

Senate Bill 94 (SB 94) Evaluation
Annual Report: Fiscal Year 2006-07
July, 2006 – June, 2007

For

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

By

 **TRIWEST GROUP**

4855 Riverbend Road, Suite 201
Boulder Colorado 80301
303.544.0509
www.triwestgroup.net

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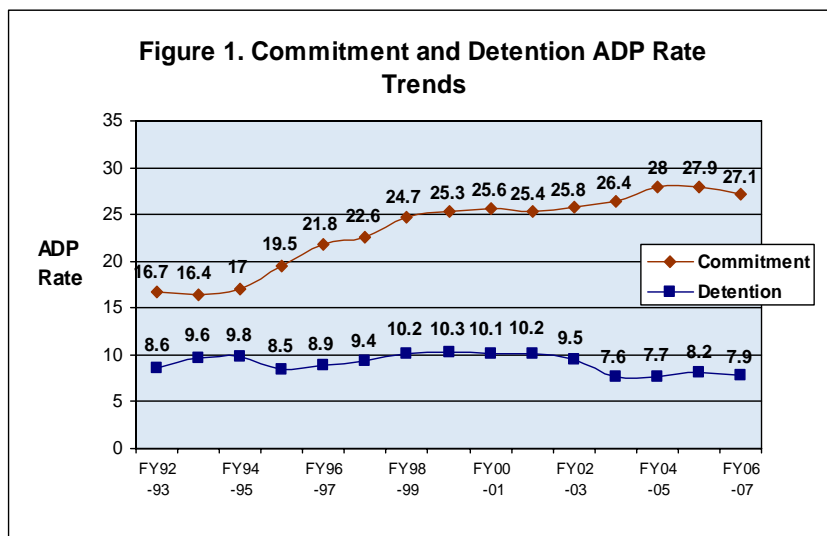
Executive Summary

Each year, the Colorado Long Bill requires that an evaluation of the effectiveness of the SB 94 Program be submitted to the Legislative Joint Budget Committee. This requirement is detailed in Footnote 87 of Senate Bill 07-239 with 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 has experienced two continuing major system changes in Fiscal Year (FY) 2006-07. The first was that FY 2006-07 was the fourth fiscal year of implementation 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 remained high for some districts. The second area of major system change is the opportunity provided by funding increases allocated by the Colorado State General Assembly. In FY 2006-07 funding for the SB 94 Program was increased 14.2% from the FY 2005-06 level, partially restoring past reductions. The additional increase projected for FY 2007-08 will bring the SB 94 Program budget back to a point 2.6% higher than in FY 2002-03 (not adjusted for any Cost of Living Increases missed during those years), when State program capacity cuts began.

1. Trends in Detention and Commitment – The statewide detention average daily population (ADP) rate for FY 2006-07 was 7.9; an average of 7.9 youth in detention each day for every 10,000 youth in the general population as shown in Figure 1, a slight reduction from last year’s level of 8.2. The ADP rates in the last four years (since the implementation of bed caps) have been lower than any measured since the SB 94 Program was implemented statewide in 1994.



The overall ADP level was 414.9, a decrease from the FY 2005-06 level of 426.3. Despite this 3% reduction, secure detention use remains an area of concern for the system as the daily operational level remains high at 86.5% of cap. Length of stay (LOS) in detention in FY 2006-07 was basically the same, at an average of 14 days, as in FY 2005-06 when it was 14.1 days per youth.

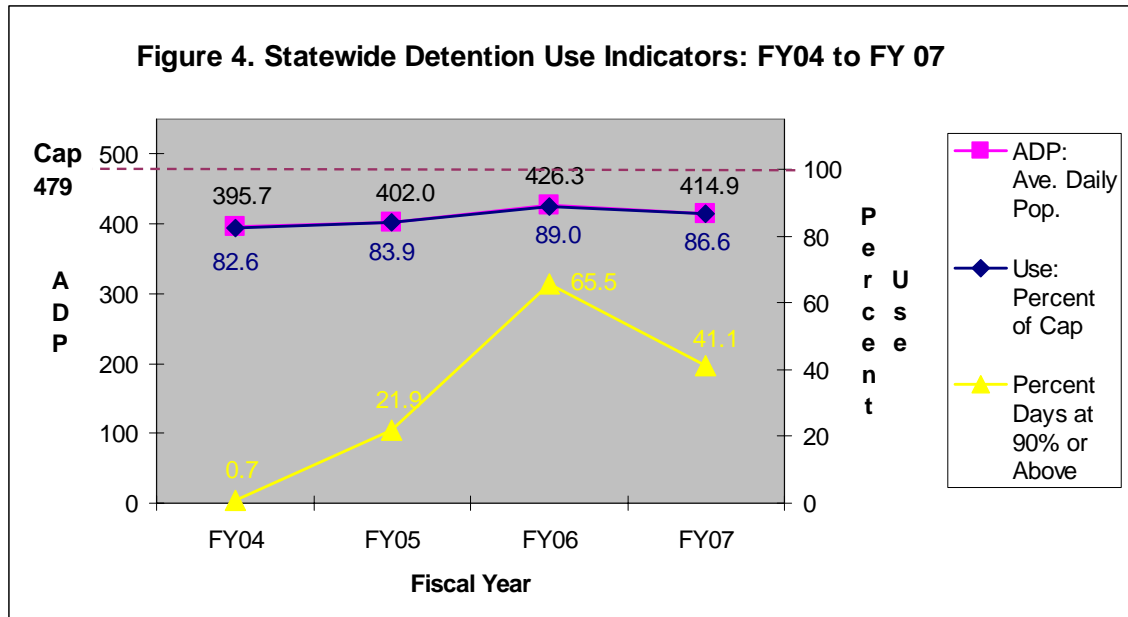
Trends in Detention Bed Use. Following the implementation of detention bed caps, the FY 2003-04 Annual Evaluation Report¹ pointed out that the need to manage to a detention bed cap requires analysis of more than just average detention use. The cap is applied to use at any point in time, so days at or above 90% capacity has been identified as an indicator of **capacity strain** on SB 94 Programs in their management of detention beds, directly and indirectly affecting their ability to place youth as 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 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 placements and community 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 also impact perceived strain, including alternative service availability, screening, and various local practices.

Looking across facilities, it appears that the increases in capacity strain in FY 2004-05 and FY 2005-06 may have begun to stabilize. The average use has decreased for most of the 12 facilities as indicated by the decreases in average use (at 9 of 12 facilities) and the percent of days at or above 90% capacity (at 10 of 12 facilities). The Central, Northeast and South regions all showed decreases while the Western region increased. Statewide average use decreased from 89% in FY 2005-06 to 86.6% in FY 2006-07 and days at or above 90% of capacity decreased from 65.5% in FY 2005-06 to 41.1% in FY 2006-07. Despite statewide improvement in days at or above 90% of capacity, it continues to be a concern for some districts. While on average the statewide bed cap of 479 was never exceeded on any day in FY 2006-07, on all but three 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 five (42%) facilities at or above 90% capacity.

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 2006-07 was 27.1; an average of about 27 youth in commitment each day for every 10,000 youth in the general population. This is the second decrease in commitment ADP over the past two years, which brings the commitment ADP rate down to within about 5% of the commitment ADP rate in FY 2002-03 and FY 2003-04 (as was shown in Figure 1 at the beginning of this summary). This decrease coincides with significant investments in the commitment continuum, as well as recent increases in funding for community services for SB 94. The decreasing commitment ADP rate in FY 2006-07 seems to primarily relate to 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 are being restored. The statewide initiative HB-1451 is another example of efforts that support community 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. As a result, the number of youth screened in FY 2003-04 did increase from previous years. Since then, the level of screening has been decreasing slightly, and in FY 2006-07 the number of screened youth was 11,842, 2.5% below that of FY 2003-04 when it was 12,147². Over the past year, the change in district screening rates was not significantly correlated with the change in district ADP rates ($r=-.205, p>.05$).

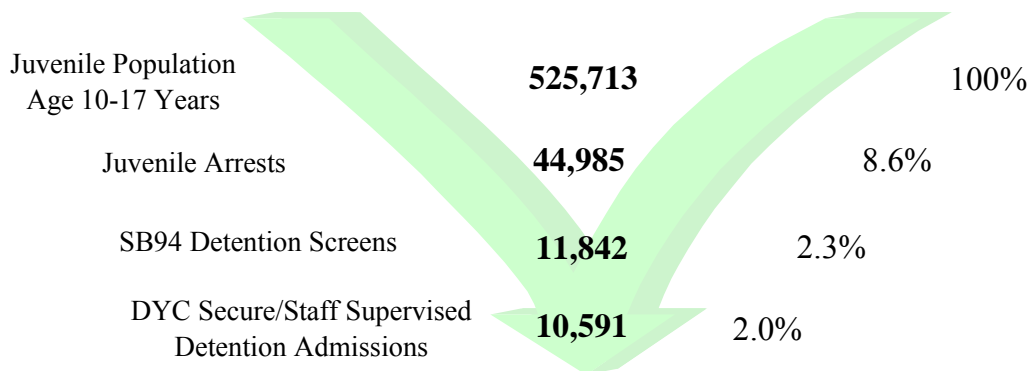
The detention screening tool assigns each youth to one of five profiles. These profiles reflect factors related to the youth’s need for placement in a secure setting, such as failing to appear for court dates or receiving new charges, rather than risk to re-offend or risk posed to the

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



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 about 45,000 arrests of youth ages 10 through 17 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 decreases in numbers of youth screened have accompanied decreases in the number of juvenile arrests. The decrease in the number of youth screened discussed in Section Two, also points to a concern that youth may not always be referred by law enforcement for screening, possibly as a result of the perception of decreased resources. This suggests that other local practices may play a central role in secure detention use.

Figure 5. Juvenile Justice Filtering Process to Detention: FY 2006-07



Analysis of the statewide distribution shows that the most frequently used initial placement continues to be secure detention, with 76% of all youth placed at that level. The next highest placement level is release to the custody of parents at 13%.

Similar to past years, of those youth screened to secure detention, 90.4% (7,834) were placed there. In marked contrast were the results of screenings to shelter/home and staff secure detention. Of youth screened to shelter/home, 70.5% were placed in those types of placements initially, a decrease from the 76.4% high 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 (28.6%), compared with 22.2% in FY 2002-03.

Of the group screened to be placed at home with services, only about 35% of the were actually placed there. Almost 31% were placed in secure detention when those placements were available, while about 33% were simply released due to the unavailability of needed services. This trend suggests that the community-based end of the detention continuum may not yet be adequate to serve all youth screened as able to go home with services, even with the increased resources.

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. In FY 2006-07 Districts were also required to specify one or more additional goals, related objectives and performance outcomes for additional aspects of their programs. Each individual district sets its own performance target within each goal area. Progress in achieving the standardized goals and objectives is shown in the table below. Overall levels of performance were very positive, particularly 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 – FY07 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).	96% of Youth had no FTA's
	2. Percent of enrolled preadjudicated youth that complete SB 94 services without new charges .	96% 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 .	92% of Youth had positive or neutral leave reason
2. Sentenced Youth – FY07 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 .	96% 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	89% of Youth had positive or neutral leave reason

4. Program Resources and Practices – For FY 2006-07, SB94 received both a cost of living increase of 3.25% and an additional \$1 million allocation. This increase moved the SB 94 Program to within 13% of the FY 2002-03 allocation (not adjusted for inflation), partially reversing the reductions made since then. In allocating the additional \$1 million, the districts were asked to propose how the additional resources would be used, and they continued to place a higher emphasis on funding treatment and restorative services.



We examined the proportion of funds expended by category across years. Spending on supervision, and screening and assessment (including risk assessment, as well as additional needs assessment, case reviews and screens) continue to take up most of the available SB 94 Program budget expenditures, at about 45% and 25% respectively. The funding increase in FY 2006-07 did enable programs to continue to improve their ability to provide treatment services (11.7%), restorative services (7.4%) and youth and family training (2.5%).

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 while maintaining public safety. However, due to fluctuations in the 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 varied since then, as discussed further in Section Four of the report.

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 to help agencies at the state and local levels to share resources, as well as manage and integrate the treatment and services provided to children and families involved with multiple agencies. Eighteen counties from thirteen judicial districts are now involved in this process, up from six in FY 2005-06³.

5. Potential Program Practice Issues – SB 94 Judicial District Programs faced several issues in Fiscal Year 2006-07 related to ongoing SB 94 program operations. Recovery from past 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 and assessed in the planning process by each district's planning committee for FY 2007-08: service availability, screening youth, placing youth along the detention continuum, and local detention bed allocation. As part of the preparation for this report, each Judicial District was surveyed in March of 2007 to document their perceptions of these program issues. The survey was included as an addendum to each district's plan, enabling planning committee members to review planning and survey data together as a group and not separately, as they had in past surveys. This process also made survey data available to the Statewide Advisory Board for the DYC plan review and approval process.

1. Service Availability. In line with the partial restoration of past program cuts noted above, district survey results reflected changes associated with these quantifiable funding trends. With expenditures increasing in treatment services, restorative services, and

³ Counties involved in HB-1451 as of September 18, 2007. Source: Norm Kirsch, Colorado Department of Human Services.

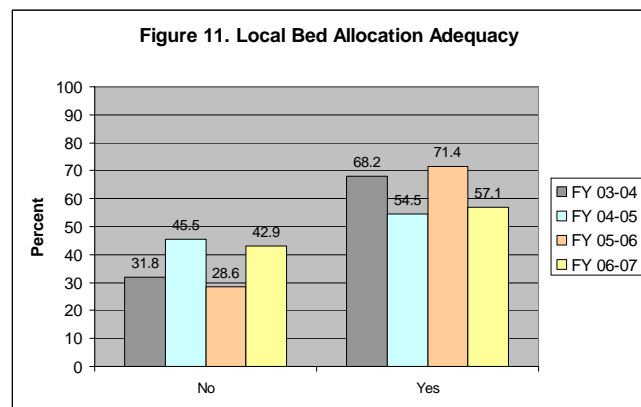
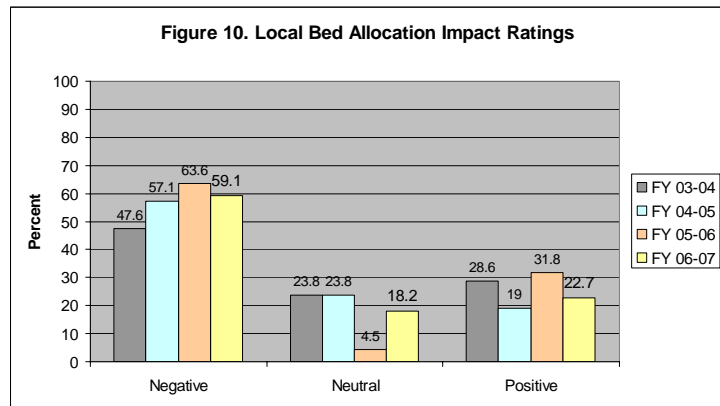


training for clients and families in FY 2006-07, a majority (59.1%) of districts rated service availability positively. In FY 2005-06, 52.4% of districts rated the impact as positive. Ratings changes in the past two years compare favorably with only 19% of districts rating the impact positively in FY 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 90.1% in FY 2006-07, up from 85.7% in FY 2005-06 and 52.4% in FY 2004-05. Continued district concerns were reported 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 increases in funding in the past two years and reduced detention ADP overall.
3. **Placing Youth** – Districts were also asked to rate the process of placing youth. Survey results showed that the positive ratings of the impact of placing youth have increased to 77.3% in FY 2006-07, up from the improvement in positive ratings shown first in FY 2005-06 (68.1%) and much higher than the 19% positive ratings in FY 2004-05. This represents dramatic improvement in the past two years.

4. **Local Detention Bed Allocations.** Ratings of the impact of bed allocation have remained on average negative, a finding that is not particularly surprising given that districts are rating a mandate that many perceive to limit their ability to place youth as they wish. Positive ratings in FY 2006-07 were down to 22.7% of districts (5 of 22) from a high in FY 2005-06 of 31.8% of districts (7 of 22) rated the impact of bed allocation as positive.

Interestingly, 57.1% of districts (12 of 21) indicated in March 2007 when they submitted their plan for FY 2007-08 that their bed allocation was adequate.



Conclusions and Recommendations

The SB 94 Program statewide, as well as the individual judicial districts that comprise the program, continue to experience the influences of two significant system changes that date back to FY 2003-04. The first was the ongoing implementation of detention bed caps. The second has been the multi-year budget fluctuations that began as reductions in FY 2002-03, were further reduced in FY 2004-05, and were partially reversed in FY 2005-06 and FY 2006-07 to help restore the systems' ability to provide treatment services, restorative services, and youth and family training. The increase in allocation for FY 2007-08 will bring Judicial District SB 94 funding back to about 2% above FY 2002-03 levels (not adjusted for any Cost of Living Increases missed during those years) and should 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 develop and provide a continuum of detention options within this context. Although SB 94 Programs have not focused specifically on committed youth, for the last two years commitment ADP has decreased. 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. The small reduction in detention ADP experienced this year continued this downward trend in restrictive confinement.

DYC has continued to operate successfully within the detention bed caps. At the local level, however, one of the most important challenges noted in last year's evaluation report was significant evidence of increased capacity strain across all detention facilities and judicial districts in the state. In FY 2006-07 there were some positive indications that strain might be decreasing, especially in some facilities and districts. However, despite statewide improvement in days at or above 90% of capacity, it continues to be a concern for some districts. While the statewide bed cap of 479 was never exceeded on any day in FY 2006-07, on all but three 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 five (42%) 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. Fewer 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. In FY 2006-07 days at or above 90% recovered somewhat, decreasing to 41.1%. This is a positive change for detention bed use. However, the most effective levels of detention bed use still remains to be identified.



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.

First, the use of secure detention has continued to be the most likely decision for youth when community-based detention continuum resources are lacking. However, the second highest screening recommendation is for youth to go home with services (14.0% of youth). Only about a third of these youth (36%) actually go home with services as an initial placement, with about 31% placed in more restrictive settings and another 31% simply released due to the unavailability of needed services. This placement pattern suggests that the community-based end of the detention continuum is not yet adequate to serve all youth screened as able to go home with services. In addition, youth who are screened to staff secure placement are placed in secure detention over 78% of the time due to a lack of these resources. The introduction of more refined risk assessment screening (the Colorado Juvenile Risk Assessment or CJRA, see HB-1161) within the SB 94 Program may help DYC develop the capacity to better identify those youth able to benefit from release to home and better match them with available services.

Second, there have also been positive developments over the last couple of years. 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. After decreasing in FY 2004-05, the percent of districts with CETs has been increasing for the past two years. In FY 2006-07, 17 districts (72.7%) reported having a CET. This is a continued 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. Eighteen counties from thirteen districts are now involved in this process, up from six in FY 2005-06.

DYC and local SB 94 Programs have continued to refine program practices, to improve the detention continuum and manage bed allocations, and to provide broader opportunities for continued program improvement. With partial restoration of past reductions in SB 94 funding, efforts are being made to address service gaps that will support the continued success of the SB 94 Program over time, as evidenced by the increases in expenditures for treatment options over the last year. To continue to support development and use of the



detention continuum, the recommendations below are offered for the SB 94 Program in FY 2007-08 and beyond.

1. Monitor indicators of strain to determine if increased detention or community-based capacity, or additional adjustments, are needed. The primary indicator of system strain currently tracked is days at or over 90% capacity. Although, it seems from this indicator that system strain is beginning to stabilize, attention to bed use indicators remains important. Some of this improvement may stem from fewer overall detention screenings, rather than simply improved use of the detention continuum. Although funding is increasing, youth-serving resources are still in the process of recovery within the juvenile justice system and the broader system of care for youth in need (including child welfare, school, and mental health services). DYC has made adjustments in facility and district caps, primarily in the Southern Region which have helped those districts. High levels of strain on detention bed capacity in multiple districts still merits additional attention to determine if additional flexibility in resource management for these districts may be 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).

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, sometimes before system stakeholders would otherwise have determined that they were ready for release. While the rate of this type of release is relatively small (estimated as occurring for less than 5% of all youth detained), we recommend that DYC develop standard definitions 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 third 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. Over the past couple years DYC has worked with Districts to set their criteria for successful performance to encourage both high levels of performance and success while taking into consideration district-specific circumstances. This has resulted in attainable objectives and high performance, although performance expectations for positive or neutral discharge reasons may still be unrealistic for some districts. It appears that this process is working and that Districts are generally making good decisions about where to set their objectives.

The one objective that needs improvement is the third objective: positive or neutral leave reason. Multiple 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 which are covered by the first two objectives, so this objective "double counts" challenges documented in the first two objectives, and therefore should not be set as high. In



addition, possible negative leave reasons are myriad, including commitment, noncompliance on the part of the youth or family, and refusal of services or nonparticipation in services. Success on this objective is clearly more difficult to obtain. We recommend DYC consider either a lower performance objective or revise the leave reasons that are included in the indicator.

4. Providing adequate services for youth released to home. As in past years, only about one-third (36%) of the 1,634 youth identified through the JDSAG as able to be placed at home with services in fact receive such supports. Slightly less than one-third (31%) are released to home without services and the remainder (31%) instead go to secure or staff secure detention. Implementation of the CJRA over the next year should allow for more refined assessment of youth needs and protective factors and may be used to refine estimates of both the number of youth who truly are best served through a release to home with services and to specify more clearly the types of services that may be needed to support such releases. Such information may help DYC prioritize future resource allocations to improve the responsiveness and capacity of the detention continuum.





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 of reducing the use of secure detention in DYC facilities. During the current fiscal year, DYC continues to advance the General Assembly's directives by supporting Judicial District SB 94 Programs in their continued successful implementation of 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 Code⁴ 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 87 of Senate Bill 07-239 below:

Footnote 87 of Senate Bill 07-239 (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

⁴ 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.

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 2006-07, funding for the SB 94 Program from the Colorado State Legislature was increased about 14% from the FY 2005-06 allocation. This continued to help 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. These have now been partially restored.

To help control detention use, in the 2003 Legislative Session the Colorado General Assembly also 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 duties⁵:

- 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.

The number of beds allocated statewide has remained at 479. Beds allocated to Judicial Districts and Regions changed somewhat in FY 2006-07, primarily in the Southern Region. While the specific impact of the secure detention cap is not addressed separately in this report, it is addressed where relevant, especially in Sections One and Five.

⁵ 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.



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 analyzes average daily population (ADP) information for both detention and commitment beds, including trends over time. TRAILS data was summarized by NYC’s Research and Evaluation Unit and provided to TriWest Group for further analysis and reporting.
- 2. Profiles of Youth Screened** – The data presented here was extracted from TRAILS and provided by NYC’s Research and Evaluation Unit. In addition to the analysis in this report, NYC 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 TRAILS for standardized goals and objectives for preadjudicated youth and for sentenced youth. Data for district-specific goals was collected by NYC and TriWest Group directly from districts in August 2007.
- 4. Program Resources and Practices** – This section reviews the FY 2006-07 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 Performance Goals, Resources and Practice Survey (District Survey) included as an addendum to the State plan. Expenditures data tracked and reported by NYC is also presented.
- 5. Potential Program Issues** – This section summarizes trends reported by districts related to practice issues facing the programs and implications for ongoing improvement. Ratings and feedback about these issues were provided by Districts in their annual plans through a District Survey addendum.

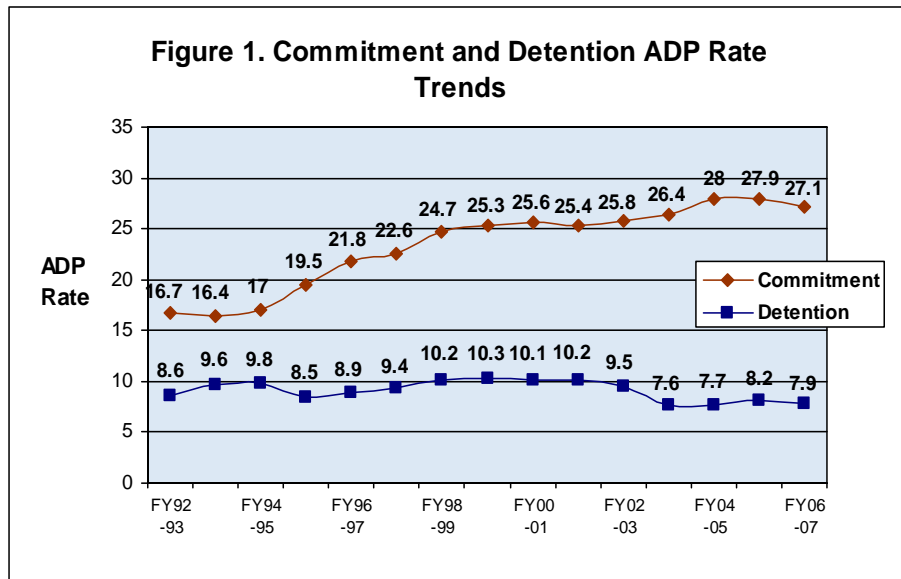


1. Trends in Detention & Commitment

The overarching SB 94 Program goal is to reduce reliance on secure detention in DYC facilities. In this section, trends in statewide Average Daily Population (ADP) for both detention and commitment are reported for FY 2006-07 based on data collected through TRAILS.

Statewide, the 7.9 detention Average Daily Population (ADP) rate during FY 2006-07 represented a decrease from the 8.2 level in FY 2005-06. This rate keeps the detention ADP rates of the past four years at the lowest measured since the Senate Bill 94 program began and maintains the detention ADP within statutory caps. Detention ADP was 414.9, an operational level of about 87% of the 479 bed cap. This is down from the 89% in FY 2005-06. Also, the number of days with bed use at high levels in facilities decreased slightly in FY 2006-07, suggesting that capacity strain may be beginning to stabilize for many districts and facilities. Additionally, the commitment ADP rate decreased for the second consecutive year to 27.1 in FY 2006-07 down from 27.9 in FY 2005-06. The reinstatement of resources for the SB 94 program that has occurred over the past two years (discussed further in Section 4) appears to have been a component in these changes.

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 2006-07 was 7.9. This means that, on average, slightly fewer than eight youth were in detention each day for every 10,000 youth in the general population. This was a 3.6% decrease from the 8.2 ADP rate reported last fiscal year, the first decrease in three years. This rate keeps the detention ADP rates of the past four years at the lowest measured since the SB 94 Program was implemented Statewide in 1994 (Figure 1).



This ADP rate reflects a decrease of about 1.6 youth per 10,000 since FY 2002-03, about a 17% decrease from that year's 9.5 level. As shown in Table 1 below, the underlying ADP decreased to 414.9 for FY 2006-07 from 426.3 in FY 2005-06.

Detention ADP and length of stay (LOS) are shown in Table 1 for districts and regions for the past four fiscal years (FY 2003-04 through FY 2006-07). The directionality (i.e., increase or decrease) and magnitude of change in ADP and LOS over those years is also noted. District ADP appears to be stabilizing in the four years following the implementation of detention bed caps, as ADP change on average between FY 2003-04 and FY 2006-07 was not statistically significant ($t=.695$, $df=21$, $p=.495$). Only two district ADPs changed by more than two beds of use between FY 2003-04 and FY 2006-07; eight more changed between 1.5 and 2.0 beds, with five increasing and three falling. The two districts with the largest change (both changes in use of 6.6 beds) were the 18th, whose ADP changed for the first two years, then was stable the past two years, and the 4th whose ADP has decreased two of the past three years. When translating ADP change to a percentage, the average percent change across the four years was 4.9. There was considerable variability in percent change across districts, particularly in districts with lower use where small ADP changes appear to be much larger percent changes. For example, the ADP in the 14th Judicial District went from 2.2 in FY 2003-04 to 4.0 in FY 2006-07, an 81.8% increase. District change over time may raise questions for some districts, but should be considered individually and within the context of regional and statewide trends.

District average LOS decreased in FY 2006-07 compared with FY 2005-06, but the decrease was not statistically significant ($t=.74$, $df=21$, $p=.47$). The change since FY 2003-04 (the years following the major drop after detention bed caps were implemented), is also not a statistically significant change ($t=1.4$, $df=21$, $p=.165$). When translating LOS change to a percentage, the average percent change across all districts was 9.4. There was considerable variability in percent change. Although more variable than ADP, district LOS change from FY 2003-04 was high in only three smaller districts, the 14th, 15th, and 22nd, which all increased by more than 55%. Three larger districts saw LOS increases of over one fifth, including the 2nd (22.5%), 18th (23.5%), and 19th (28.7%), while the 8th fell by nearly a fifth (-19.5%). As with ADP, district change over time may raise questions for some districts, but should be considered individually and within the context of regional and statewide trends.





Table 1. FY 2003-04 to FY 2006-07 Detention ADP and Length of Stay LOS in Days*.

Total change from FY 2003-04 to FY 2006-07 and percent change across all four years are also shown.

Region	ADP						LOS					
District	FY 04	FY 05	FY 06	FY 07	Total Change	Percent	FY 04	FY 05	FY 06	FY 07	Total Change	Percent
Central Region	184.1	187.2	205.6	201.2	17.2	9.3%	14.3	14.9	16.2	16.6	2.3	16.1%
1 st Jefferson	46.5	43.7	49.2	48.1	1.6	3.4%	15.6	15.5	17.8	16.9	1.3	8.3%
2 nd Denver	75.5	80.6	78.9	77.5	2.0	2.6%	14.2	16.6	16.2	17.4	3.2	22.5%
5 th Summit	2.0	3.2	3.4	3.0	1.0	50.0%	14.9	16.7	22.4	14.8	-0.1	-0.7%
18 th Arapahoe	60.0	59.6	66.6	66.6	6.6	11.0%	13.6	14.4	15.4	16.8	3.2	23.5%
Northeast Region	90.2	91.4	95.9	96.0	5.8	6.4%	11.7	11.6	11.9	12.3	0.6	5.1%
8 th Larimer	18.6	17.8	17.4	17.0	-1.6	-8.6%	13.3	13.0	11.9	10.7	-2.6	-19.5%
13 th Logan	7.2	7.6	7.4	6.8	-0.4	-5.6%	17.2	18.2	20.2	17.4	0.2	1.2%
17 th Adams	26.5	27.3	26.7	28.3	1.8	6.8%	12.5	13.2	12.2	13.5	1.0	8.0%
19 th Weld	23.5	24.5	25.0	25.3	1.8	7.7%	11.5	12.2	14.6	14.8	3.3	28.7%
20 th Boulder	14.5	14.3	16.4	15.7	1.2	8.3%	8.1	7.7	8.9	9.6	1.5	18.5%
Southern Region	85.6	83.3	91.2	84.1	-1.5	-1.7%	11.1	11.4	12.5	11.5	0.4	3.6%
3 rd Las Animas	2.7	2.2	3.2	2.6	-0.1	-3.7%	25.9	23.3	21.8	21.0	-4.9	-18.9%
4 th El Paso	50.4	44.9	47.8	43.8	-6.6	-13.1%	10.5	11.1	11.6	11.5	1.0	9.5%
10 th Pueblo	18.5	18.8	19.9	18.1	-0.4	-2.2%	11.6	11.7	13.9	11.9	0.3	2.6%
11 th Fremont	5.6	7.8	8.3	6.5	0.9	16.1%	8.5	10.2	13.5	10.6	2.1	24.7%
12 th Alamosa	3.4	4.9	4.2	3.9	0.5	14.7%	12.6	15.6	16.2	11.6	-1.0	-7.9%
15 th Prowers	2.6	2.9	2.4	3.3	0.7	26.9%	18.9	36.7	26.6	35.0	16.1	85.2%
16 th Otero	2.5	1.9	2.7	2.7	0.2	8.0%	13.6	9.2	22.7	12.2	-1.4	-10.3%
Western Region	34.1	33.2	33.6	33.5	-0.6	-1.8%	13.5	13.9	15.1	14.1	0.6	4.4%
6 th La Plata	4.5	4.2	4.5	4.6	0.1	2.2%	12.3	12.8	18.5	13.0	0.7	5.7%
7 th Montrose	4.7	5.1	4.2	5.0	0.3	6.4%	17.4	23.0	19.1	14.7	-2.7	-15.5%
9 th Garfield	5.4	4.7	5.5	3.6	-1.8	-33.3%	22.1	17.1	23.2	14.4	-7.7	-34.8%
14 th Routt	2.2	2.7	3.0	4.0	1.8	81.8%	23.3	16.4	18.0	38.1	14.8	63.5%
21 st Mesa	14.6	13.5	12.8	12.8	-1.8	-12.3%	10.9	11.7	11.4	12.0	1.1	10.1%
22 nd Montezuma	2.8	2.9	3.0	2.7	-0.1	-3.6%	12.4	19.0	22.7	19.4	7.0	56.5%
Statewide	395.7	402.0	426.3	414.9	19.2	4.9%	12.8	13.1	14.1	14.0	1.5	9.4%

* Statewide and Regional ADPs are not a sum of districts, primarily due to Trails rounding and reporting issues, as well as assignment of youth transferring districts while being detained.

Trends in Detention Bed Use. The continuing low rates of secure detention ADP observed by DYC over the past four years maintains the reductions following implementation of legislatively-mandated detention bed caps in FY 2003-04. 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 requirement 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 2006-07), the average daily population was 414.9, representing average use of about 87% of the bed cap. This was a decrease from FY 2005-06, when an average of 426.3 youth per day were in detention, representing about 89% of the cap. Detention ADP remains higher than the average of 395.7 youth per day (82% of cap) that were in detention over the course of the first year of the cap (FY 2003-04).

Capacity Strain. The FY 2004 Annual Evaluation Report⁶ pointed out that the need by districts 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. Since the implementation of detention bed caps, and in the previous two years particularly (FY 2004-05 and FY 2005-06), 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.

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 are fully utilized without additional capacity to meet any new 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.

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



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;
- The mix of available detention continuum placements and community 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 decisions to place additional 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.

In translating these concepts to analysis of detention use, we have identified three indicators. 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 districts, balancing the first two:

- Indicator One – 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;
- Indicator Two – The frequency when placement options recommended by a youth’s screening does not match the actual placement of the youth; and
- Indicator Three – Positive impact ratings by local juvenile justice system leaders regarding services availability, screening outcomes, placement availability overall, and bed allocation (see Section 5 for analysis of these ratings).

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:

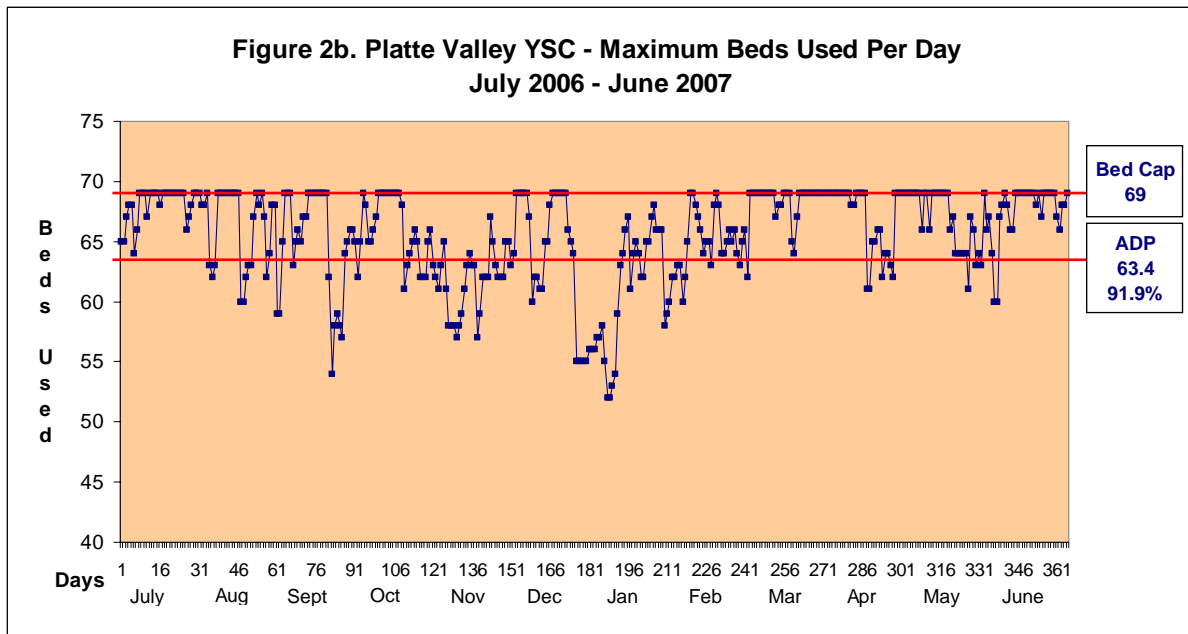
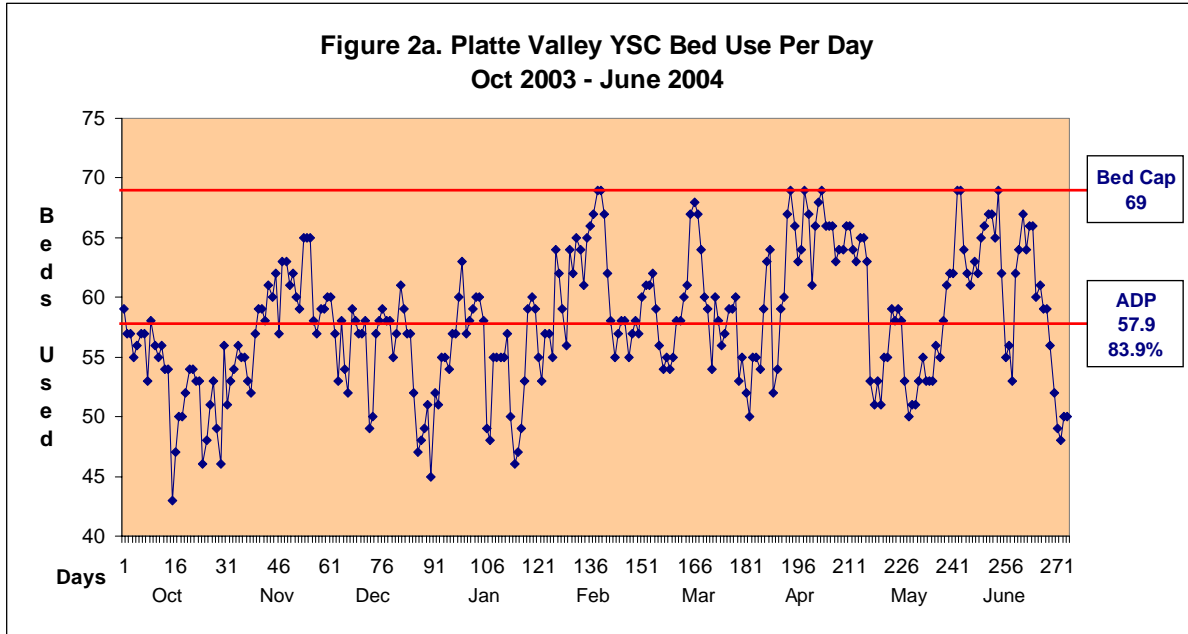
- sufficient SB 94 detention resources across the continuum that enable programs to more effectively match youth need and minimize perceived risk to the youth and community;
- more effective movement of youth through the continuum as youth are able to leave more secure placements and receive services in less restrictive options;
- continued efforts to reserve use of more restrictive options for youth who cannot be safely maintained in less restrictive options; and
- significant 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 continue to 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.

The figures below illustrate some of the points about ADP that began to call attention to capacity strain, the main two of which are high levels of average use and high percentages of

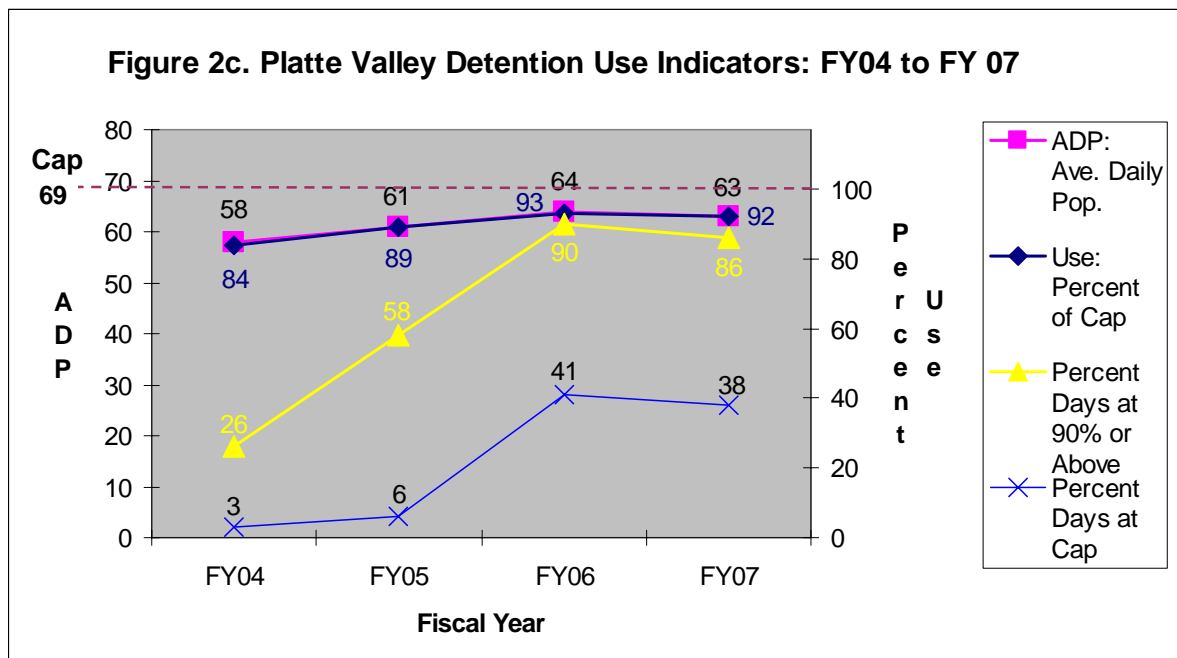


days at or above 90% of cap. These are important as ongoing indicators of capacity strain. Figures 2a below and 2b on the next page show daily bed use at the Platte Valley Youth Services Center (PVYSC) in the DYC Northeast Region for FY 2003-04 (Figure 2a) and for FY 2006-07 (Figure 2b). They are followed by a summary of change in days above 90% use across the four years.



The preceding figures illustrate the change in capacity strain since the introduction of caps in FY 2003-04. The Platte Valley trends are typical of the larger group of facilities, though capacity strain indicators are more severe here than in other facilities (see Table 2 below for a summary of capacity strain indicators across all facilities). Figure 2a shows what daily use was like in FY 2003-04 when Platte Valley operated at or above 90% of their cap about 26% of the time. Figure 2b shows the striking change that accompanies high use. By FY 2006-07, the facility was at or above 90% of the cap the vast majority of the time (86% of days), and the use pattern was much more condensed and up against the cap. Platte Valley was at 100% capacity 38% of the time in FY 2006-07. Even though the five districts that used this facility in the Northeast Region work with Platte Valley to coordinate bed use, that fluctuation has narrowed pushing up against the cap as the facility was completely full⁷ (69 youth) 38% of the time (about 2.7 days per week on average) and at or above 90% capacity 86% of the time (about 6.0 days per week).

Figure 2c below presents indicators of capacity use over time for Platte Valley. Looking at use across all four years, 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). In FY 2006-07 use decreased slightly for the first time since caps were implemented to an average of about 63 or about 92% of the cap.



⁷ Due to intakes to facilities being processed prior to discharges, DYC 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.



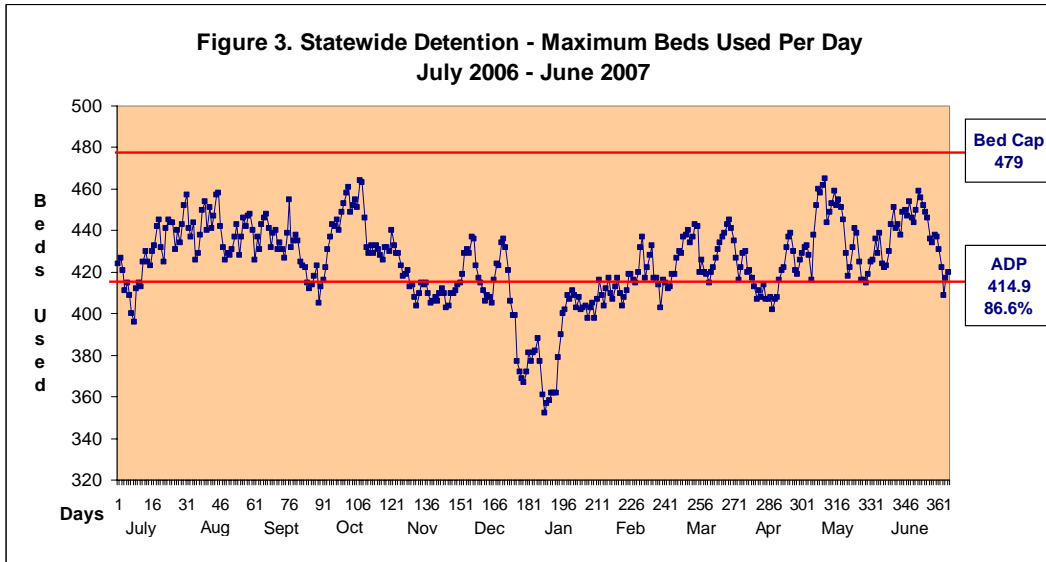
In FY 2003-04, Platte Valley had 63 (90% of available capacity) or more youth in their 69 secure detention beds about 26% of the time. Stated another way, the facility was at or above 90% capacity an average of 1.8 days every week. Use indicators continued to increase in FY 2004-05 and in FY 2005-06, and days with such high use had increased to the point where 63 (90%) or more youth were in beds about 90% of the time, an average of 6.3 days per week. In FY 2006-07, days with such high use decreased slightly from the previous year, but 63 (90%) or more youth were still in beds about 86% of the time, an average of about 6.0 days per week.

Functioning at such 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 six days per week on average for Platte Valley in FY 2006-07) or actually at capacity (2.7 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 is ready or the step-down placement 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. In FY 2006-07, on average 5.1 facilities (42.5%) were at or above 90% capacity on any given day. This is less than FY 2005-06, when on average 5.9 facilities (49.2%) were at or above 90% capacity on any given day. However, it is still higher than the 4.5 facilities in FY 2004-05 (37.5% of facilities) that were at or above 90% capacity on any given day. Looked at another way, in FY 2006-07 there were only 3 days with no facilities at 90% or higher capacity.

Overall, through assertive management by district programs, the statewide bed cap of 479 was never exceeded on any day in FY 2006-07, as is shown in Figure 3 below. However, average use in FY 2006-07 remained high, with facilities operating at an average of 86.6% of capacity.





Appendix A provides similar FY 2006-07 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.

To summarize this data, 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 is used as a benchmark for capacity strain over time and between facilities. Only six secure facilities experienced capacity strain more than 50% of the time in FY 2006-07, as opposed to nine in FY 2005-06. Capacity strain in Western Region staff secure facilities jumped to over 50% of days for the first time (increasing to 55.6% of days in FY 2006-07 from 20.5% in FY2005-06). Looking across facilities in Table 2, it appears that average use decreased slightly for most facilities (9 of 12) from FY 2005-06 to FY 2006-07. The change in average facility bed use was not statistically significant ($t=.92$, $df=11$, $p>.05$) and levels of use remain significantly higher than in FY 2003-04 ($t=3.3$, $df=11$, $p<.01$).

Capacity strain, as measured by the percent of days at or above 90% capacity, has also decreased slightly for 10 of the 12 facilities (non-significantly, $t=1.53$, $df=11$, $p>.05$). As was the case for average use, days at or above 90% capacity remains significantly higher ($t=4.0$, $df=11$, $p<.01$) than in FY 2003-04. However, the slight decreases in average daily use for nine of the facilities and days at or above 90% for ten of the facilities suggest that capacity strain may be beginning to stabilize.





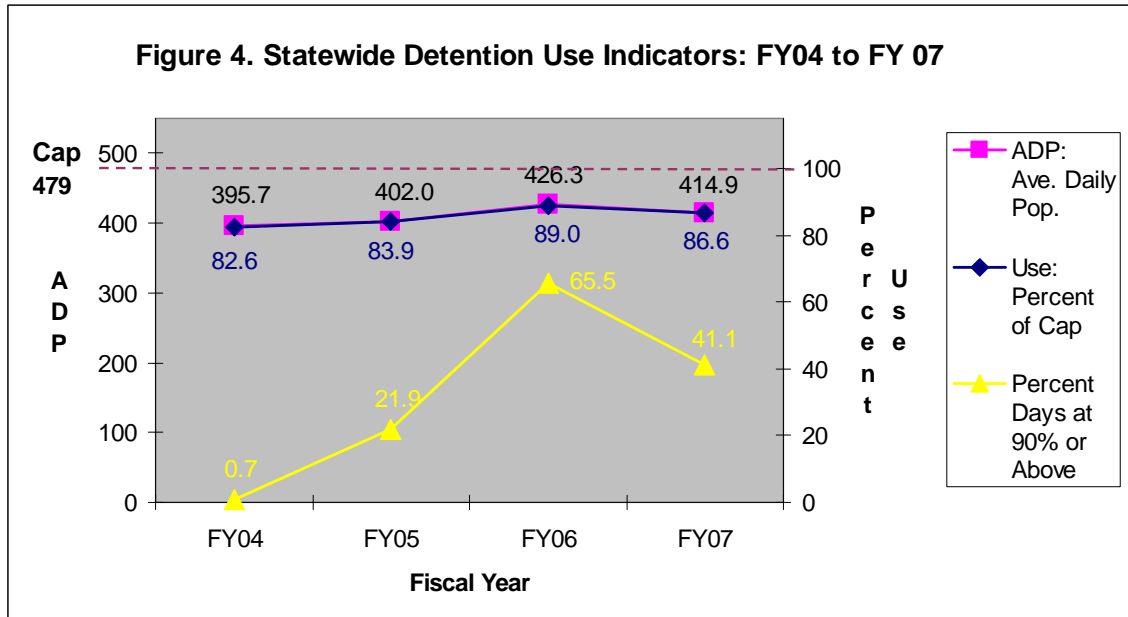
Table 2. Detention Facility Bed Use, October 2003 Through June 2004 and FY 2004-05, 2005-06 and 2006-07.

(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 07	FY 04	FY 05	FY 06	FY 07
Central Region	1, 2, 5, 18	226	82.9%	84.5%	91.0%	89.0%	7.7%	31.5%	73.7%	58.1%
Gilliam YSC	2	70	85.1%	89.7%	93.7%	90.6%	37.6%	58.1%	68.8%	60.3%
Marvin Foote YSC	2, 5, 18	96	82.9%	84.1%	90.8%	90.2%	20.4%	42.2%	77.5%	74.0%
Mount View YSC	1, 5	60	80.2%	78.8%	87.8%	85.2%	16.4%	29.6%	57.5%	44.7%
Northeast Region	8, 13, 17, 19, 20	106	80.3%	86.7%	90.4%	89.7%	11.7%	50.7%	77.8%	66.0%
Adams YSC	17	28	78.6%	85.4%	88.5%	89.3%	25.2%	63.0%	71.5%	62.5%
Platte Valley YSC	8, 13, 17, 19, 20	69	83.9%	89.0%	93.3%	91.9%	26.3%	58.1%	89.6%	86.0%
Remington House	8, 13, 17, 19, 20	9	58.4%	73.2%	75.3%	75.6%	16.4%	37.5%	41.4%	42.5%
Southern Region	3, 4, 10, 11, 12, 15, 16	106	79.5%	80.9%	86.0%	79.3%	7.7%	21.1%	40.5%	17.3%
Pueblo YSC	3, 10, 12, 15, 16	38	75.8%	80.8%	85.0%	77.1%	17.2%	28.5%	47.1%	18.9%
Spring Creek YSC	4, 11	62	81.8%	81.0%	87.3%	82.1%	23.0%	38.9%	57.8%	37.0%
Staff Secure	12, 15	6	66.2%	81.0%	77.5%	68.3%	54.7%	81.4%	78.1%	45.5%
Western Region	6, 7, 9, 14, 21, 22	41	82.4%	81.7%	82.0%	83.8%	21.5%	23.3%	28.8%	40.8%
Grand Mesa YSC	7, 9, 14, 21	24	85.3%	85.5%	87.5%	86.7%	39.8%	49.6%	57.8%	52.3%
Robert Denier YSC	6, 22	9	69.6%	79.9%	84.8%	81.1%	27.4%	53.2%	61.4%	58.9%
Staff Secure	7, 9, 14, 21	8	81.0%	72.6%	62.6%	77.1%	50.0%	40.5%	20.5%	55.6%

* 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.

Statewide, daily use of district, facility and regional bed use appears to be stabilizing. This trend is shown in Figure 4 below. Statewide ADP has decreased slightly in FY 2006-07 and the percent of days at or above 90% capacity has correspondingly decreased. Although these indications are positive statewide, there are still high levels of use in some facilities and districts. Nevertheless, the reinstatement of resources for the SB 94 program that has occurred over the past two years (discussed further in Section 4) appears to have been a component in these changes.



Trends in Statewide Commitment ADP. The statewide commitment ADP rate for FY 2006-07 was 27.1; an average of about 27 youth in commitment each day for every 10,000 youth in the general population. This is the second decrease in commitment ADP over the past two years, which brings the commitment ADP rate down, as was shown in Figure 1 at the beginning of this section, to within about 5% of the commitment ADP rate in FY 2002-03 and FY 2003-04. The decrease coincides with significant increases in funding for community services for SB 94. The decreasing commitment ADP rate in FY 2006-07 also 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 are being restored.

Commitment ADP and length of stay (LOS) are shown in Table 3 for districts and regions for the past four fiscal years (FY 2003-04 through FY 2006-07). The directionality (i.e., increase or decrease) and magnitude of change in ADP and LOS over those years is also noted. After two years, the district ADP appears to be decreasing. However, on average between FY 2003-04 and FY 2006-07, the change was not statistically significant ($t=1.0$, $df=21$, $p=.33$).



Individual district ADPs are more variable and show both increases and decreases depending on the district. For example, commitment ADP decreased in the 2nd Judicial District by 58.2 youth per day between FY 2005-06 to FY 2006-07, reaching levels below the FY 2003-04 level. Changes of this sort helped offset changes in the other direction, as ADP continued to increase in the 8th (39.3 youth), 10th (20.6 youth), 17th (17.7 youth), and 18th (48.9 youth) Judicial Districts. When translating ADP change to a percentage, the average percent change between FY 2005-06 to FY 2006-07 was a 2% decrease (28.5 youth overall). That change brought the FY 2006-07 ADP to within 3.4% of FY 2003-04. Again, there was considerable variability in percent change across districts, particularly in districts with lower use where small ADP changes appear to be much larger percent changes. District change over time may raise questions for some districts, but should be considered individually and within the context of regional and statewide trends.

District average LOS increased significantly to 19.0 months in FY 2006-07 compared with 18.2 months in FY 2005-06 ($t=2.4$, $df=21$, $p<.05$). However, FY 2006-07 LOS was not statistically different when compared to last year's (FY 2005-06) average of 18.9 months ($t=.2$, $df=21$, $p>.05$).





Table 3. FY 2003-04 to FY 2006-07 Commitment ADP and Length of Stay LOS in Months .
Change from FY 2003-04 to FY 2006-07 and percent change are also shown.

Region & District	ADP						LOS					
	FY 04	FY 05	FY 06	FY 07	Change	Percent	FY 04	FY 05	FY 06	FY 07	Change	Percent
Central Region	626.5	644.8	652.7	622.0	-4.5	0.7%	19.6	19.8	18.5	19.0	0.6	3.1%
1 st Jefferson	141.2	124.5	126.9	142.3	1.1	0.8%	20.5	21.0	18.0	18.0	-2.5	-12.2%
2 nd Denver	315.7	328.5	322.1	257.5	-58.2	-18.4%	19.9	19.0	18.9	19.4	-0.5	-2.5%
5 th Summit	6.0	6.6	9.2	9.8	3.8	62.8%	17.9	16.6	15.2	20.6	2.7	15.1%
18 th Arapahoe	163.6	185.1	194.7	212.5	48.9	30.0%	18.5	20.7	18.7	19.1	0.6	3.2%
Northeast Region	305.1	341.9	363.6	367.6	62.5	20.5%	19.6	18.2	18.1	18.3	-1.3	-6.6%
8 th Larimer	80.2	114.2	129.9	119.5	39.3	49.0%	20.2	17.3	16.1	17.8	-2.5	-12.3%
13 th Logan	23.1	16.4	15.4	17.7	-5.4	-23.4%	13.8	15.2	15.8	16.4	2.6	18.8%
17 th Adams	87.6	101.0	95.7	105.3	17.7	20.2%	17.4	18.3	18.2	18.9	1.5	8.6%
19 th Weld	97.2	91.0	99.6	104.4	7.2	7.4%	21.8	20.4	20.7	19.8	-2.0	-9.2%
20 th Boulder	17.1	19.3	22.8	20.7	3.6	21.1%	20.6	13.7	22.5	21.5	0.9	4.3%
Southern Region	286.4	300.9	290.9	304.8	18.4	6.4%	18.2	18.4	19.4	21.2	3.0	16.5%
3 rd Las Animas	2.0	3.6	6.5	9.9	7.9	393.5%	14.4	N/A	15.9	17.4	3.0	20.8%
4 th El Paso	190.8	219.8	199.3	186.6	-4.2	-2.2%	18.8	20.6	20.4	22.1	3.3	17.6%
10 th Pueblo	38.8	34.6	44.5	59.4	20.6	53.1%	16.9	16.2	14.7	18.1	1.2	7.2%
11 th Fremont	21.7	18.0	17.4	25.1	3.4	15.4%	16.6	17.5	19.3	16.1	-0.5	3.0%
12 th Alamosa	9.0	11.6	15.6	14.5	5.5	61.2%	15.2	17.1	14.2	17.6	2.4	15.8%
15 th Prowers	5.5	2.5	1.9	0.8	-4.7	-85.3%	18.1	13.9	11.3	7.7	-10.4	-57.4%
16 th Otero	18.5	10.8	4.5	8.6	-9.9	-53.7%	20.7	15.5	16.6	16.3	-4.4	-21.2%
Western Region	159.3	165.9	146.2	130.4	-28.9	-18.1%	16.8	17.3	15.3	17.6	0.8	4.8%
6 th La Plata	24.2	24.8	21.0	15.5	-8.7	-36.0%	16.3	16.8	13.8	17.0	0.7	4.3%
7 th Montrose	26.1	24.6	25.8	20.0	-6.1	-23.3%	18.5	17.7	14.7	18.1	-0.4	-2.1%
9 th Garfield	16.9	16.9	15.1	16.5	-0.4	-2.5%	18.8	15.5	14.9	17.7	-1.1	-5.9%
14 th Routt	9.6	7.7	8.9	8.2	-1.4	-14.3%	20.4	17.0	15.2	16.4	-4.0	-19.6%
21 st Mesa	65.7	78.4	67.1	58.4	-7.3	-11.1%	15.0	17.8	16.2	17.3	2.3	15.3%
22 nd Montezuma	16.9	13.5	9.7	11.8	-5.1	-30.2%	12.4	16.4	13.5	16.5	4.1	33.1%
Statewide	1377.4	1453.5	1453.4	1424.9	47.5	3.4%	18.9	18.8	18.2	19.0	0.1	0.5%

2. Profiles of Youth Screened

FY 2006-07 was the fourth 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 the loss and reinstatement of youth-serving resources over the past five years.

Only about one in four youth arrests are referred for secure detention screening. Still, a total of 11,842 screens were completed statewide in FY 2006-07. The numbers of youth screened in FY 2006-07 decreased slightly from FY 2005-06 levels. There continues to be a high level of agreement (83%) between the placement suggested by the screening assessment and actual initial placements. Secure placements continue to be those most frequently recommended and used for referred youth. Only about 35% of youth screened as needing residential/shelter or to go home with services receive that level of care.

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, 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. Making the most effective use of 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 number of youth screened are shown in Table 4 for each district and statewide. A total of 11,842 screens were completed statewide⁸ in FY 2006-07, 4.9% fewer than in FY 2005-06

⁸ This number includes all screens administered and may contain more than one screen for some youth.



when 12,453 youth were screened (see Table 6 later in this section) and 2.5% lower than in FY 2002-03 when 12,147 youth were screened. This seems to reflect a decrease in the number of youth identified as possibly in need of detention.

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 2,501 or 21.1% of all youth screened statewide. Not surprisingly, the number of screens is almost fully correlated with population ($r=.95$, $p<.01$), 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 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 the population data for youth ages 10 to 17 years in each district. Statewide, about 225 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	1,378	11.6%	59,644	231.0
2 nd Denver	1,633	13.8%	52,968	308.3
3 rd Huerfano	132	1.1%	2,604	506.9
4 th El Paso	1,634	13.8%	68,236	239.5
5 th Summit	46	0.4%	9,314	49.4
6 th La Plata	134	1.1%	6,432	208.3
7 th Montrose	109	0.9%	10,441	104.4
8 th Larimer	371	3.1%	28,576	129.8
9 th Garfield	103	0.9%	7,818	131.7
10 th Pueblo	665	5.6%	17,180	387.1
11 th Fremont	379	3.2%	8,553	443.1
12 th Alamosa	113	1.0%	5,996	188.5
13 th Logan	124	1.0%	9,678	128.1
14 th Routt	42	0.4%	5,347	78.5
15 th Prowers	43	0.4%	2,617	164.3
16 th Otero	99	0.8%	3,384	292.6
17 th Adams	645	5.4%	55,347	116.5
18 th Arapahoe	2,501	21.1%	97,857	255.6
19 th Weld	738	6.2%	26,973	273.6
20 th Boulder	459	3.9%	28,957	158.5
21 st Mesa	458	3.9%	14,509	315.7
22 nd Montezuma	36	0.3%	3,282	109.7
Statewide	11,842	100.0%	525,713	225.3

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 3 (Huerfano) had the smallest youth population, but their screening rate is the highest. In addition, Huerfano also has the highest rate of delinquency filings. That the screening and petition rates tend to go together is born out by the significant correlation between the two rates ($r=.68$, $p<.01$). 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
3 rd Huerfano	132	147	2,604	506.9	1	564.5	1
11 th Fremont	379	456	8,553	443.1	2	533.1	2
10 th Pueblo	665	538	17,180	387.1	3	313.2	10
21 st Mesa	458	517	14,509	315.7	4	356.3	6
2 nd Denver	1,633	1831	52,968	308.3	5	345.7	8
16 th Otero	99	128	3,384	292.6	6	378.3	4
19 th Weld	738	1242	26,973	273.6	7	460.5	3
18 th Arapahoe	2,501	2293	97,857	255.6	8	234.3	16
4 th El Paso	1,634	2003	68,236	239.5	9	293.5	11
1 st Jefferson	1,378	1689	59,644	231.0	10	283.2	13
6 th La Plata	134	113	6,432	208.3	11	175.7	22
Median Rate 186.6		Higher Screening Rates ↑		Lower Screening Rates ↓			
12 th Alamosa	113	219	5,996	188.5	12	365.2	5
15 th Prowers	43	53	2,617	164.3	13	202.5	20
20 th Boulder	459	920	28,957	158.5	14	317.7	9
9 th Garfield	103	172	7,818	131.7	15	220.0	17
8 th Larimer	371	1001	28,576	129.8	16	350.3	7
13 th Logan	124	191	9,678	128.1	17	197.4	21
17 th Adams	645	1151	55,347	116.5	18	208.0	18
22 nd Montezuma	36	95	3,282	109.7	19	289.5	12
7 th Montrose	109	215	10,441	104.4	20	205.9	19
14 th Routt	42	150	5,347	78.5	21	280.5	14
5 th Summit	46	230	9,314	49.4	22	246.9	15
Statewide	11,842	15,354	525,713	225.3	n/a	292.1	n/a

* Data from the juvenile delinquency petition factor of the FY 2007-08 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). Despite such variability, 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, changes in other youth-serving resources associated with State revenue fluctuation, and the implementation of SB 03-286 heightened that emphasis, resulting in changes across many districts. Table 6 below shows that the statewide numbers of youth screened increased in FY 2003-04, but has since decreased annually to the point where youth screened in FY 2006-07 totaled 2.5% less than in FY 2002-03. This trend appears to be one factor in the reduction in secure detention use.

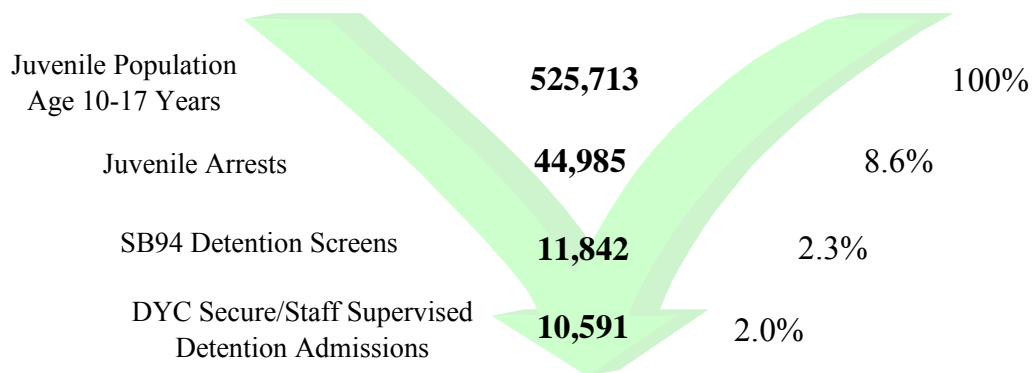
Table 6. Changes in Numbers of Youth Screened

District	Youth Screened					Change FY03 to FY07
	FY03	FY04	5	FY06	FY07	
1 st Jefferson	1,242	1,494	1,471	1,518	1,378	22.2%
2 nd Denver	2,063	1,889	1,722	1,726	1,633	-16.3%
3 rd Huerfano	45	110	98	90	132	100.0%
4 th El Paso	1,777	1,805	1,689	1,789	1,634	0.7%
5 th Summit	52	30	35	17	46	-67.3%
6 th La Plata	153	130	134	111	134	-27.5%
7 th Montrose	99	77	88	86	109	-13.1%
8 th Larimer	505	379	335	381	371	-24.6%
9 th Garfield	98	78	77	86	103	-12.2%
10 th Pueblo	533	649	658	624	665	17.1%
11 th Fremont	243	307	397	398	379	63.8%
12 th Alamosa	121	100	119	102	113	-15.7%
13 th Logan	141	166	137	140	124	-0.7%
14 th Routt	38	48	64	36	42	-5.3%
15 th Prowers	50	39	40	45	43	-10.0%
16 th Otero	91	101	104	69	99	-24.2%
17 th Adams	626	852	845	790	645	26.2%
18 th Arapahoe	2,596	2,427	2,514	2,455	2,501	-5.4%
19 th Weld	657	792	826	759	738	15.5%
20 th Boulder	599	771	730	722	459	20.5%
21 st Mesa	390	425	492	463	458	18.7%
22 nd Montezuma	28	23	32	46	36	64.3%
Statewide	12,147	12,692	12,607	12,453	11,842	-2.5%



Profiles of Youth. Given the increasing emphasis of DYC in the past five years on managing a continuum of resources for youth in need, the priority has been to utilize available detention placements for the most appropriate youth. The JDSAG detention screening tool serves as an indicator of level of placement need for each youth. The five detention continuum placement 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: 11,842 of 44,985), and an even smaller subset of all Colorado youth (2.3%, or 11,842 of 525,713), as shown in Figure 5.

Figure 5. Juvenile Justice Filtering Process to Detention: FY 2006-07



Youth Placement Profiles. Completion of the JDSAG screening tree 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 youth 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 parents or guardians with little or no external supervision or service supports.



Table 7 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.⁹

Table 7. Detention Continuum Youth Placements by Percent

District	Secure	Staff Secure	Residential /Shelter	Shelter / Home / Services	Release
	Percent	Percent	Percent	Percent	Percent
1 st Jefferson	71.5	0.1	0.1	28.2	0.1
2 nd Denver	92.8	0.1	0.0	7.0	0.1
3 rd Huerfano	32.0	3.9	0.0	0.8	63.3
4 th El Paso	86.6	0.1	0.6	0.2	12.5
5 th Summit	100.0	0.0	0.0	0.0	0.0
6 th La Plata	69.4	0.0	0.0	29.9	0.7
7 th Montrose	72.5	9.2	1.8	5.5	11.0
8 th Larimer	64.0	4.3	4.6	26.6	0.5
9 th Garfield	72.8	8.7	1.0	13.6	3.9
10 th Pueblo	92.5	0.5	0.2	3.5	3.5
11 th Fremont	59.9	0.0	10.3	14.5	15.3
12 th Alamosa	18.6	74.3	0.9	0.0	6.2
13 th Logan	62.9	7.3	5.6	6.5	17.7
14 th Routt	69.0	7.1	2.4	9.5	11.9
15 th Prowers	46.5	18.6	7.0	0.0	27.9
16 th Otero	75.8	2.0	0.0	1.0	21.2
17 th Adams	95.0	0.0	0.0	4.8	0.2
18 th Arapahoe	62.2	0.2	2.7	1.6	33.3
19 th Weld	85.4	0.4	0.4	13.1	0.7
20 th Boulder	64.0	0.4	0.4	1.3	33.8
21 st Mesa	74.0	1.3	2.0	0.2	22.5
22 nd Montezuma	77.8	0.0	0.0	16.7	5.6
Statewide	76.1	1.4	1.4	7.9	13.1

From the statewide distribution, it is clear that the most frequently used initial placement is secure detention, with 76.1% of all youth placed at that level. The next highest used placement level is release to the custody of parents without significant supervision or support at 13.1%. 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, remaining at 75.9% in both FY 2004-05 and FY 2005-06 and increasing to 76.1% in FY 2006-07. Related changes over

⁹ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.






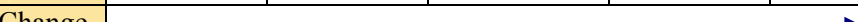




the past year were also slight, with an initial increase in youth released from FY 2002-03 (11.5%) to 14.1% in FY 2003-04 and then a reduction in the youth released over two years to 13.6% in FY 2004-05 and 13.0% in FY 2005-06, stabilizing at 13.1% in FY 2006-07. Reflecting the reinstatement of SB 94 resources over the past two years, youth sent home with services has increased from 6.2% in FY 2002-03 to 8.5% in FY 2005-06 and decreased slightly in FY 2006-07 to 7.9%.

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 is not accurate. To illustrate differences within the larger statewide trend, four examples are shown below in Table 8. Statewide data is also shown toward the bottom of the table. The four examples include:

- The 9th Judicial District (Garfield) went from 30.4% secure detention placements in FY 2002-03, to 77.9% in FY 2003-04, a very noticeable increase. Such use then went down for two years 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. In FY 2006-07 the 9th increased its use of secure detention, likely the result of a decrease of one bed from 7 to 6.
- Until FY 2006-07, the 1st decreased its use of secure detention in favor of placing youth at home with services. In FY 2006-07 there was a slight increase in the use of secure detention.
- The 17th initially showed a similar shift as the 1st, except they tended to release youth without supports rather than place them at home with services. Then in FY 2005-06, that placement use pattern shifted to a higher use of secure detention and less frequent releases.
- The 19th decreased between FY 2003-04 and FY 2004-05 in the use of secure detention. Since then secure detention use has remained about the same while home with services has steadily increased.



Table 8. Youth Placement Patterns for the 9th, 1st and 17th Judicial Districts and Statewide: FY 2002-03 through FY 2006-07 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
9 th Garfield	FY03	30.4	21.7	6.5	13.0	28.3	100
	Change						
	FY04	77.9	1.3	0.0	14.3	6.5	100
	Change						
	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
	Change						
	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
	Change						
	FY07	71.5	0.1	0.1	28.2	0.1	100
17 th Adams	FY03	93.1	0.6	0.4	0.0	5.8	100
	Change						
	FY04	69.8	0.1	0.1	0.5	29.5	100
	FY05	75.1	0.0	0.1	1.3	23.3	100
	Change						
	FY06	85.9	0.1	0.0	3.0	10.9	100
	FY07	95.0	0.0	0.0	4.8	0.2	100
19 th Weld	Change						
	FY03	94.0	0.8	1.1	3.2	0.9	100
	FY04	84.5	3.0	1.8	7.8	2.9	100
	FY05	85.6	0.5	1.8	10.8	1.3	100
	FY06	86.2	0.1	1.1	11.3	1.3	100
	FY07	85.4	0.4	0.4	13.1	0.7	100
Statewide	FY03	73.5	7.8	1.1	6.2	11.5	100
	FY04	75.3	1.6	1.1	7.9	14.1	100
	FY05	75.9	1.4	1.6	7.5	13.6	100
	FY06	75.9	1.3	1.4	8.5	13.0	100
	FY07	76.1	1.4	1.4	7.9	13.1	100

Initial Placement Agreement. This subsection analyzes how youth placements suggested by the results of the JDSAG screen compare with actual initial placements. Table 9 below shows the agreement between the screening tree and the actual placement for those 11,636 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 83.0%. This continues a consistent trend of high 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, 83.7% in FY 2004-05 and 84.0% in FY 2005-06).

Of the 8,669 youth screened to secure detention, 90.4% (7,834) were placed in secure detention. This percent is only negligibly lower than last year (91.1%) and reflects only a 0.6% change over the past four years (FY 2003-04 was 89.9%).

Of the 412 youth screened to staff secure, only 23 (5.6%) were actually placed there initially. This result is due to the low level of staff secure capacity since FY 2002-03 when 43.8% of youth screened to staff secure were placed in staff secure. Since then, many more youth who were screened to staff secure went to secure placement (78.2%), down from FY 2005-06 (80.7%). The percent of youth who were screened to staff secure and placed in shelter or home placements increased to 16.3%.

Of youth screened to shelter/home, 70.5% were placed in those types of placements initially, a decrease from the 76.4% in FY 2003-04, and about the same as 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 (28.6%) compared with 22.2% in FY 2002-03 and 25.7% in FY 2005-06.

Table 9. 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	7,834	90.4	119	1.4	716	8.3	8,669	74.5
Staff Secure	322	78.2	23	5.6	67	16.3	412	3.5
Shelter/Home	730	28.6	23	0.9	1,802	70.5	2,555	22.0
Total	8,886	76.4	165	1.4	2,585	22.2	11,636	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 9 above. The youth whose actual placement is more secure than that suggested by the screening tree (322 + 730 + 23 = 1,075) account for 9.2% 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.

The group screened to Shelter/Home includes residential/shelter, home with services, and releases. Raising concerns further, only about 36% of the group screened to home with services are actually placed there. Almost 31% are placed in secure detention when those



placements are available, while about 31% are simply released due to the unavailability of needed services. This pattern suggests that placements in the community-based end of the detention continuum are not yet 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 (119 + 716 + 67 = 902) account for 7.8% of all youth. These numbers reflect slight reductions in the youth going to more secure placements (9.5% in FY 2002-03 and 9.2% in FY 2006-07) and a slightly lower percentage going to less secure placements (8.2% in FY 2002-03 and 7.8% in FY 2006-07).

Table 10 below shows agreement levels for all districts. There continues to be considerable variation across districts on the degree to which the actual placement is different from the screening suggested placement.

Table 10. District Use of More and Less Secure Placements.

District	Actual Placement			Overrides
	Agreement	More Secure	Less Secure	Total
1 st Jefferson	87.7%	4.8%	7.5%	12.3%
2 nd Denver	88.7%	11.0%	0.3%	11.3%
3 rd Huerfano	81.0%	7.9%	11.1%	19.0%
4 th El Paso	90.9%	7.8%	1.4%	9.1%
5 th Summit	91.1%	8.9%	0.0%	8.9%
6 th La Plata	82.1%	11.2%	6.7%	17.9%
7 th Montrose	71.0%	17.8%	11.2%	29.0%
8 th Larimer	72.4%	15.5%	12.0%	27.6%
9 th Garfield	63.1%	15.5%	21.4%	36.9%
10 th Pueblo	71.8%	27.6%	0.6%	28.2%
11 th Fremont	83.3%	6.3%	10.3%	16.7%
12 th Alamosa	28.6%	5.4%	66.1%	71.4%
13 th Logan	70.7%	10.6%	18.7%	29.3%
14 th Routt	83.3%	4.8%	11.9%	16.7%
15 th Prowers	50.0%	5.0%	45.0%	50.0%
16 th Otero	77.8%	7.1%	15.2%	22.2%
17 th Adams	89.2%	8.9%	1.9%	10.8%
18 th Arapahoe	80.2%	6.0%	13.8%	19.8%
19 th Weld	87.8%	10.3%	1.9%	12.2%
20 th Boulder	76.5%	7.9%	15.6%	23.5%
21 st Mesa	80.0%	7.7%	12.3%	20.0%
22 nd Montezuma	66.7%	13.9%	19.4%	33.3%
Average	83.0%	9.2%	7.8%	17.0%



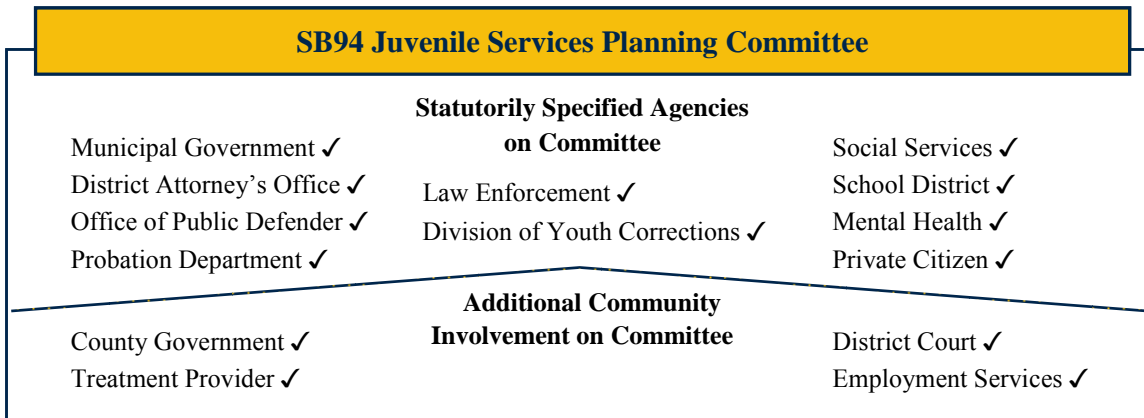
3. Progress in Achieving Local Goals and Objectives

In FY 2006-07 NYC worked with Judicial District SB 94 Programs to track progress on a standard set of three objectives each for preadjudicated and for sentenced youth. The objectives are focused on (1) attaining low rates of youth who fail to appear for court hearings, (2) attaining low rates of youth with new charges, and (3) achieving a high rate of positive or neutral reasons for youth leaving SB 94 Programs. All three objectives in both goal areas were achieved. Over 96% of preadjudicated and sentenced youth were successful in appearing for court hearings and in not committing new charges. Over 89% of youth had positive or neutral leave reasons. In addition, each district specified a unique goal and objective(s) specific their own SB 94 Program.

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 2006-07 was completed in March 2006. 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,¹⁰ as well as additional community involvement suggested by NYC. An example of a typical planning committee is shown in Figure 6 below.

Figure 6. Typical Local SB 94 Juvenile Services Planning Committee



¹⁰ 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.



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 report¹¹).

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

The process and guidelines for specifying goals and objectives has evolved over the past few years to the point where it is now required for districts to report on progress in achieving standard 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 at higher risk of reoffending and may include youth for whom supervision on probation has not been successful.

For FY 2006-07 three standardized objectives were specified by DYC for each of the two goals, as shown in Table 11 on the following page. Each Judicial District's SB 94 program is thus required to track and report on 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 required to specify one or more additional goals, related objectives and performance outcomes for additional aspects of their programs.

¹¹ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado



Table 11. 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 2006-07 is the third year that a standard set of goals and objectives have been required by DYC. Each individual district sets their own performance levels within each standardized goal area as their criteria of success in achieving their objectives. Each district’s goals and objectives are reviewed as part of the annual planning and funding process and are approved prior to the beginning of the fiscal year.

Preadjudicated youth – Table 12 on the following page shows the results for the three required objectives under the 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 and exceeded objectives in all three target areas. Performance in meeting their objectives to



ensure preadjudicated youth appeared for court hearings and to minimize new charges for youth while providing services was particularly striking. Across reporting districts, 96% of all youth did not have FTAs and 96% of all youth did not have new charges. The objective for youth to complete or leave services for a positive or neutral reason also was successful. Overall, 92% of youth left services for a positive or neutral reason.

Table 12. Achievement of Plan Objectives for Preadjudicated Youth by Each District¹². 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	85%	97%	85%	98%	85%	92%
2 nd Denver	95%	96%	95%	96%	90%	85%
3 rd Huerfano	85%	97%	85%	97%	90%	100%
4 th El Paso	90%	96%	90%	98%	90%	93%
5 th Summit	88%	100%	88%	83%	90%	100%
6 th La Plata	95%	99%	90%	98%	90%	93%
7 th Montrose	90%	95%	90%	81%	90%	84%
8 th Larimer	90%	100%	90%	99%	90%	88%
9 th Garfield	98%	98%	93%	100%	56%	91%
10 th Pueblo	90%	100%	90%	99%	90%	98%
11 th Fremont	90%	99%	90%	96%	90%	98%
12 th Alamosa	75%	100%	75%	92%	75%	96%
13 th Logan	90%	100%	90%	100%	90%	96%
14 th Routt	95%	100%	80%	91%	90%	94%
15 th Prowers	85%	94%	85%	88%	90%	100%
16 th Otero	90%	100%	90%	100%	90%	100%
17 th Adams	90%	98%	90%	98%	90%	88%
18 th Arapahoe	90%	94%	90%	94%	90%	94%
19 th Weld	90%	98%	85%	97%	90%	93%
20 th Boulder	95%	100%	95%	96%	80%	80%
21 st Mesa	94%	96%	94%	93%	92%	96%
22 nd Montezuma	90%	97%	80%	97%	90%	87%
Statewide Average	90%	96%	88%	96%	87%	92%

Individually, 100% of districts met their FTA objective, 19 districts (86.4%) met their objective for new charges and 17 (77.3%) met their objective for positive or neutral leave reasons. It is instructive to take a closer look at the performance levels chosen by the districts for the positive or neutral leave reason objective. The five districts that did not accomplish their objective all set their performance level at 90%. Their average performance was at the 86% level, lower than the 17 districts who accomplished this objective but high nonetheless.

¹² The information shown in Tables 14 and 15 was obtained from TRAILS reports. The evaluation team worked with DYC to obtain data for each District's unique goal and objective(s).



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 clearly requires discussion and clarification about the leave reasons and which are included.

Sentenced youth – Table 13 below shows the results for the three required objectives for sentenced youth, demonstrating that SB 94 Programs were very successful in meeting their objectives in all three target areas. As with performance levels for preadjudicated objectives, the reported performance levels for ensuring that sentenced youth appeared for court hearings and for minimizing new charges for youth while providing services are impressive. Across reporting districts, 98% of all youth did not have FTA’s and 96% of all youth did not have new charges. Individually, 95% of districts (21 of 22) met their FTA objective, and 19 districts (86.4%) met their objective for new charges.

Table 13. 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	85%	98%	85%	96%	85%	90%
2 nd Denver	95%	96%	95%	99%	90%	87%
3 rd Huerfano	90%	100%	85%	67%	90%	100%
4 th El Paso	90%	100%	90%	95%	90%	87%
5 th Summit	80%	95%	80%	91%	85%	86%
6 th La Plata	90%	100%	90%	96%	90%	92%
7 th Montrose	90%	94%	90%	83%	90%	81%
8 th Larimer	90%	99%	90%	98%	90%	89%
9 th Garfield	90%	100%	80%	100%	90%	90%
10 th Pueblo	90%	100%	90%	100%	90%	89%
11 th Fremont	90%	94%	90%	90%	90%	90%
12 th Alamosa	75%	96%	75%	100%	75%	96%
13 th Logan	90%	100%	90%	94%	90%	94%
14 th Routt	90%	100%	80%	100%	90%	82%
15 th Prowers	85%	95%	85%	95%	90%	86%
16 th Otero	90%	90%	90%	79%	90%	79%
17 th Adams	95%	98%	95%	98%	90%	82%
18 th Arapahoe	90%	99%	90%	98%	90%	90%
19 th Weld	80%	99%	75%	98%	90%	97%
20 th Boulder	95%	100%	95%	98%	80%	87%
21 st Mesa	94%	95%	94%	95%	92%	100%
22 nd Montezuma	90%	80%	80%	80%	90%	60%
Statewide Average	89%	98%	87%	96%	89%	89%



Overall, the performance for sentenced youth with positive or neutral leave reasons was also successful, averaging 89%. However, results for individual districts were mixed, with only 12 districts (54.5%) meeting their objectives. Again, it is instructive to take a closer look at the performance levels chosen by the districts for the positive or neutral leave reason objective. The ten districts that did not accomplish their objective, all set their performance criteria at 90%. Their average performance was at the 88% level, slightly lower than the 12 districts who accomplished this objective, but high nonetheless. As noted above for preadjudicated youth, this objective is the most difficult to achieve as it currently is defined. For example, the negative leave reasons include both FTAs and New Charges which are covered by the first two objectives, so this objective “double counts” challenges documented in the first two objectives, and therefore should not be set as high. In addition, possible negative leaver reasons are myriad, including commitment, noncompliance on the part of the youth or family, and refusal of services or nonparticipation in services. Success on this objective is clearly more difficult to obtain. We recommend DYC consider either a lower performance objective or revise the leave reasons that are included in the indicator.

Unique district goals and objectives. For FY 2006-07, DYC required each district to identify an additional goal unique to their respective district. Twenty of the twenty-two districts did this, identifying a total of 32 objectives, 22 for serving preadjudicated youth and 10 for serving sentenced youth. Nineteen of the 22 (86.4%) objectives for preadjudicated youth were accomplished, and five of the ten objectives for serving sentenced youth were accomplished. The objectives addressed a range of performance including pretrial services of various types, services to accomplish educational objectives, services for alcohol and drug problems, services for minority youth and restorative services to assist victims.

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. In FY 2006-07 goals and objectives unique to each district were included in the annual planning and reporting efforts. 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.

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 more specifically on progress in achieving goals and objectives within individual districts and statewide. It is clear from this monitoring that districts overall have been very successful in working with the youth they serve, as evidenced by their performance in achieving the goals and objectives.



4. Program Resources and Practices

The funding increase in FY 2006-07 helped to restore the systems' ability to provide all types of services and especially treatment services. Supervision remains the primary means of youth oversight, although the relative emphasis on supervision has decreased as funding was restored in the past two years. The increase in FY 2007-08 will restore the total SB 94 appropriation to about 2% above the FY 2002-03 level, not adjusting for any Cost of Living increases missed during those years.

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 2006-07 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 2006-07 budget allocation were:

1. Juvenile Population Projections by Judicial District for 2007 (data provided by the Colorado Department of Local Affairs);
2. Average of New Unduplicated Juvenile Probation Intakes for FY 2003-2005 (data provided by the Colorado Judicial Department);
3. Average of Juvenile Delinquency Filings for FY 2003-2005 (data provided by the Colorado Judicial Department); and
4. Population below Poverty (Weight = 0.5) (data provided by the Colorado Department of Local Affairs).

Table 14 (on the following page) presents Judicial District budget allocations from FY 2002-03 through FY 2007-08. 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 depict 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 shortfalls in FY 2003-04 resulted in another 21% reduction in funds to SB 94 Programs, for a total budget reduction over that time frame of nearly 25%.



**Table 14.** FY 2002-03 to FY 2007-08 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	FY 07-08 Budget Allocation	% Change FY07 to FY08	% Change FY03 to FY08
1 st Jefferson	\$1,173,652	\$893,779	\$796,907	\$950,499	\$1,064,355	\$1,265,209	18.9%	7.8%
2 nd Denver	\$1,713,018	\$1,290,698	\$1,150,806	\$1,236,916	\$1,338,409	\$1,511,435	12.9%	-11.8%
3 rd Huerfano	\$81,143	\$60,606	\$60,606	\$61,823	\$75,000	\$85,661	14.2%	5.6%
4 th El Paso	\$1,497,290	\$1,110,322	\$989,980	\$1,022,715	\$1,174,351	\$1,413,258	20.3%	-5.6%
5 th Summit	\$144,198	\$107,940	\$96,241	\$139,274	\$160,773	\$199,367	24.0%	38.3%
6 th La Plata	\$144,837	\$107,828	\$96,141	\$100,890	\$109,765	\$125,571	14.4%	-13.3%
7 th Montrose	\$186,030	\$143,169	\$127,652	\$171,154	\$186,972	\$210,974	12.8%	13.4%
8 th Larimer	\$535,180	\$396,831	\$353,820	\$445,613	\$527,963	\$636,783	20.6%	19.0%
9 th Garfield	\$144,452	\$110,493	\$98,518	\$113,091	\$125,019	\$156,742	25.4%	8.5%
10 th Pueblo	\$603,310	\$448,657	\$400,029	\$408,061	\$421,323	\$443,353	5.2%	-26.5%
11 th Fremont	\$204,190	\$151,598	\$135,167	\$196,809	\$243,917	\$294,971	20.9%	44.5%
12 th Alamosa	\$160,635	\$119,372	\$106,434	\$124,283	\$144,901	\$175,667	21.2%	9.4%
13 th Logan	\$190,646	\$141,372	\$126,049	\$145,851	\$166,696	\$201,086	20.6%	5.5%
14 th Routt	\$110,607	\$82,239	\$73,325	\$86,577	\$95,594	\$113,948	19.2%	3.0%
15 th Prowers	\$68,512	\$55,000	\$55,000	\$56,100	\$75,000	\$80,000	6.7%	16.8%
16 th Otero	\$129,668	\$96,659	\$86,183	\$87,913	\$92,522	\$109,148	18.0%	-15.8%
17 th Adams	\$1,105,058	\$852,975	\$760,525	\$848,699	\$948,425	\$1,117,000	17.8%	1.1%
18 th Arapahoe	\$1,660,466	\$1,306,457	\$1,164,857	\$1,350,529	\$1,544,479	\$1,873,422	21.3%	12.8%
19 th Weld	\$521,041	\$409,865	\$365,442	\$534,549	\$692,102	\$855,822	23.7%	64.3%
20 th Boulder	\$707,292	\$526,019	\$469,006	\$519,610	\$562,785	\$672,200	19.4%	-5.0%
21 st Mesa	\$338,030	\$251,056	\$223,845	\$263,665	\$321,164	\$390,801	21.7%	15.6%
22 nd Montezuma	\$63,892	\$55,000	\$55,000	\$61,029	\$75,000	\$80,000	6.7%	25.2%
Districts Total	\$11,704,539	\$8,717,935	\$7,791,533	\$8,925,650	\$10,146,514	\$12,012,419	18.4%	2.6%
Total Appropriation	\$12,255,883	\$8,966,324	\$7,966,324	\$9,125,650	\$10,422,234	\$12,463,139	19.6%	1.7%

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 shortfalls 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 fiscal year 2006-07, SB94 received both a cost of living increase of 3.25% and an additional \$1 million to restore more of the previous program reductions. A revised allocation for each district was then determined based on the SB94 funding formula and applied to the additional \$1 million.¹³ In addition, the "funding floor" was increased from \$55,000 to \$75,000. As was the case for the FY 2005-06 funding process, each district developed a plan for their allocation of the increase in resources.

Allocation of the increased funding for fiscal year 2007-08 underwent a process similar to that employed in the FY 2006-07 allocations. There were some differences such as the cost of living increase being less at 1.5% and an increase in the funding "floor" from \$75,000 to \$80,000. In addition, the Division's response¹⁴ to how the additional funding would be utilized contained four elements 1) statewide implementation of the Colorado Juvenile Risk Assessment (CJRA) for Senate Bill 94, 2) a focus on evidence based programming which is shown to reduce recidivism, 3) allowing districts to expand the scope of Senate Bill 94 services to include services intended to prevent a commitment to DYC, and 4) further development of the detention continuum. The focus on the detention continuum was based on minimizing the "capacity strain" identified in the past two Senate Bill 94 Evaluation Annual Reports. The Senate Bill 94 evaluation results for this year (see Section 1 above) suggest that capacity strain can be mitigated if sufficient resources exist along a detention continuum to match the needs and risk of the youth who enter the system. While the specific programs developed to address capacity strain can differ by judicial district, SB 94 programs were strongly encouraged to assess areas in the detention continuum where capacity strain is occurring and develop programs and practices which focus on the appropriate placement of youth within their particular detention continuum. Districts were authorized to use funds for

¹³ SB 94 COLA and Allocation Increase for FY 06-07. May 18, 2006. Memorandum to SB 94 Advisory Board, Coordinators and Chairpersons.

¹⁴ SB 94 Allocation Letter. May 23, 2007 letter to JSPC Chairpersons and SB 94 Coordinators



services intended to prevent commitment as long as those funds were not for JISP (Juvenile Intensive Services Probation) officers for services to prevent commitment.

Expenditures of FY 2006-07 Funds. Table 15 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 2006-07. Throughout the years of budget decrease and then recovery there has been differential change across the service categories. For example, supervision has remained the highest percent of expenditures and reached 50% of expenditures in FY when funding was at the lowest. With increasing funding in FY 05-06 and FY 06-07 the proportion of expenditures for supervision has decreased so that in FY 06-07 supervision was 44.6%, lower than in FY 02-03 when it was 45.4%.

Screening and assessment (including risk assessment, as well as additional needs assessment, case reviews and screens) remains the second highest proportion of all expenditures and relatively speaking, has remained at about 25% of expenditures for the past three years. Treatment services were third highest in percent of expenditures and have shown the opposite trend as supervision. That is, with decreasing funding, the proportion of expenditures for treatment went down. Since funding has increased, the proportion of resources expended on treatment services has increased to the point where it is higher in FY 06-07 (11.7%) than in FY 02-03 (10.1%).

Restorative services and training for clients and families are fourth and fifth in percent of expenditures. These show the same trend as treatment services expenditures over time. Restorative services are still lower than their level in FY 02-03, but training has increased to above the FY 02-03 level. Expenditures for direct support comprise the lowest relative area of expense, at 1.4% in FY 2006-07, about 41% below that of FY 2002-03.

Expenditures for plan administration, as a percent of total spending decreased in FY 2006-07 down to 7.1%, much lower than the 9.0% level of FY 2002-03 or the 9.5% level of FY 2003-04.

Following Table 15, Table 16 summarizes for each judicial district the pattern of expenditures across service types. These patterns reflect some of the different approaches used across the districts. For example, seven districts expended 59% or higher of their resources on supervision. Those districts tend to expend lower than average resources on screening, treatment and restorative services.

Overall, districts that expended lower levels of their budgets on supervision tend to provide higher levels of screening and assessment, treatment services, direct support, or restorative services.



**Table 15.** Service Category Expenditures and Change from FY 03 to FY 07.

Service Categories	FY 02-03 Expenditures	FY 03-04 Expenditures	FY 04-05 Expenditures	FY 05-06 Expenditures	FY 06-07 Expenditures	Actual Expenditure Change FY 02-03 to FY 06-07
	Percent of Total	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	\$4,293,770.27	-14.40%
	45.4%	46.8%	50.3%	48.3%	44.6%	
Screening & Assessment	\$2,612,230.5	\$2,120,499.7	\$1,959,661.8	\$2,161,975.87	\$2,424,673.57	-7.20%
	23.6%	26.0%	25.2%	25.1%	25.2%	
Treatment	\$1,120,636.2	\$621,743.8	\$548,610.46	\$752,144.62	\$1,129,585.58	0.80%
	10.1%	7.6%	7.0%	8.7%	11.7%	
Restorative Services	\$874,056.3	\$555,560.6	\$418,050.28	\$554,298.14	\$713,105.67	-18.40%
	7.9%	6.8%	5.4%	6.4%	7.4%	
Training Clients & Families	\$204,803.0	\$155,415.5	\$102,673.52	\$159,271.67	\$238,429.10	16.40%
	1.9%	1.9%	1.3%	1.8%	2.5%	
Plan Administration	\$996,850.3	\$773,665.4	\$706,633.30	\$728,120.03	\$686,063.15	-31.20%
	9.0%	9.5%	9.1%	8.5%	7.1%	
Direct Support	\$224,424.8	\$116,356.9	\$132,992.49	\$100,024.70	\$131,954.98	-41.20%
	2.0%	1.4%	1.7%	1.2%	1.4%	
Total ¹	\$11,704,539	\$8,717,935	\$7,791,533	\$8,925,650	\$10,146,514	-13.30%
	100.0%	100.0%	100.0%	100.0%	100%	

¹ The Statewide Total amounts reflect the total SB 94 allocation as shown in Table 14. FY 06-07 actual expenditures totaled \$10,146,514.



Table 16. FY 2006-07 Percent of Budget Expended by Districts and Statewide by Service Category.
The table is ranked high to low from top to bottom by supervision spending proportion.

Judicial District	Supervision	Screening/ Assessment	Treatment Services	Restorative Services	Direct Support	Training: Clients & Families	Plan Admin- istration	Total
16 th Otero	87.4%	2.5%	2.8%	0.8%	1.3%	5.2%	0.0%	100%
5 th Summit	79.7%	3.7%	4.6%	0.7%	0.0%	0.0%	11.2%	100%
15 th Prowers	73.1%	3.0%	8.8%	2.9%	2.9%	0.0%	9.2%	100%
6 th La Plata	68.2%	16.3%	7.2%	0.0%	0.0%	0.0%	8.3%	100%
22 nd Montezuma	65.3%	24.0%	0.0%	0.0%	6.7%	0.0%	4.0%	100%
20 th Boulder	63.0%	12.2%	5.9%	3.7%	2.5%	5.6%	7.1%	100%
17 th Adams	60.4%	22.0%	7.2%	0.7%	0.6%	0.6%	8.5%	100%
10 th Pueblo	59.0%	16.1%	16.8%	0.0%	0.6%	0.0%	7.5%	100%
13 th Logan	53.4%	2.5%	34.7%	0.8%	0.2%	0.5%	8.0%	100%
14 th Routt	49.5%	40.5%	1.7%	0.0%	0.0%	0.0%	8.4%	100%
19 th Weld	48.3%	24.0%	12.4%	8.1%	0.2%	0.0%	7.1%	100%
21 st Mesa	45.6%	33.4%	5.0%	0.0%	1.5%	0.0%	14.5%	100%
7 th Montrose	44.5%	29.0%	12.2%	4.9%	0.0%	0.0%	9.5%	100%
4 th El Paso	44.3%	16.4%	25.9%	0.7%	4.0%	0.9%	7.8%	100%
9 th Garfield	43.1%	42.3%	2.2%	4.0%	0.1%	0.0%	8.4%	100%
3 rd Huerfano	42.6%	15.4%	5.9%	1.9%	4.3%	17.9%	12.0%	100%
11 th Fremont	42.1%	15.2%	15.2%	15.6%	4.5%	0.0%	7.5%	100%
2 nd Denver	40.7%	43.0%	6.0%	0.0%	2.1%	0.7%	7.6%	100%
1 st Jefferson	37.6%	26.4%	13.6%	11.4%	2.5%	0.0%	8.5%	100%
8 th Larimer	35.2%	25.9%	30.3%	0.0%	0.2%	0.0%	8.4%	100%
18 th Arapahoe	29.9%	26.4%	3.0%	29.6%	0.0%	9.7%	1.4%	100%
12 th Alamosa	26.2%	40.0%	5.2%	1.8%	9.4%	5.9%	11.5%	100%
Statewide Average	44.6%	25.2%	11.8%	7.4%	1.4%	2.5%	7.1%	100%

Local Resources. In addition to state funds, many SB 94 Programs have taken the initiative to access other funds or program services for SB 94 youth. These supports 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, 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. The overall degree to which SB 94 Programs report being successful in these attempts varies. These approaches include to different degrees across districts:

- 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.
- Some counties provided local diversion resources, even though 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.
- 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 from other sources.
- 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).¹⁵ 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. Eighteen counties from thirteen districts are now involved in this process, up from six in FY 2005-06. Some of

¹⁵ <http://www.aecf.org/initiatives/jdai>



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 17 below shows which of the many resources just described that 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 for the past five fiscal years.

Table 17. FY 2006-07 SB 94 Local Resources

District*	Community Evaluation Team	Juvenile Diversion	WRAP or Similar Grant	JAIBG	Blended Funds
	Yes/No	Yes/No	Yes/No	Yes/No	Yes/No
1 st Jefferson	Yes	No	No	No	No
2 nd Denver	Yes	No	No	No	Yes
3 rd Huerfano	Yes	No	No	No	No
4 th El Paso	Yes	Yes	No	Yes	Yes
5 th Summit	Yes	No	No	No	No
6 th La Plata	No	No	No	No	No
7 th Montrose	Yes	Yes	Yes	Yes	No
8 th Larimer	Yes	Yes	Yes	No	No
9 th Garfield	No	No	No	No	No
10 th Pueblo	No	No	No	No	No
11 th Fremont	Yes	Yes	Yes	No	No
12 th Alamosa	No	No	No	No	No
13 th Logan	No	No	No	No	No
14 th Routt	Yes	Yes	No	No	Yes
15 th Prowers	Yes	No	No	No	No
16 th Otero	Yes	No	No	Yes	No
17 th Adams	Yes	No	No	No	Yes
18 th Arapahoe	Yes	No	Yes	Yes	Yes
19 th Weld	No	No	No	Yes	Yes
20 th Boulder	Yes	Yes	Yes	Yes	Yes
21 st Mesa	Yes	No	Yes	No	No
22 nd Montezuma	Yes	Yes	No	Yes	No
Statewide FY07	16 (72.7%)	7 (31.8%)	6 (27.3%)	7 (31.8%)	7 (31.8%)
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 was provided by districts in their FY 2007-08 District Plan Addendum: Fiscal Year 2006-2007 Performance Goals Resources and Practice Survey.



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 two years ago (FY 2004-05). This trend reversed in FY 2005-06, with 15 districts (68.2%) reporting a CET and continuing into the most recent fiscal year (FY 2006-07) with 16 districts (72.7%) reporting having a CET. This represents 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.¹⁶

Juvenile Diversion, WRAP (or similar grants), JAIBG, and blended funds were each available for about 30% of the districts.

¹⁶ 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.



5. Potential Program Practice Issues

The SB 94 Program has experienced many changes over the past few years. FY 2006-07 saw a second partial restoration of funding following budget decreases in the two years prior to that. FY 2006-07 was also the fourth year with detention bed caps and cap management. These and related factors were clearly the most significant, but other factors also appeared to help support district efforts to continue to serve youth in this context.

In addition to the overarching program issues related to managing detention bed caps (detailed previously in Section One), other concerns rated 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 a majority still believe that the impact of caps is negative. Fewer districts reported that their bed allocations are adequate, but this did not appear to be as a result of capacity strain as was the case in FY 2005-06. Need for more detention continuum resources was expressed by several districts.

This section discusses additional issues reported by SB 94 Programs during the last fiscal year. Many of these issues are related to broader state human service program budget fluctuations 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 nevertheless attempts to describe how four important issues have affected 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 March, 2007. 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 that was included as an addendum to the plan. In the three years prior to 2007, the Performance Goals Resources and Practice Survey (District Survey) (see Appendix C for a copy) was completed in August of the following fiscal year. For the first time this past year, with the FY 2007-08 Plan completed in March 2007, the survey was completed along with the plan. This accomplished two objectives. The first was to minimize the burden and increase the



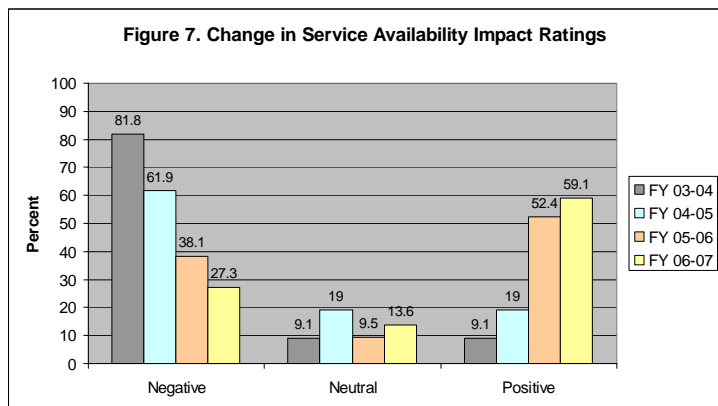
coordination of district efforts to collect data and review it with their planning committees. By completing the survey in March rather than August, planning committee members could review the planning and survey data as a whole and not separately. The second objective was to have the survey data available for the DYC plan review and approval process. The district survey complemented information from district plans by asking specifically about program practice issues and their perceived impact on each district's youth and program. Relevant data from district plans and survey responses are summarized below for each of the four issues.

1. How Service Availability Affects SB 94 Program Practices. As reported in Section Four of this report, SB 94 Program funding increased in FY 2006-07, and helped to restore the systems' ability to provide many types of needed services and especially treatment services. Reflecting those quantifiable increases in resources, the impact ratings reported by districts for service availability also continue to improve. With expenditures increasing for services for clients and families, a majority (59.1%) of the districts rated service availability positively in FY 2006-07. This is a statistically significant improvement ($t=3.4$, $df=20$, $p<.01$) over the last two years, compared with only 19% of districts rating the impact positively in FY 2004-05 (see Table 18, Figure 7).

Table 18. Impact Ratings of Service Availability: FY 2003-04 Through FY 2006-07.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts		FY06 Number and Percent of Districts		FY07 Number and Percent of Districts	
	N	%	N	%	N	%	N	%
(+2) Strong Positive	2	9.1%	2	9.5%	3	14.3%	4	18.2%
(+1) Some Positive	0	0.0%	2	9.5%	8	38.1%	9	40.9%
(0) Not Positive, Not Negative	2	9.1%	4	19.0%	2	9.5%	3	13.6%
(-1) Some Negative	4	18.2%	10	47.6%	7	33.3%	6	27.3%
(-2) Strong Negative	14	63.6%	3	14.3%	1	4.8%	0	0.0%
Missing/Did Not Rate	0	NA	1	NA	1	NA	0	NA
Totals	22	100%	21	99.9%	21	100%	22	100%
Average Score		-1.27		-0.48		0.24		0.50

Funding restoration over the last two years appears to have helped in this area. The additional funding restoration in FY 2007-08 should also improve district perceptions of their ability to access services for the youth they serve.

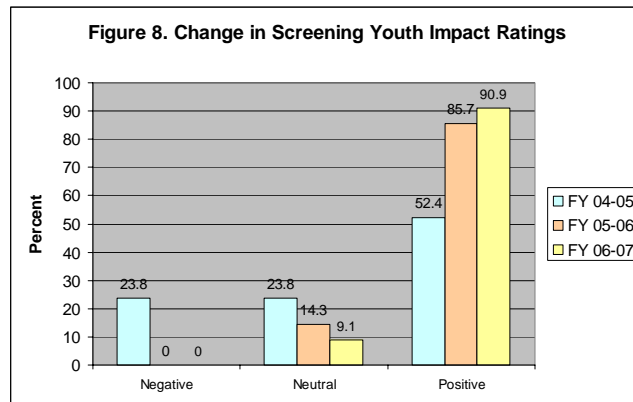


2. How Issues of Screening Youth Affect SB 94 Program Practices. In FY 2003-04, the impacts of screening and placing youth were rated together instead of separately. Since then, districts have been asked to assess screening separately from the process of placing youth. Table 19 shows only the impact of screening youth in the last three fiscal years. Table 19 (and Figure 8) shows that the positive ratings of the impact of screening youth have increased significantly ($t=2.8$, $df=20$, $p<.05$) to 90.9% in FY 2006-07, at a level just slightly higher than FY 06 and up from 52.4%% positive ratings in FY 2004-05.

Table 19. Impact Ratings of Screening Youth: FY 04-05 Through FY 06-07.

District Impact Ratings	FY05 Number and Percent of Districts		FY06 Number and Percent of Districts		FY07 Number and Percent of Districts	
	N	%	N	%	N	%
(+2) Strong Positive	6	28.6%	6	28.6%	6	27.3%
(+1) Some Positive	5	23.8%	12	57.1%	14	63.6%
(0) Not Positive, Not Negative	5	23.8%	3	14.3%	2	9.1%
(-1) Some Negative	5	23.8%	0.0	0.0%	0	0.0%
(-2) Strong Negative	0	0.0%	0.0	0.0%	0	0.0%
Missing/Did Not Rate	1	NA	1	NA	0	NA
Totals	21	100%	21	100%	22	100%
Average Score		0.57		1.14		1.18

The distinctions made by the screening and placement rating differences over the past three years support the conclusion that district concerns in this area primarily relate to the limitations in the ability of the screening process to translate into actual placement decisions, given relative availability of placements and services along the detention continuum. The improvement in impact ratings follows the decrease in ADP and the continued increase in funding over the past two years 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. Along with the screening impact ratings, for the past three years districts have been asked to rate the process of placing youth independently. Therefore Table 20 shows only the impact ratings for placing youth from the last three fiscal years, documenting that the positive ratings of the impact of placing youth has increased significantly ($t=4.3$, $df=20$, $p<.01$) to

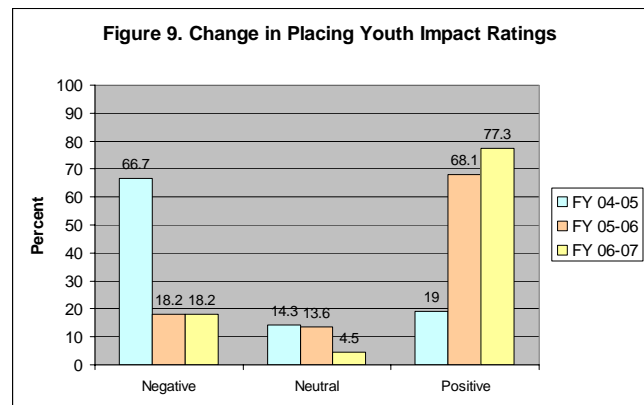


77.3% in FY 2006-07, up from 19% positive ratings in FY 2004-05 and an improvement over FY 2005-06 (up from 68.1%). This is also shown in Figure 9.

Table 20. Impact Ratings of Placing Youth: FY 04-05 Through FY 06-07.

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	2	9.5%	7	31.8%	8	36.4%
(+1) Some Positive	2	9.5%	8	36.3%	9	40.9%
(0) Not Positive, Not Negative	3	14.3%	3	13.6%	1	4.5%
(-1) Some Negative	11	52.4%	4	18.2%	4	18.2%
(-2) Strong Negative	3	14.3%	0	0.0%	0	0.0%
Missing/Did Not Rate	1	NA	0	NA	0	NA
Totals	21	100%	22	100%	22	100%
Average Score		-0.52		0.84		0.95

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



4. How Local Detention Bed Allocation Affects SB 94 Program Practices. Ratings of the impact of bed allocations have remained on average somewhat negative as evidenced by the average rating for FY 2006-07 of -0.43. As shown in Table 21 and Figure 10 below, it appeared that the overall changes in FY 2005-06 represented a slight shift toward more extreme ratings in both directions. However, in FY 2006-07, even though the majority of ratings are negative (59.1%), the ratings are less extreme with over 80% of the ratings in the some negative to some positive categories. Given that districts are rating a mandate that many perceive limits their ability to do as they wish, a high number of positive ratings by districts may be an unrealistic expectation.

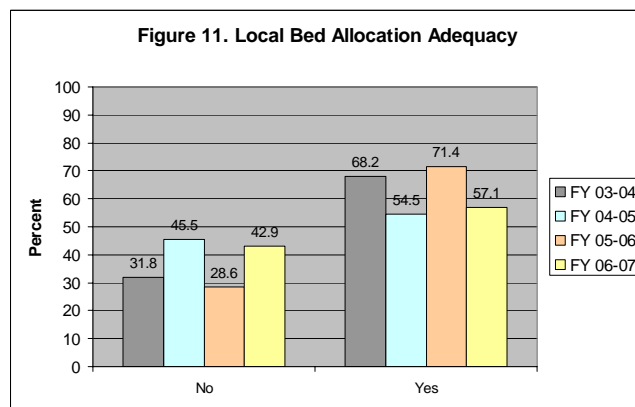
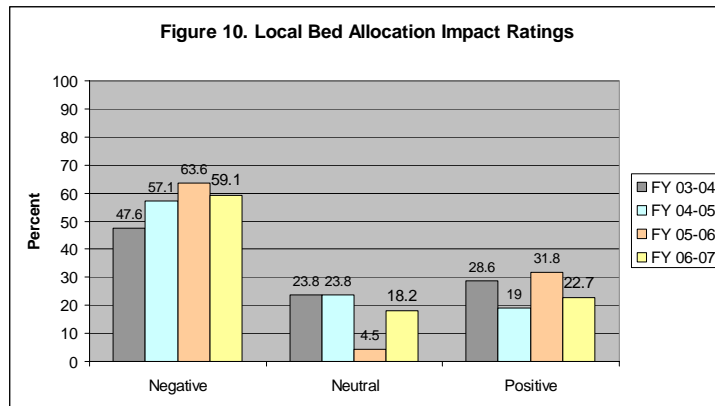


Table 21. Impact Ratings of Local Detention Bed Allocations: FY 03-04 Through FY 06-07.

District Impact Ratings	FY04 Number and Percent of Districts		FY05 Number and Percent of Districts		FY06 Number and Percent of Districts		FY07 Number and Percent of Districts	
	N	%	N	%	N	%	N	%
(+2) Strong Positive	0	0.0%	0	0.0%	4	18.2%	1	4.5%
(+1) Some Positive	6	28.6%	4	19.0%	3	13.6%	4	18.2%
(0) Not Positive, Not Negative	5	23.8%	5	23.8%	1	4.5%	4	18.2%
(-1) Some Negative	6	28.6%	7	33.3%	9	40.9%	10	45.5%
(-2) Strong Negative	4	19.0%	5	23.8%	5	22.7%	3	13.6%
Missing/Did Not Rate	1	NA	1	NA	0	NA	0	NA
Totals	22	100%	21	99.9%	22	99.9%	22	100%
Average Score		-0.38		-0.62		-0.32		-0.43

Figure 11 shows the number of district planning committees rating their bed allocation as adequate to have decreased in FY 2006-07 to 57.1%, about where it was in FY 2004-05. Changes over time in adequacy ratings have not been statistically significant.

The correlation between ratings of allocation adequacy and allocation impact was significant at $r=.49$ ($df=21$, $p<.05$). However, of the 12 district planning committees who rated bed allocation as adequate, only five (42%) rated the impact as positive, with four (58%) rating it as negative. Concerns expressed in the past have focused on prioritizing secure detention to the detriment of the detention continuum. In particular, some districts cited the lack of available community placements and services, especially for youth released on short notice before adequate services can be arranged. This may change with the additional resources in FY 2007-08 and the emphasis on improving the detention continuum, as discussed in Section Four.



In FY 2006-07, DYC surveyed a wide range of SB 94 stakeholders about managing bed



use under the detention caps.¹⁷ When asked to respond to the statement “my Judicial District has a sufficient number of secure detention beds,” the average individual response was “disagree.” While the individual stakeholders surveyed by DYC appeared to perceive their secure detention resources to be inadequate, when asked to consider the question as an entire planning committee using the format described above for this evaluation, most districts (57%, as discussed above) reported their resources to be adequate. The cause of this discrepancy is not clear, though it appears that the group review process of the planning committees leads to more favorable group judgment.

Bed allocation adequacy has been related with capacity strain in the past, measured as days at or above 90% of capacity. Table 22 shows days at or above 90% capacity for FY 2003-04 through FY 2007-07. The table shows the average of the 22 districts at the bottom. On average, districts were significantly higher in FY 2005-06 and FY 2006-07 than in the two prior years in days at or above 90% capacity ($t > 3.2$, $df = 21$, $p < .05$). The decrease from FY 06 to FY 07 did not reach statistical significance ($t = 1.2$, $df = 21$, $p > .05$).

Table 22. District Percent of Days at or Above Ninety (90) Percent Capacity

District	Percent of Days At or Above 90% Capacity			
	FY 04	FY 05	FY 06	FY 07
1 st Jefferson	35.0%	31.0%	66.8%	57.5%
2 nd Denver	32.5%	65.5%	72.6%	63.6%
3 rd Huerfano	99.6%	65.2%	98.6%	80.0%
4 th El Paso	31.8%	31.0%	50.1%	23.6%
5 th Summit	16.4%	22.7%	52.9%	42.7%
6 th La Plata	45.1%	24.9%	58.4%	64.7%
7 th Montrose	69.7%	39.7%	45.2%	73.2%
8 th Larimer	56.9%	71.0%	68.5%	72.1%
9 th Garfield	41.6%	18.9%	54.2%	32.6%
10 th Pueblo	24.8%	33.4%	49.9%	28.8%
11 th Fremont	40.5%	79.7%	82.2%	47.7%
12 th Alamosa	6.90%	48.5%	29.9%	40.0%
13 th Logan	32.1%	57.5%	66.3%	69.9%
14 th Routt	27.4%	24.9%	78.1%	¹ 91.2%
15 th Prowers	78.1%	54.8%	67.9%	¹ 98.9%
16 th Otero	27.4%	8.2%	67.2%	63.8%
17 th Adams	17.9%	54.0%	62.2%	56.4%
18 th Arapahoe	23.4%	39.7%	80.8%	77.8%
19 th Weld	60.9%	86.3%	95.6%	89.0%
20 th Boulder	.7%	14.0%	56.4%	46.0%
21 st Mesa	59.5%	61.9%	52.3%	58.4%
22 nd Montezuma	66.8%	72.6%	98.1%	85.2%
District Average	40.7%	45.7%	66.1%	62.0%

¹ Significantly higher (28.5) than the 62% district average.

¹⁷ SB91-94 Stakeholder Survey: Managing the Detention Cap, Division of Youth Corrections.



Last year (FY 2005-06), a very striking finding was found in the relationship between districts rating their bed allocation as inadequate and days at or above 90% capacity. There was an inverse correlation between adequacy of the allocation and days at or above 90% capacity was -0.67 ($p < .01$). This correlation indicated that the more likely a district was to rate their allocation as adequate, the less likely they were to have a high percent of days at or above 90% of their bed allocation. In FY 2006-07 the correlation between adequacy and days at or above 90% capacity was not statistically significant (-.41, $p > .05$). This indicates that, even though fewer districts rated their allocation as adequate (57% compared to 71.4% in FY 06) it was not necessarily because of capacity strain, which decreased somewhat overall in the last year.

5. Releases from detention and borrowing and loaning beds. One of the primary strategies for managing detention bed use is the ongoing review of cases and the preparation to release youth as soon as possible from secure detention. Districts report that this process has increased the staff time required to manage beds, sometimes reportedly 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 efficiently use the detention beds available.

Although such releases that occur prior to when districts might otherwise have released a youth in the absence of a bed cap are sometimes referred to as “emergency releases,” the “emergency” connotation is really not accurate in that districts regularly assess youth in detention to determine which youth could be released as their status and the overall need for detention varies over time. 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 reported having a consistent amount of time to prepare for releases. From the data below, it is apparent that more districts are reporting having less time in the FY 2006-07 to prepare for releases than in FY 2005-06. The range of typical planning times reported was as follows:

- Less than 24 hours notice – FY 2006-07: 10 districts (45%); FY 2005-06: 7 districts (32%)
- 25 to 72 hours – FY 2006-07: 5 districts (23%); FY 2005-06: 6 districts (27%)
- 73 hours to one week – FY 2006-07: 2 districts (9%), same as FY 2005-06
- More than one week – FY 2006-07: 2 districts (9%), same as FY 2005-06
- Varying degrees of notice between 24 hours and one week – FY 2006-07: 3 districts (14%); FY 2005-06: 5 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 FY 2006-07, the number of releases reported by districts as “emergency” in the district survey totaled about 414. This means that, of the 9,051 youth that were detained in secure



or staff secure detention, only 4.6% (414 of 9,051) were released prior to their otherwise scheduled release. However, the number of early releases reported may not represent an accurate estimate of the actual number because there is no standard reporting mechanism for releases other than the past two district surveys.

It seems that districts have a common understanding for what constitutes an emergency release. 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. In the district survey respondents were asked: “In the first six months (July – December 2006) of the fiscal year, how many times did your district release youth earlier than would have otherwise been the case) in order to comply with your bed allocation?” This resulted in numbers for the first six months of FY 2006-07. To arrive at the 414 estimate for the full fiscal year, district numbers were projected out by doubling them. Even though such releases are low occurrence events, they nevertheless pose the potential for serious real and perceived effects in a community. As a result, 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.

We also recommend that the number of beds borrowed be formally tracked. Most districts already report the number of youth “emergency” released, but do not track the number of beds borrowed. Districts were able to report in the survey whether they were able to borrow beds when needed “most of the time,” “some of the time” or “Infrequently or None of the Time.” Seventeen (17) districts (77%) reported they could borrow beds when needed most of the time. Another four (4) or 18% indicated they could borrow some of the time. District ratings indicated that 68% (15) could loan beds most of the time when needed and another 18% (4) could loan beds some of the time.

Since transportation seems to be one of the most cited barriers for releasing a youth or borrowing beds, districts were also asked this year to rate the degree to which this was a barrier. Two districts (9%) rated this as a problem “most of the time.” Ten districts (45%) indicated transportation was a problem “some of the time.” Transportation can become a problem when factors exist such as distance to or between detention facilities, geography/weather, time demands on law enforcement, and when the loaning district needs a bed back, or when there are judicial orders to not release some youth.



Conclusions and Recommendations

The SB 94 Program statewide, as well as the individual judicial districts that comprise the program, continue to experience the influences of two significant system changes that date back to FY 2003-04. The first was the ongoing implementation of detention bed caps. The second has been the multi-year budget fluctuations that began as reductions in FY 2002-03, were further reduced in FY 2004-05, and were partially reversed in FY 2005-06 and FY 2006-07 to help restore the systems' ability to provide treatment services, restorative services, and youth and family training. The increase in allocation for FY 2007-08 will bring Judicial District SB 94 funding back to about 2% above FY 2002-03 levels (not adjusted for any Cost of Living Increases missed during those years) and should 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 develop and provide a continuum of detention options within this context. Although SB 94 Programs have not focused specifically on committed youth, for the last two years commitment ADP has decreased. 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. The small reduction in detention ADP experienced this year continued this downward trend in restrictive confinement.

DYC has continued to operate successfully within the detention bed caps. At the local level, however, one of the most important challenges noted in last year's evaluation report was significant evidence of increased capacity strain across all detention facilities and judicial districts in the state,. In FY 2006-07 there were some positive indications that strain might be decreasing, especially in some facilities and districts. However, despite statewide improvement in days at or above 90% of capacity, it continues to be a concern for some districts. While the statewide bed cap of 479 was never exceeded on any day in FY 2006-07, on all but three 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 five (42%) 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. Fewer 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. In FY 2006-07 days at or above 90% recovered somewhat, decreasing to 41.1%. This is a positive change for detention bed use. However, the most effective levels of detention bed use still remains to be identified.



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.

First, the use of secure detention has continued to be the most likely decision for youth when community-based detention continuum resources are lacking. However, the second highest screening recommendation is for youth to go home with services (14.0% of youth). Only about a third of these youth (36%) actually go home with services as an initial placement, with about 31% placed in more restrictive settings and another 31% simply released due to the unavailability of needed services. This placement pattern suggests that the community-based end of the detention continuum is not yet adequate to serve all youth screened as able to go home with services. In addition, youth who are screened to staff secure placement are placed in secure detention over 78% of the time due to a lack of these resources. The introduction of more refined risk assessment screening (the Colorado Juvenile Risk Assessment or CJRA, see HB-1161) within the SB 94 Program may help DYC develop the capacity to better identify those youth able to benefit from release to home and better match them with available services.

Second, there have also been positive developments over the last couple of years. 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. After decreasing in FY 2004-05, the percent of districts with CETs has been increasing for the past two years. In FY 2006-07, 17 districts (72.7%) reported having a CET. This is a continued 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. Eighteen counties from thirteen districts are now involved in this process, up from six in FY 2005-06.

DYC and local SB 94 Programs have continued to refine program practices, to improve the detention continuum and manage bed allocations, and to provide broader opportunities for continued program improvement. With partial restoration of past reductions in SB 94 funding, efforts are being made to address service gaps that will support the continued success of the SB 94 Program over time, as evidenced by the increases in expenditures for treatment options over the last year. To continue to support development and use of the



detention continuum, the recommendations below are offered for the SB 94 Program in FY 2007-08 and beyond.

1. Monitor indicators of strain to determine if increased detention or community-based capacity, or additional adjustments, are needed. The primary indicator of system strain currently tracked is days at or over 90% capacity. Although, it seems from this indicator that system strain is beginning to stabilize, attention to bed use indicators remains important. Some of this improvement may stem from fewer overall detention screenings, rather than simply improved use of the detention continuum. Although funding is increasing, youth-serving resources are still in the process of recovery within the juvenile justice system and the broader system of care for youth in need (including child welfare, school, and mental health services). DYC has made adjustments in facility and district caps, primarily in the Southern Region which have helped those districts. High levels of strain on detention bed capacity in multiple districts still merits additional attention to determine if additional flexibility in resource management or these districts may be 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).

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, sometimes before system stakeholders would otherwise have determined that they were ready for release. While the rate of this type of release is relatively small (estimated as occurring for less than 5% of all youth detained), we recommend that DYC develop standard definitions 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 third 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. Over the past couple years DYC has worked with Districts to set their criteria for successful performance to encourage both high levels of performance and success while taking into consideration district-specific circumstances. This has resulted in attainable objectives and high performance, although performance expectations for positive or neutral discharge reasons may still be unrealistic for some districts. It appears that this process is working and that Districts are generally making good decisions about where to set their objectives.

The one objective that needs improvement is the third objective: positive or neutral leave reason. Multiple 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 which are covered by the first two objectives, so this objective "double counts" challenges documented in the first two objectives, and therefore should not be set as high. In



addition, possible negative leave reasons are myriad, including commitment, noncompliance on the part of the youth or family, and refusal of services or nonparticipation in services. Success on this objective is clearly more difficult to obtain. We recommend DYC consider either a lower performance objective or revise the leave reasons that are included in the indicator.

4. Providing adequate services for youth released to home. As in past years, only about one-third (36%) of the 1,634 youth identified through the JDSAG as able to be placed at home with services in fact receive such supports. Slightly less than one-third (31%) are released to home without services and the remainder (31%) instead go to secure or staff secure detention. Implementation of the CJRA over the next year should allow for more refined assessment of youth needs and protective factors and may be used to refine estimates of both the number of youth who truly are best served through a release to home with services and to specify more clearly the types of services that may be needed to support such releases. Such information may help DYC prioritize future resource allocations to improve the responsiveness and capacity of the detention continuum.





Appendices

Appendix A. Detention Bed Use

Appendix B. 2004 Performance Goals Resources and Practice Survey

Appendix C. Map of Detention Bed Allocation by NYC Region





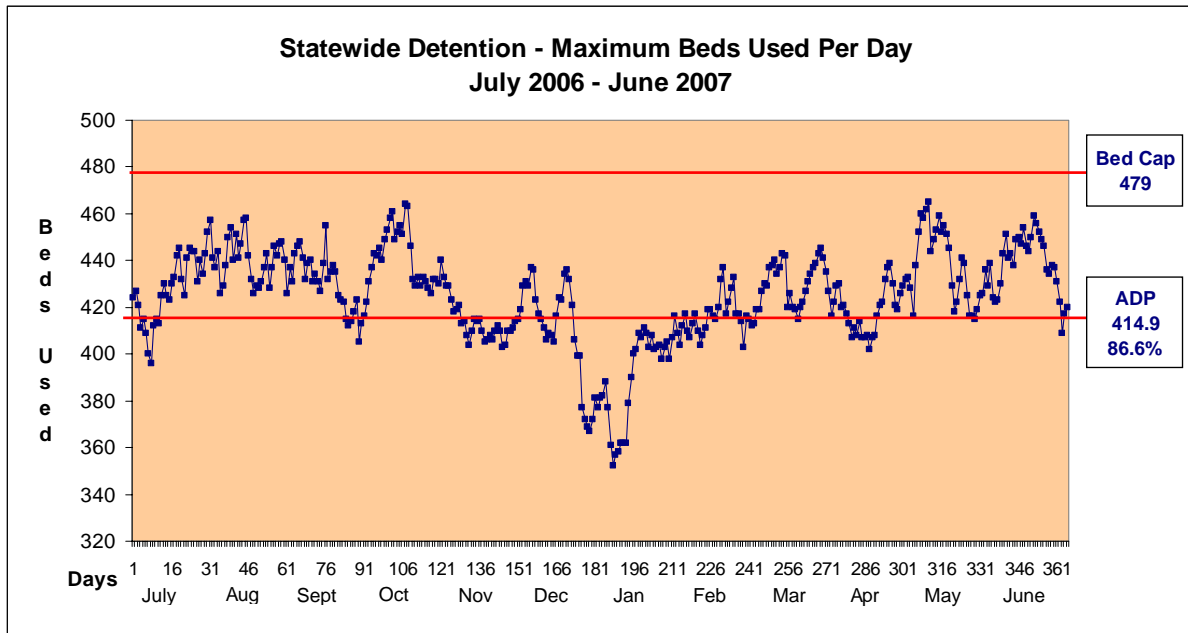
Appendix A

Secure and Staff Secure Detention Bed Use

Daily detention maximum bed use and average daily population are shown in this appendix. A graph is included for each judicial district and detention facility for fiscal year 2006-2007. The graphs are organized by DYC regional catchment areas with a summary table at the beginning of each section.

The statewide bed use graph and use indicators are shown here.

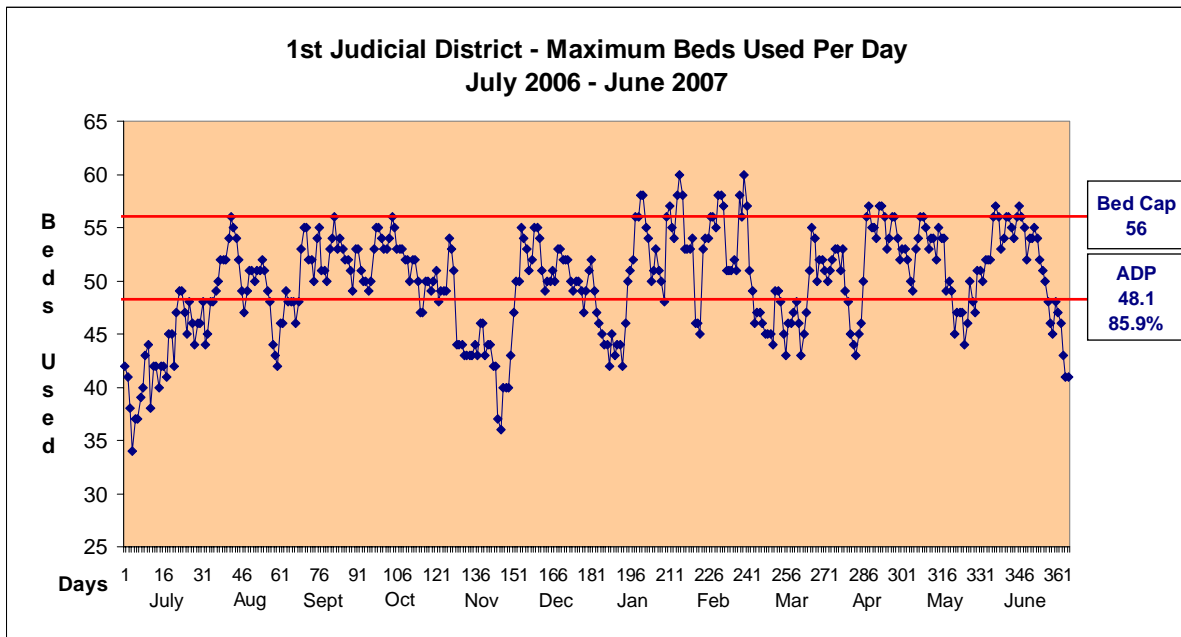
Statewide	Beds & Use Indicators FY 2006-07				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
	479	431	414.9	86.6%	41.1%

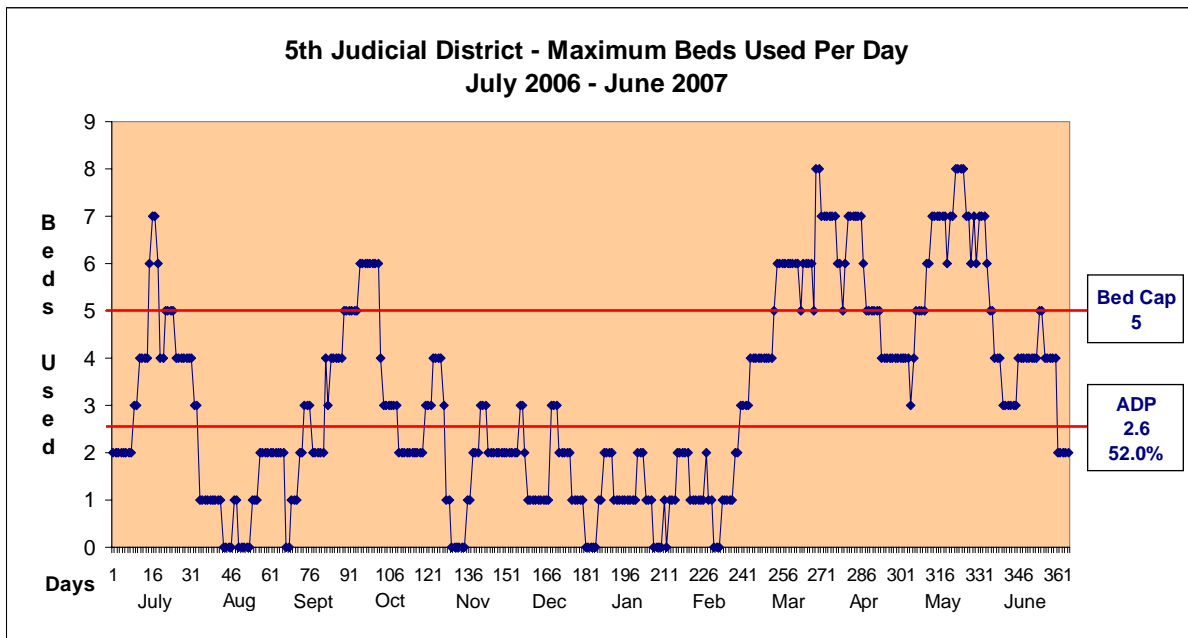
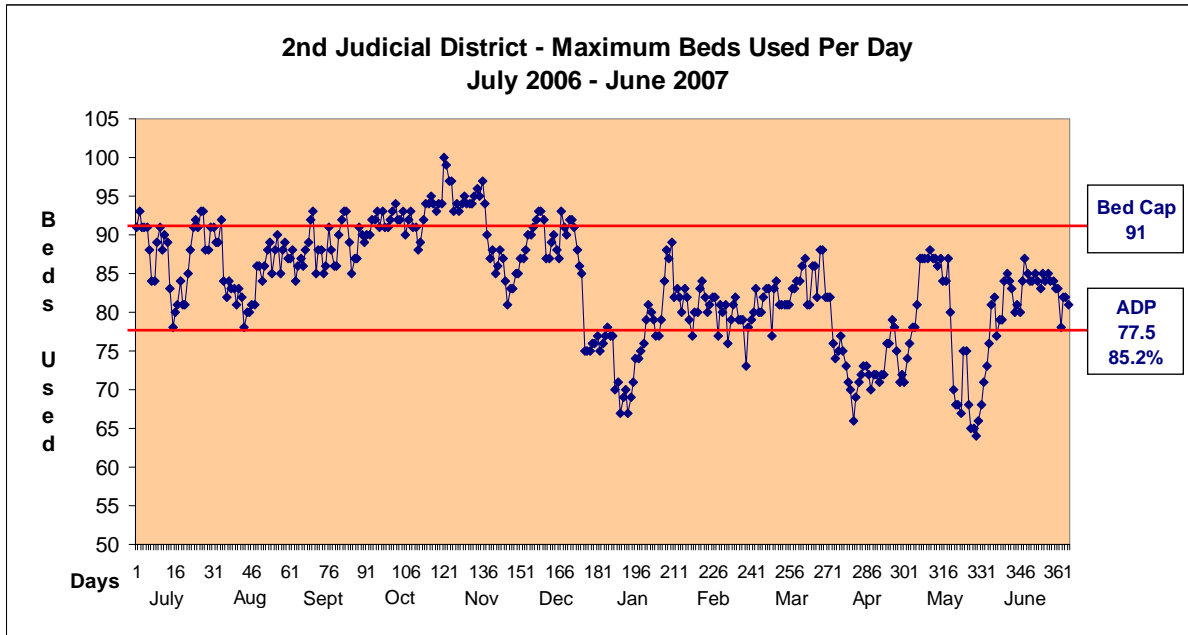


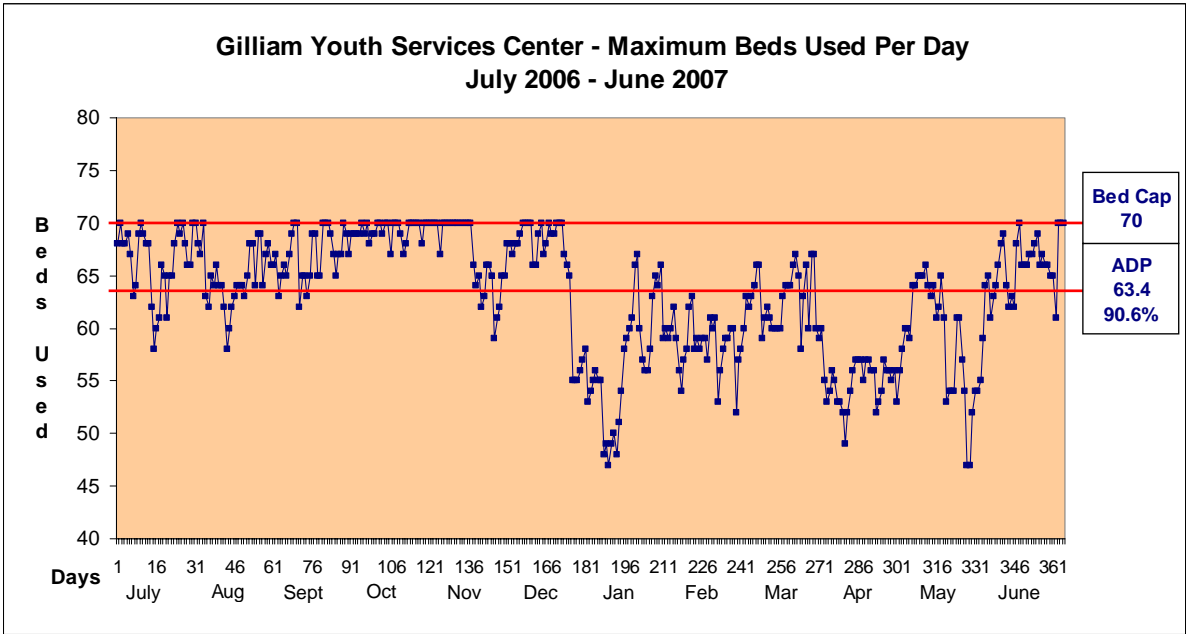
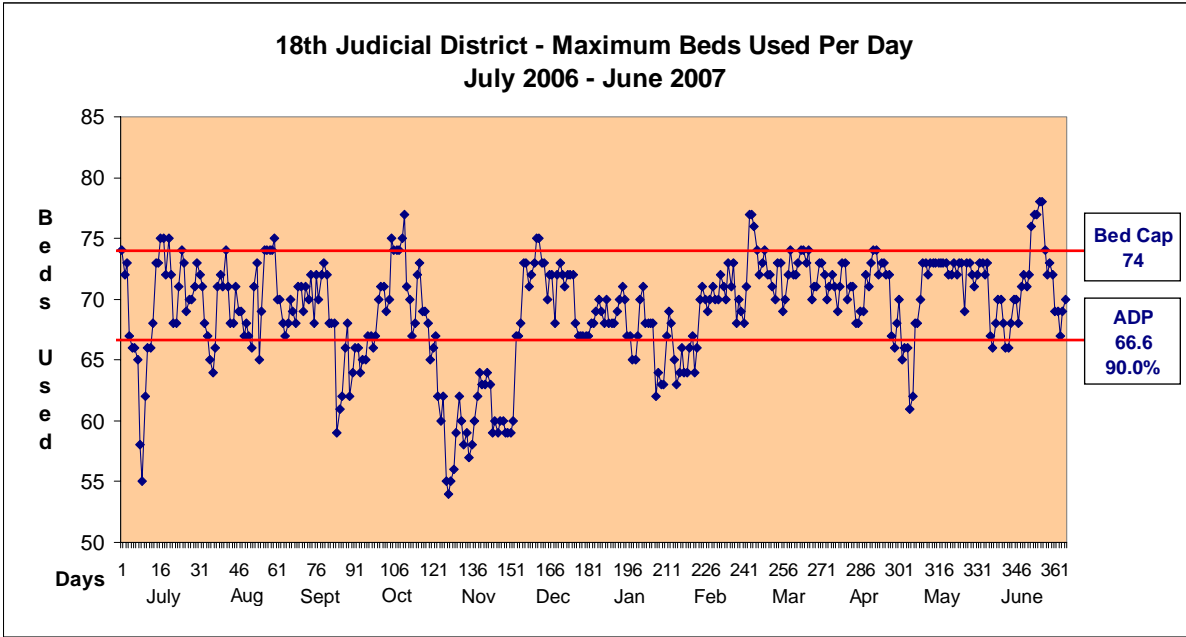
Central Region

Central Region Bed Use for FY 2006-07 (July 2006 Through June 2007): 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.

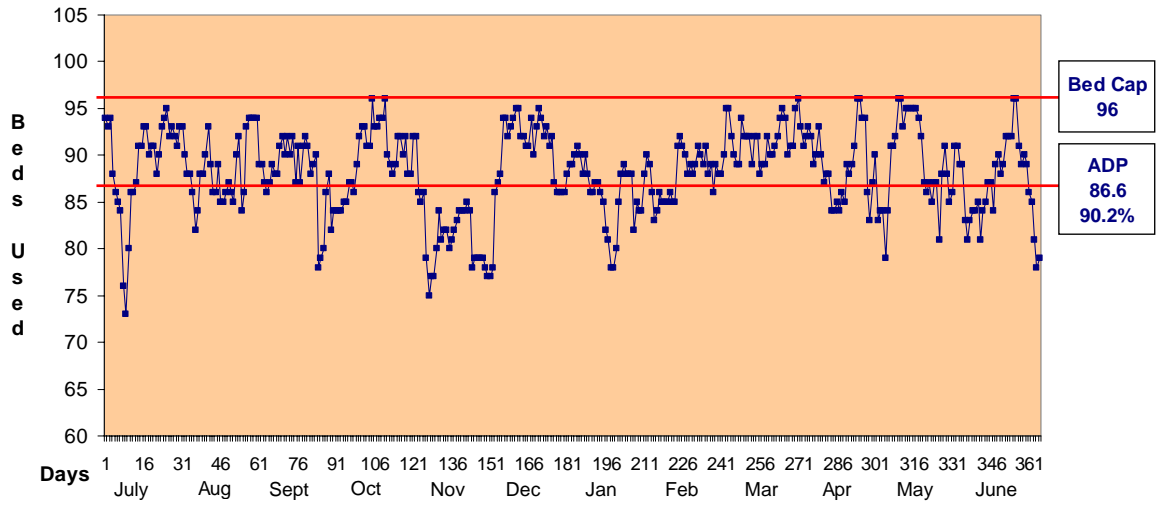
Central Region: Districts & Facilities	Beds & Use Indicators FY 2006-07				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
1 st Jefferson	56	50	48.1	85.9%	57.5%
2 nd Denver	91	82	77.5	85.2%	63.6%
5 th Summit	5	4	2.6	52.0%	42.7%
18 th Arapahoe	74	67	66.6	90.0%	77.8%
Central Region	226	203	201.2	89.0%	58.1%
Gilliam YSC	70	63	63.4	90.6%	60.3%
Marvin Foote YSC	96	86	86.6	90.2%	74.0%
Mount View YSC	60	54	51.1	85.2%	44.7%



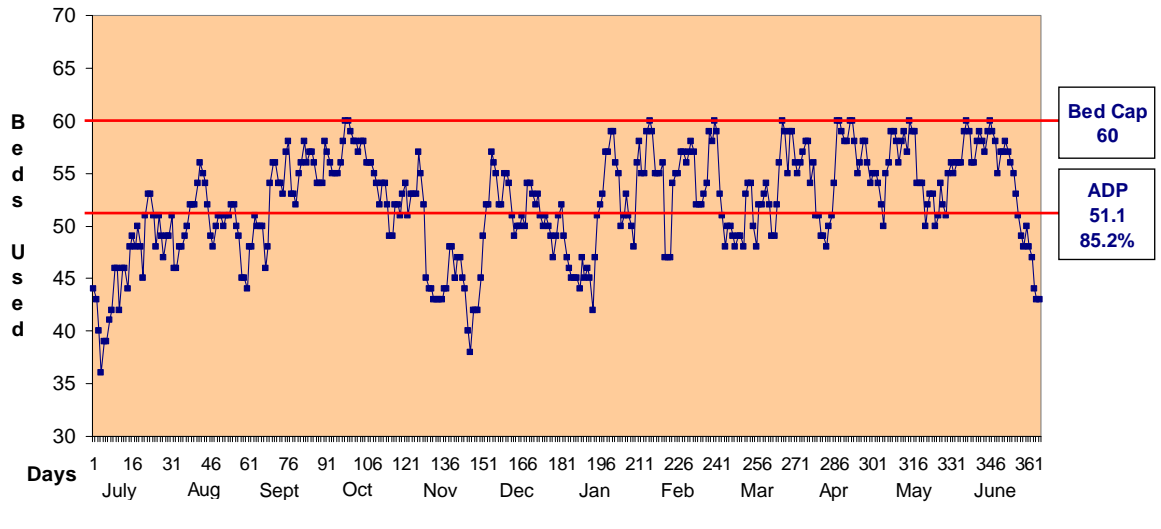


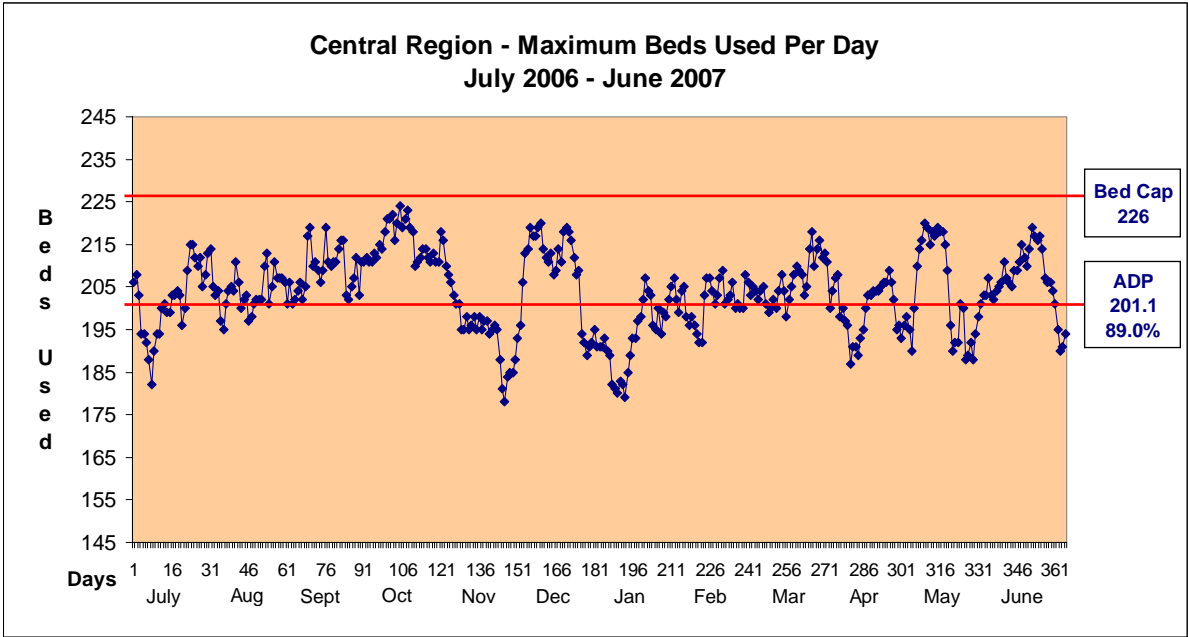


**Marvin Foote Youth Services Center - Maximum Beds Used Per Day
July 2006 - June 2007**



**Mount View Youth Services Center - Maximum Beds Used Per Day
July 2006 - June 2007**

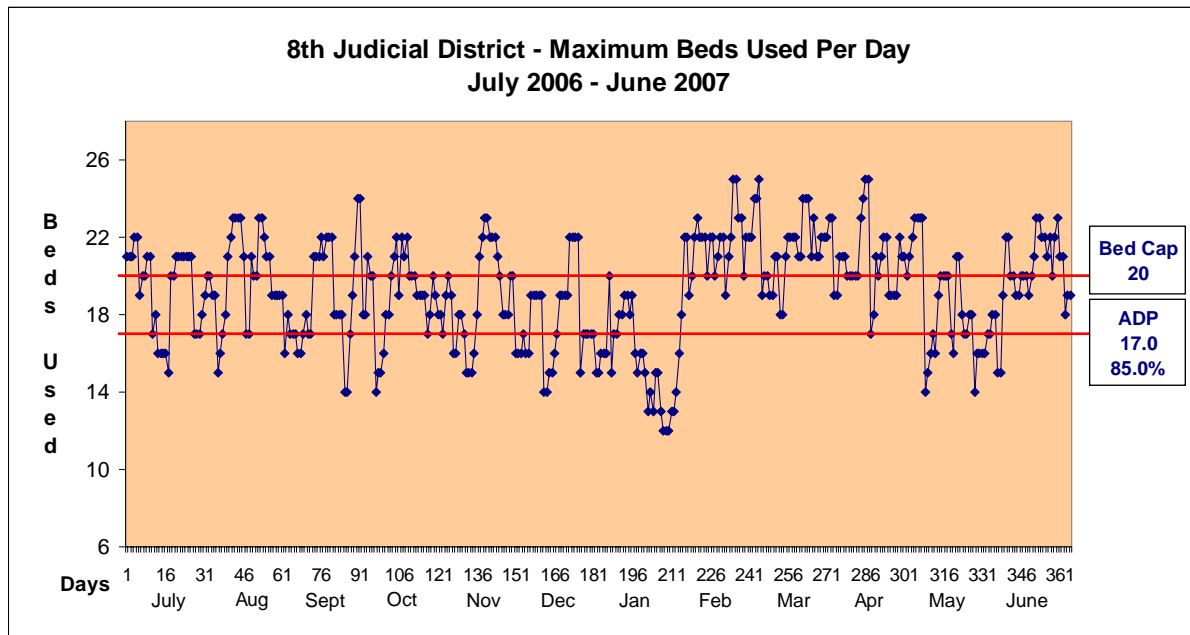


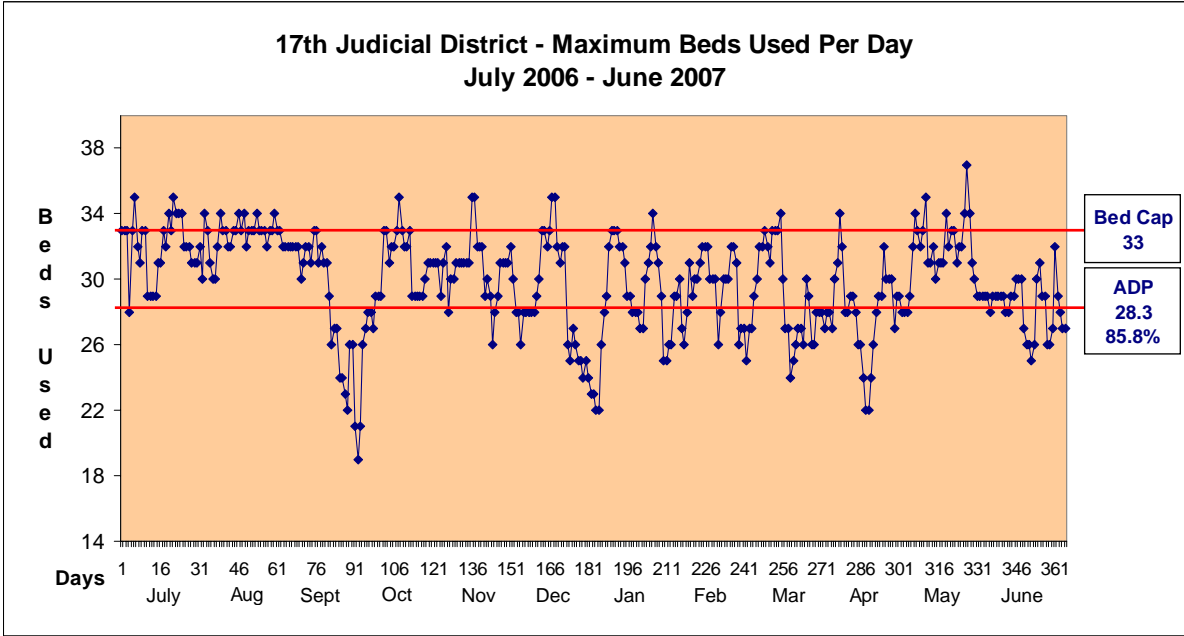
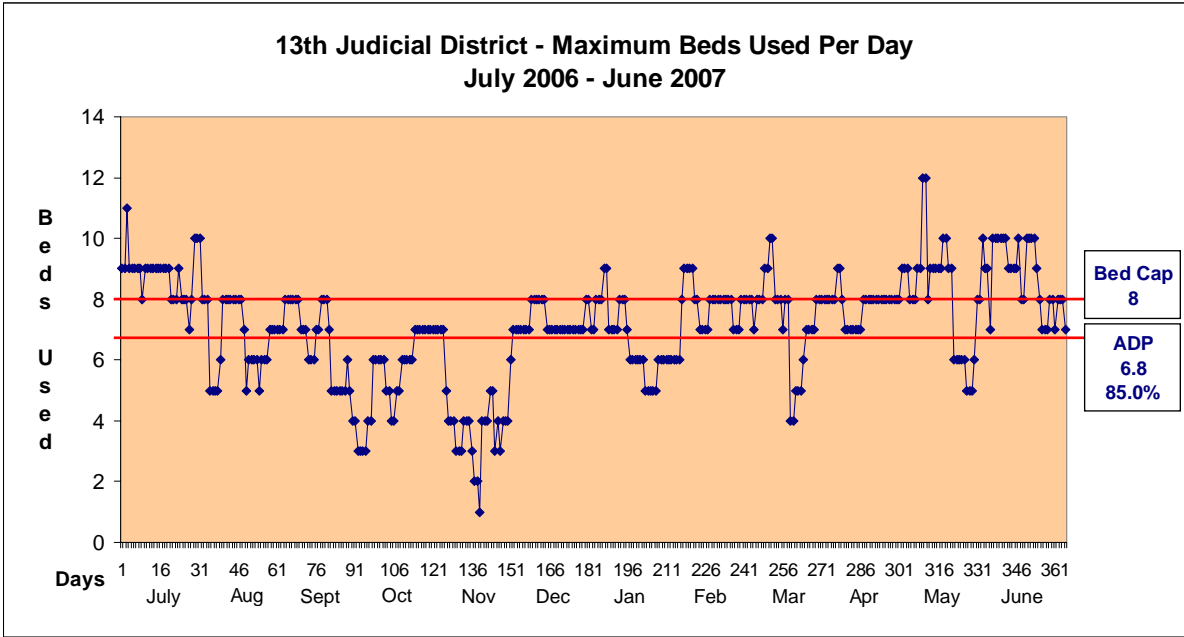


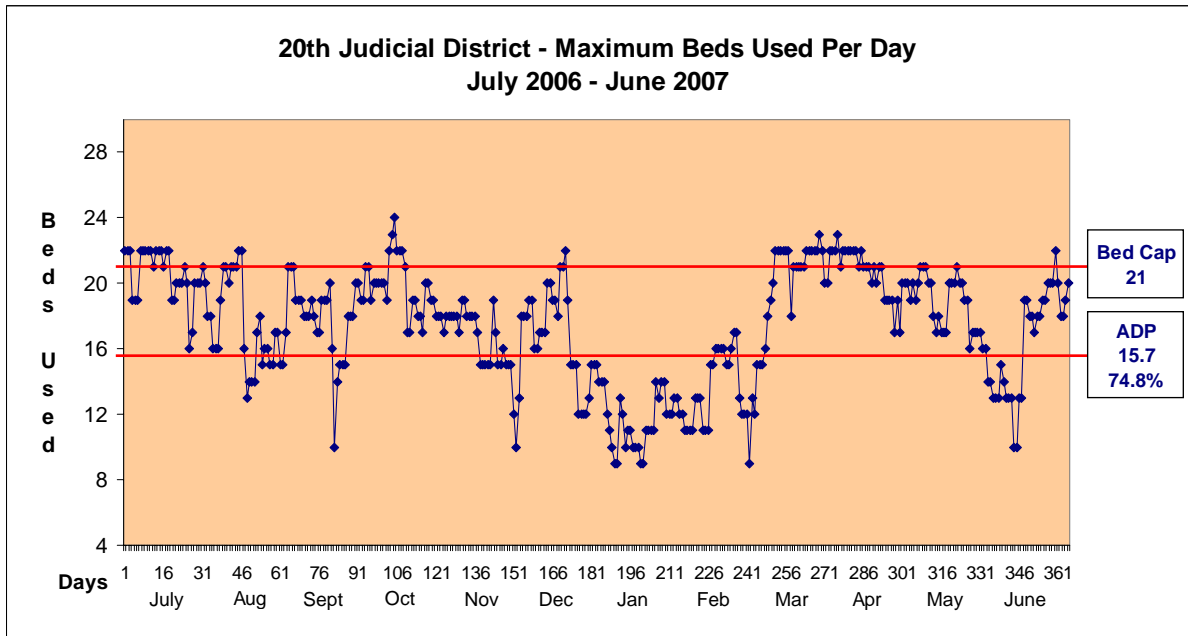
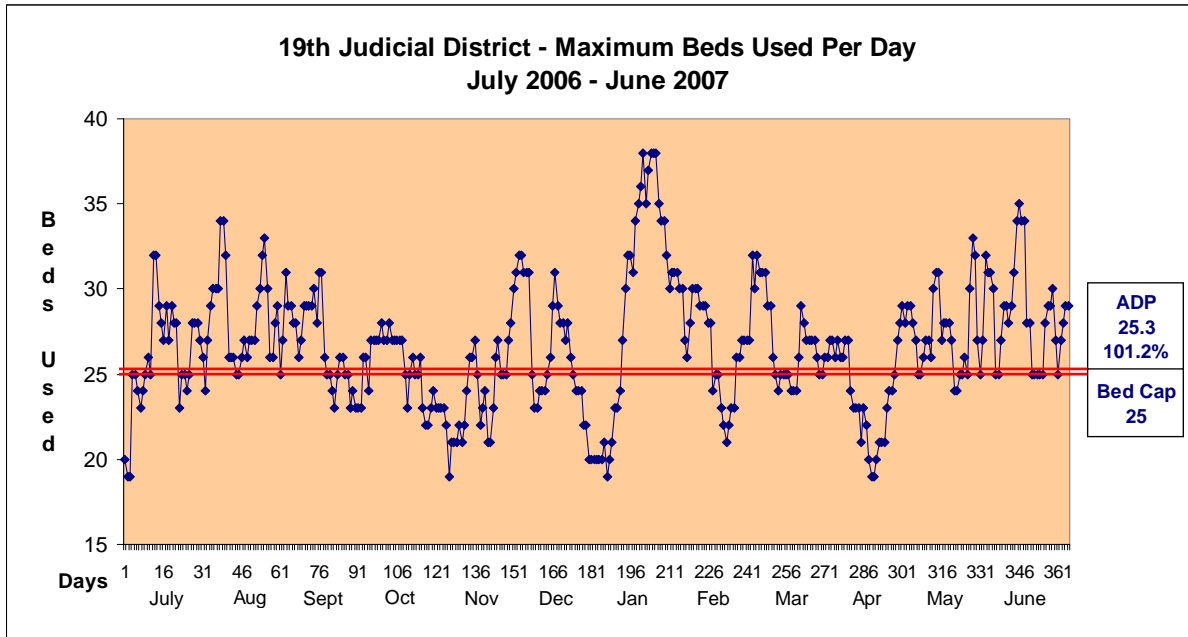
Northeast Region

Northeast Region Bed Use for FY 2006-07 (July 2006 Through June 2007): 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.

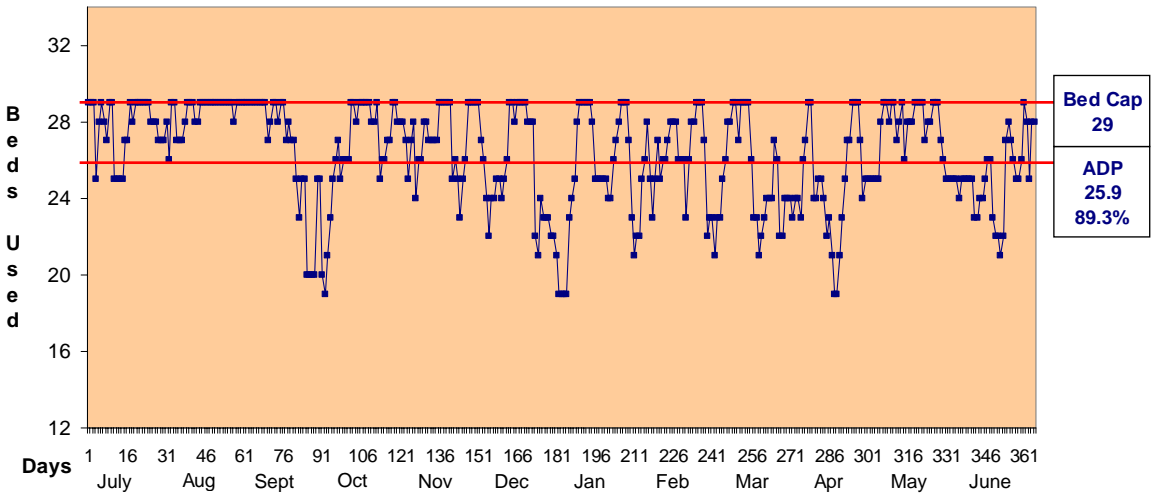
Northeast Region: Districts & Facilities	Beds & Use Indicators FY 2006-07				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
8 th Larimer	20	18	17.0	85.0%	72.1%
13 th Logan	8	7	6.8	85.0%	69.9%
17 th Adams	33	30	28.3	85.8%	56.4%
19 th Weld	25	23	25.3	101.2%	89.0%
20 th Boulder	21	19	15.7	74.8%	46.0%
Northeast Region	107	97	96.0	89.7%	66.0%
Adams YSC	29	26	25.9	89.3%	62.5%
Platte Valley YSC	69	62	63.4	91.9%	86.0%
Remington House	9	8	6.8	75.6%	42.5%



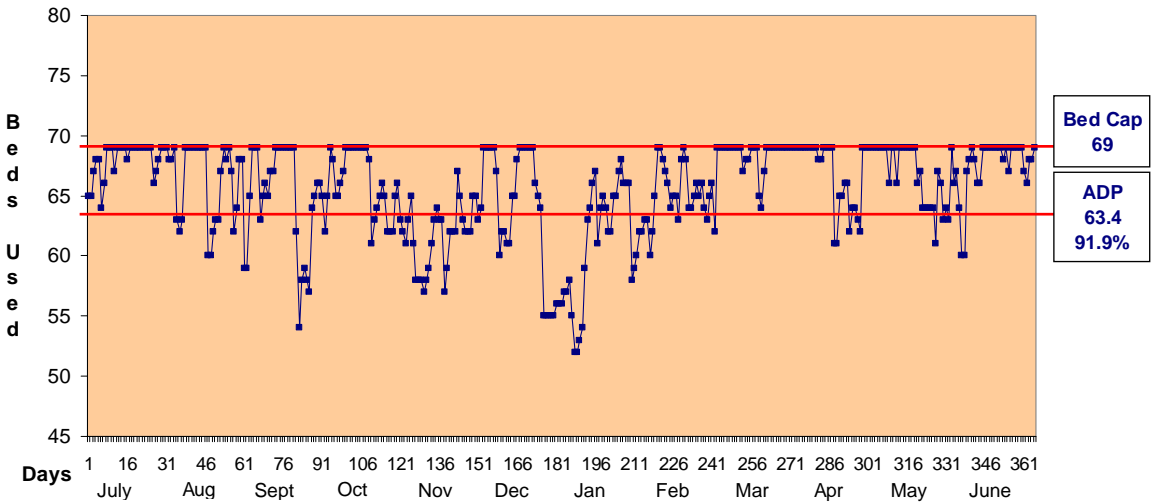


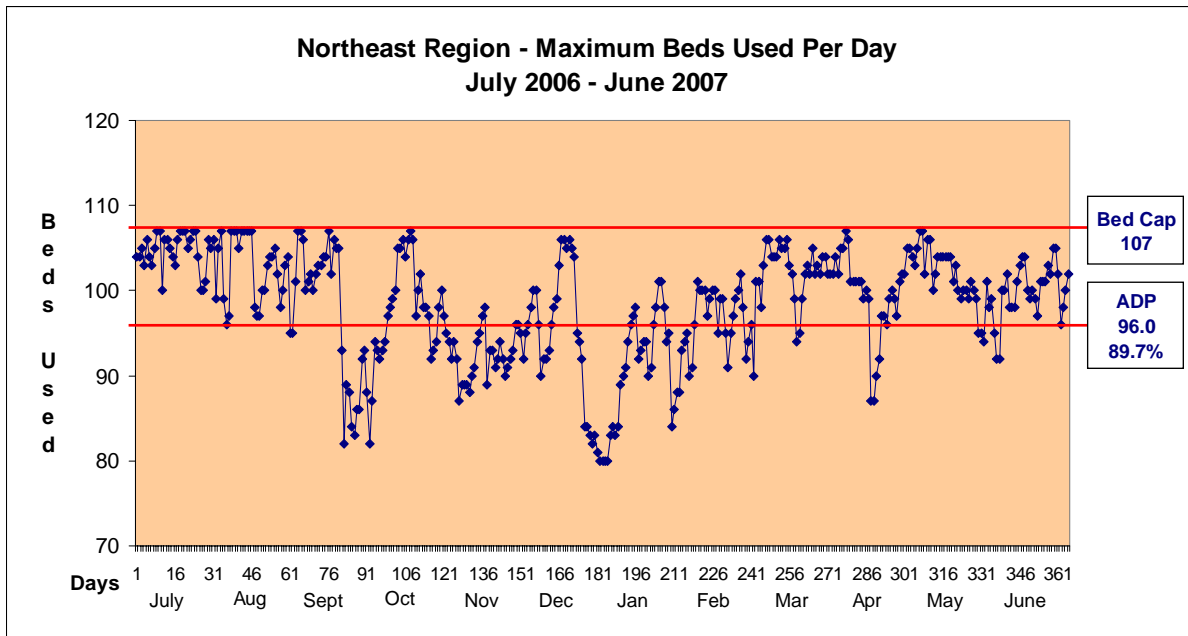
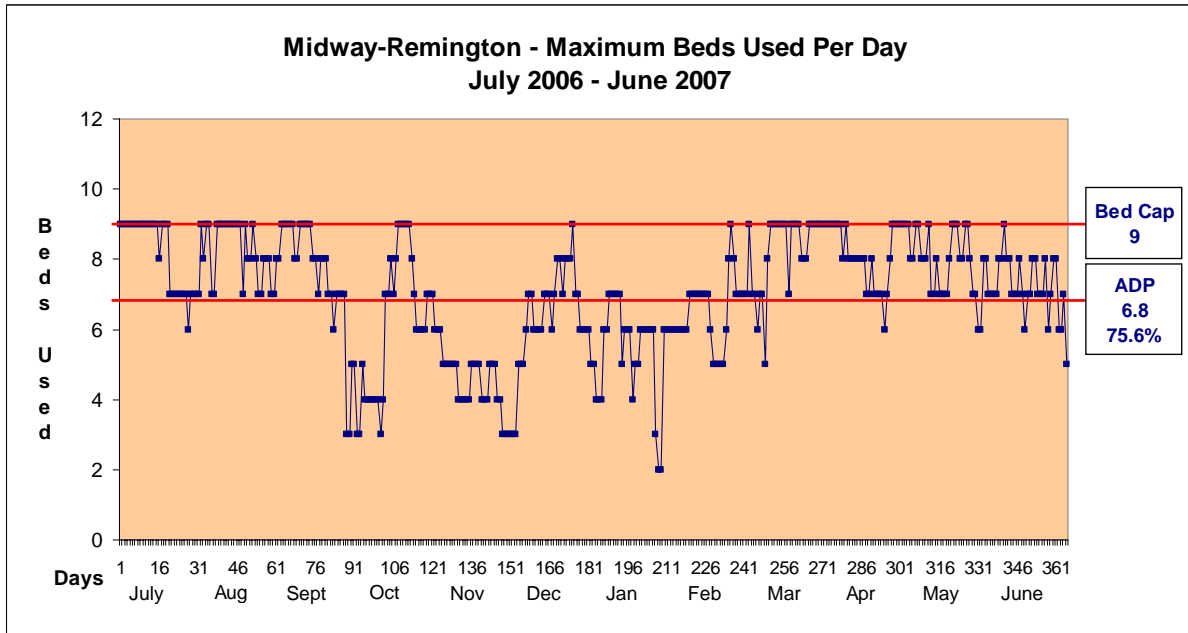


**Adams Youth Services Center - Maximum Beds Used Per Day
July 2006 - June 2007**



**Platte Valley YSC - Maximum Beds Used Per Day
July 2006 - June 2007**

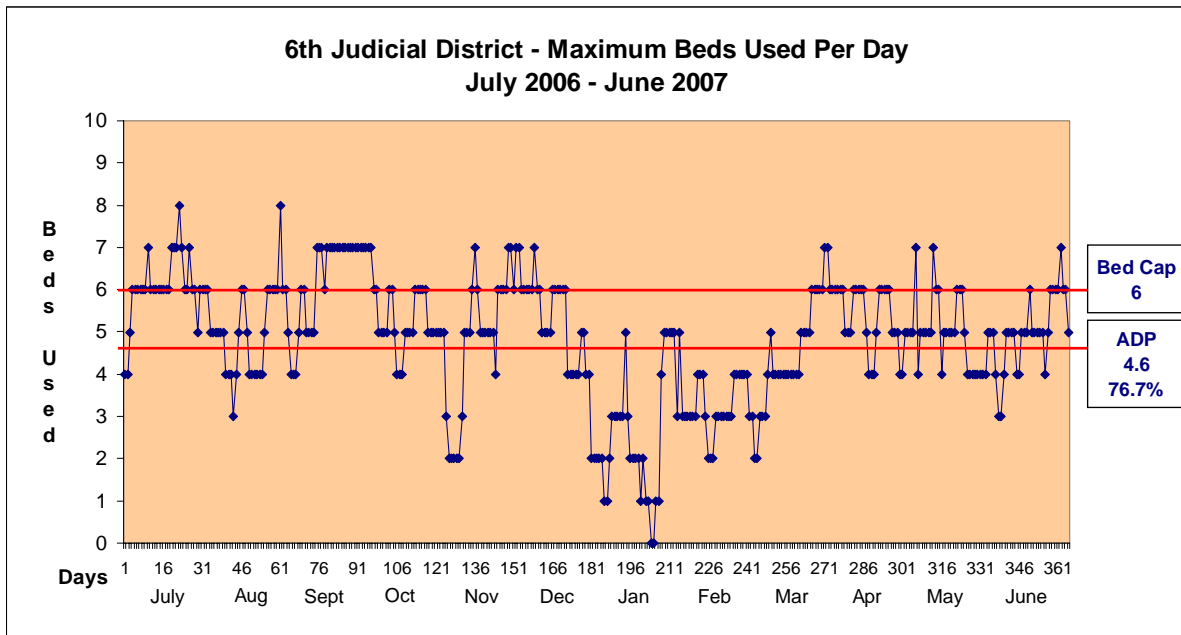


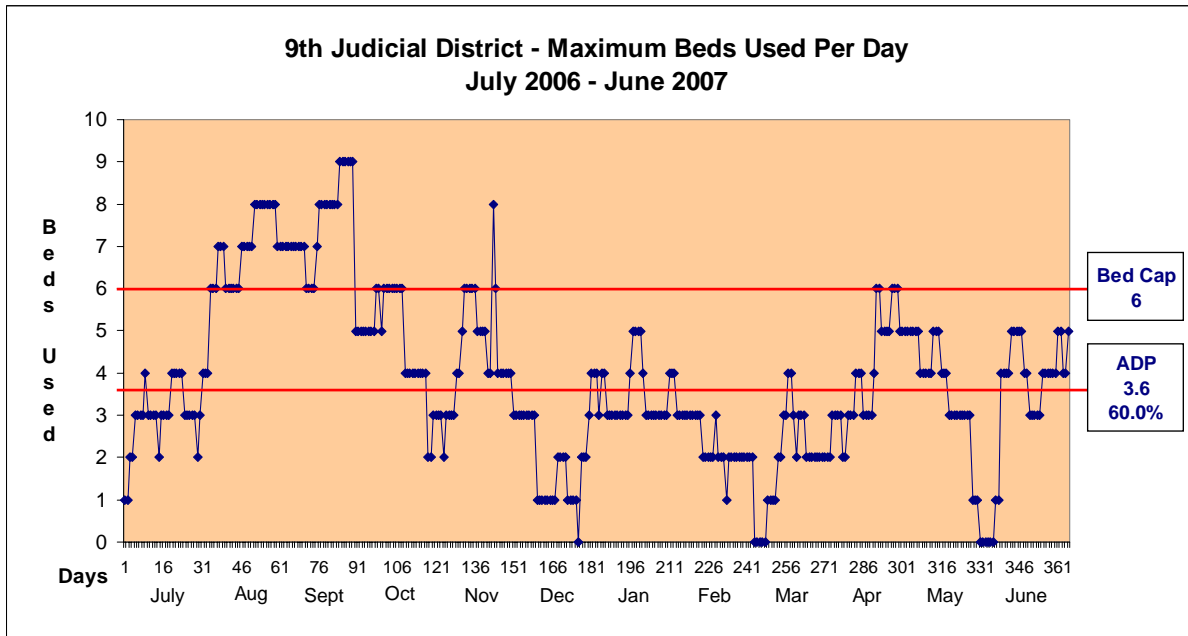
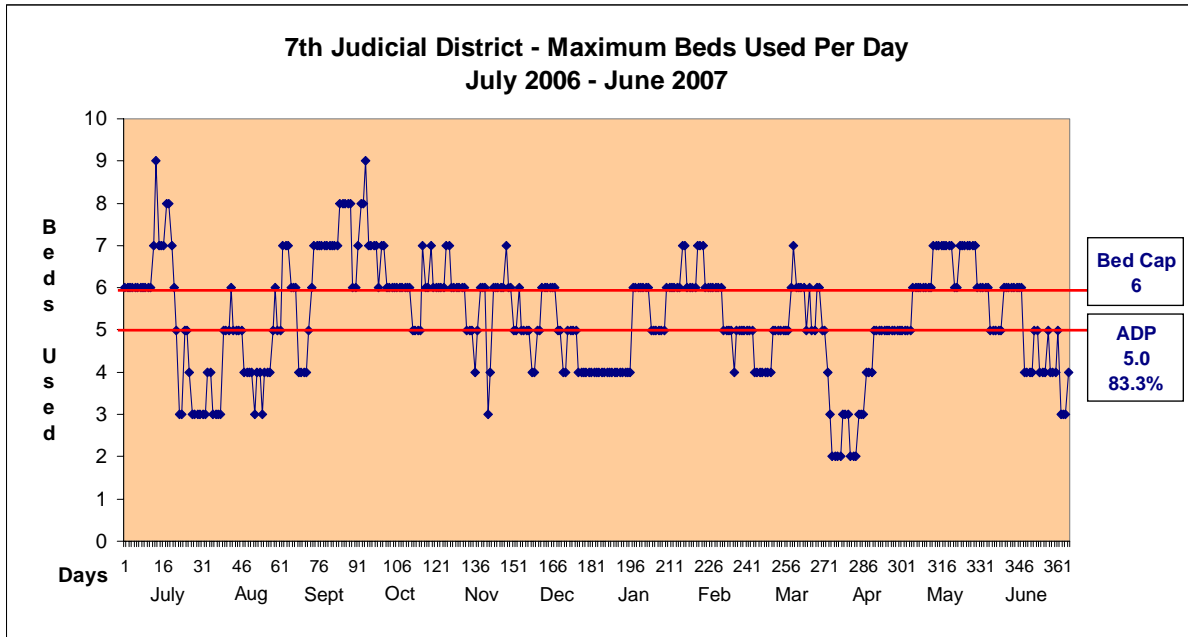


Western Region

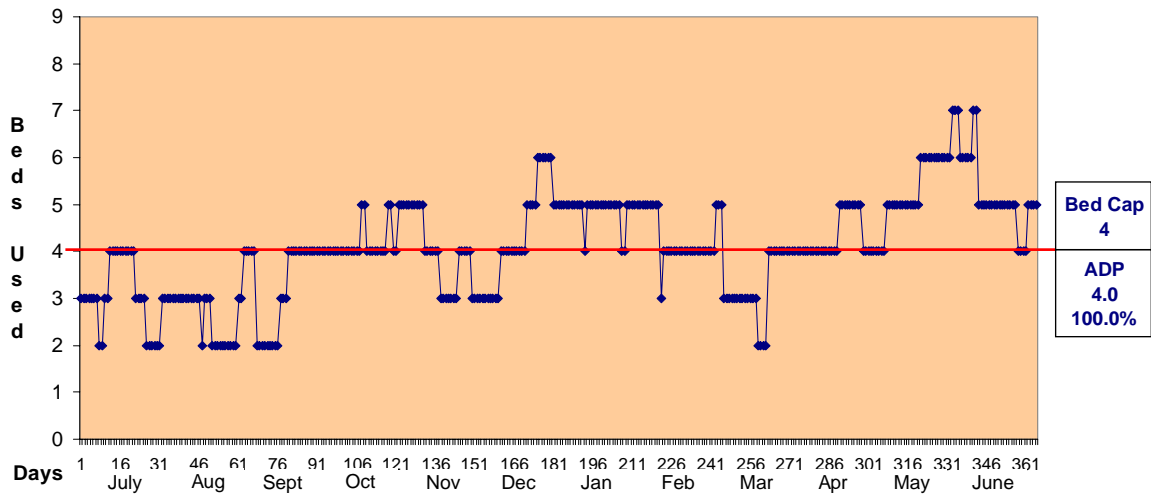
Western Region Bed Use for FY 2006-07 (July 2006 Through June 2007): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of cap (average use), and percent of days at or above 90% of cap. Regional ADP figures may differ from the sum of the districts or 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.

Western Region: Districts & Facilities	Beds & Use Indicators FY 2006-07				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
6 th La Plata	6	5	4.6	76.7%	64.7%
7 th Montrose	6	5	5.0	83.3%	73.2%
9 th Garfield	6	5	3.6	60.0%	32.6%
14 th Routt	4	3	4.0	100.0%	91.2%
21 st Mesa	15	14	12.8	85.3%	58.4%
22 nd Montezuma	3	2	2.7	90.0%	85.2%
Western Region	40	36	33.5	83.8%	40.8%
Grand Mesa YSC	24	22	20.8	86.7%	52.3%
Robert Denier YSC	9	8	7.3	81.1%	58.9%
Other Staff Secure	7	6	5.4	77.1%	55.6%

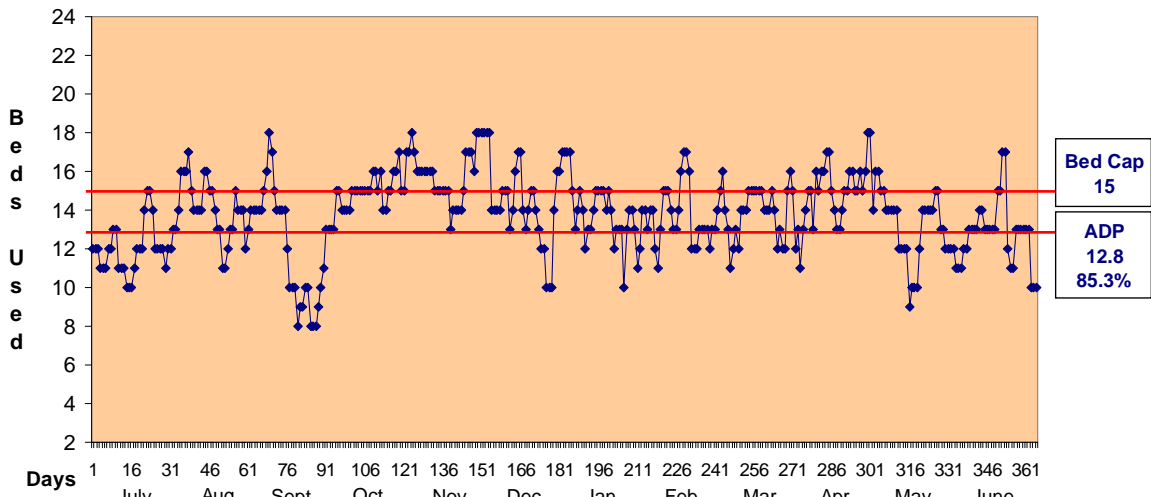


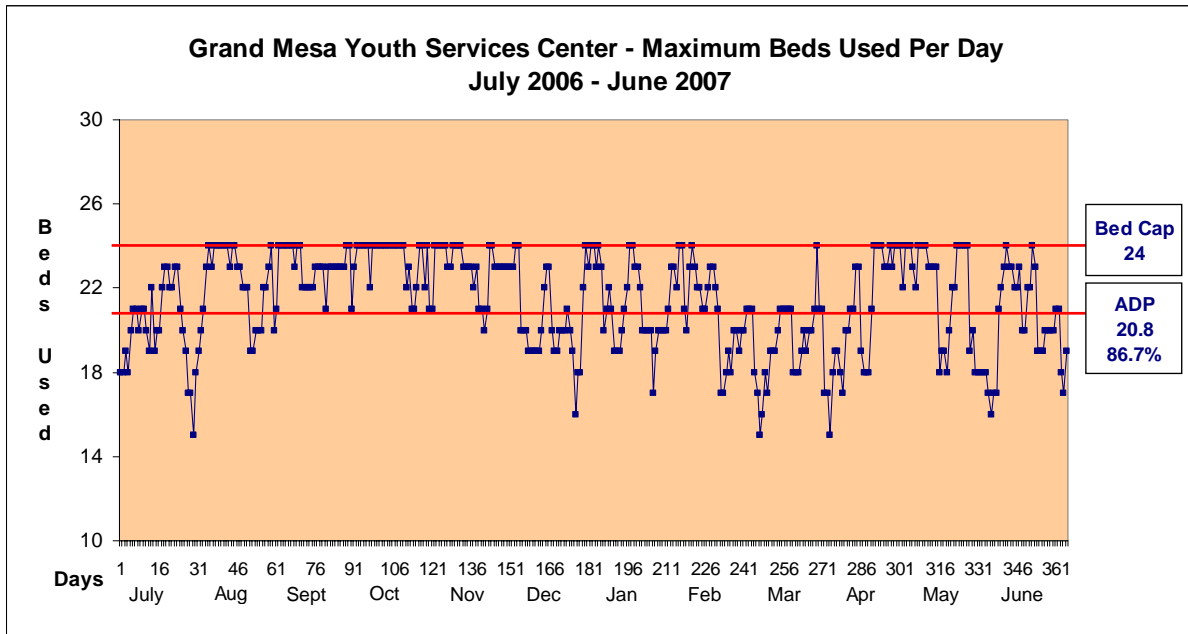
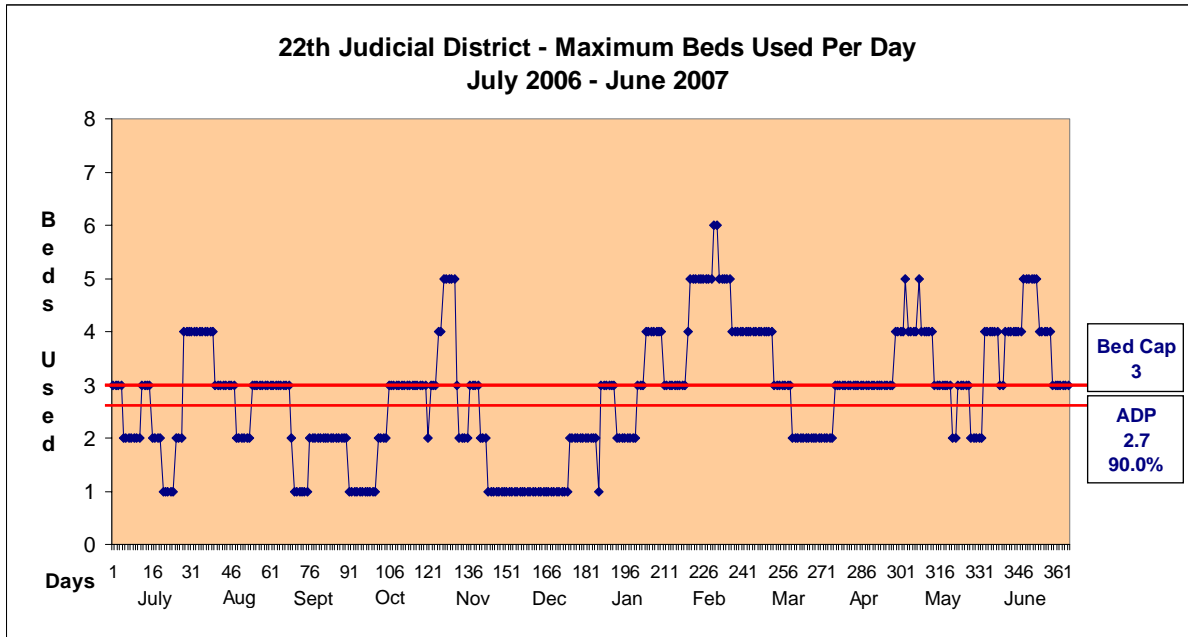


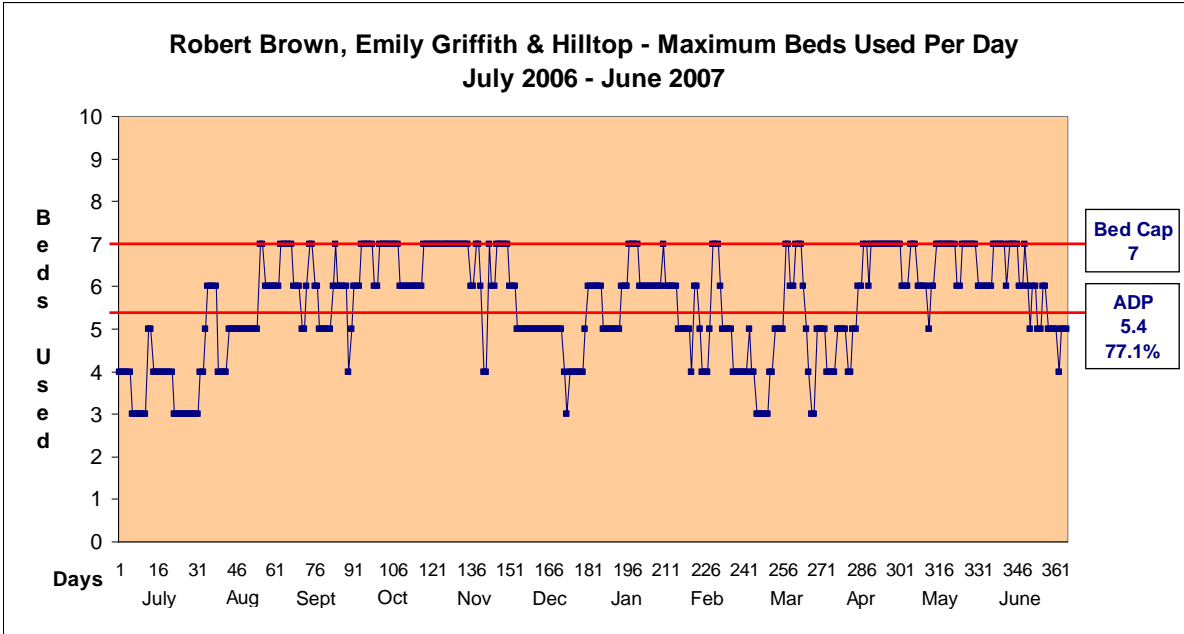
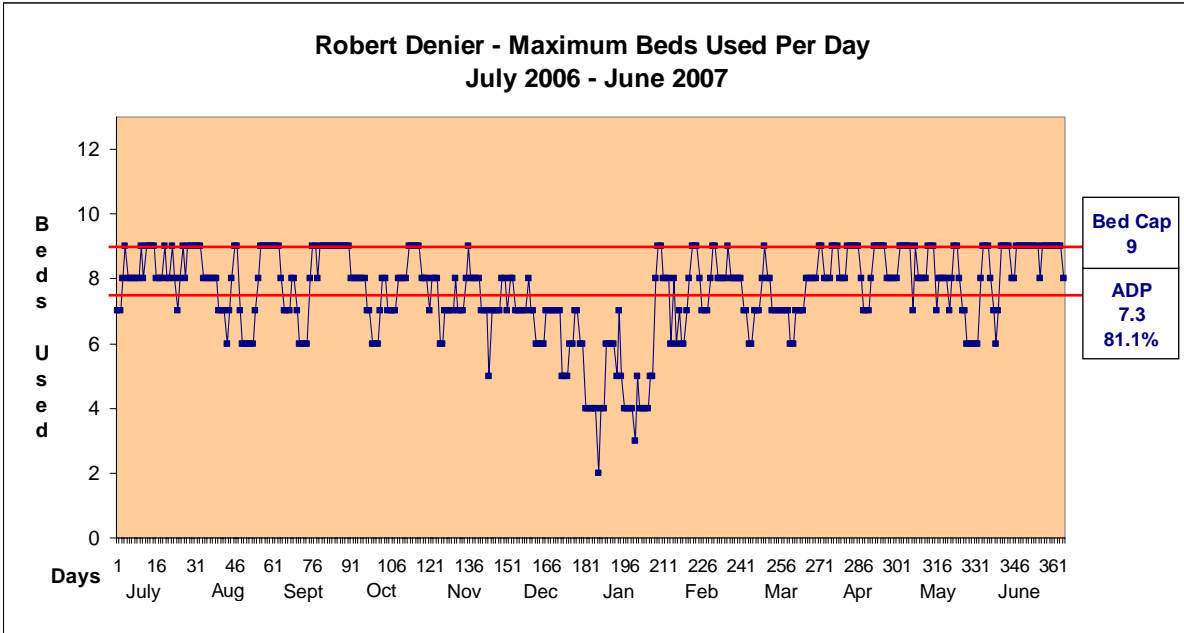
**14th Judicial District - Maximum Beds Used Per Day
July 2006 - June 2007**

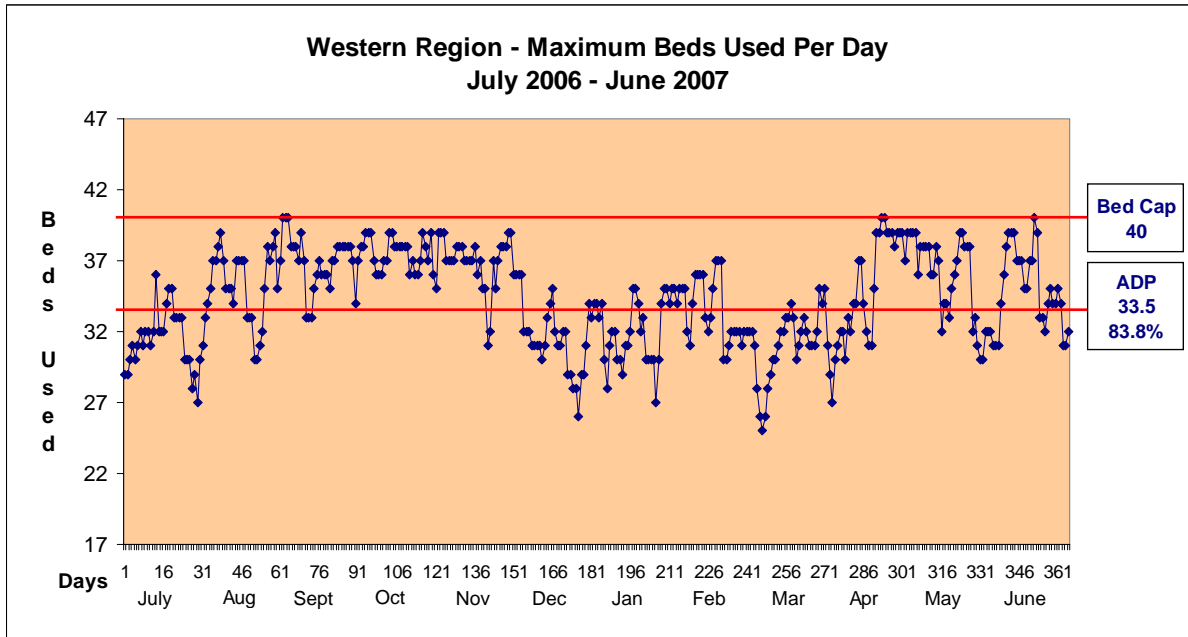


**21st Judicial District - Maximum Beds Used Per Day
July 2006 - June 2007**





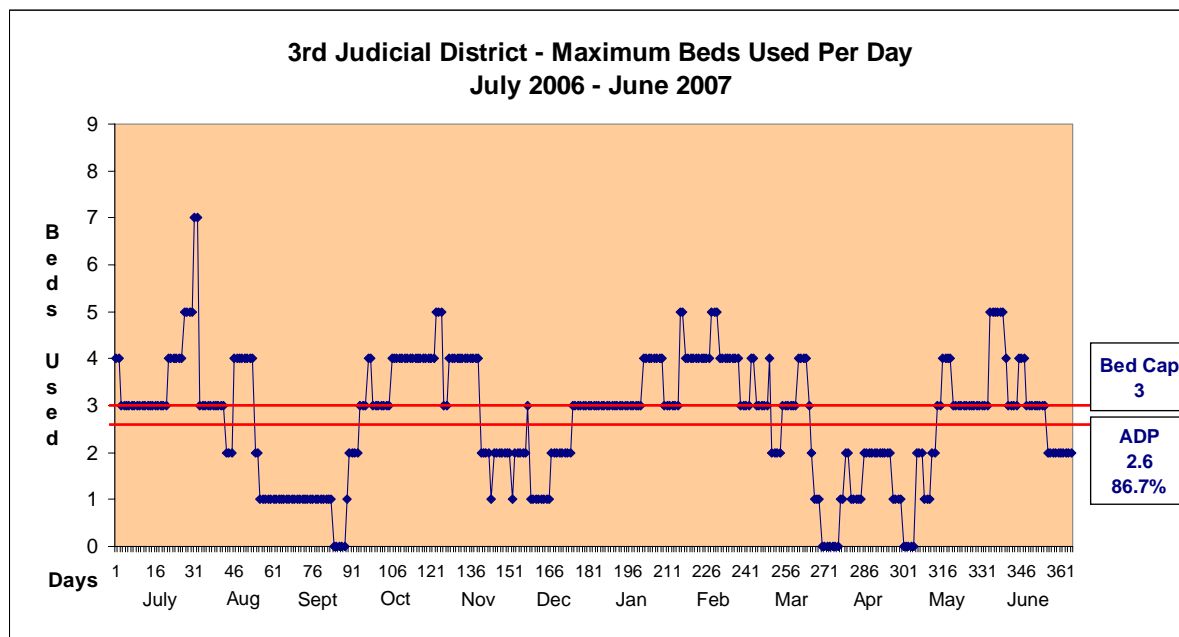


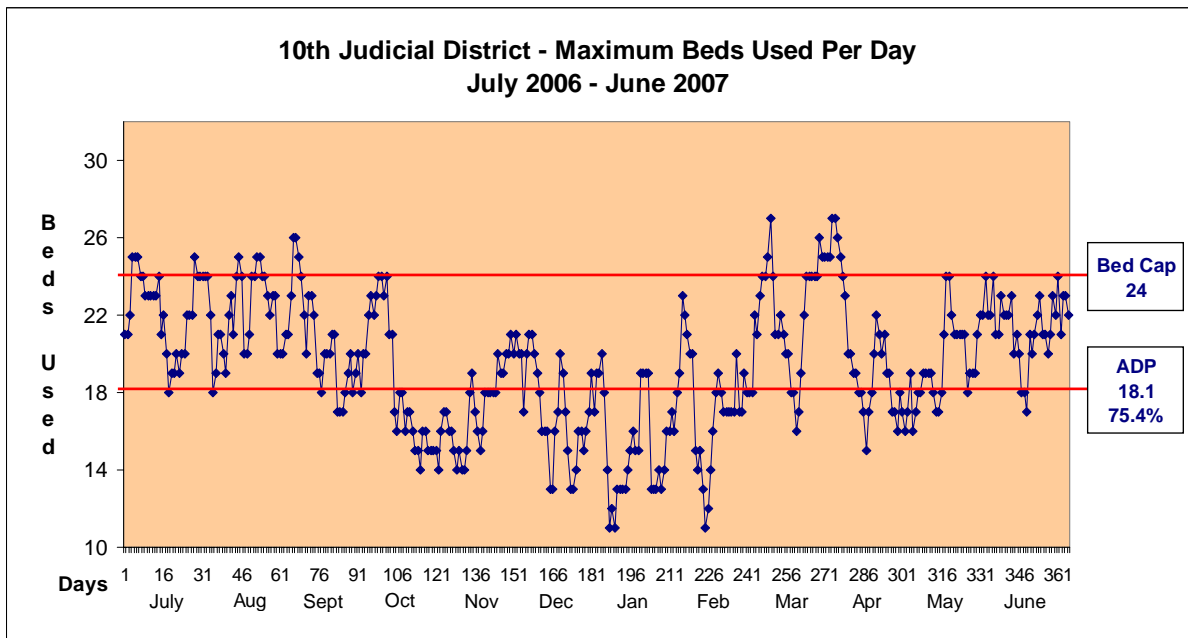
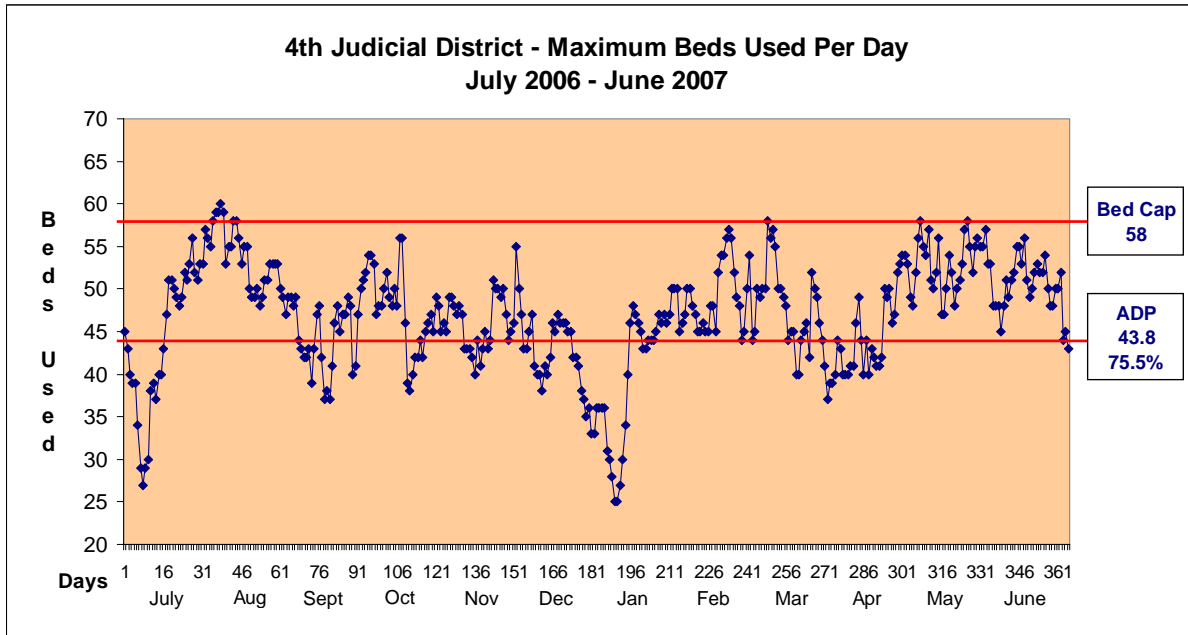


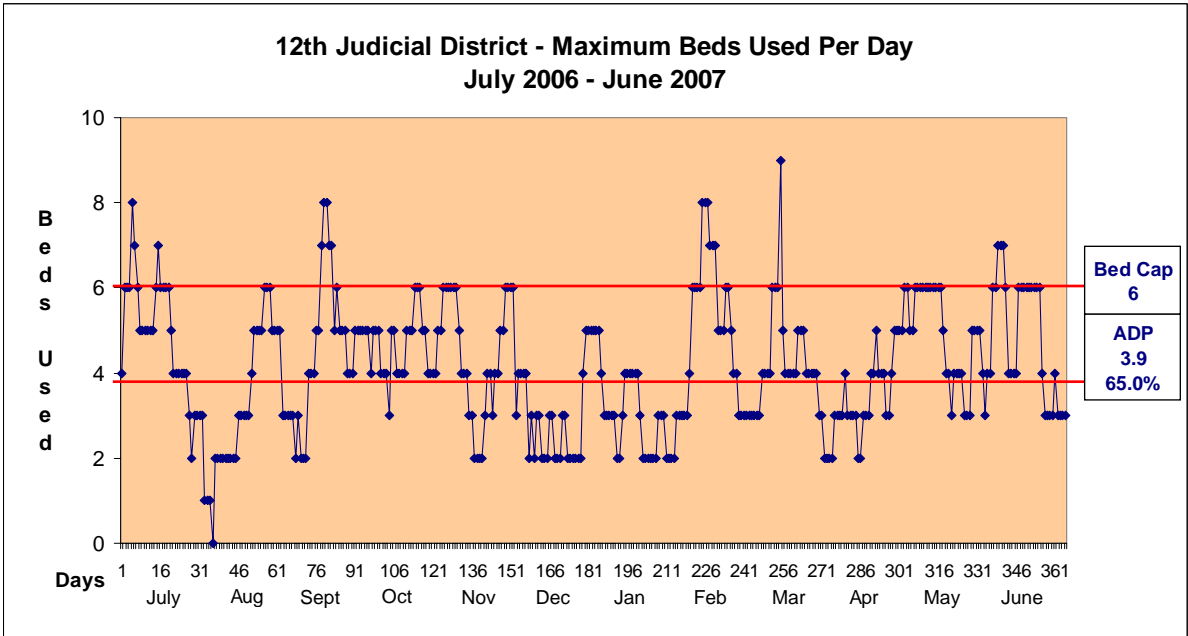
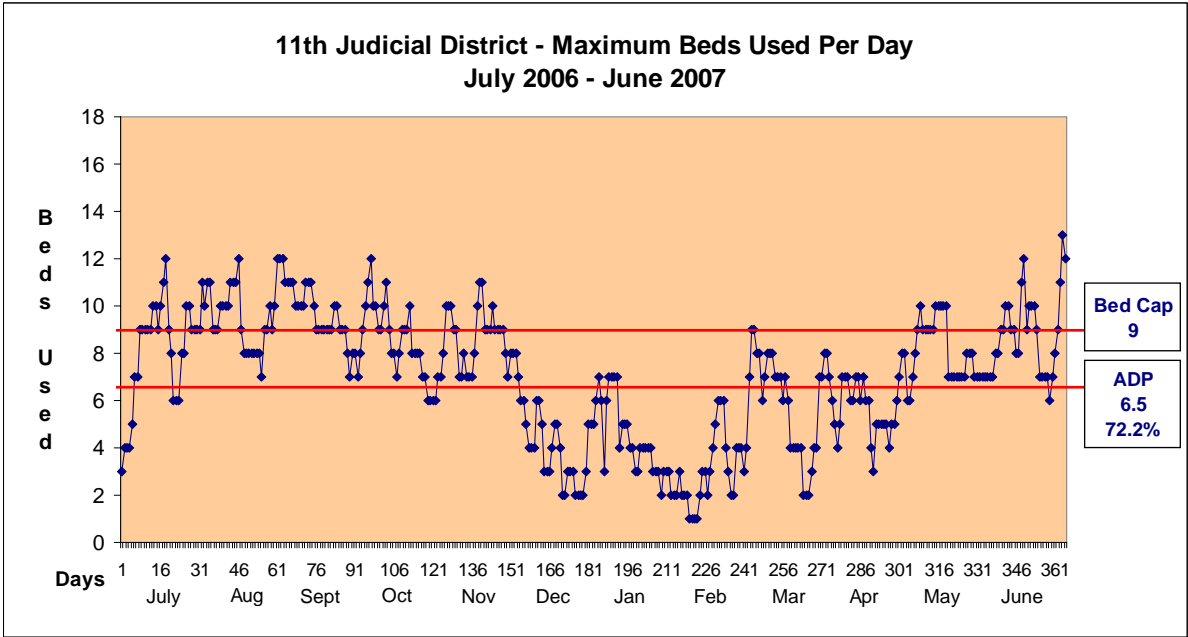
Southern Region

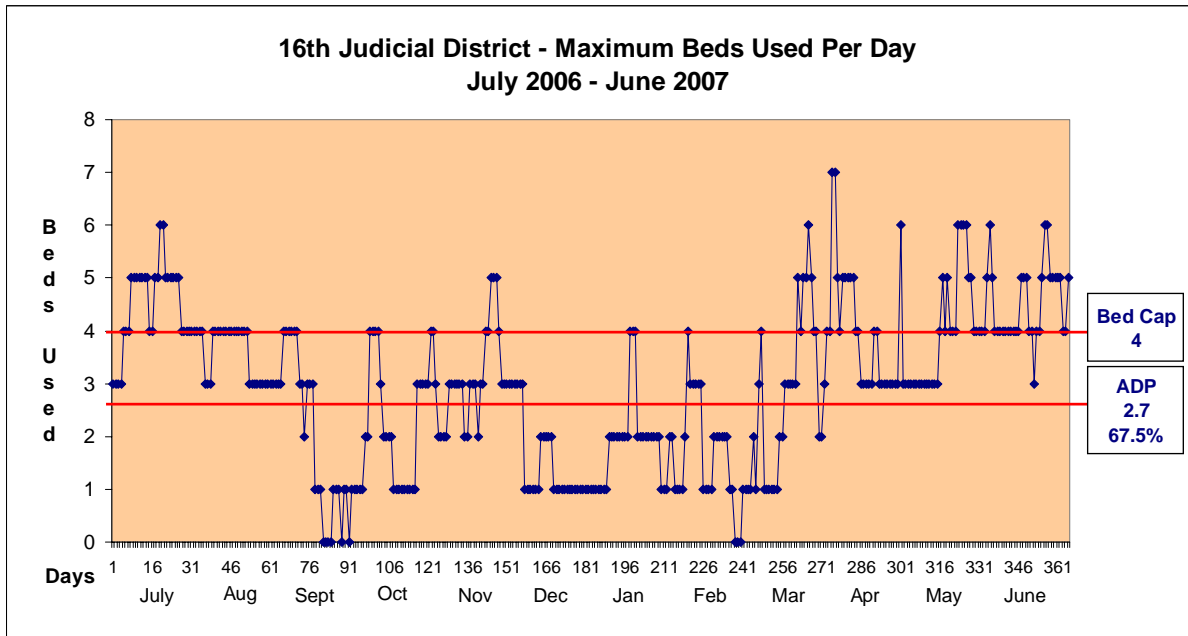
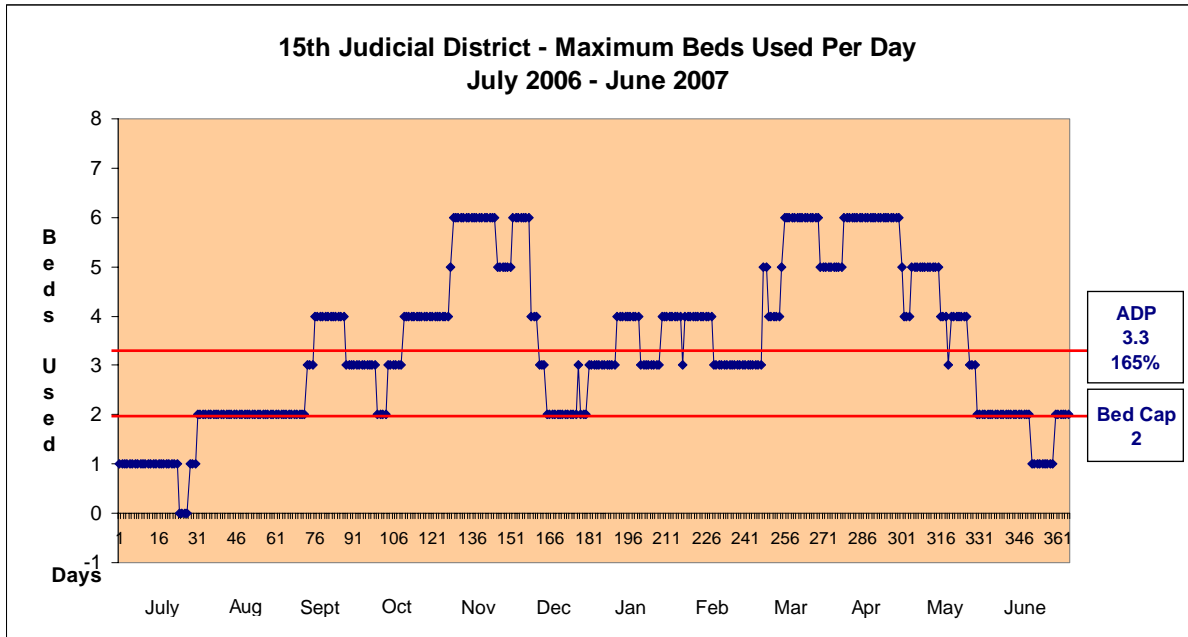
Southern Region Bed Use for FY 2006-07 (July 2006 Through June 2007): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of cap (average use), and percent of days at or above 90% of cap. Regional ADP figures may differ from the sum of the districts or 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 2006-07				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
3 rd Las Animas	3	2	2.6	86.7%	80.0%
4 th El Paso	58	52	43.8	75.5%	23.6%
10 th Pueblo	24	22	18.1	75.4%	28.8%
11 th Fremont	9	8	6.5	72.2%	47.7%
12 th Alamosa	6	5	3.9	65.0%	40.0%
15 th Prowers	2	1	3.3	165.0%	98.9%
16 th Otero	4	3	2.7	67.5%	63.8%
Southern Region	106	95	84.1	79.3%	17.3%
Pueblo YSC	42	38	32.4	77.1%	18.9%
Spring Creek YSC	58	52	47.6	82.1%	37.0%
Staff Secure	6	5	4.1	68.3%	45.5%

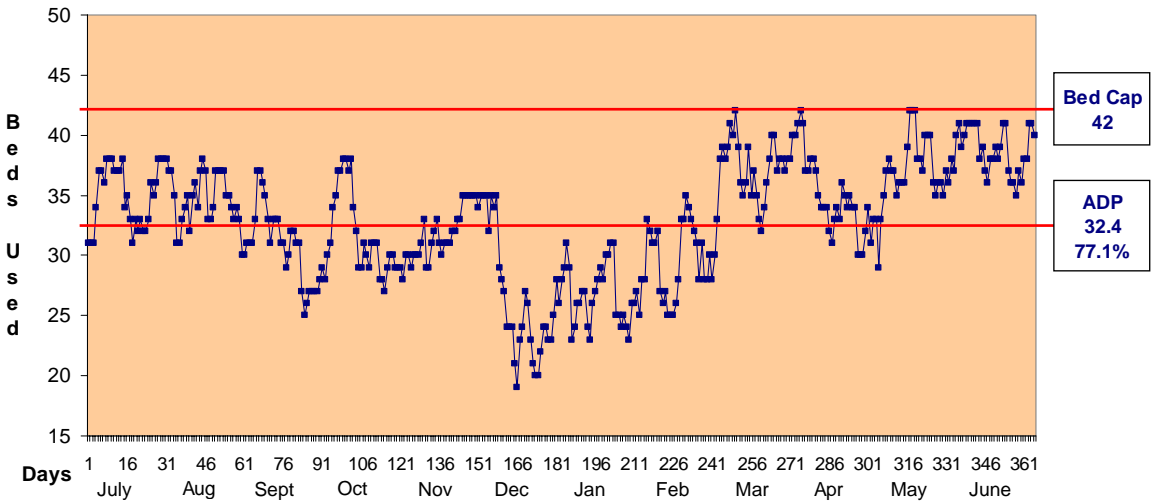




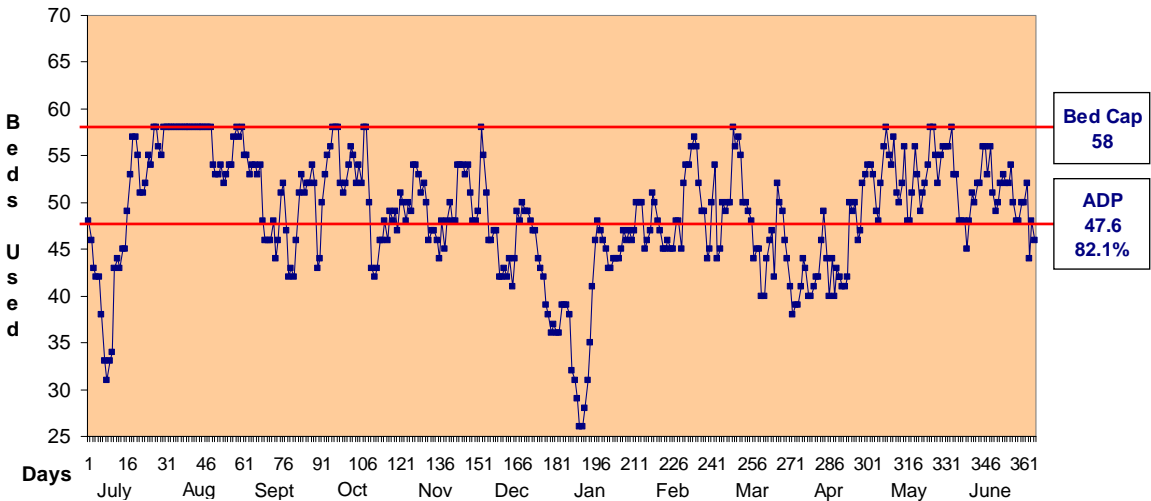


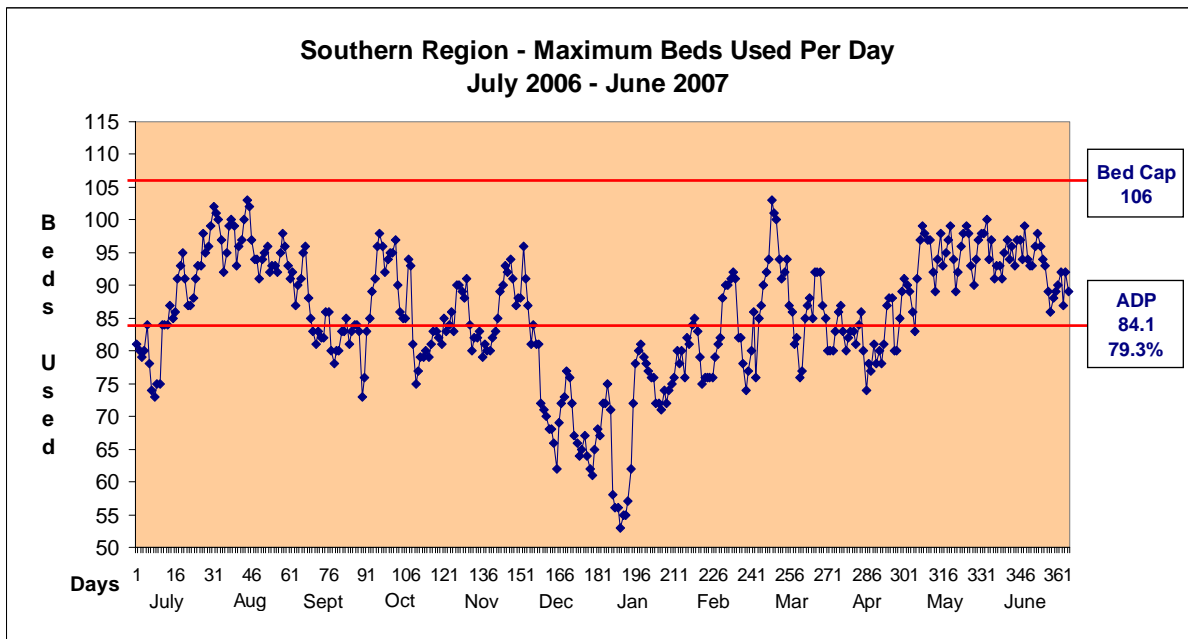
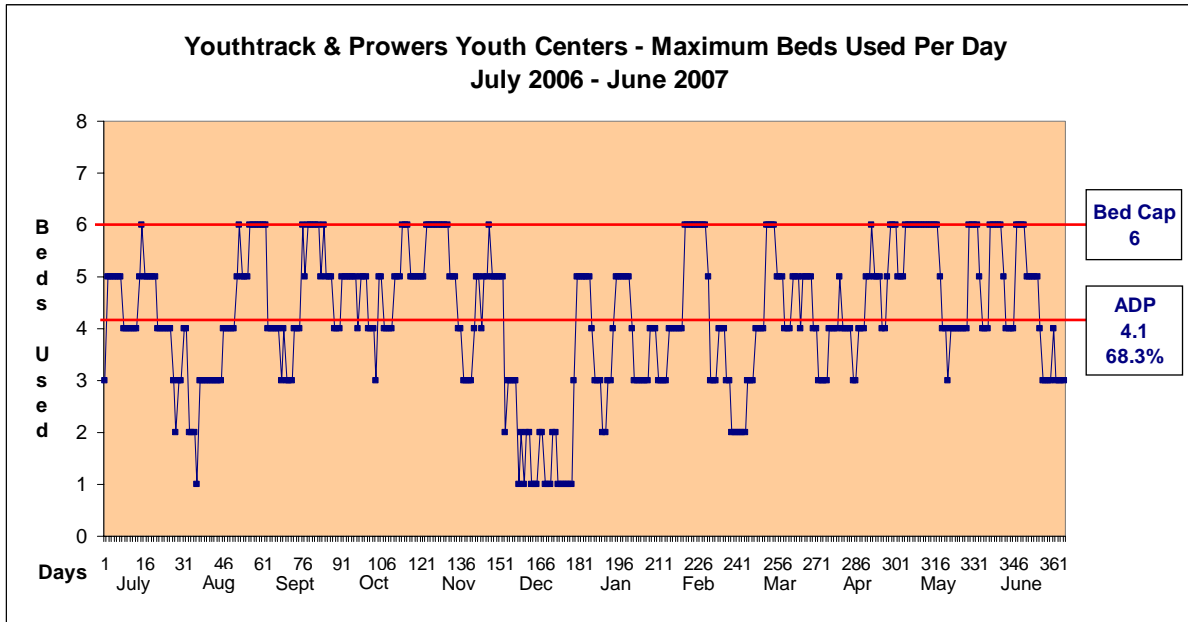


**Pueblo Youth Services Center - Maximum Beds Used Per Day
July 2006 - June 2007**



**Spring Creek Youth Services Center - Maximum Beds Used Per Day
July 2006 - June 2007**







Appendix B

Fiscal Year 2006 - 2007 Performance Goals Resources and Practice Survey

About the Survey – The 2006-2007 Performance Goals Resources and Practices Survey was developed by TriWest Group, in collaboration with DYC, as an addendum to the SB94 Plan to collect data in three main areas for the first six months (July – December 2006) of the 2006-2007 fiscal year. Each of the areas is summarized below. Since the survey was an addendum to each district’s plan, surveys were due with the plan in March in 2007.

1. **Resources.** This section asks about other sources of resources available and how they have impacted the program, as well as placement and resource capacity.
2. **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.
3. **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.

1. Resources – Please answer the following resources questions. A section capturing ratings of placement resources capacity is on the following page.

Please indicate which of the following were used by your SB94 program in the first six months of FY 2006-07.

Resources or Collaboration from Non-SB 94 Sources	Used in FY2006-07? Check One	Comments
Blended Funds	Yes ___ or No ___	
WRAP	Yes ___ or No ___	
Diversion	Yes ___ or No ___	
JAIBG	Yes ___ or No ___	
Community Evaluation Team (may be under another name) – for interagency case review, planning and placement	Yes ___ or No ___	
Other Grants:	Yes ___ or No ___	
Others: Names:		

How have resources from other sources been used, and how did their use affect your SB 94 program in FY2006-07?



Resources Continued.

Placement Resources Capacity. For each section below, please rate your overall program capacity (ability to place youth in each level) in FY2006-07 and change in capacity between FY2005-06 and FY2006-07. For each rating, please check the number above the capacity and change descriptions.

Secure Detention					
What was its capacity for FY2006-07 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 FY06 and FY07?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

Staff Secure Detention					
What was its capacity for FY2006-07 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 FY06 and FY07?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

Residential/Shelter Services					
What was its capacity for FY2006-07 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 FY06 and FY07?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

Home Detention / Services					
What was its capacity for FY2006-07 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 FY06 and FY07?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:



2. SB 94 Program – Please answer the following program questions for FY 2006-07.

1. In FY 2006-07, has there been any change in interagency collaboration? Yes ___ No ___
If yes, please explain.

2. How has your SB 94 program’s overall impact been for youth in the **detention** continuum in the first six months (July – December 2006) of the fiscal 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 your rating and note any dissenting JSPC views.

3. In the first six months (July – December 2006) of the fiscal year, how many times did your district release youth earlier than would have otherwise been the case) in order to comply with your bed allocation? _____

How much planning time did your district have to release youth in order to remain in compliance with your cap? 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 percentage of total releases that fall into each of the four time ranges below. Please fill in the percentages on the line to the left of each planning time period.

___ Less than 24 hrs ___ 25 – 72 hrs ___ 73 hrs 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?			
If there were other barriers, what were they?			

Please explain.



4. How has your SB 94 program overall impacted the use of **commitment** in the first six months (July – December 2006) of the fiscal 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 your rating and note any dissenting JSPC views.

3. 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.

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.

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

Please explain your rating 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 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 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 rating and 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	

Please explain your rating and note any dissenting JSPC views:

Other Practice/Policy Issue: _____.

▶ Explanation	-.
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Appendix C

DYC Regional Catchment Area Detention Bed Allocation Map

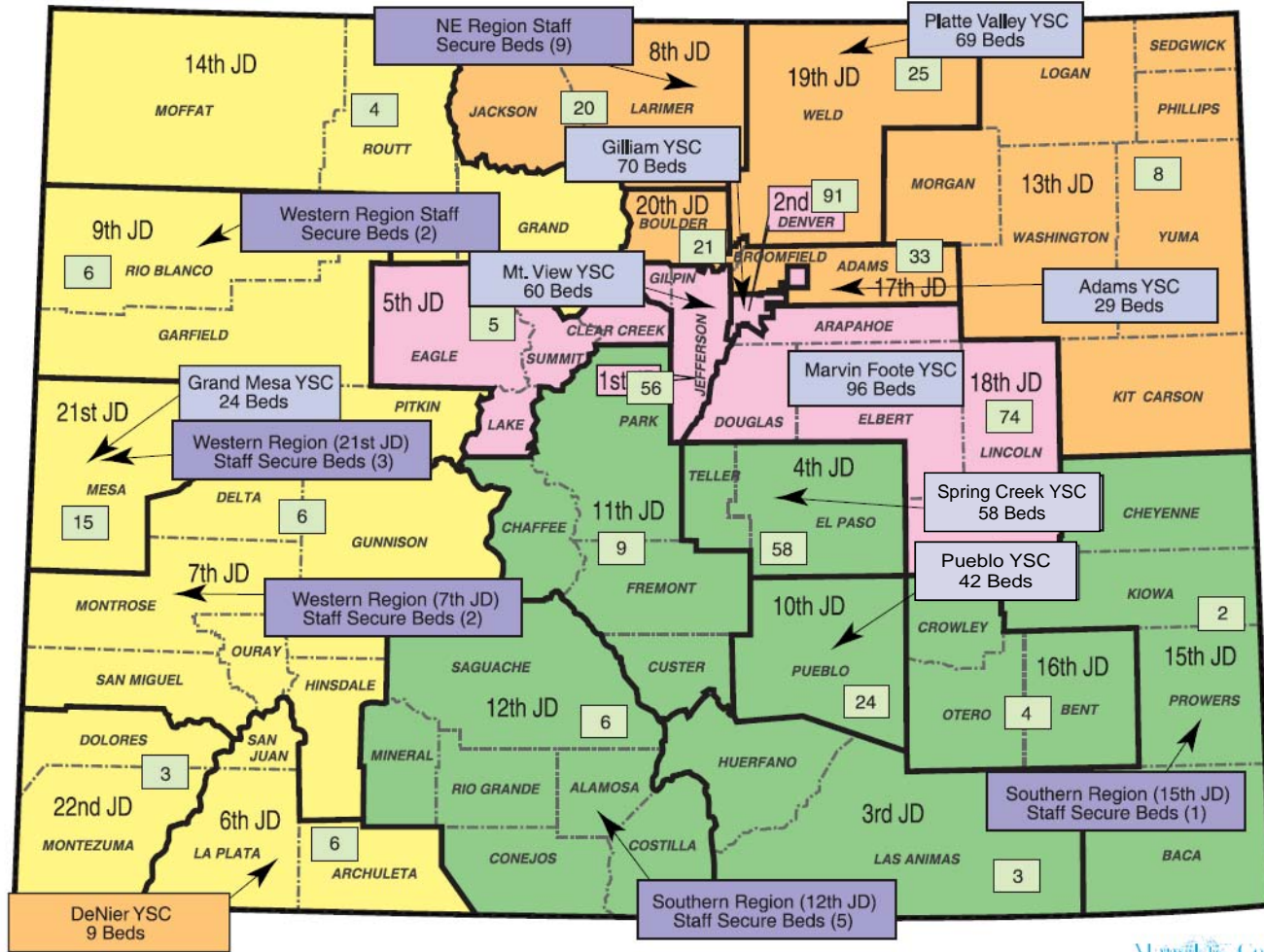
The SB 03-286 implementation plan presented the detention bed allocations for each DYC regional catchment area. Bed allocations are reviewed annually and changes made as necessary. The statewide bed allocation map for FY 2006-07 is included here.





Division of Youth Corrections
DYC Regions, Catchment Areas, Detention Facilities with Capacities, and Judicial District Allocations

Central Region = 226, Northeast Region = 107, Southern Region = 106, and Western Region = 40



DYC Facilities, Contracted Staff Secure Facilities, & State Owned, Privately Operated Facility