative Services	Direct Support	Training: Clients & Families	Plan Administration	Total
	%	%	%	%	%	%	%	%
16 th Otero	92.9%	2.5%	0.5%	0.3%	0.0%	0.0%	3.8%	100%
15 th Prowers	78.0%	4.2%	6.4%	1.6%	0.9%	0.2%	8.7%	100%
22 nd Montezuma	73.1%	6.9%	0.0%	0.0%	13.2%	0.0%	6.8%	100%
6 th La Plata	66.1%	18.5%	6.7%	0.0%	0.0%	2.2%	6.5%	100%
20 th Boulder	65.5%	10.0%	4.8%	3.6%	2.3%	5.7%	8.1%	100%
13 th Logan	62.1%	2.9%	20.6%	0.6%	1.3%	5.1%	7.4%	100%
17 th Adams	60.9%	20.6%	8.3%	0.0%	1.0%	1.0%	8.2%	100%
5 th Summit	60.8%	5.8%	16.2%	7.2%	0.0%	0.0%	10.0%	100%
14 th Routt	58.4%	29.8%	8.4%	0.0%	0.0%	0.0%	3.3%	100%
7 th Montrose	58.0%	31.9%	1.5%	2.7%	0.1%	0.0%	5.8%	100%
10 th Pueblo	57.2%	9.9%	21.8%	1.0%	3.1%	0.0%	7.1%	100%
11 th Fremont	55.3%	18.8%	1.3%	18.2%	0.5%	0.1%	5.8%	100%
3 rd Huerfano	53.2%	21.0%	12.8%	1.1%	1.6%	1.8%	8.5%	100%
21 st Mesa	49.1%	33.3%	0.0%	0.0%	6.4%	0.0%	11.2%	100%
19 th Weld	48.3%	21.5%	8.5%	13.9%	0.2%	0.0%	7.6%	100%
9 th Garfield	45.1%	40.6%	3.3%	1.3%	0.2%	0.8%	8.7%	100%
4 th El Paso	45.0%	15.9%	27.9%	0.0%	1.8%	0.0%	9.4%	100%
1 st Jefferson	43.9%	27.4%	5.3%	14.3%	0.0%	0.0%	9.1%	100%
8 th Larimer	41.2%	24.3%	12.6%	0.0%	0.3%	12.0%	9.6%	100%
18 th Arapahoe	38.7%	26.6%	2.3%	20.6%	0.0%	3.9%	7.9%	100%
2 nd Denver	38.1%	48.0%	3.6%	0.0%	1.4%	0.1%	8.8%	100%
12 th Alamosa	30.8%	39.6%	5.5%	1.8%	0.0%	8.3%	14.0%	100%
Statewide Average	48.3%	25.1%	8.7%	6.4%	1.2%	1.9%	8.4%	100.0%

The pattern of expenditures across service types reflects some of the different approaches used across the districts. For example, in seven (32%) of the districts (16th, 15th, 6th, 13th, 5th, 7th, 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, 15th, and 6th in order) are in this group. However, other districts (8 or 36%) with less or no Judicial Department involvement also utilize supervision approaches that expend above-average levels of funding for supervision. For example, the 22nd expended about 73% on supervision. Also, the 20th, 17th, 14th, 10th, 11th, 3rd, and 21st 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 at or below the statewide average 48.3% level of supervision (19th, 9th, 4th, 1st, 8th, 18th, 2nd, and 12th) had the highest or were among the highest in levels of at least one of the following areas: screening and assessment (2nd, 9th and 12th), treatment services (4th and 8th), training clients and families (8th and 12th), or restorative services (18th, 1st and 19th).

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 staff youth cases and identify, recommend and fund creative strategies to divert youth from secure detention or other out-of-home placement. This category also includes other similar 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).¹⁷ 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 case review teams, known by a variety of names such as Community Evaluation Teams (CET) and Interagency Staffing Committees (ISC). We refer to these as Community Evaluation Teams (CET) in the table below.

The statewide initiative HB-1451 (Collaborative Management of Multi-agency Services Provided to Children and Families) also supports interagency collaboration. This initiative is an effort to develop a uniform system of collaboration which will allow agencies at the state and local levels to share resources, or manage and integrate the treatment and services provided to children and families who benefit from multi-agency services. Six counties are currently involved in this process: Boulder, Denver, El Paso, Larimer, Mesa, and Weld. Some of the agencies that are involved in closer working through this process include: county departments of social services, local judicial districts (including probation services), health departments, local school districts, community mental health centers, and NYC.

Table 19 below shows which of the many resources just described 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 most commonly used approach to sharing resources has been to use an interagency group, such as a Community Evaluation Team (CET) as a mechanism to review youth cases, make service referral decisions and recommendations to the bench, and to identify resources for services. The number of districts with CET’s (or an equivalent group) had been steadily decreasing to the point where only nine districts (40.9% of reporting districts) reported having a CET last fiscal year (FY 2004-05). This trend reversed in FY 2005-06, with 15 districts (68.2%) reporting a CET. This is an improvement in an important approach to collaboration with other agencies for more effective use of available resources. 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.¹⁸

¹⁷ <http://www.aecf.org/initiatives/jdai>

¹⁸ 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.



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	Yes	No	Yes	Yes	Yes
3 rd Huerfano	Yes	Yes	No	No	No
4 th El Paso	Yes	No	Yes	Yes	No
5 th Summit	Yes	Yes	No	No	No
6 th La Plata	No	No	Yes	No	No
7 th Montrose	Yes	Yes	Yes	Yes	No
8 th Larimer	Yes	No	No	No	No
9 th Garfield	Yes	No	No	No	No
10 th Pueblo	Yes	No	No	No	No
11 th Fremont	Yes	Yes	Yes	No	Yes
12 th Alamosa	No	No	No	Yes	No
13 th Logan	No	No	No	No	No
14 th Routt	Yes	No	Yes	Yes	Yes
15 th Prowers	No	No	No	Yes	No
16 th Otero	No	No	No	Yes	No
17 th Adams	Yes	Yes	No	Yes	No
18 th Arapahoe	Yes	No	No	Yes	No
19 th Weld	No	No	No	No	No
20 th Boulder	Yes	Yes	Yes	Yes	Yes
21 st Mesa	Yes	Yes	Yes	No	Yes
22 nd Montezuma	Yes	Yes	No	Yes	No
Statewide FY06	15 (68.2%)	8 (36.4%)	8 (36.4%)	11 (50.0%)	5 (22.7%)
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%)

* 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 eight districts (36.4%), but only through local funding at levels much smaller than what had previously been available through the state. Even though state funds for diversion have been unavailable since FY 2002-03, local decision-makers in these eight 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. Efforts to divert youth from entering the juvenile justice system are also supported by research.¹⁹ Housing lower risk youth with more serious offenders generally leads to poorer outcomes

¹⁹ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



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 continued to make a modest comeback in FY 2005-06, with those resources being used in eight districts (36.4%), 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 increased to 11 from the low of 8 in 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 rebounded slightly in FY 2004-05, but decreased to five in FY 2005-06.



5. Potential Program Practice Issues

The SB 94 Program has experienced many changes over the past three years. FY 2005-06 saw a budget increase following budget decreases in the two years prior to that. FY 2005-06 was also the third year with detention bed caps. These issues were clearly the most significant, but they were not the only issues that local judicial districts reported facing.

In addition to the overarching program issues related to managing detention bed caps (detailed previously in Section One), other concerns were identified by districts related to service availability, the screening process, youth placements, and detention bed allocations. The apparent consensus across districts was that impacts of screening and assessment, as well as youth placement, are positive. Also, indications are that service availability is having an increasingly positive impact on youth and SB 94 Programs. Districts are successfully managing to their caps, but an increasing number believe that the impact of caps is negative. While most also report that their bed allocations are adequate, the number of districts noting their allocation as not adequate correlated highly with their levels of days at or above 90% of caps and to a reported lack of community-based services. Need for more detention continuum resources was expressed by several districts.

This section discusses additional issues faced by SB 94 Programs during the last fiscal year. Many of these issues are related to broader state human service program budget reductions in past years 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 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 four important issues have impacted SB 94 Programs over time. The issues discussed in this section include:

1. Service Availability
2. Screening Youth
3. Placement of Youth
4. Local Detention Bed Allocations

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, 2006. 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. In August of 2006, the TriWest evaluation team, with assistance from DYCS, asked each district SB 94 Program to complete for their district the 2006 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 (JSPC). They were also asked to indicate what level of involvement planning committee members had in responding to the survey, by providing feedback on most of the survey, some, or none. Six types of members from their JSPC (1st six in Table 20) were listed in the survey and other lines were provided to describe other JSPC member involvement. Overall, 59% of listed or other members were involved in assisting with most or some of the survey sections. Only two districts had no JSPC involvement in the survey. The other 20 districts averaged 4.6 (53 + 39) members involved with most or some of the survey.

Table 20. JSPC Involvement in Survey.

JSPC Representative	Most	Some	None
Chairperson	12	3	6
Probation	9	6	7
Bench	4	7	11
DA's Office	4	5	13
Law Enforcement	4	7	10
Public Defender's Office	1	3	17
Other: 13 Different	19	8	0
Total	53/34%	39/25%	64/41%

District plan and survey responses are summarized below for each of the four issues.

1. How Service Availability Affects SB 94 Program Practices. As reported previously in Table 16 in Section Four of this report, SB 94 Program funding increased in FY 2005-06, and declines in expenditures for treatment services, restorative services and training clients have begun to reverse. Related to this, the impact ratings for service availability have changed to reflect the quantifiable increases in resources. With expenditures increasing for treatment services, restorative services and training for clients and families, more districts rated service availability positively this year. In FY 2005-06, 52.4% of districts rated the impact as positive. This is a statistically significant improvement ($t=2.17$, $df=19$, $p<.05$) compared with only 19% of districts rating the impact positively in FY 2004-05 and 9.1% in FY 2003-04 (see Table 21 and Figure 7 that follow).

Table 21. Impact Ratings of Service Availability: FY 2003-04 Through FY 2005-06.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts		FY06 Number and Percent of Districts	
	N	%	N	%	N	%
(+2) Strong Positive Impact	2	9.1%	2	9.5%	3	14.3%
(+1) Some Positive Impact	0	0.0%	2	9.5%	8	38.1%
(0) Neither Positive Nor Negative	2	9.1%	4	19.0%	3	14.3%
(-1) Some Negative Impact	4	18.2%	10	47.6%	6	28.6%
(-2) Strong Negative Impact	14	63.6%	3	14.3%	1	4.8%
Missing/Did Not Rate	0	NA	1	NA	1	NA
Districts Rating & Percent of Total	22	100.0%	21	99.9%	21	100.0%
Average Score		-1.27		-0.48		0.29



Funding increases in FY 2005-06 appear to have helped in this area. The funding increase in FY 2006-07 should also improve district perceptions of their ability to access services for the youth they serve.

2. How Issues of Screening Youth Affect SB 94 Program Practices.

For FY 2003-04, the impact of screening and placing youth were rated together instead of separately. Since then, districts have been asked to rate screening separately from the process of placing youth. To make the comparison consistent, Table 22 shows only the impact of screening youth in the last two fiscal years. Table 22 shows that the positive ratings of the impact of screening youth has increased significantly ($t=2.26, df=20, p<.05$) to 85.7% in FY 2005-06, up from 52.4% positive ratings in FY 2004-05. This is also shown in Figure 8.

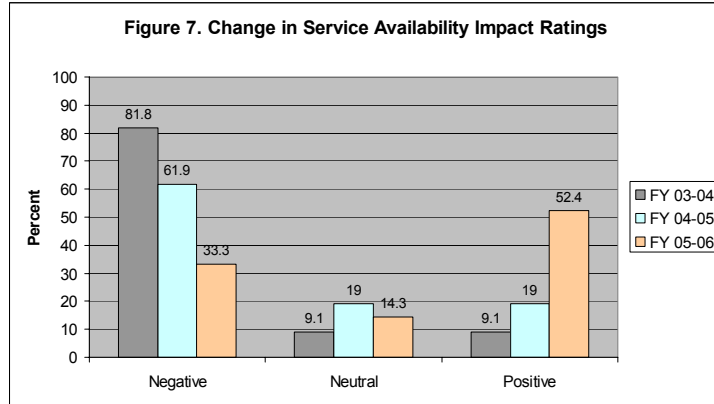
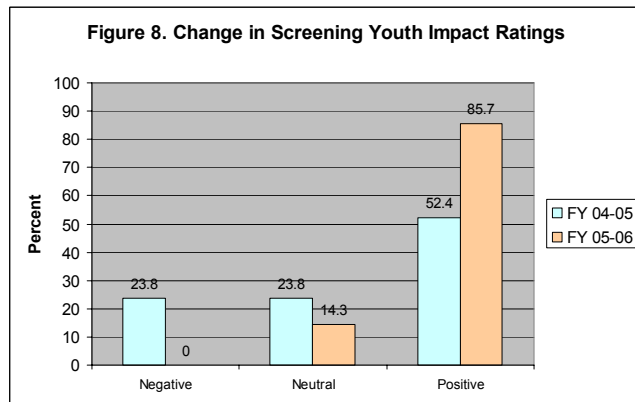


Table 22. Impact Ratings of Screening Youth: FY 04-05, FY 05-06.

District Impact Ratings	FY05 Number and Percent of Districts		FY06 Number and Percent of Districts	
	N	%	N	%
(+2) Strong Positive Impact	6	28.6%	6	28.6%
(+1) Some Positive Impact	5	23.8%	12	57.1%
(0) Neither Positive Nor Negative	5	23.8%	3	14.3%
(-1) Some Negative Impact	5	23.8%	0.0	0.0%
(-2) Strong Negative Impact	0	0.0%	0.0	0.0%
Missing/Did Not Rate	1	NA	1	NA
Districts Rating & Percent of Total	21	100.0%	21	100.0%
Average Score		0.57		1.14

The distinctions made by the screening and placement rating differences over the past two years and comments from the districts support the conclusion 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 along the detention



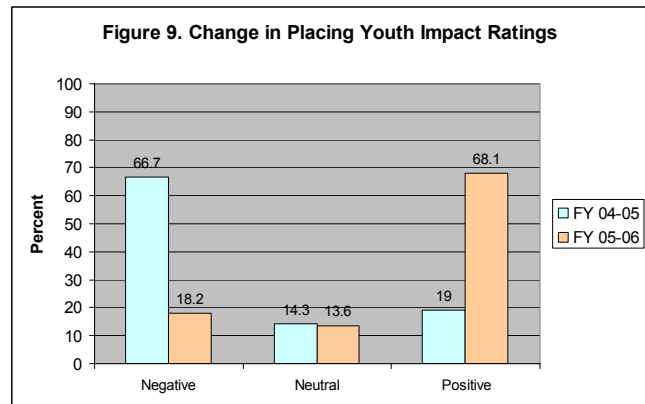
continuum. The improvement in impact ratings follows the increase in funding in FY 2005-06 that has resulted in more service availability as shown by the increased expenditures for services.

3. How Issues of Placing Youth Affect SB 94 Program Practices. As was the case for screening impact ratings, over the past two years districts were asked to rate the process of placing youth separately from screening. To make the comparison consistent, Table 23 shows only the impact of placing youth in the last two fiscal years. Table 23 shows that the positive ratings of the impact of placing youth has increased significantly ($t=4.25$, $df=20$, $p<.05$) to 68.1% in FY 2005-06, up from 19% positive ratings in FY 2004-05 and almost a complete turn around in the past year. This is also shown in Figure 9.

Table 23. Impact Ratings of Placing Youth: FY 04-05, FY 05-06.

District Impact Ratings	FY05 Number and Percent of Districts		FY06 Number and Percent of Districts	
	N	%	N	%
(+2) Strong Positive Impact	2	9.5%	7	31.8%
(+1) Some Positive Impact	2	9.5%	8	36.3%
(0) Neither Positive Nor Negative	3	14.3%	3	13.6%
(-1) Some Negative Impact	11	52.4%	4	18.2%
(-2) Strong Negative Impact	3	14.3%	0	0.0%
Missing/Did Not Rate	1	NA	0	NA
Districts Rating & Percent of Total	21	100.0%	22	100.0%
Average Score		-0.52		0.84

Changes in screening and placement ratings over the past two years and comments from the districts support the conclusion that district perceptions in this area are changing along with those of districts' ability to translate screening recommendations into actual placement decisions. The improvement in impact ratings follows the increase in funding in FY 2005-06 that has resulted in more service availability as shown by the increased expenditures for services in Section Four.



4. How Local Detention Bed Allocation Affects SB 94 Program Practices. In FY 2005-06, 31.8% of districts rated the impact of bed allocations as positive. This was a slight, but not statistically significant increase ($t=.4$ & $t=1.38$, $df=20$, $p>.05$) in positive

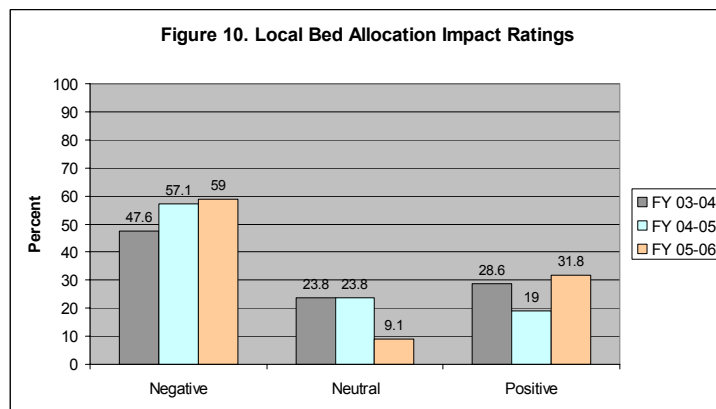


ratings over FY 2004-05 (19%) and FY 2003-04 (28.6%). From Table 24 and Figure 10 below, it appears that the overall changes in FY 2005-06 nevertheless represent a slight shift toward more extreme ratings in both directions.

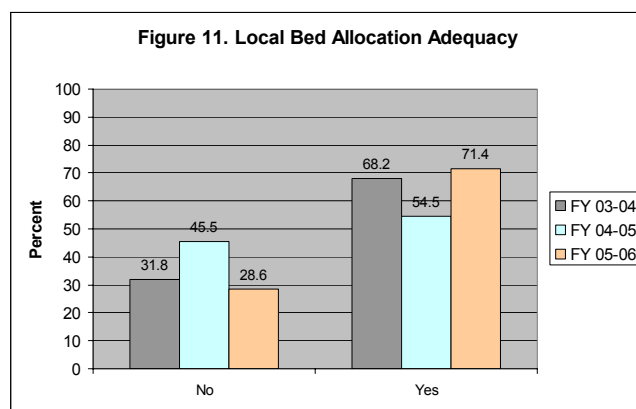
Table 24. Impact Ratings of Local Detention Bed Allocations: FY 2003-04 - FY 2005-06.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts		FY06 Number and Percent of Districts	
	N	%	N	%	N	%
(+2) Strong Positive Impact	0	0.0%	0	0.0%	4	18.2%
(+1) Some Positive Impact	6	28.6%	4	19.0%	3	13.6%
(0) Neither Positive Nor Negative	5	23.8%	5	23.8%	2	9.1%
(-1) Some Negative Impact	6	28.6%	7	33.3%	8	36.3%
(-2) Strong Negative Impact	4	19.0%	5	23.8%	5	22.7%
Missing/Did Not Rate	1	NA	1	NA	0	NA
Districts Rating & Percent of Total	21	100.0%	21	99.9%	22	99.9%
Average Score		-.38		-.62		-.28

Interestingly, 71.4% of districts²⁰ indicated in April 2006 when they submitted their plan²¹ for FY 2006-07 that their bed allocation was adequate (see Figure 11). This was a non-significant increase over the previous two fiscal years ($t=.5$, $df=20$, $p>.05$).



Of the 15 districts who rated bed allocation as adequate in their plans, half rated the impact as positive and half rated it as negative. Those that rated it as negative expressed concern in their comments with the focus on secure detention to the detriment of the detention continuum. In particular, they cited the lack of available community placements and services, especially for youth released on short notice before adequate services can be arranged.



²⁰ Districts indicating adequate allocations included 15 of 21 reporting. One said “not sure.”

²¹ SB 94 Community-Based Detention Juvenile Services Plan Fiscal Year 2006-07, April 2006.



There are some additional trends with respect to whether or not districts rated their detention bed allocation as adequate. The most important relationship seems to be with days at or above 90% of capacity. Table 25 shows days at or above 90% capacity for FY 2003-04 and for FY 2005-06 and the change over that two year time period. The table shows the average of the 22 districts at the bottom. The average district change was a statistically significant 25.4 percentage point increase in days at or above 90% capacity ($t=6.54$, $df=21$, $p<.05$). Statistically significant change for individual districts is also indicated. Twelve of the districts experienced significant increases in their percentage of days at or above 90% capacity.

Table 25. District Percent of Days at or Above Ninety (90) Percent Capacity and Change from FY 2003-04 to FY 2005-06

District	Percent of Days At or Above 90% Capacity		Change from FY 04 to FY 06	
	FY 04	FY 06	Change	Percent
1 st Jefferson	35.0%	66.8%	¹ 31.8	90.9%
2 nd Denver	32.5%	72.6%	¹ 40.1	123.4%
3 rd Huerfano	99.6%	² 98.6%	-1.0	-1.0%
4 th El Paso	31.8%	50.1%	18.3	57.6%
5 th Summit	16.4%	52.9%	¹ 36.5	222.6%
6 th La Plata	45.1%	58.4%	13.3	29.5%
7 th Montrose	69.7%	45.2%	-24.5	-35.2%
8 th Larimer	56.9%	68.5%	11.6	20.4%
9 th Garfield	41.6%	54.2%	12.6	30.3%
10 th Pueblo	24.8%	49.9%	25.1	101.2%
11 th Fremont	40.5%	² 82.2%	¹ 41.7	103.0%
12 th Alamosa	6.90%	29.9%	23.0	333.3%
13 th Logan	32.1%	66.3%	¹ 34.2	106.5%
14 th Routt	27.4%	² 78.1%	¹ 50.7	185.0%
15 th Prowers	78.1%	67.9%	-10.2	-13.1%
16 th Otero	27.4%	67.2%	¹ 39.8	145.2%
17 th Adams	17.9%	62.2%	¹ 44.3	247.5%
18 th Arapahoe	23.4%	² 80.8%	¹ 57.4	245.3%
19 th Weld	60.9%	² 95.6%	¹ 34.7	57.0%
20 th Boulder	.7%	56.4%	¹ 55.7	7,957.1%
21 st Mesa	59.5%	52.3%	-7.2	-12.1%
22 nd Montezuma	66.8%	² 98.1%	¹ 31.3	46.9%
District Average	40.7%	66.1%	25.4	62.4%

¹ Paired sample t-test for district average change was $t=5.45$, $df=21$, $p<.05$. Individual district changes greater than 29.4 were significant ($t> 6.31$, $df=1$, $p<.05$).

² Significantly higher (29.4) than the 66.1% district average.



Equally telling however, is the comparison of individual districts to the district average²² of 66.1 for FY 2005-06 days at or above 90% capacity. Each district was compared to the statewide average and districts that are statistically significantly higher are indicated in the FY 06 column in the table above. A very striking finding is in the relationship between districts rating their bed allocation as inadequate and days at or above 90% capacity. Recall that six districts rated their allocation as inadequate. Of those six, four have significantly higher days at or above 90% capacity. Stated another way, of the six districts with significantly higher capacity strain than the statewide average, only the 14th and the 18th said their allocation was adequate in their plan. The inverse correlation between adequacy of the allocation and days at or above 90% capacity was -0.67 (p<.01). This correlation indicates that the more likely a district is to rate their allocation as adequate, the less likely they are to have a high percent of days at or above 90% of their bed allocation.

There is also a significant correlation between districts rating their allocation as adequate and the impact of bed allocation ($r=.51$, $p<.05$). Districts that rated their allocation as adequate were more likely to rate the impact of bed allocation as positive.

One of the central components to managing detention beds is the ongoing review of cases and the preparation to release early from secure detention. Districts report that this process has increased the staff time required to manage beds, sometimes detracting from their ability to arrange for services for the youth. However, it is also clear from districts that this process has enabled them to more effectively use the detention beds available.

Although it has been called “emergency release”, the “emergency” connotation is really not accurate in that districts regularly assess youth in detention to determine which to release if and when the need arises. Districts were asked in the survey how much planning time they typically had to prepare to release a youth. District responses indicated that there were varying degrees of typical planning time for releases. Usually each district had a consistent amount of time to prepare for releases, but five districts indicated their planning time depended on circumstances. The range of typical planning times reported was as follows:

- Less than 24 hours notice - seven districts (32%)
- 25 to 72 hours – six districts (27%)
- 73 hours to one week – two districts (9%)
- More than one week – two districts (9%)
- Varying degrees of notice between 24 hours and one week – five districts (23%)

However, such releases are not a common occurrence due to the diligence of SB 94 staff and representatives from involved systems who participate in the decision process. For

²² It should be noted that the statewide average, which is 65.5, is slightly different than the district average of 66.1. The difference is due to giving each district equal weight in the district average whereas the statewide statistic weights each district by the number of youth in detention per day.



FY 2005-05, the number of “emergency” releases reported by districts in the district survey totaled about 500. This means that, compared to the 9,598 youth that were detained in secure or staff secure detention, only 5.2% (500 of 9,598) were released prior to their otherwise scheduled release. However, the number of early releases likely represents an under estimate of the actual number because there is no standard reporting mechanism for releases. Some districts track them and some do not.

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. Some 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 real 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, DYC should consider collecting recidivism data specifically for released youth over time to determine whether or not districts’ expressed concerns about public safety risks are warranted.



Conclusions and Recommendations

The SB 94 Program statewide and individual judicial districts continue to face the influences of two significant system changes that date back to FY 2003-04. The first was the implementation of detention bed caps. The second has been the multi-year budget reductions that began in FY 2002-03, continued through FY 2004-05, and were partially reversed in FY 2005-06 to help restore the systems' ability to provide treatment services, restorative services and youth and family training. The increase in allocation for FY 2006-07 will bring Judicial District SB 94 funding to within 13% of FY 2002-03 levels and continue to help rebuild SB 94 Programs' ability to most effectively serve youth. Furthermore, the restoration of multi-year budget cuts has affected other human service agencies that often serve youth at-risk of entry into the juvenile justice system, including mental health and child welfare.

The Division of Youth Corrections and the SB 94 Program have continued to provide a continuum of detention options within this context. Although SB 94 Programs have not focused on committed youth, for the first time in four years, commitment ADP did not increase and, in fact, fell slightly. This correlates with DYC continuum of care development efforts. One of the most notable changes for FY2005-06 was significant evidence of increased strain across all detention facilities and judicial districts in the state, even 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 2005-06, on all but four days of the year one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). On any given day the system averaged about 50% of the facilities at or above 90% capacity.

Looking only at average use obscures the true extent of the programmatic impact of facility caps. The detention Average Daily Population (ADP) rate for FY 2005-06 was 8.2, a 6% increase over the 7.7 ADP rate reported last fiscal year. However, 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. 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 earlier than they would have been had space been available. It also requires more administrative staff time to coordinate across districts to borrow beds when needed and coordinate use overall. Across these and other 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. Statewide, days at or above 90% of capacity nearly tripled from 21.9% in FY 2004-05 to 65.5% in FY 2005-06. Stated another way, detention bed use in FY 2005-06 was at or above 90% capacity for 239 days out of the year.

The average use has increased for all regions and almost all facilities (all but staff secure facilities in two regions, together providing only 2.5% of all beds). The percent of days at or



above 90% capacity has increased for all regions and almost all facilities (all but staff secure facilities in one region). The increases in average daily use and days above 90% for those facilities providing more than 97% of available beds points towards an increase in capacity strain, despite continued success statewide at operating on average below the caps.

Capacity strain develops through the interaction of a number of factors related to efforts to most effectively utilize limited resources across the continuum of placements – from secure and staff secure detention resources to community based. Capacity strain depends on the availability of resources that include detention continuum placement and service resources, community-based staff or program resources, and resources from other agencies. Another factor of capacity strain includes the policies, perceptions and practices of all agencies who work with youth as they influence the decisions that are made about referral, screening, placement, and services. The following two trends reflect these factors.

- **Continued high use of secure detention** – Use of secure detention has continued to be the most likely decision for youth when detention continuum resources are lacking. However, the second highest screening recommendation is for youth to go home with services (14.6% of youth). Only 40.3% of these youth actually go home with services as an initial placement. Almost 29% are placed in more restrictive secure or staff secure detention when those placements are available, while about 31% are simply released due to the unavailability of needed services. This suggests that the community-based end of the detention continuum is not adequate to serve all youth screened as able to go home with services, with nearly a third of these youth instead placed in more restrictive detention options. In addition, youth who are screened to staff secure placement are placed in secure detention over 80% of the time due to a lack of these resources.
- **Detention use is a locally driven process** – Districts vary significantly in their performance in terms of detention and commitment bed use. Fourteen (14) districts increased significantly in detention ADP (up just about two youth per day in the past year on average), and eight districts decreased significantly in ADP (down just about one youth per day on average). For commitment ADP, a group of 11 districts increased significantly and the remaining 11 decreased significantly, resulting in no overall change. Changes in detention and commitment use did not correlate as directionality was only the same in 13 of 22 districts. Given this, efforts to promote best practices such as avoiding the use of detention as a sanction must be tailored to each district.

There have also been positive developments over the last year. One of the most important has involved increases in interagency collaboration. All SB 94 Programs 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).²³ The most commonly used approach to sharing resources has been to use an interagency group such as a Community Evaluation Team (CET) as a mechanism to review youth cases, to make service referral decisions and recommendations to the bench,

²³ <http://www.aecf.org/initiatives/jdai>



and to identify resources for services. In FY 2005-06, 15 districts (68.2%) reported having a CET. This is an improvement in an important approach to collaboration with other agencies for more effective use of available resources. Prior to FY 2005-06, the number of districts with CET's (or an equivalent process) had been steadily decreasing to the point where only nine districts reported having a CET in FY 2004-05 (40.9% of reporting districts). The current fiscal year's results represent an improvement in an important approach to collaboration with other agencies for more effective use of available resources.

The statewide initiative HB-1451 (Collaborative Management of Multi-agency Services Provided to Children and Families) also supports interagency collaboration. This initiative is an effort to develop a uniform system of collaboration which will allow agencies at the state and local levels to share resources, or manage and integrate the treatment and services provided to children and families who benefit from multi-agency services. Six counties are currently involved in this process: Boulder, Denver, El Paso, Larimer, Mesa, and Weld. Some of the agencies that are involved in closer working through this process include: county departments of social services, local judicial districts (including probation services), health departments, local school districts, community mental health centers, and DYC.

Over the last year, DYC and local SB 94 Programs have continued to refine program practices, to manage bed allocations, and to provide opportunities for continued improvement. In addition, with increases in SB 94 funding, efforts are being made to address service needs that will support the continued success of the SB 94 Program over time. The recommendations below are intended to assist DYC in supporting the SB 94 Program in FY 2006-07 and beyond.

1. Monitor indicators of strain to determine if increased detention or community-based capacity, or additional flexibility, are needed. The primary indicator of system strain currently tracked is days at or over 90% capacity. It is clear from this indicator that system strain is increasing. Although funding is increasing, youth-serving resources have been reduced within the juvenile justice system and the broader system of care for youth in need (including child welfare, school, and mental health services) over the last three years. The related increase in strain on detention bed capacity in multiple districts merits additional attention to determine if additional flexibility in caps for these districts is needed or if other efforts to reduce strain can be implemented (such as more investment in community-based services to allow youth to be successfully placed at home with services). An initial model of the concept of capacity strain was presented in Section One of this report. We recommend that DYC further review and develop this model to help address strain and to address the question of the most appropriate level and mix of SB 94 detention continuum resources.

2. Improve monitoring of releases from detention that result from bed caps. Differences in monitoring practices across districts obscure measurement of the true rate at which youth are being released from detention due to bed cap limitations and before system stakeholders would otherwise have determined that they were ready for release. While the rate of releases is relatively small (occurring for just over 5% of all youth detained), we recommend that



DYC develop standards and reporting requirements to monitor the number of beds borrowed and youth released that stem from compliance with a district-level cap.

3. Further improve the reporting of district-specific performance outcome data. For the second year in a row since the SB 94 Program's inception, DYC was able this year to report on district performance regarding standardized goals. Achievement of this level of standardized 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. In addition, a third objective was successfully added this year for both preadjudicated and sentenced youth.

The performance levels measured were impressive. For preadjudicated youth, over 96% of youth across reporting districts did not have FTA's and over 96% of all youth did not have new charges. For sentenced youth, over 98% of youth across reporting districts did not have FTA's and over 97% of youth did not have new charges.

The third objective added this year monitored district ability to achieve a high rate of positive or neutral leave reasons. This objective was the most difficult to achieve due to the multiple negative leave reasons that could influence the outcome. Despite this, over 86% of youth had positive or neutral leave reasons, a high level of performance.

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. 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 set 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. DYC could also require additional information and, if appropriate, corrective action plans for districts falling below the minimum level of performance or not reporting performance results. We recommend that such performance criteria be set for the two goal areas where reporting has already been established across districts: FTA and new charge levels.

For the third area of required reporting, rates of neutral or positive leave reasons, further review of the actual leave reasons that are included in the objective should take place. This is particularly the case since the negative leave reasons include FTAs and new charges which are already used to define the other two objectives. This objective seems to be the most difficult to meet as a result, and would benefit the most from discussion of the issues involved with meeting the objective.





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. Map of Detention Bed Allocation



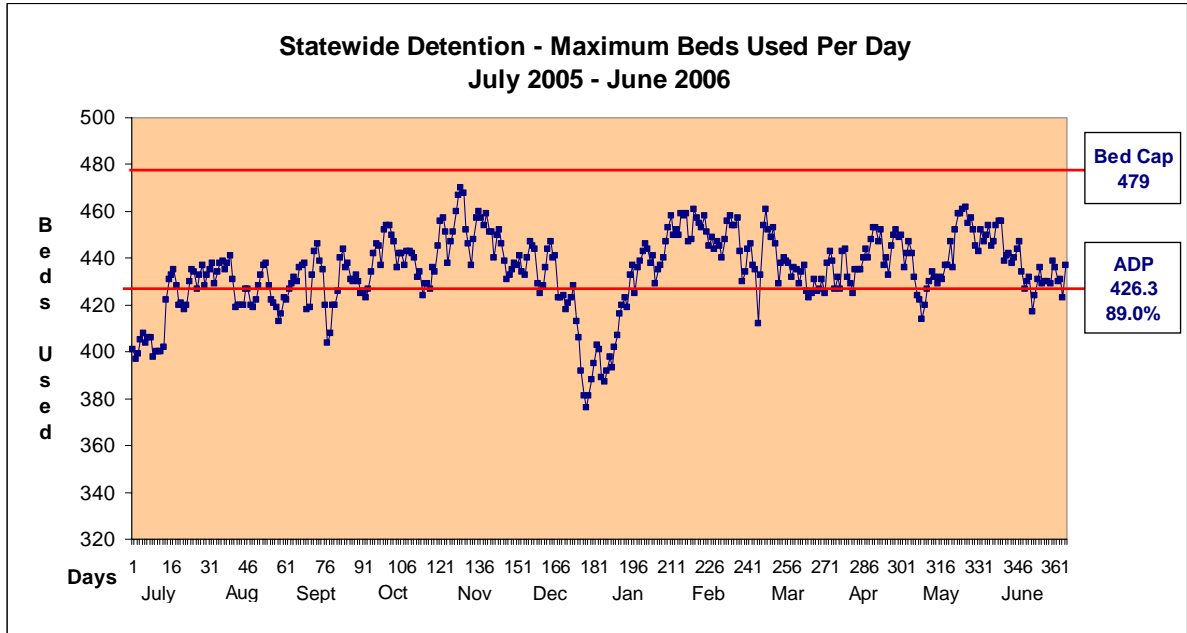


Appendix A

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.

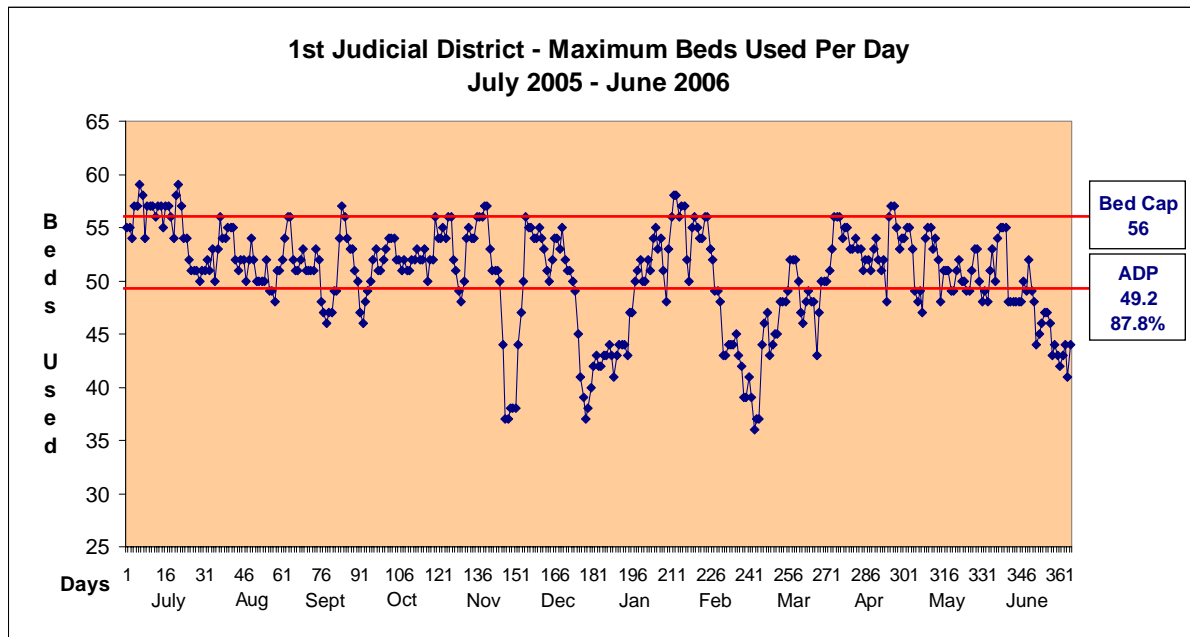
The statewide graph is shown here.

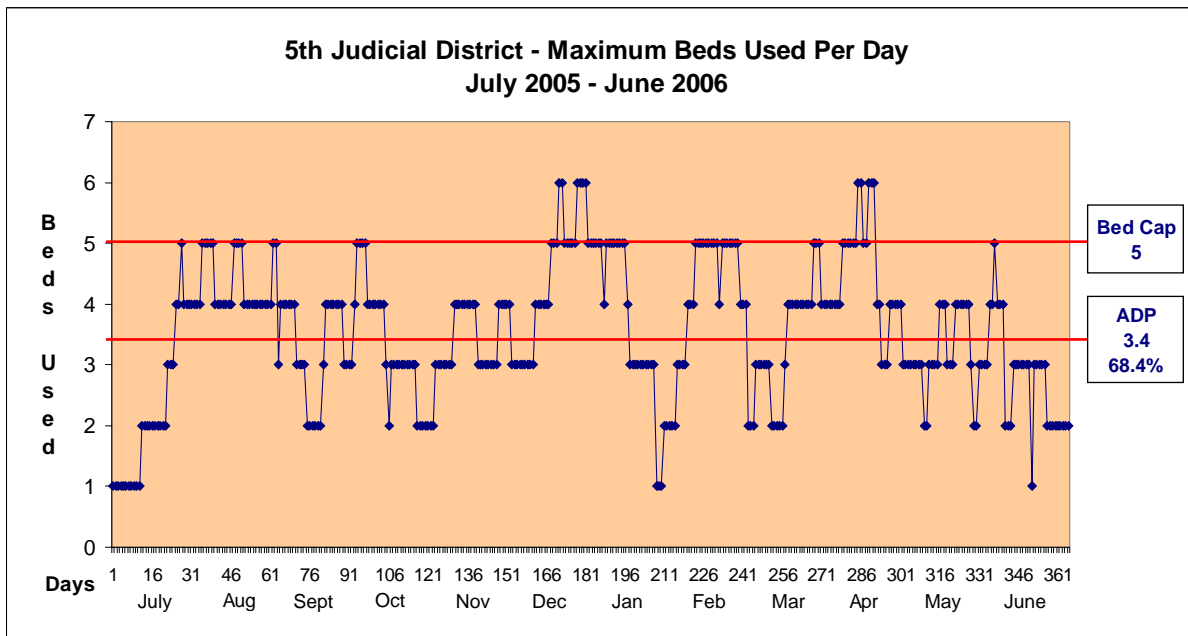
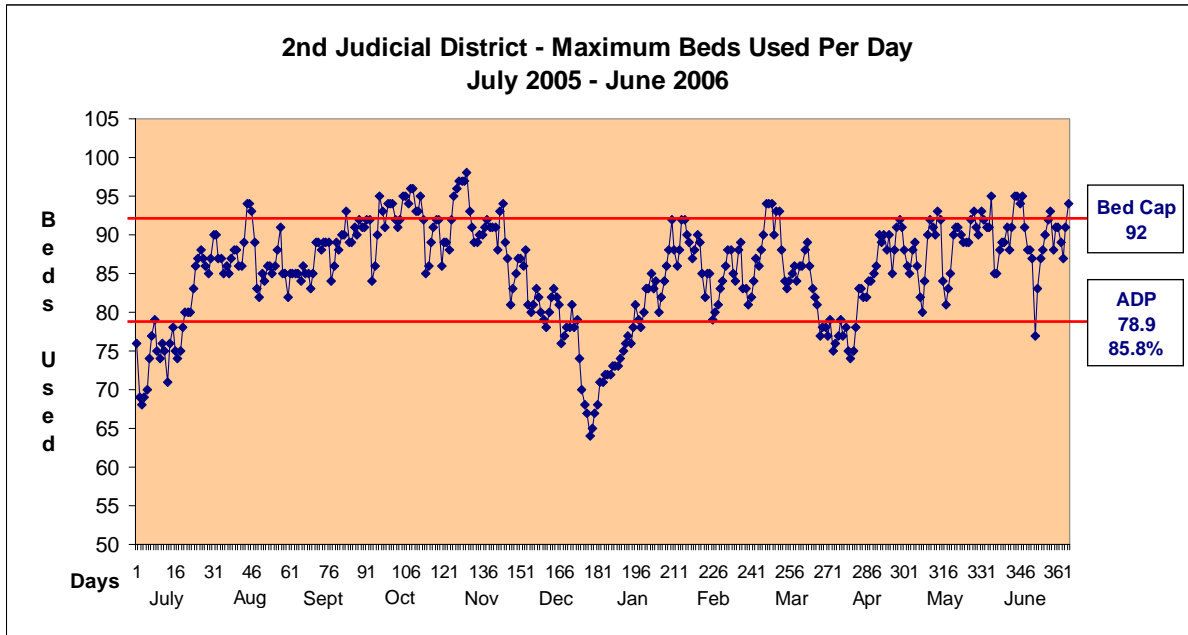


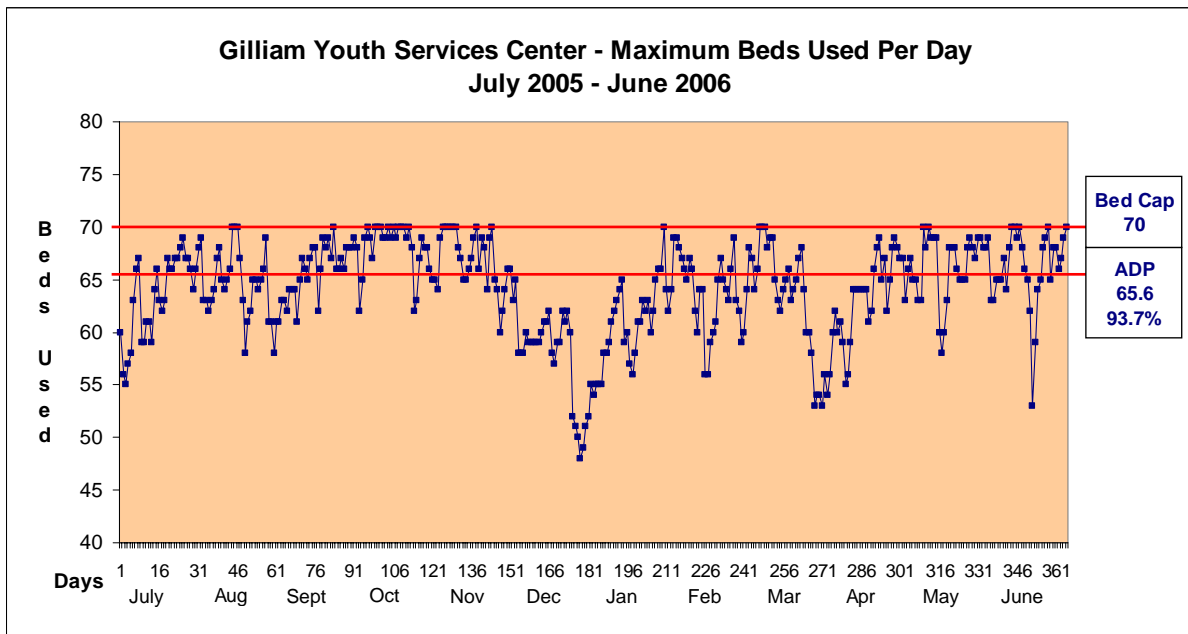
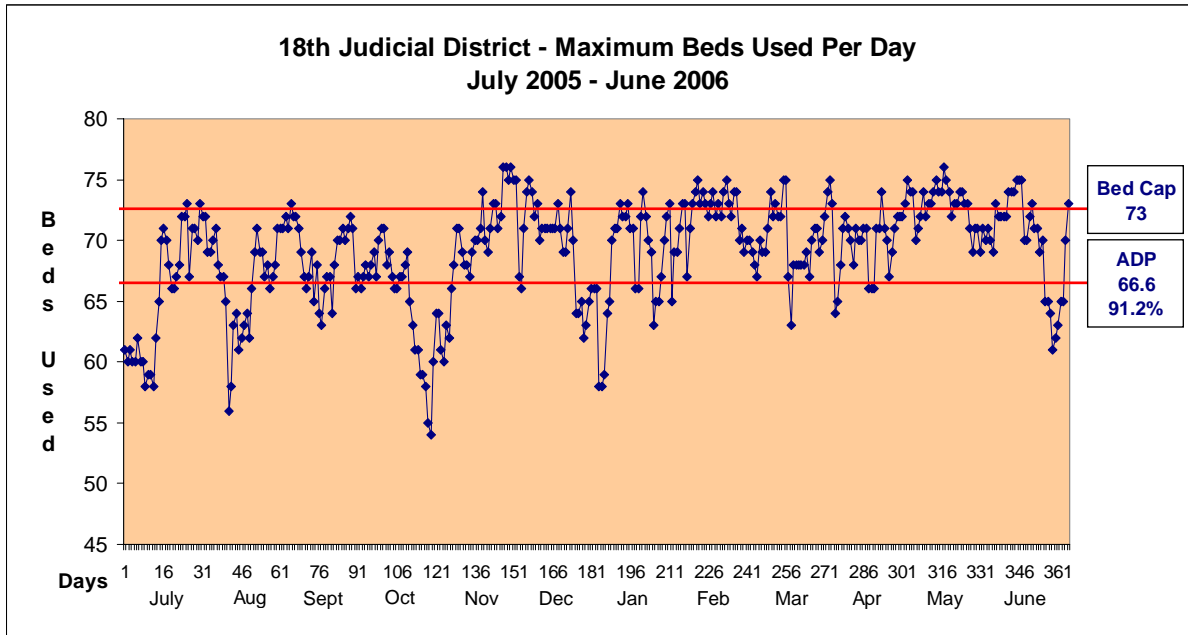
Central Region

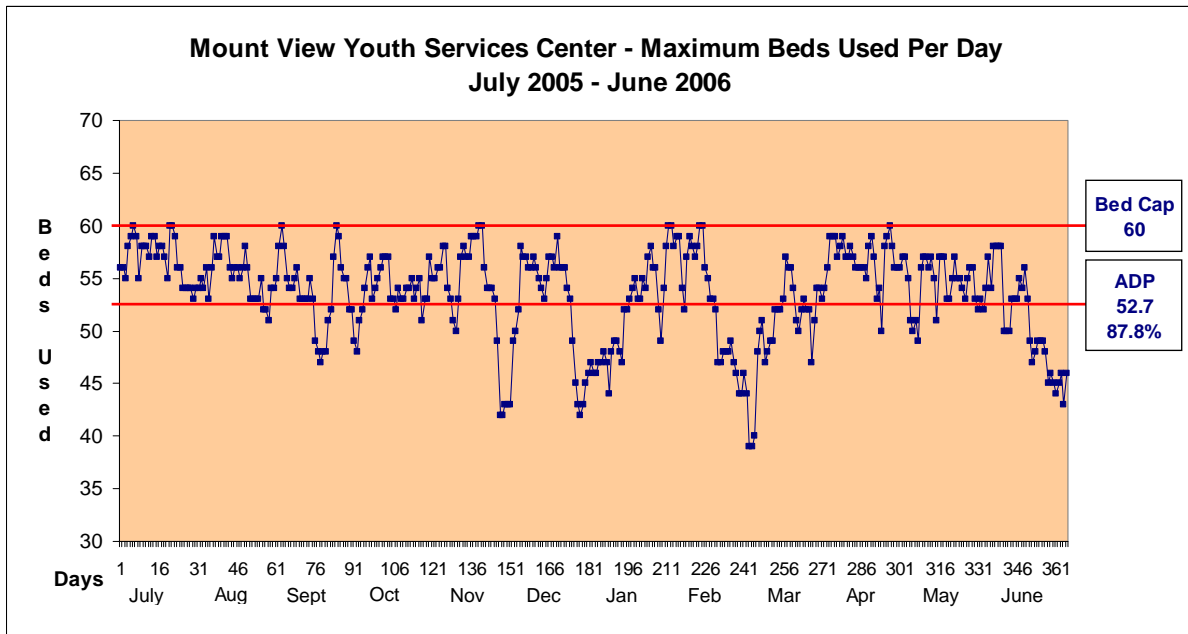
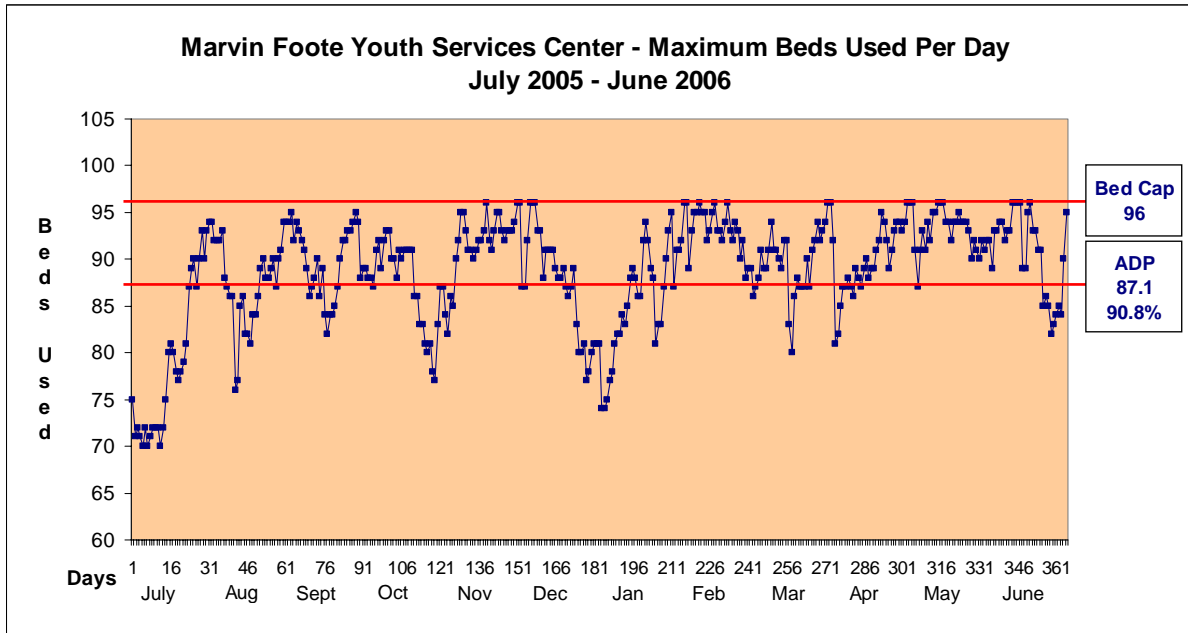
Central Region Bed Use for FY 2005-06 (July 2005 Through June 2006): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of cap (average use), and percent of days at or above 90% of cap. Regional ADP figures may differ from the sum of the districts or facilities due to rounding errors and/or ADP that was not assignable to a specific district. The 90% threshold for each region and district was chosen so that it would be at least 1 bed below the cap and so that it would be as close to 90% as possible.

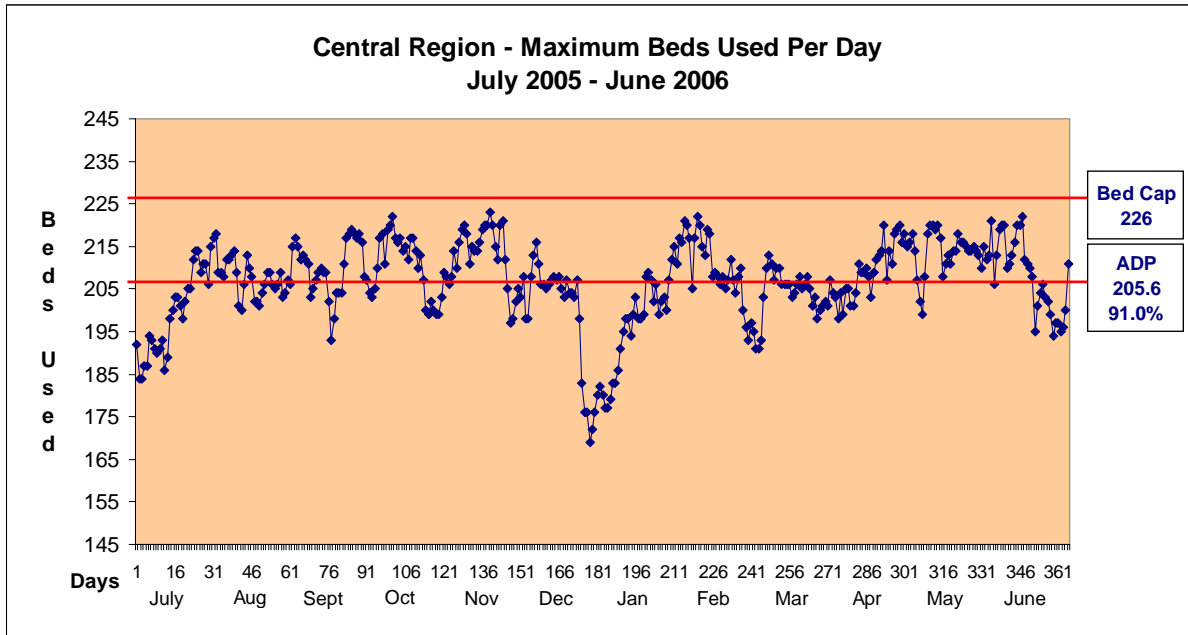
Central Region: Districts & Facilities	Beds & Use Indicators FY 2005-06				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
1 st Jefferson	56	50	49.2	87.8%	68.8%
2 nd Denver	92	83	78.9	85.8%	72.6%
5 th Summit	5	4	3.4	68.4%	52.9%
18 th Arapahoe	73	66	66.6	91.2%	80.8%
Central Region	226	203	205.6	91.0%	73.7%
Gilliam YSC	70	63	65.6	93.7%	68.8%
Marvin Foote YSC	96	86	87.1	90.8%	77.5%
Mount View YSC	60	54	52.7	87.8%	57.5%







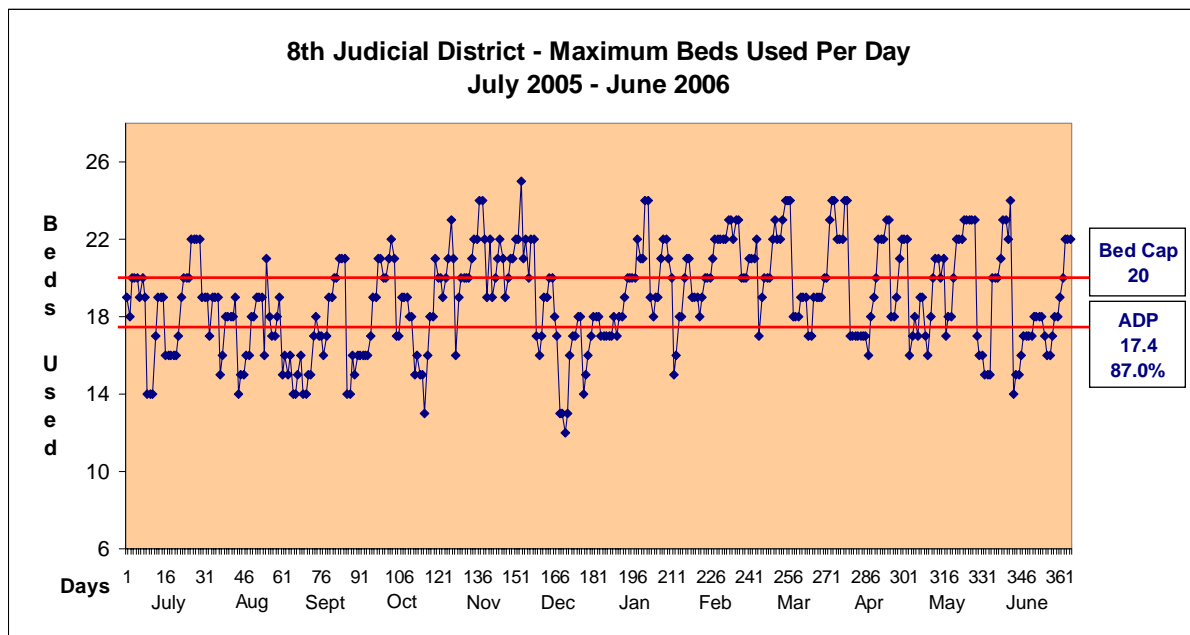


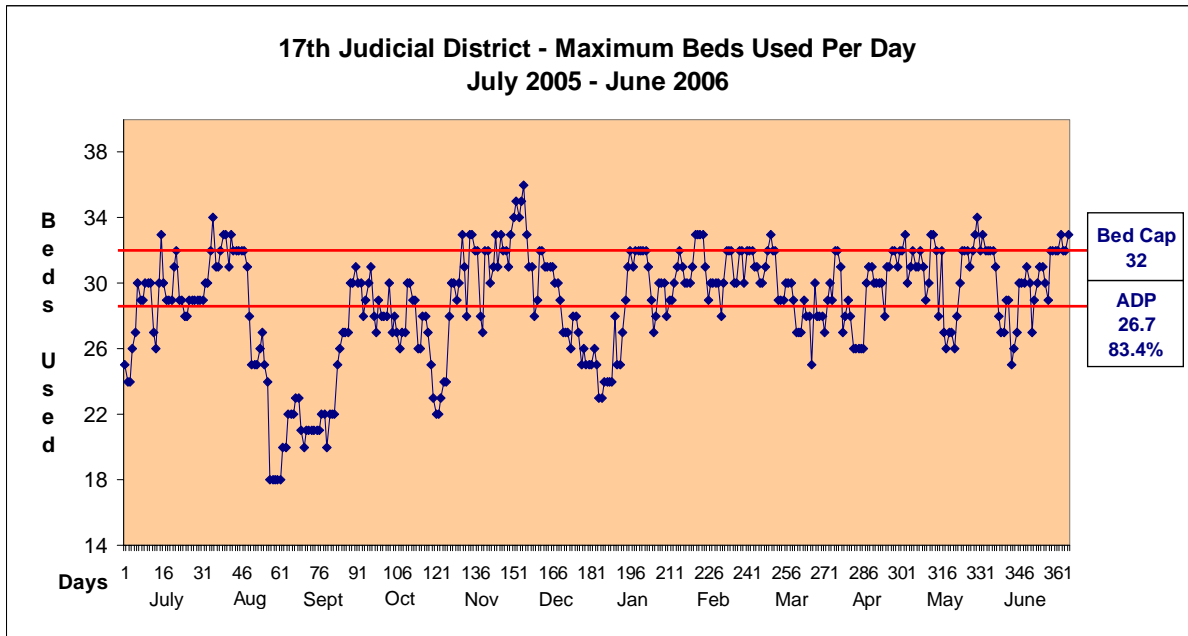
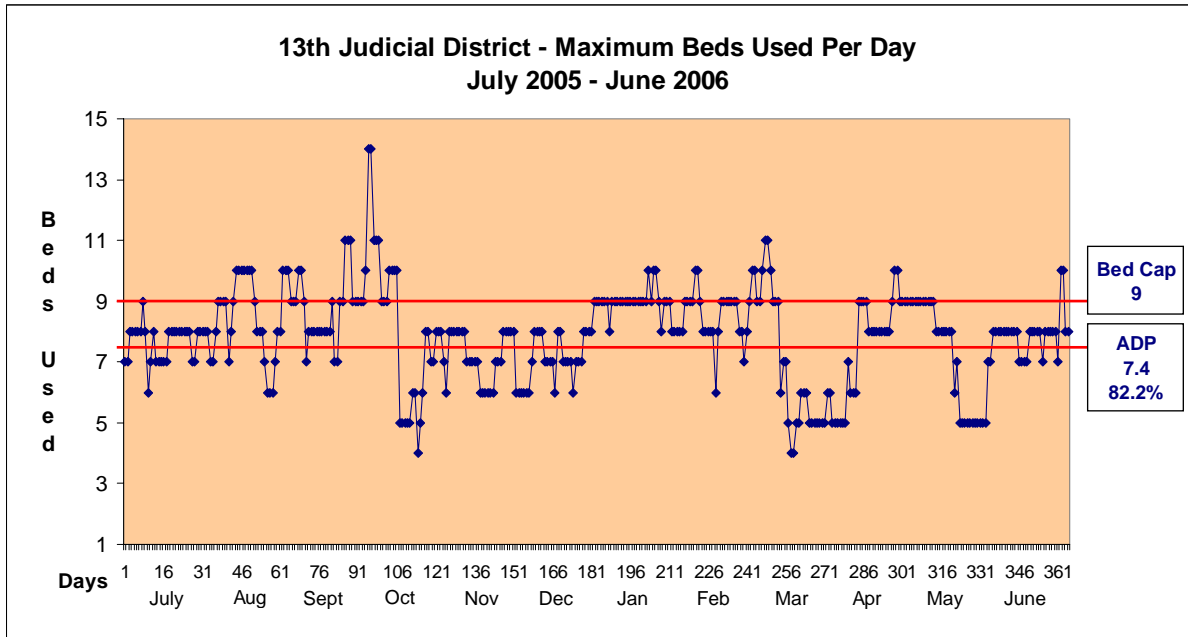


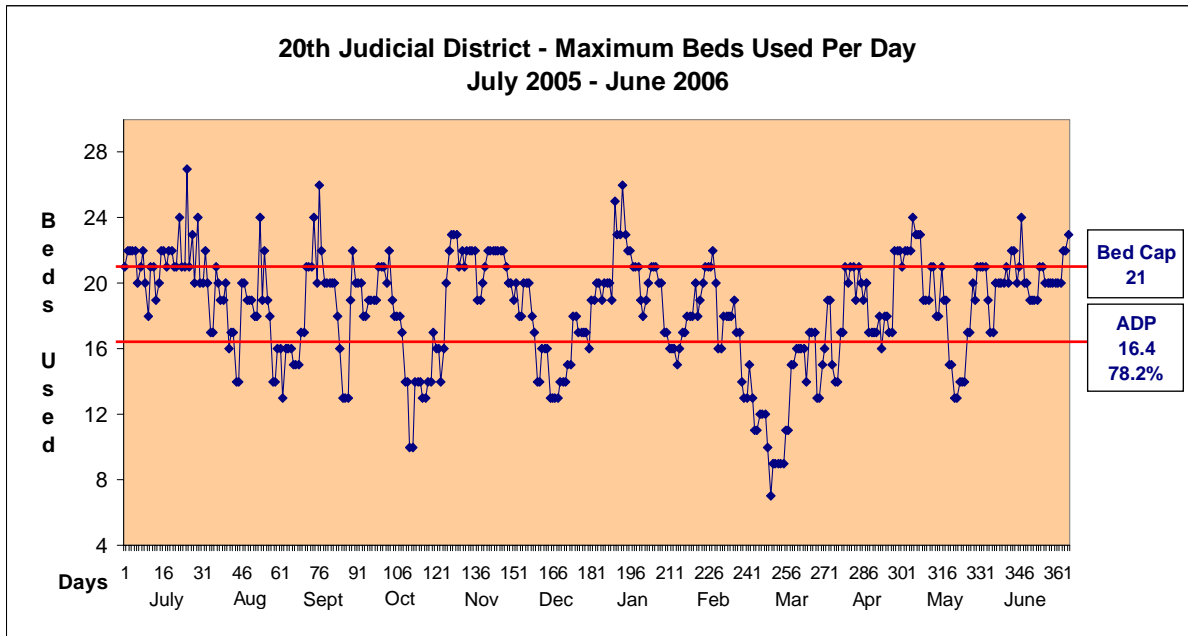
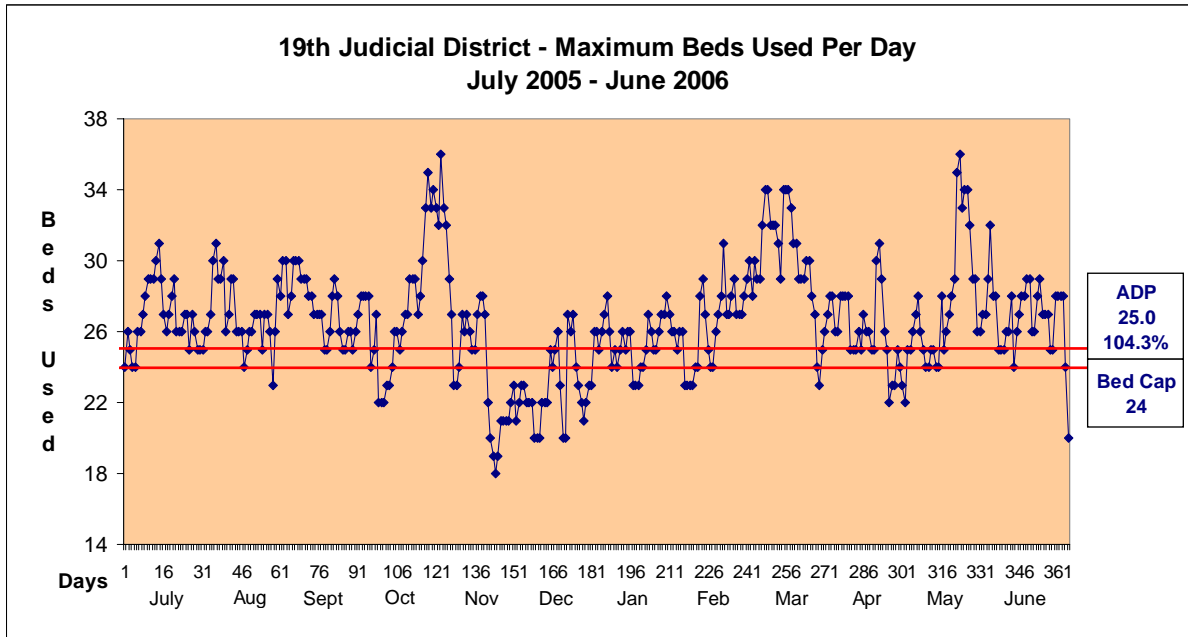
Northeast Region

Northeast Region Bed Use for FY 2005-06 (July 2005 Through June 2006): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of cap (average use), and percent of days at or above 90% of cap. Regional ADP figures may differ from the sum of the districts or facilities due to rounding errors and/or ADP that was not assignable to a specific district. The 90% threshold for each region and district was chosen so that it would be at least 1 bed below the cap and so that it would be as close to 90% as possible.

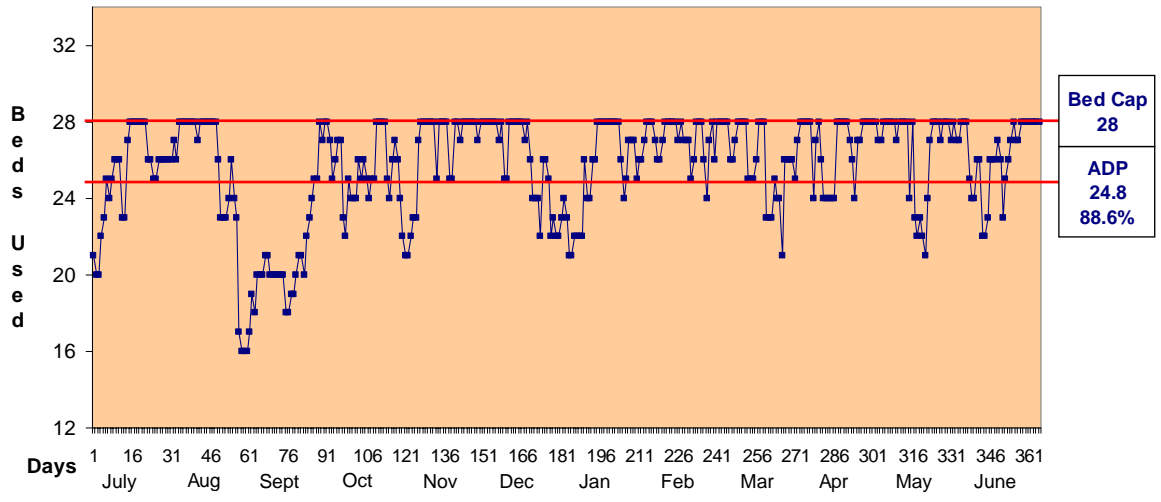
Northeast Region: Districts & Facilities	Beds & Use Indicators FY 2005-06				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
8 th Larimer	20	18	17.4	87.0%	68.5%
13 th Logan	9	8	7.4	82.2%	66.3%
17 th Adams	32	29	26.7	83.4%	62.2%
19 th Weld	24	22	25	104.3%	95.6%
20 th Boulder	21	19	16.4	78.2%	56.4%
Northeast Region	106	95	95.9	90.4%	77.8%
Adams YSC	28	25	24.8	88.6%	71.5%
Platte Valley YSC	69	62	64.4	93.3%	89.6%
Remington House	9	8	6.8	75.3%	41.4%



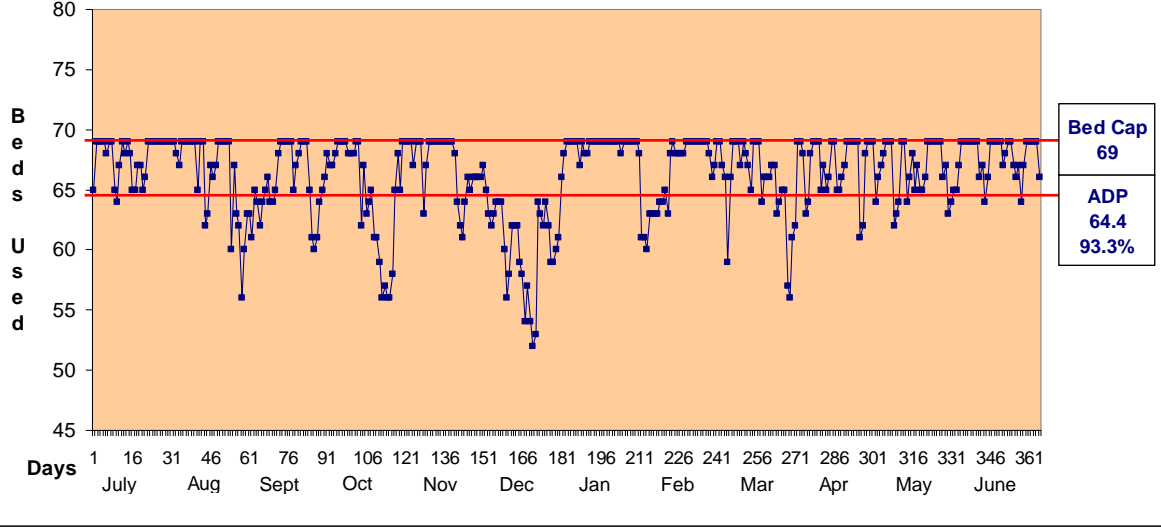


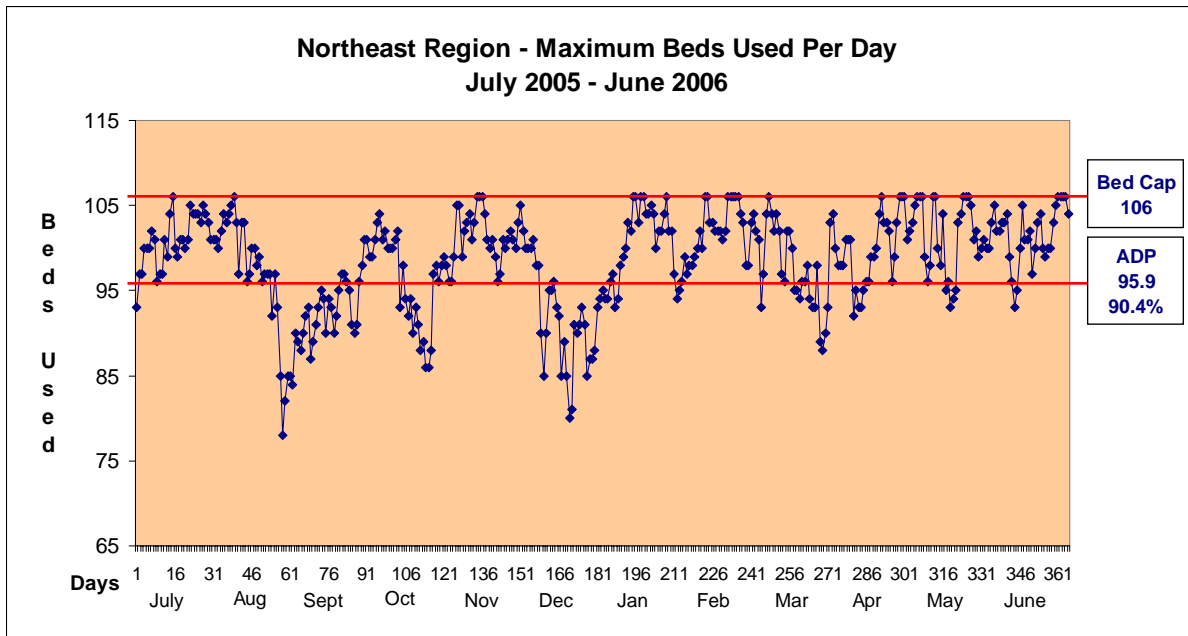
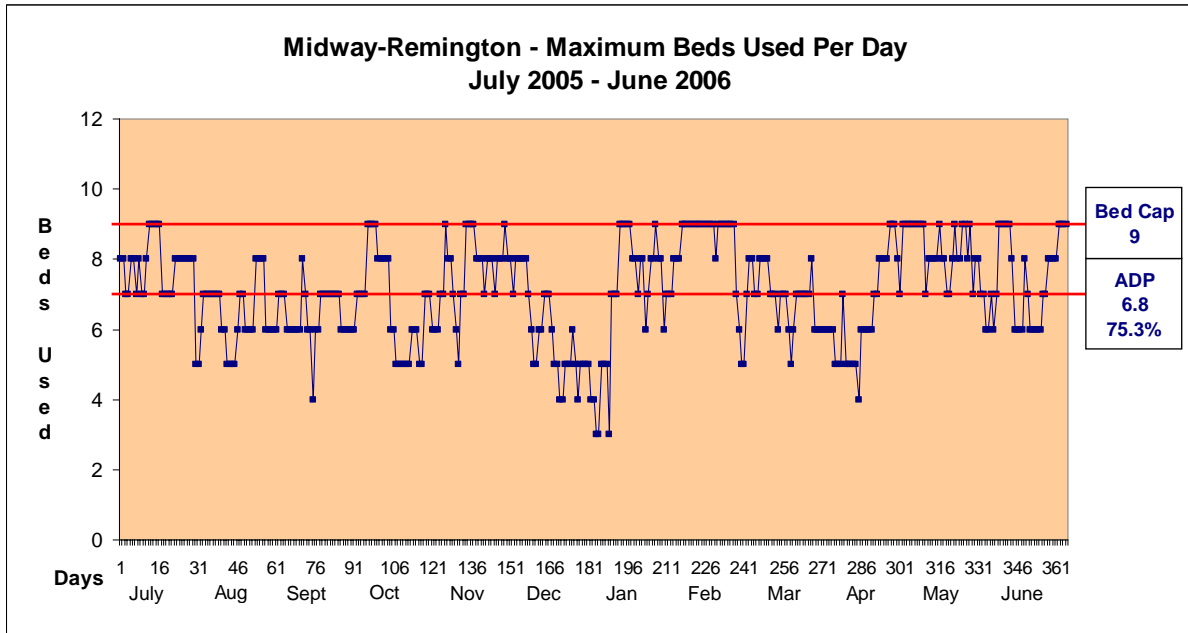


**Adams Youth Services Center - Maximum Beds Used Per Day
July 2005 - June 2006**



**Platte Valley Youth Services Center - Maximum Beds Used Per Day
July 2005 - June 2006**

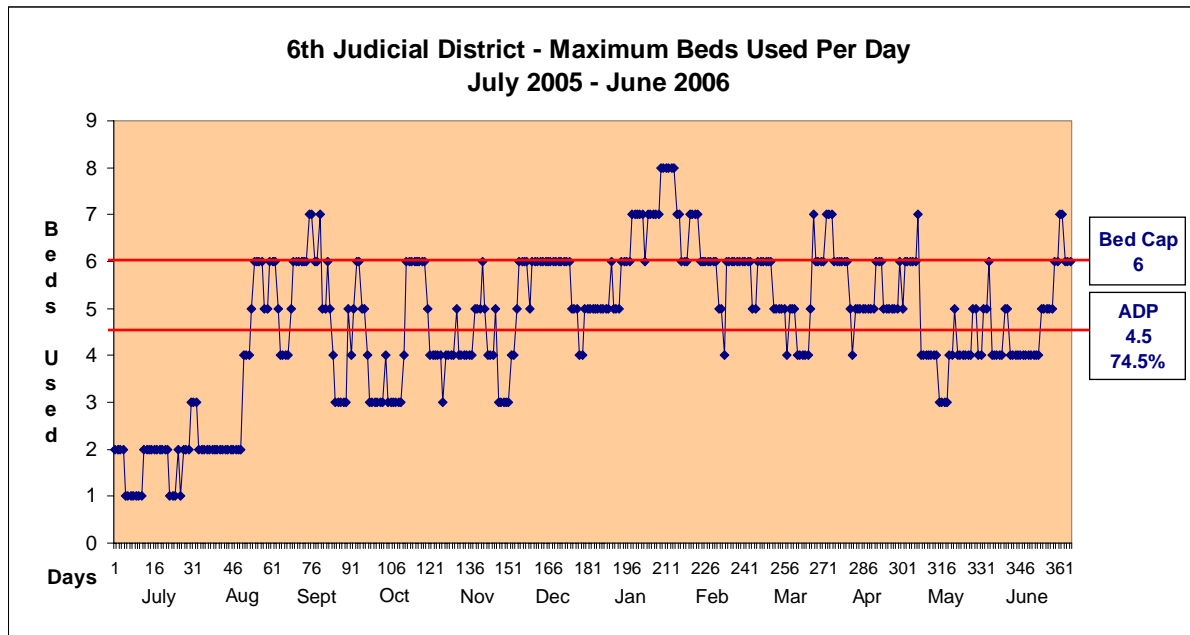


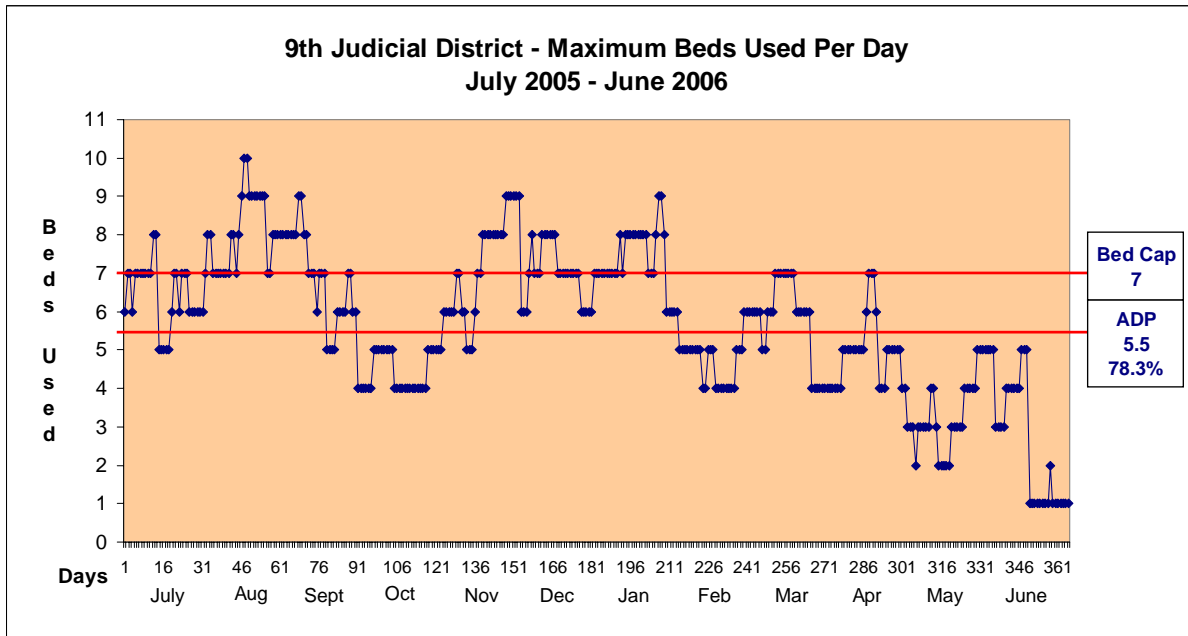
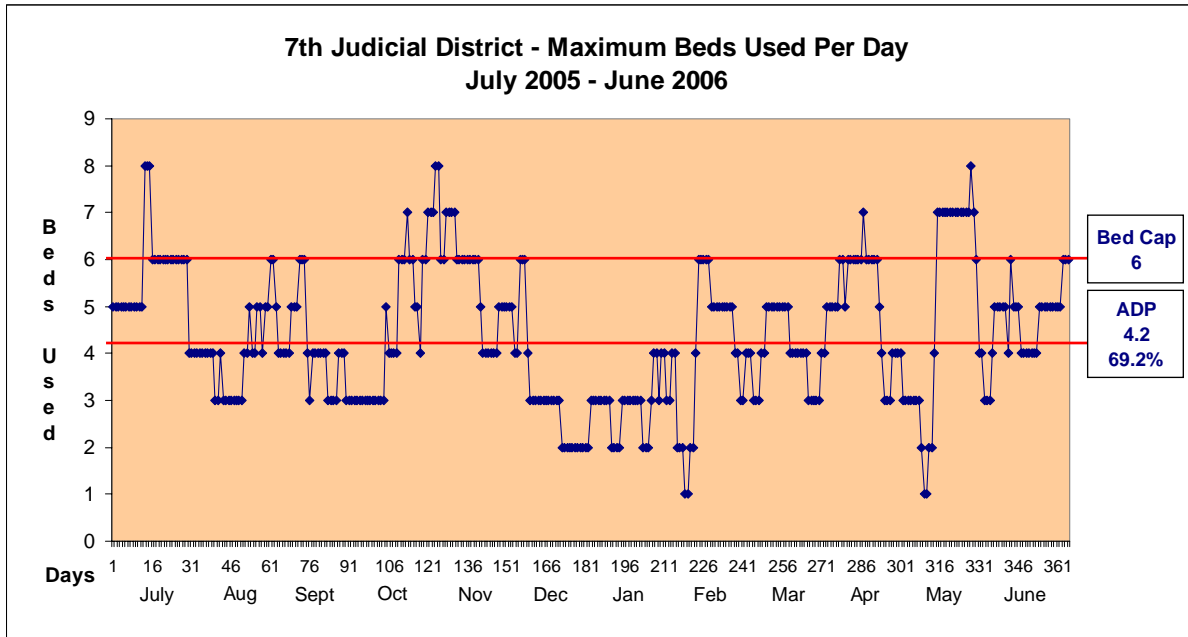


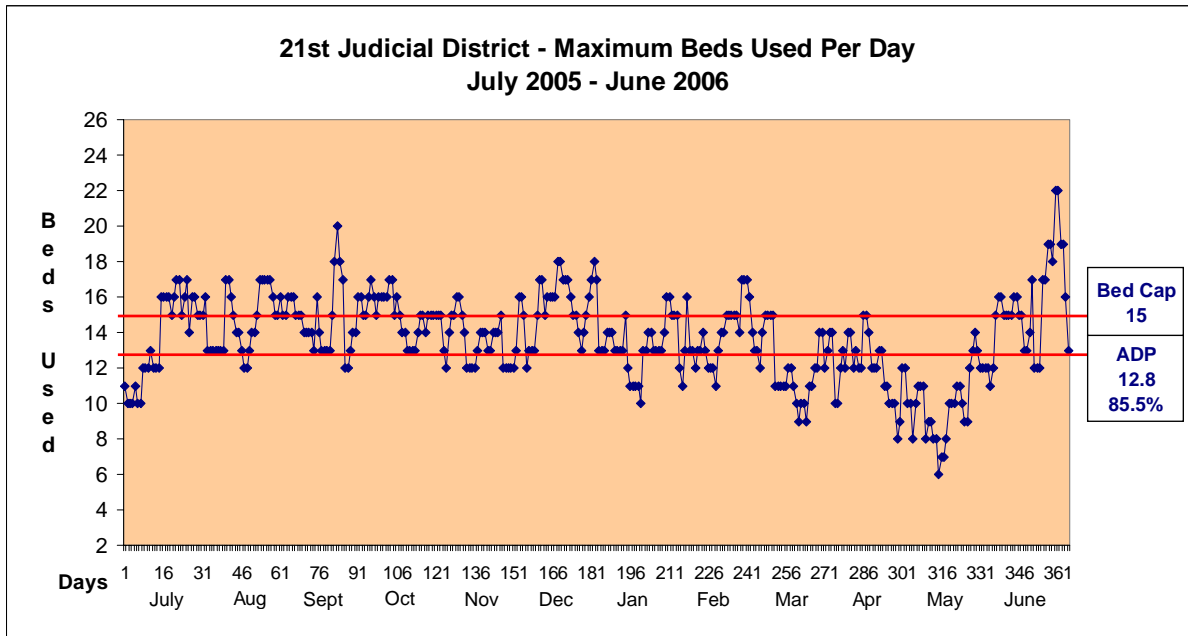
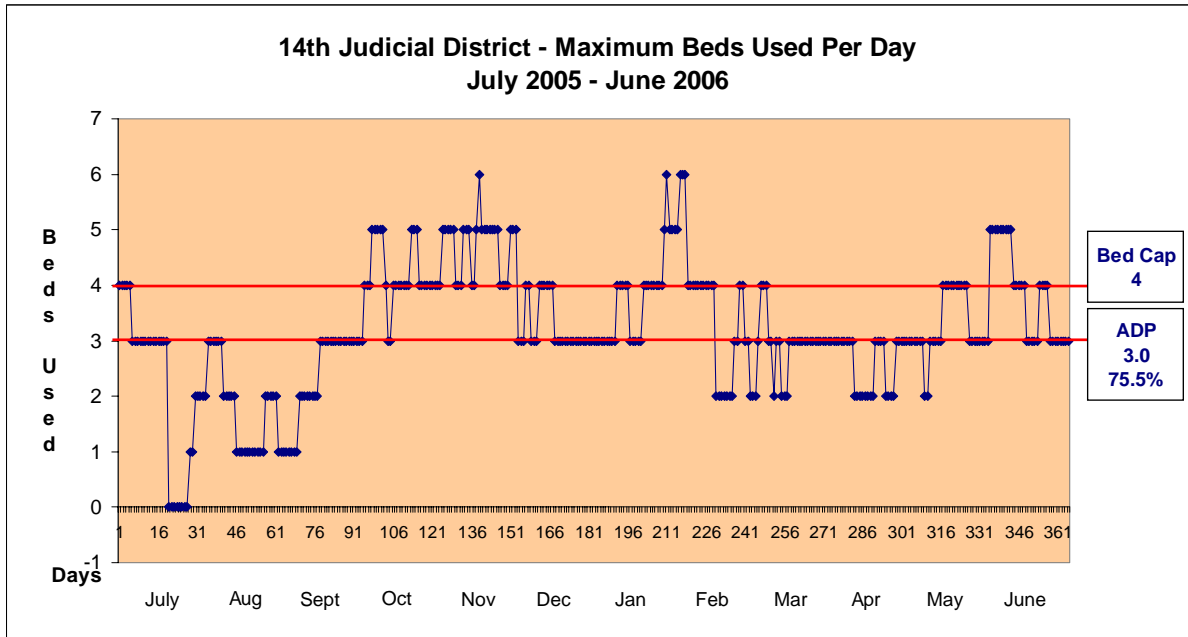
Western Region

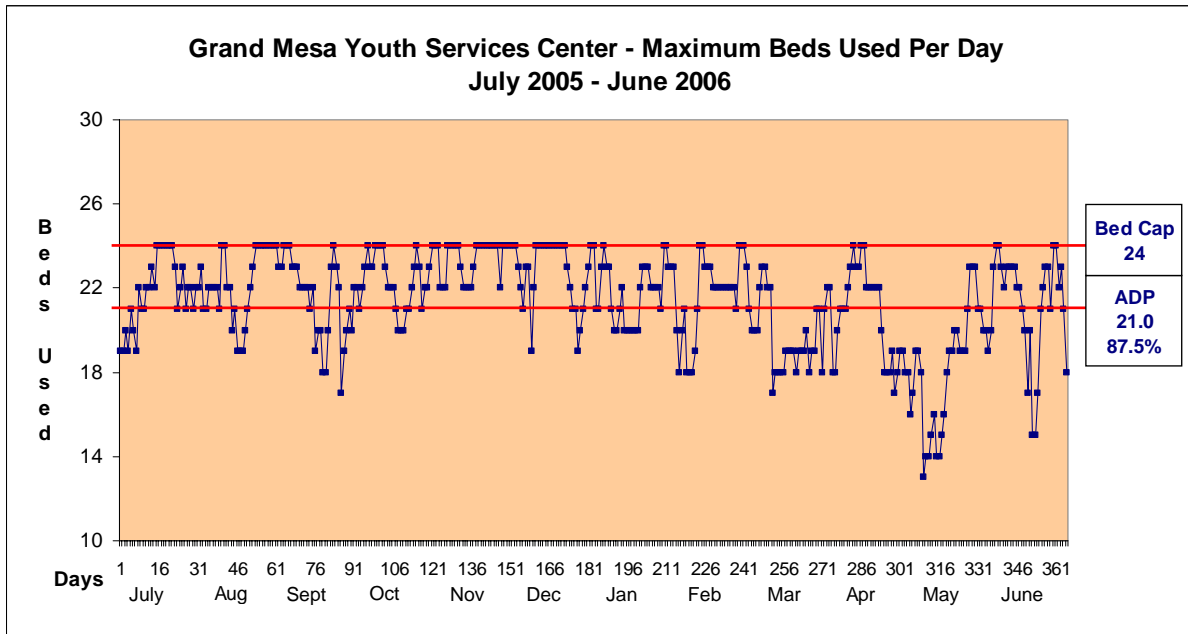
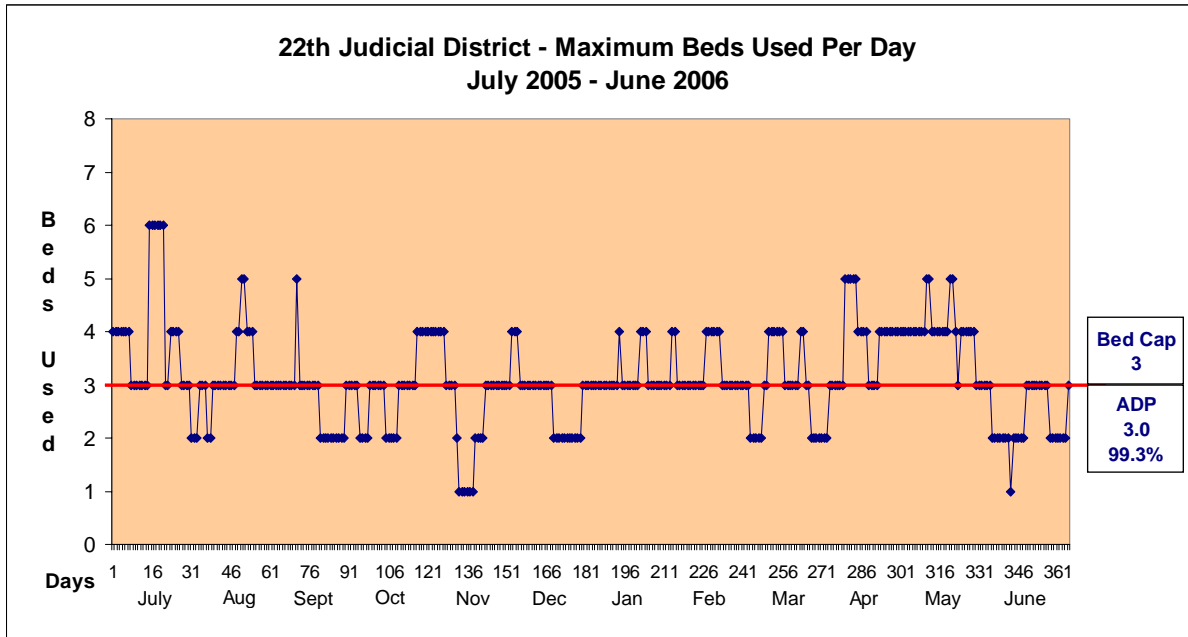
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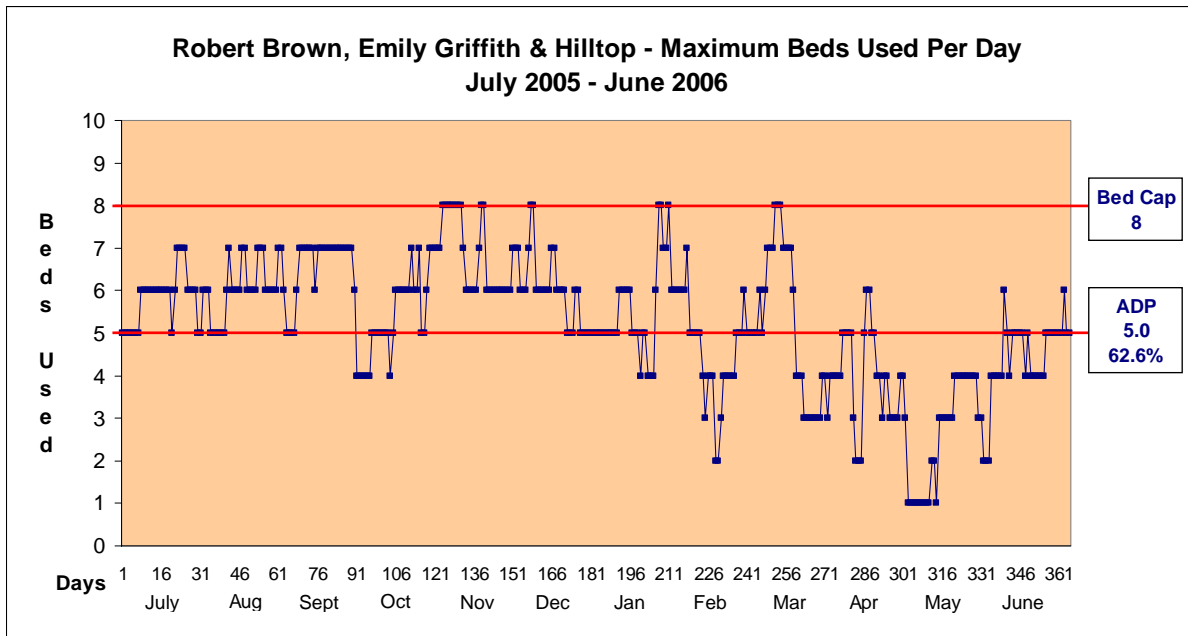
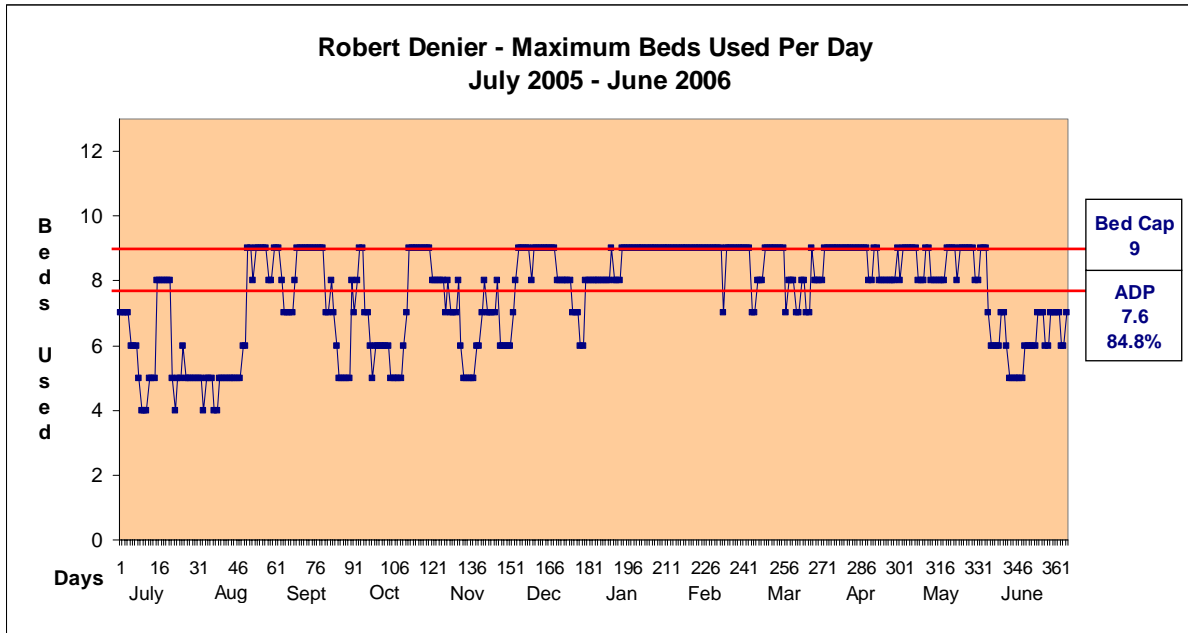
Western Region: Districts & Facilities	Beds & Use Indicators FY 2005-06				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
6 th La Plata	6	5	4.5	74.5%	58.4%
7 th Montrose	6	5	4.2	69.2%	45.2%
9 th Garfield	7	6	5.5	78.3%	54.2%
14 th Routt	4	3	3.0	75.5%	78.1%
21 st Mesa	15	14	12.8	85.5%	52.3%
22 nd Montezuma	3	2	3.0	99.3%	98.1%
Western Region	41	37	33.6	82.0%	28.8%
Grand Mesa YSC	24	22	21.0	87.5%	57.8%
Robert Denier YSC	9	8	7.6	84.5%	61.4%
Other Staff Secure	8	7	5.0	62.6%	20.5%

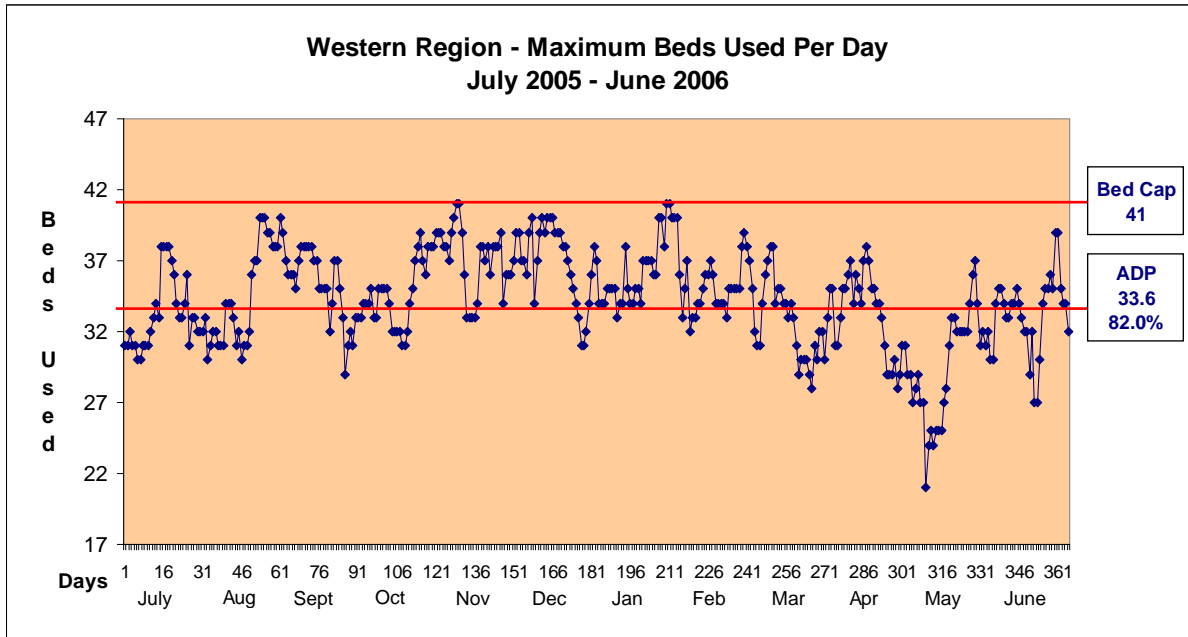








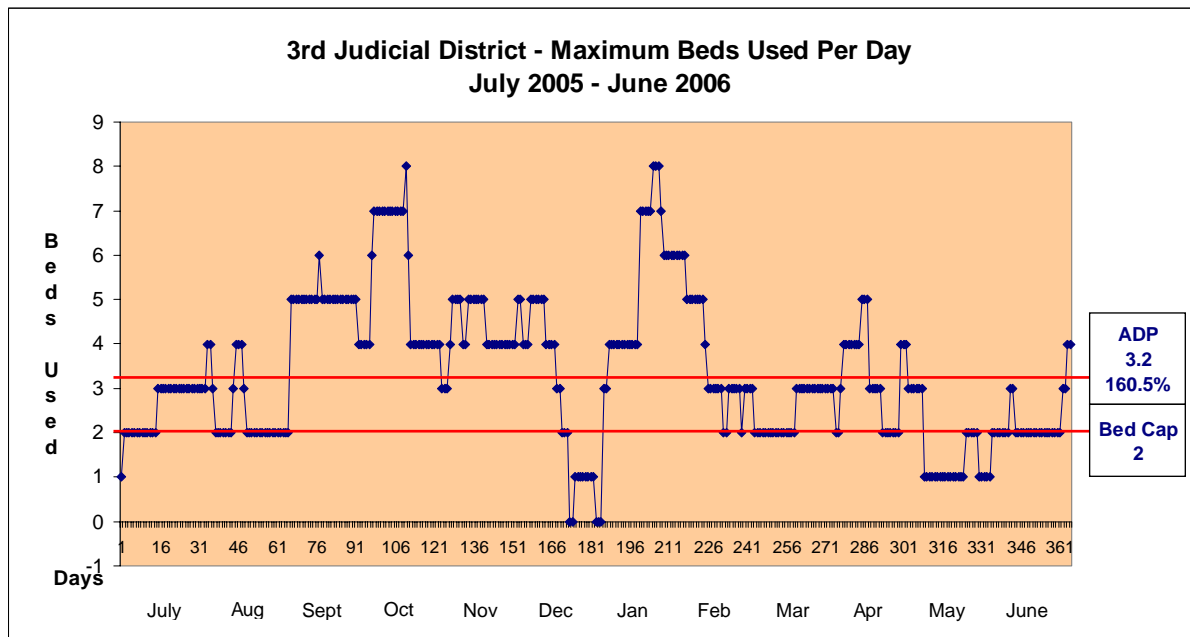


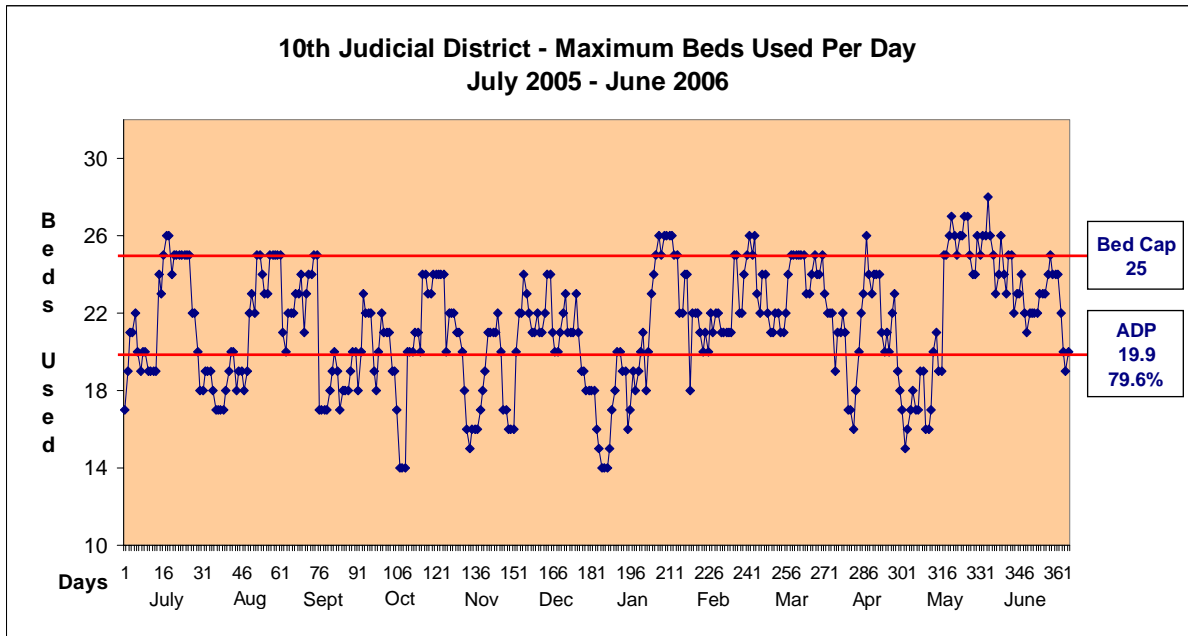
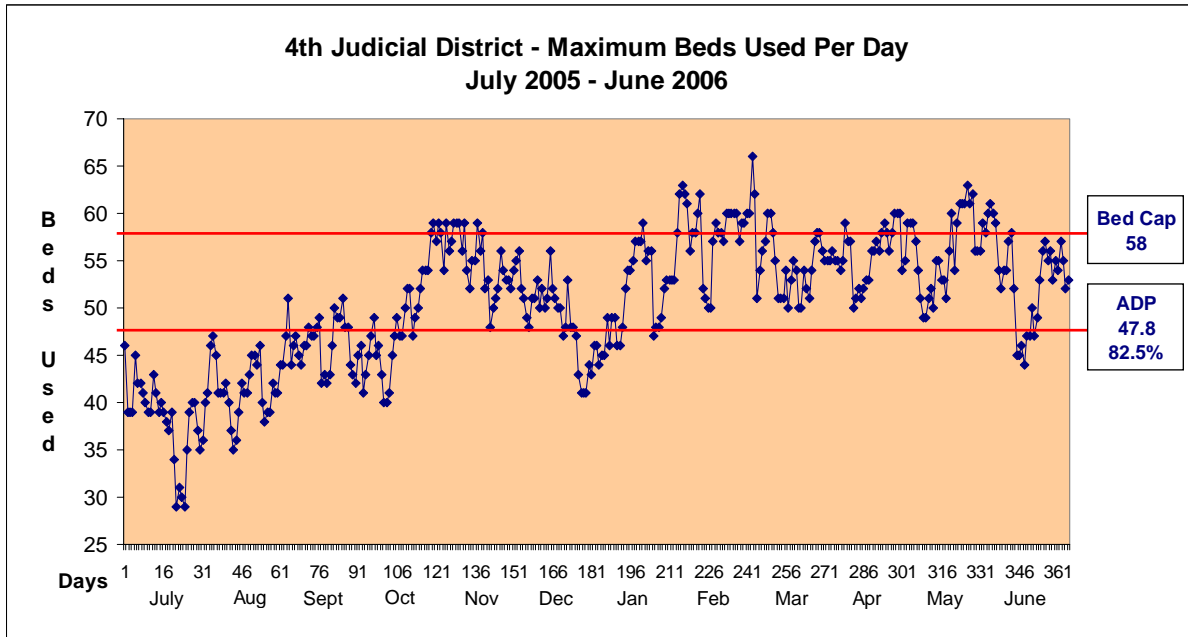


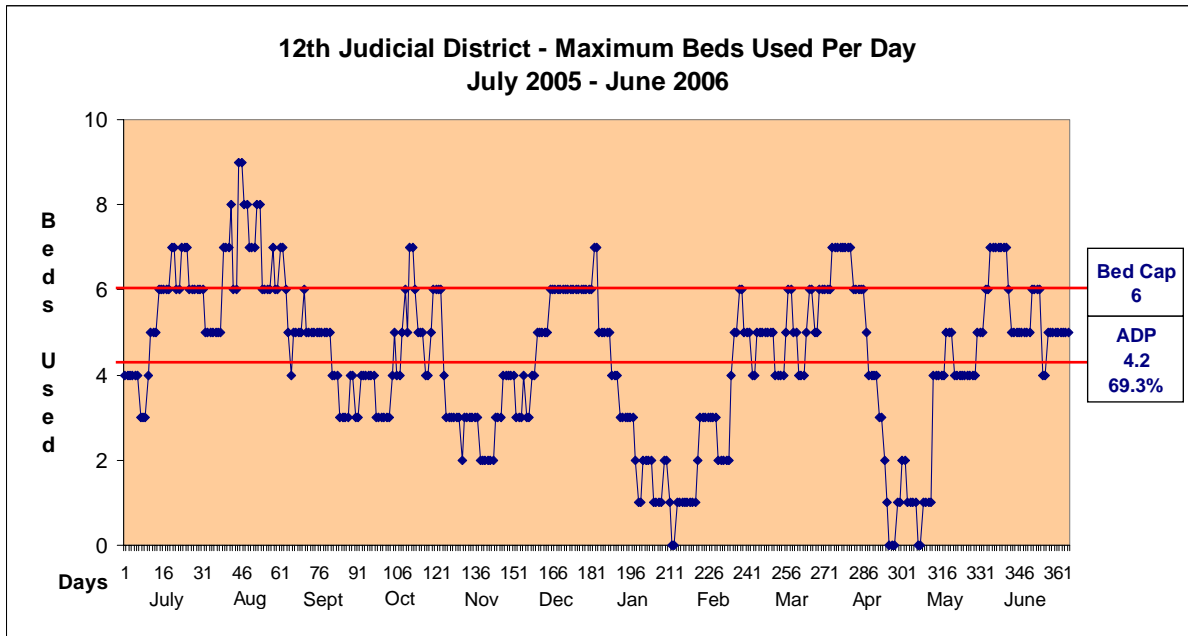
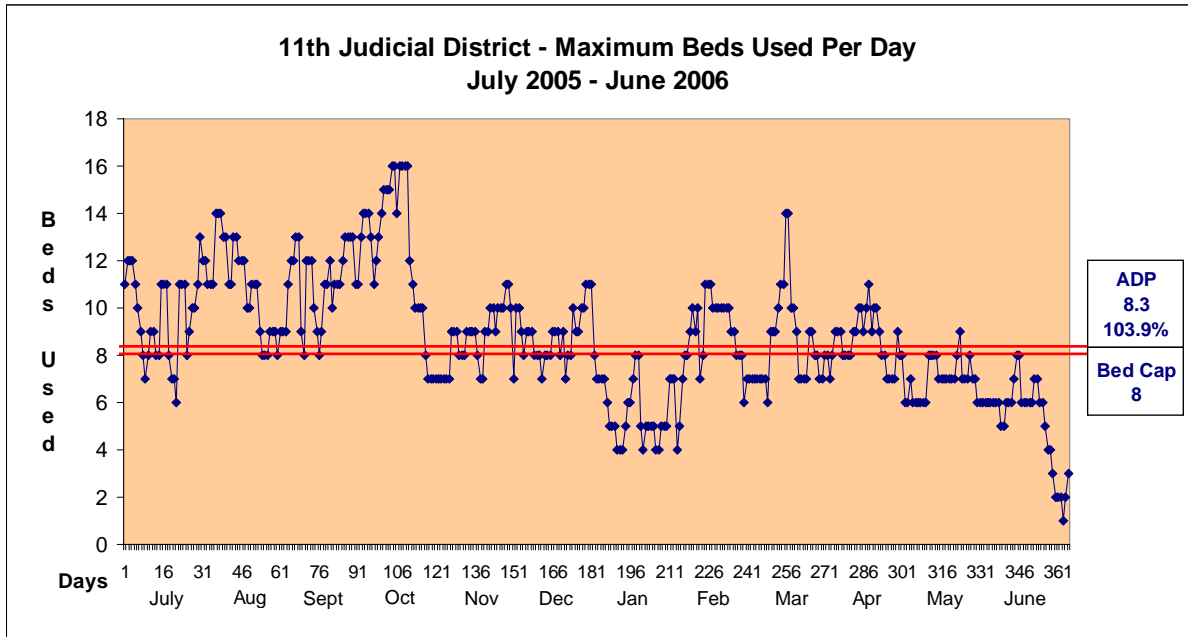
Southern Region

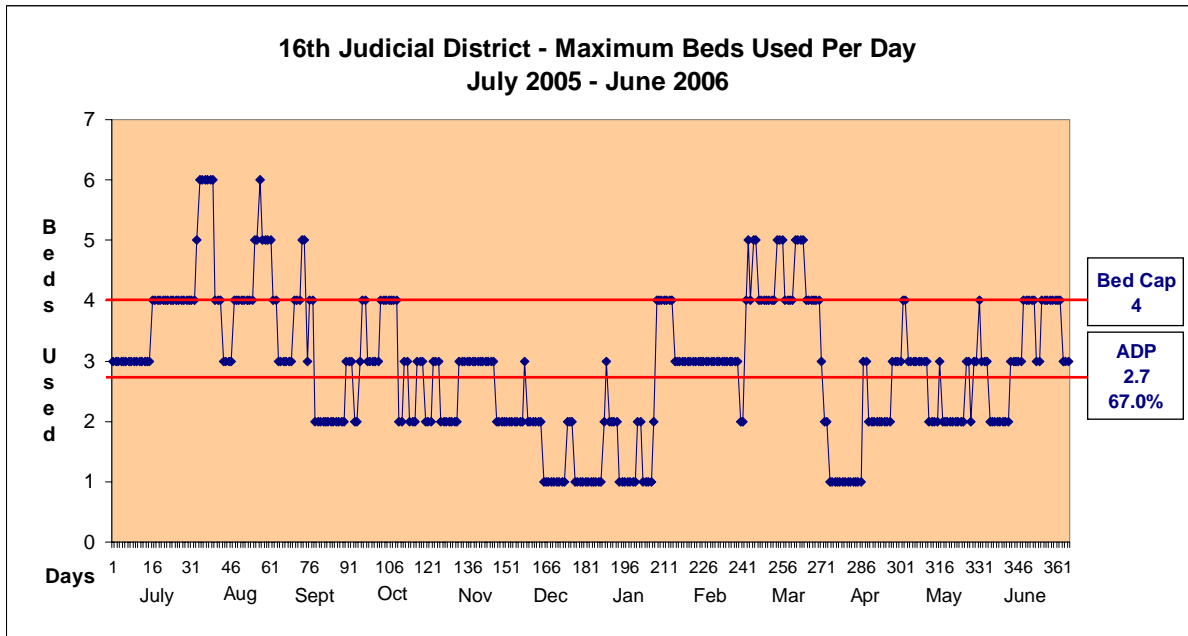
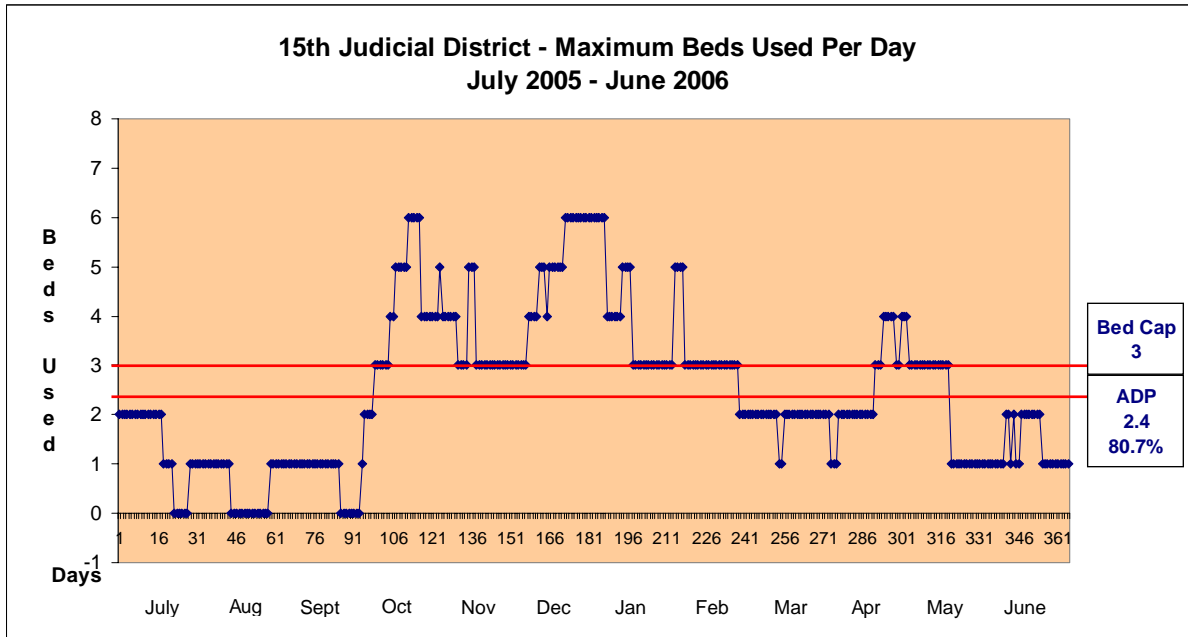
Southern Region Bed Use for FY 2005-06 (July 2005 Through June 2006): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of cap (average use), and percent of days at or above 90% of cap. Regional ADP figures may differ from the sum of the districts or facilities due to rounding errors and/or ADP that was not assignable to a specific district. The 90% threshold for each region and district was chosen so that it would be at least 1 bed below the cap and so that it would be as close to 90% as possible.

Southern Region: Districts & Facilities	Beds & Use Indicators FY 2005-06				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
3 rd Las Animas	2	1	3.2	160.5%	98.6%
4 th El Paso	58	52	47.8	82.5%	50.1%
10 th Pueblo	25	22	19.9	79.6%	49.9%
11 th Fremont	8	7	8.3	103.9%	82.2%
12 th Alamosa	6	5	4.2	69.3%	29.9%
15 th Prowers	3	2	2.4	80.7%	67.9%
16 th Otero	4	3	2.7	67.0%	67.2%
Southern Region	106	95	91.2	86.0%	40.5%
Pueblo YSC	36	32	30.6	85.0%	47.1%
Spring Creek YSC	66	59	57.6	87.3%	57.8%
Staff Secure	4	3	3.1	75.5%	78.1%

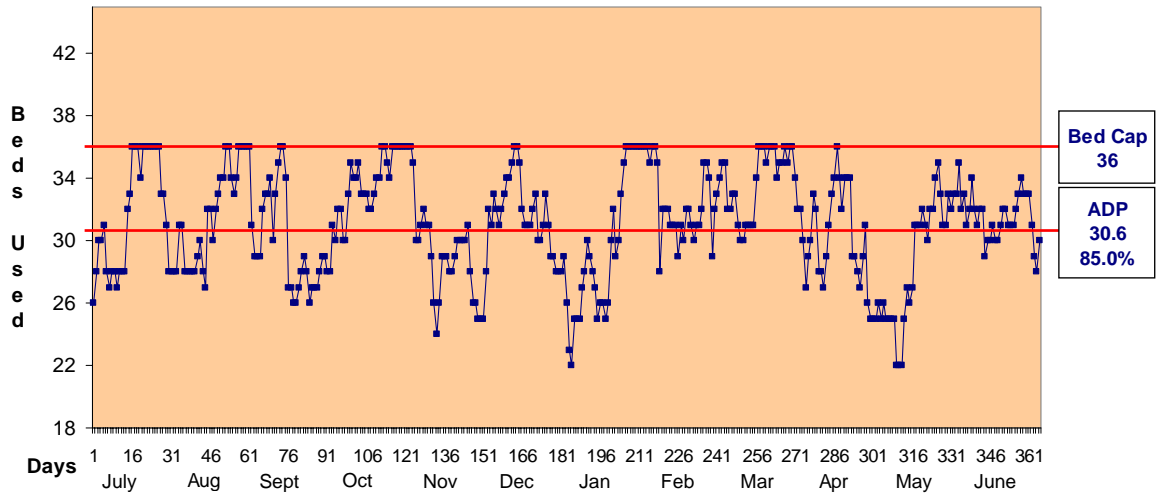




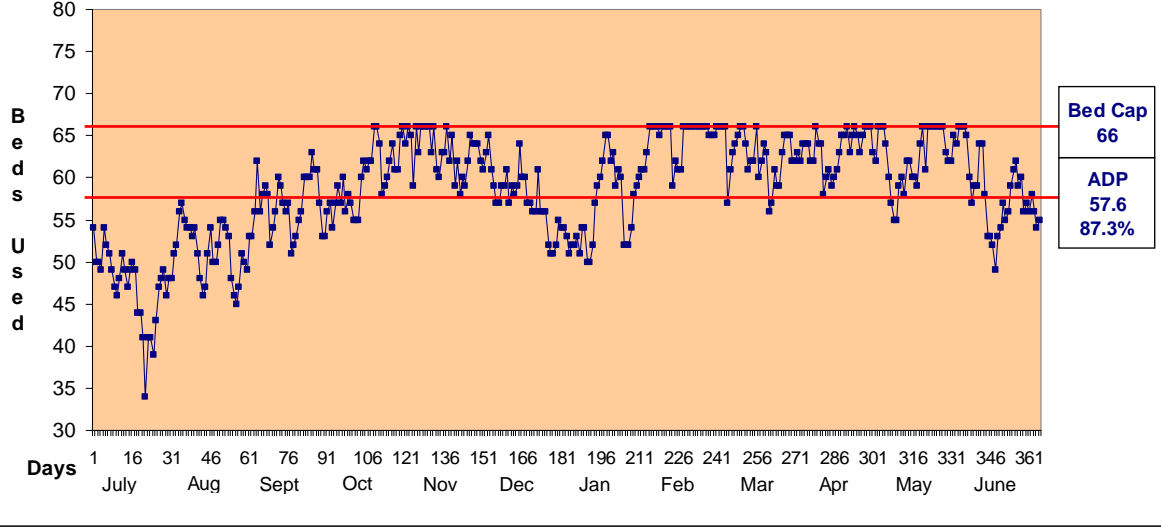


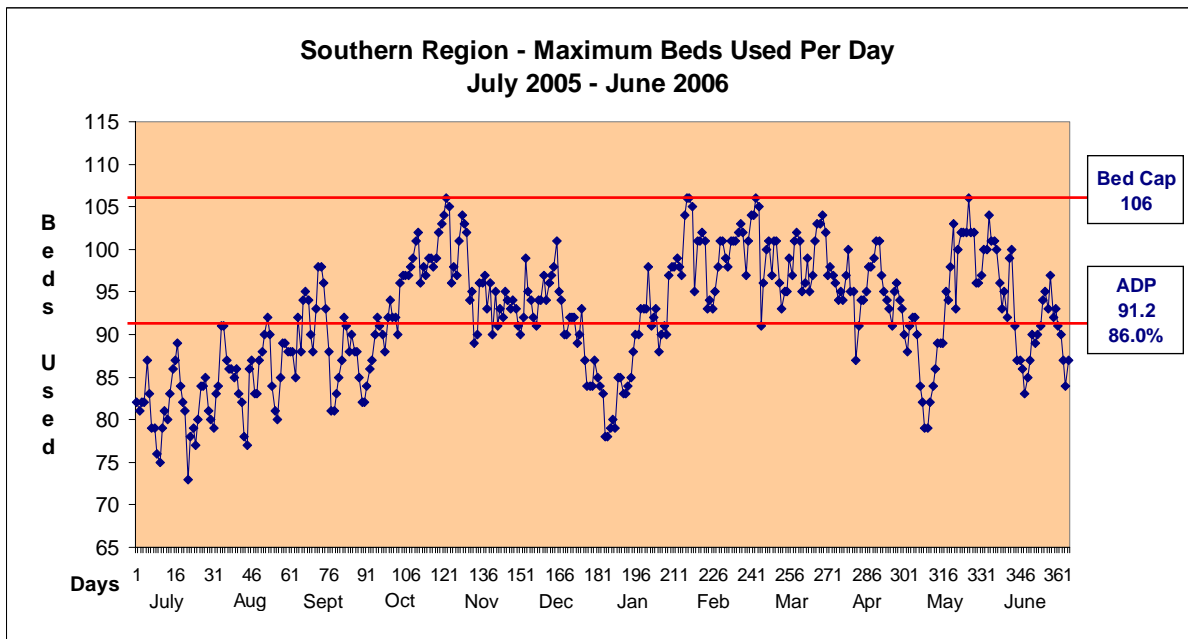
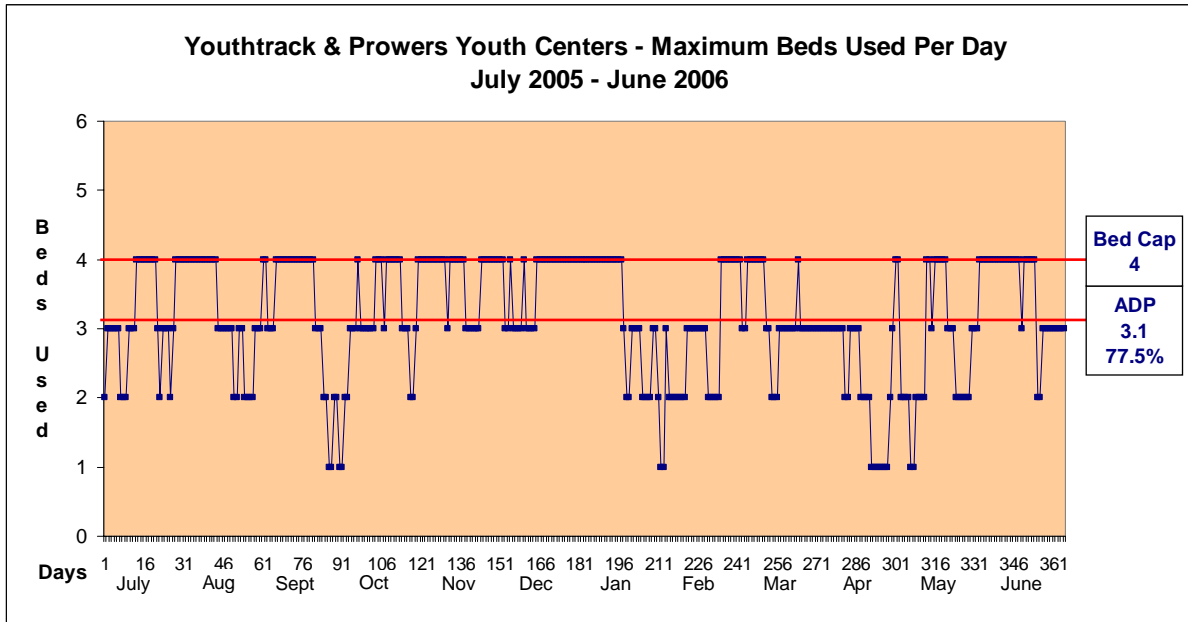


**Pueblo Youth Services Center - Maximum Beds Used Per Day
July 2005 - June 2006**



**Spring Creek Youth Services Center - Maximum Beds Used Per Day
July 2005 - June 2006**







Appendix B

SB 94 JDSAG Screening and Profile Report

About the Report – The SB 94 JDSAG Screening and Profile Report is a two 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 DYC and with feedback from district SB 94 Program Coordinators.

The reporting process began as of July, 2003. Beginning in July, 2004, DYC 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 and DYC.





SB94 JDSAG Screening and Profile Report
From:07/01/2005 To :06/30/2006

STATE

2.Youth Screened-Ethnicity

	American Indian or Alaskan Native	Asian	Black or African American	Hispanic	Native Hawaiian/Other Pacific Islander	No Ethnicity	Unable to Determine	White	Total
	171 1.37%	89 0.71%	1994 16.00%	4619 37.07%	44 0.35%	33 0.26%	50 0.40%	5459 43.82%	12459 100%

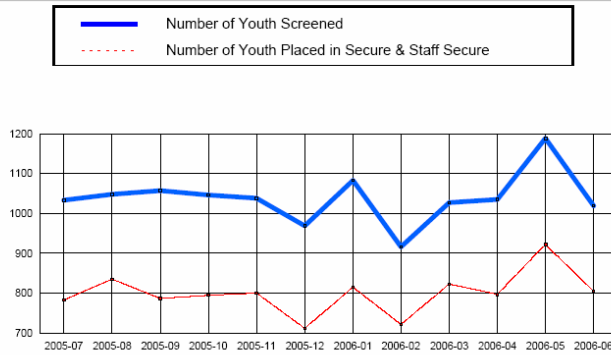
3.Youth Screened-Gender

	Female	Male	Total
	3053 24.50%	9406 75.50%	12459 100%

4.Profiles of Youth Screened

	Profile A	Profile B	Profile C	Profile D	Profile E	Total
	4626 37.13%	3873 31.09%	816 6.55%	2701 21.68%	443 3.56%	12459 100%

5.No of Youth Screened



	No. of Youth Screened	No. in Secure & Staff Secure
2005-07	1033	783
2005-08	1048	835
2005-09	1057	787
2005-10	1046	795
2005-11	1038	800
2005-12	969	712
2006-01	1083	815
2006-02	916	722
2006-03	1027	823
2006-04	1035	797
2006-05	1188	922
2006-06	1019	805
Total	12459	9596



SB94 JDSAG Screening and Profile Report
From:07/01/2005 To :06/30/2006

STATE

6.Actual Placement by Profile Type

	Profile A	Profile B	Profile C	Profile D	Profile E	Total
Secure Detention	3186 33.77%	2937 31.12%	590 6.25%	2315 24.54%	408 4.32%	9436 100%
Staff Secure	68 42.50%	50 31.26%	10 6.25%	29 18.13%	3 1.88%	160 100%
Residential/Shelter	50 28.41%	45 25.57%	17 9.66%	57 32.39%	7 3.98%	176 100%
Home Detention/Services	554 52.61%	344 32.67%	75 7.12%	77 7.31%	3 0.28%	1053 100%
Release	754 46.75%	496 30.75%	123 7.63%	219 13.58%	21 1.30%	1613 100%
No Level	10 47.62%	0 0.00%	0 0.00%	0 0.00%	0 0.00%	10 48%
Not Applicable	4 0.00%	1 0.00%	1 0.00%	4 0.00%	1 0.00%	11 0%

7.Screener-Actual Placement Agreement

	Secure Detention	Staff Secure	Residential/ Shelter	Home Detention/S ervices	Release	No Level	Not Applicable	Total
Secure Detention	8247 91.02%	101 1.11%	80 0.88%	167 1.84%	458 5.05%	0 0.00%	8 0.09%	9061 100%
Staff Secure	360 80.72%	25 5.61%	24 5.38%	8 1.79%	29 6.50%	0 0.00%	0 0.00%	446 100%
Residential/Shelter	120 26.09%	7 1.52%	51 11.09%	69 15.00%	213 46.30%	0 0.00%	0 0.00%	460 100%
Home Detention/Services	491 26.83%	19 1.04%	17 0.93%	735 40.16%	566 30.93%	0 0.00%	2 0.11%	1830 100%
Release	101 21.00%	4 0.83%	1 0.21%	45 9.36%	329 68.40%	0 0.00%	1 0.21%	481 100%
No Screen	117 64.64%	4 2.21%	3 1.66%	29 16.02%	18 9.94%	10 5.52%	0 0.00%	181 100%



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)			Missing	
	N	%	Rate	N	%	Rate	N	%	Rate	N	%	Rate	N	%	Rate	N	%
1 st Jefferson	507	33.9	84.3	551	36.8	91.6	98	6.5	16.3	320	21.4	53.2	21	1.4	3.5	21	1.4
2 nd Denver	592	34.4	112.2	579	33.7	109.8	132	7.7	25.0	315	18.3	59.7	102	5.9	19.3	6	0.3
3 rd Huerfano	23	45.1	87.1	18	35.3	68.1	2	3.9	7.6	6	11.8	22.7	2	3.9	7.6	39	43.3
4 th El Paso	615	36.0	90.8	520	30.5	76.8	104	6.1	15.4	441	25.8	65.1	27	1.6	4.0	82	4.6
5 th Summit	7	41.2	7.7	5	29.4	5.5	0	0.0	0.0	5	29.4	5.5	0	0.0	0.0	0	0.0
6 th La Plata	47	42.3	73.1	42	37.8	65.3	12	10.8	18.7	6	5.4	9.3	4	3.6	6.2	0	0.0
7 th Montrose	32	38.6	30.9	35	42.2	33.8	0	0.0	0.0	14	16.9	13.5	2	2.4	1.9	3	3.5
8 th Larimer	109	32.0	37.9	101	29.6	35.2	20	5.9	7.0	66	19.4	23.0	45	13.2	15.7	40	10.5
9 th Garfield	25	32.1	31.8	27	34.6	34.3	8	10.3	10.2	14	17.9	17.8	4	5.1	5.1	8	9.3
10 th Pueblo	111	27.7	63.8	96	23.9	55.1	20	5.0	11.5	131	32.7	75.2	43	10.7	24.7	223	35.7
11 th Fremont	130	33.3	152.4	131	33.6	153.5	36	9.2	42.2	77	19.7	90.2	16	4.1	18.8	8	2.0
12 th Alamosa	38	47.5	63.0	23	28.8	38.1	5	6.3	8.3	9	11.3	14.9	5	6.3	8.3	22	21.6
13 th Logan	39	28.1	39.9	47	33.8	48.1	8	5.8	8.2	42	30.2	43.0	3	2.2	3.1	1	0.7
14 th Routt	13	40.6	24.2	9	28.1	16.7	2	6.3	3.7	8	25.0	14.9	0	0.0	0.0	4	11.1
15 th Prowers	19	48.7	71.0	13	33.3	48.6	2	5.1	7.5	2	5.1	7.5	3	7.7	11.2	6	13.3
16 th Otero	17	25.4	49.4	25	37.3	72.7	4	6.0	11.6	19	28.4	55.2	2	3.0	5.8	2	2.9
17 th Adams	249	33.5	46.4	212	28.5	39.5	84	11.3	15.6	147	19.8	27.4	51	6.9	9.5	47	5.9
18 th Arapahoe	768	32.2	80.2	793	33.3	82.8	168	7.0	17.6	591	24.8	61.7	64	2.7	6.7	71	2.9
19 th Weld	212	28.0	81.1	245	32.4	93.7	25	3.3	9.6	264	34.9	101.0	11	1.5	4.2	2	0.3
20 th Boulder	279	39.2	95.6	265	37.2	90.8	51	7.2	17.5	106	14.9	36.3	11	1.5	3.8	10	1.4
21 st Mesa	165	37.2	114.1	119	26.8	82.3	27	6.1	18.7	107	24.1	74.0	26	5.9	18.0	19	4.1
22 nd Montezuma	6	14.0	18.1	15	34.9	45.3	7	16.3	21.1	14	32.6	42.3	1	2.3	3.0	3	6.5
Statewide	4,003	33.8	76.8	3,871	32.7	74.2	815	6.9	15.6	2,704	22.8	51.8	443	3.7	8.5	617	5.0

Appendix D

Fiscal Year 2005 - 2006 Performance Goals Resources and Practice Survey

About the Survey – The 2006 Performance Goals Resources and Practices Survey was developed by TriWest Group, in collaboration with NYC, 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 August 1, 2006 to expect to receive the surveys. Surveys were sent to Judicial Districts August 2, 2006 with a requested return date of August 22, 2006.

1. **Performance goals and objectives.** Use this section to summarize your District’s progress in achieving district goals and objectives as specified in the SB94 Alternatives to Incarceration Juvenile Services Plan for Fiscal Year 2005-06. We have included your data for the first six months of the fiscal year as reported in the FY 2006-07 Plan submitted in April of 2006. To complete this section, each SB 94 Coordinator is asked to update data for the entire FY 2005-06 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, as well as placement and resource capacity. Please be sure that these answers reflect the perspectives of your Juvenile Services Planning Committee (JSPC).
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. JSPC input is particularly important in this section.
4. **Practice/policy issues.** In this section you are asked to rate and explain the impact of practice/policy issues on your SB 94 program and the youth served by your program. Again, JSPC input is critical for this section.

This year NYC has asked us to document JSPC involvement in completing this survey in order to ensure that the survey results reflect the perspectives of your District’s juvenile justice system leaders. Each district was asked to indicate below how involved the members of your JSPC were in completing the survey by checking whether each gave feedback or input for **most** of the survey, **some**, **none**. The districts were asked to note dissenting responses in the survey.

JSPC Representative:	Most	Some	None	JSPC Representative:	Most	Some	None
JSPC Chairperson				Probation			
Bench				DA’s Office			
Law Enforcement				Public Defender’s Office			
Other: (list)				Other: (list)			



FY04 Performance Goals, Resources and Practice Survey

1. District __: Performance Goals and Objectives for Preadjudicated Youth

– Please review and verify the performance goals and objectives below, and update FY06 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 Matt Friesen at 303.866.7334.

Goal 1 — FY06 — Preadjudicated Youth — To successfully supervise preadjudicated youth placed in community-based detention services.		
1.1. Measurable Objective: Eighty percent (80%) of enrolled preadjudicated youth will complete SB 94 services without failing to appear (FTA) for court during the period of the intervention.	FY06 Data in Plan: July – Dec 2005 Youth Completing Services = Youth Completing Without FTA's = Success Rate = / = %	Comments:
	FY06 Data: 7/1/05 – 6/30/06 Youth Completing Services = Youth Completing Without FTA's = Success Rate =	
1.2. Measurable Objective: Eighty percent (80%) of enrolled preadjudicated youth will complete SB 94 services without receiving new charges during the period of the intervention.	FY06 Data in Plan: July – Dec 2005 Youth Completing Services = Youth Completing Without New Charges = Success Rate = / = %	Comments:
	FY06 Data: 7/1/05 – 6/30/06 Youth Completing Services = Youth Completing Without New Charges = Success Rate =	
1.3. Measurable Objective: Ninety percent (90%) of preadjudicated youth served through SB 94 will complete the period of intervention with a positive or neutral leave reason.	FY06 Data in Plan: July – Dec 2005 Youth Completing Services = Youth Completing With Pos/Neut Reason = Success Rate = / = %	Comments:
	FY06 Data: 7/1/05 – 6/30/06 Youth Completing Services = Youth Completing With Pos/Neut Reason = Success Rate =	



District __: Performance Goals and Objectives for Sentenced Youth – Please review and verify the performance goals and objectives below, and update FY06 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 Matt Friesen at 303.866.7334.

Goal 2 — FY06 — Sentenced Youth — To successfully supervise sentenced youth placed in community-based detention services.		
2.1. Measurable Objective: Eighty percent (80%) of enrolled sentenced youth will complete SB 94 services without failing to appear (FTA) for court during the period of the intervention.	FY06 Data in Plan: July – Dec 2005 Youth Completing Services = Youth Completing Without FTA's = Success Rate = / = %	Comments:
	FY06 Data: 7/1/05 – 6/30/06 Youth Completing Services = Youth Completing Without FTA's = Success Rate =	
2.2. Measurable Objective: Eighty percent (80%) of enrolled sentenced youth will complete SB 94 services without receiving new charges during the period of the intervention.	FY06 Data in Plan: July – Dec 2005 Youth Completing Services = Youth Completing Without New Charges = Success Rate = / = %	Comments:
	FY06 Data: 7/1/05 – 6/30/06 Youth Completing Services = Youth Completing Without New Charges = Success Rate =	
2.3. Measurable Objective: Ninety percent (90%) of preadjudicated youth served through SB 94 will complete the period of intervention with a positive or neutral leave reason.	FY06 Data in Plan: July – Dec 2005 Youth Completing Services = Youth Completing With Pos/Neut Reason = Success Rate = / = %	Comments:
	FY06 Data: 7/1/05 – 6/30/06 Youth Completing Services = Youth Completing With Pos/Neut Reason = 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 question following each funding area. A section capturing ratings of placement resources capacity is on the following page.

State Budget - Year	FY00	FY01	FY02	FY03
Allocated	\$703,917	\$743,563	\$728,473	\$707,292
State Budget - Year	FY04	FY05	FY06	FY07
Allocated	\$526,019	\$469,006	\$519,610	\$562,785

How did your SB 94 program change in FY06 as a result of the budget for FY06, as opposed to past years? Please share between one and four summary statements about the impact of budget changes in the last year. Please be sure to incorporate JSPC input here.

Funds or Collaboration from Non-SB 94 Sources	Used in FY06? 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 FY06?



Resources Continued.

Placement Resources Capacity. For each section below, please rate your overall program capacity (ability to place youth in each level) in FY06 and change in capacity between FY05 and FY06. For each rating, please check the number above the capacity and change descriptions. Please be sure to incorporate JSPC input here and note any dissenting views.

Secure Detention					
What was its capacity for FY06 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 FY05 and FY06?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments or dissenting views by JSPC members:

Staff Secure Detention					
What was its capacity for FY06 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 FY05 and FY06?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments or dissenting views by JSPC members:

Residential/Shelter Services					
What was its capacity for FY06 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 FY05 and FY06?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments or dissenting views by JSPC members:

Home Detention / Services					
What was its capacity for FY06 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 FY05 and FY06?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments or dissenting views by JSPC members:



3. District __: SB 94 Program – Please be sure to incorporate JSPC input in these responses as they relate to the past year (FY2005-06):

1. In the past year, what have been the primary trends in the management of your detention continuum by your district’s SB 94 Program? Please briefly note 2 to 4 major trends.

2. In the past year, has there been any change in interagency collaboration? Yes ___ No ___
Please explain and note any dissenting JSPC views.

3. In the opinion of your JSPC, 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 Some Positive Neither Positive or Some Negative Strong Negative
 Impact Impact Negative Impact Impact

Please explain and note any dissenting JSPC views.

4. Over the past year (FY05-06) how many times did your district release youth on an early or emergency basis in order to remain in compliance with your cap with each of the following four ranges of time available to plan? Planning time should include both proactive planning time before identification of the youth for early/emergency release and time following identification. If you did not track such releases with sufficient detail to specify time available to plan, please make estimates of the proportion of total releases that fall into each of the four time ranges.

___ Less than 24 hours ___ 25 – 72 hours ___ 73 hours to 1 week ___ More than 1 week
 Were the above numbers actual or estimates? ___ Actual ___ Estimates

Please also answer the following four questions related to this issue (check the appropriate column – if not applicable, please write in “N/A”):

	Most or All of the Time	Some of the Time	Infrequently or None of the Time
Have you been able to borrow beds when needed?			
Have you been able to loan beds when requested?			
Has transportation been a barrier to obtaining needed beds?			

Please explain your responses and note any dissenting JSPC views.



5. In FY06, how did commitment levels change in your district compared to the year before?

Went Up ___ Went Down ___ Stayed the Same ___

Please explain and note any dissenting JSPC views.

6. In the opinion of your JSPC, 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 and note any dissenting JSPC views.



4. District ___: Practice/Policy Issues - The following practice/policy issues have been central to the process of screening and placing youth, managing the detention continuum, and providing services. 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 an impact rating that reflects the overall perspective of your JSPC. Please also note any dissenting JSPC views.

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 practice/policy 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. Please also note any dissenting JSPC views.

Screening Youth - Impact Rating. Please rate the impact of screening 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 making this rating, please consider the aspects of screening youth presented in your FY05-06 plan, as well as other relevant program information. 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 JSPC's overall rating and note any dissenting JSPC views.



Placing Youth - Impact Rating. Please 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 making this rating, please consider the aspects of placing youth presented in your FY05-06 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="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 JSPC's overall rating and note any dissenting JSPC views.

Detention Bed Allocation - Impact Rating. 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 in your FY05-06 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 JSPC's overall rating and note any dissenting JSPC views.



Services & Availability - Impact Rating. Please rate the impact on your SB 94 program, including on the youth, of 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 in your FY05-06 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 JSPC's rating and how your District uses emergency release. Please also note any dissenting JSPC views.

Other Practice/Policy Issue(s) - Impact Rating(s). Please (1) identify any additional 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 the rating score in the area below the rating scale. If there are multiple additional issues, please copy the below rating scale and boxes as needed.

+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	

<u>Please explain your JSPC's overall rating and note any dissenting JSPC views:</u>	
Other Practice/Policy Issue: _____.	
▶ Explanation	—.



Appendix E

DYC Catchment Area Detention Bed Allocation Map

The SB 03-286 implementation plan presented the detention bed allocations for each DYC regional catchment area. Bed allocations are reviewed annually and changes made as necessary. The statewide bed allocation map for FY 2005-06 is included here.



