

Senate Bill 94 (SB 94) Evaluation  
Annual Report: Fiscal Year 2007-08  
July, 2007 – June, 2008

For

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

By



4450 Arapahoe Avenue, Suite 100  
Boulder Colorado 80303  
303.544.0509  
[www.triwestgroup.net](http://www.triwestgroup.net)

**October 29, 2008**



# Contents

Executive Summary, Conclusions and Recommendations .....	iii
Introduction.....	1
1. Trends in Detention & Commitment .....	5
Trends in Statewide Detention and Commitment ADP	
Trends in Detention Bed Use	
2. Profiles of Youth Screened .....	22
Youth Screened	
Profiles of Youth	
JDSAG Youth Profiles	
Youth Placement Profiles	
Initial Placement Agreement	
3. Progress in Achieving FY 2006-07 Goals and Objectives .....	35
Planning Process	
Progress in Achieving Goals and Objectives	
4. Program Resources and Practices .....	41
State Funding	
Expenditures of FY 2006-07 Funds	
Local Resources	
5. Potential Program Practice Issues.....	50
Service Availability	
Screening and Placement of Youth	
Local Detention Bed Allocations	
Emergency Release Policies	
Conclusions and Recommendations .....	59
Appendix A. Detention Bed Use .....	67
Appendix B: 2007-08 Performance Goals Resources and Practice Survey .....	91
Appendix C: Map of Detention Bed Allocation .....	97





## Executive Summary

In past years, the Colorado Long Bill required that an evaluation of the effectiveness of the SB 94 Program be submitted to the Legislative Joint Budget Committee. Beginning in 2008, as a result of House Bill 08-1321, the Long Bill no longer includes footnotes with requests for information. In lieu of such footnotes, the Joint Budget Committee sent a letter to Governor Ritter requesting information associated with a list of specific Long Bill line items. Those were included in Appendix A of the Long Bill (H.B. 08-1375) narrative. Item 46 in that list was specific to SB 94 and contained the following components:

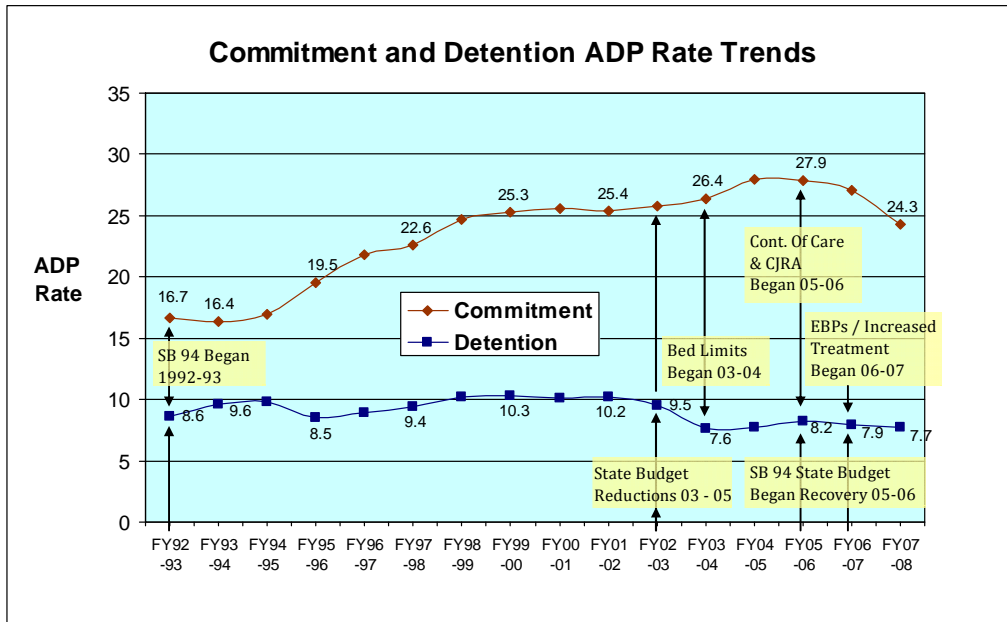
1. Comparisons of trends in detention and commitment incarceration rates;
2. Profiles of youth served;
3. Progress in achieving the performance goals established by each judicial district;
4. The level of local funding for alternatives to detention; and,
5. Identification and discussion of potential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

The SB 94 Program has been successful in accomplishing the General Assembly's vision of reducing the over use of secure detention in DYC facilities. During the current fiscal year, DYC continued to advance the General Assembly's directives by supporting Judicial District SB 94 Programs in their continued successful implementation of the statutory limit on statewide detention bed capacity that was first instituted in FY 2003-04. Contemporaneous with the implementation of the statutory limits, DYC also initiated a systematic reorientation of its detention and commitment resources around the concept of a continuum of care. A continuum of care process is data driven and evidence-based, with DYC seeking to employ continuum resources to respond to each youth as an individual to balance the needs of young persons with concern for the safety of all members of society. The continuum concept has been deployed in multiple stages since FY 2003-04, as follows:

- Beginning that year, DYC drew on the findings from its 2003 review of national best practices to promote ongoing detention reform focusing on two key concepts: that detention is a status, and not a place, and that detention consists of a continuum of options, only one of which is secure detention.
- In FY 2005-06, the Colorado General Assembly authorized DYC to engage in a demonstration of enhanced flexibility in treating and transitioning committed youth from residential to non-residential settings that became known as the Continuum of Care Initiative.
- In FY 2006-07, DYC implemented the state-of-the-art Colorado Juvenile Risk Assessment (CJRA) with committed youth, following in FY 2007-08 by extending implementation to the detention continuum and SB 94 program.
- Beginning in FY 2005-06 and continuing through the current fiscal year, funding for the extended detention continuum began to be reinstated, allowing DYC to target investment of these resources to reinforce the use of treatment and evidence based approaches in the detention continuum.
- The statewide initiative HB 04-1451 (Collaborative Management of Multi-agency Services Provided to Children and Families) supported DYC's efforts to implement the continuum concept with increased interagency collaboration across agencies.



**1. Trends in Detention and Commitment** – The combined effect of these systematic reforms has been striking. As discussed in more detail below, these critical system improvements taken together appear to have led to the first simultaneous reduction in detention and commitment ADP in the 17 years of data trended in this report. Detention ADP decreased for the second year in a row to 408.8 for FY 2007-08 from 426.3 in FY 2005-06. Statewide commitment ADP rate for FY 2007-08 was 24.3, the third consecutive annual decrease in commitment ADP after a decade of unrelenting per capita increases. The chart below (from Section 1 of the report) shows this pattern.



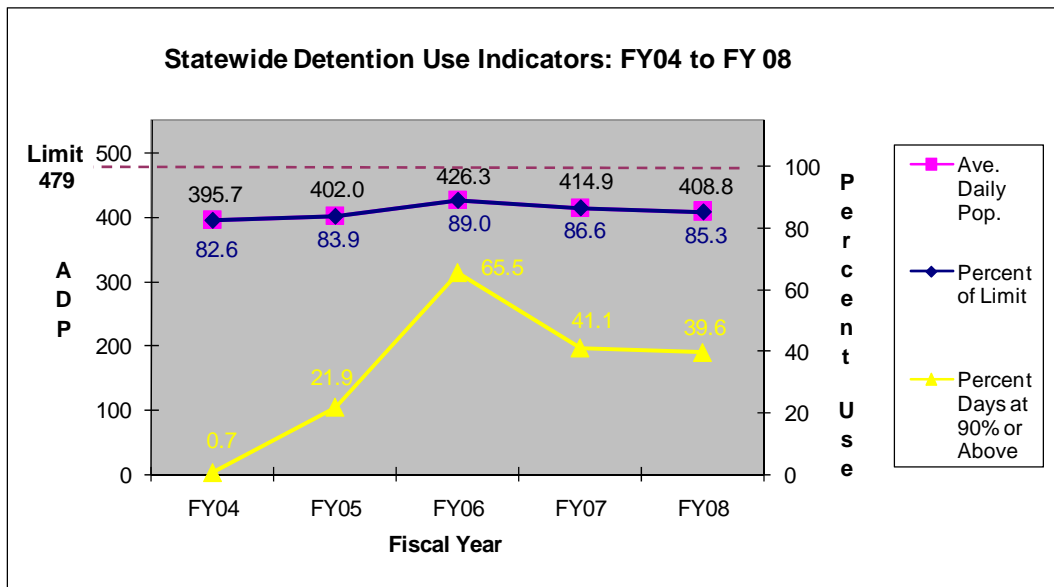
**Trends in Statewide Detention ADP.** For FY 2007-08, the statewide detention average daily population (ADP) rate for FY 2007-08 was 7.7; an average of 7.7 youth in detention each day for every 10,000 youth in the general population as shown in Figure 1 (from Section 1), and a continued reduction from last year’s level of 7.9. The ADP rates in the last four years (since the implementation of statutory bed limits) have been lower than any measured since the SB 94 Program was implemented statewide in 1994, but even more encouraging was the reversal of the previously consistent trend line of small annual increases to two consecutive years of per capita reductions.

The overall detention ADP level was 408.8. This was the second annual decrease from the FY 2005-06 level of 426.3. This 4% reduction is a positive indicator for the system and brings the daily operational level down to 85.3% of the 479 bed statutory limit on average. Length of stay (LOS) in detention in FY 2007-08 also decreased and was at an average of 13.7 days, down slightly from 14 days in FY 2006-07.



However, secure detention use remains an area of concern for some districts and facilities in the system due to capacity strain. Following the implementation of detention bed limits, days at or above 90% capacity has been identified by the SB 94 evaluation and DYC as an indicator of **capacity strain** on SB 94 Programs in their management of detention beds. 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.

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 stayed about the same or decreased for nine of the 12 facilities from FY 2006-07 to FY 2007-08. The Central and the Western regions decreased while the Northeast and South regions increased. As shown in the figure below, Statewide (from Section 1) average use overall decreased over the last two fiscal years and days at or above 90% of capacity decreased from 65.5% to 39.6% during that time frame. 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 limit of 479 was never exceeded in FY 2007-08, on every day of the year one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher) and across all days the system averaged about five (42%) facilities at or above 90% capacity.

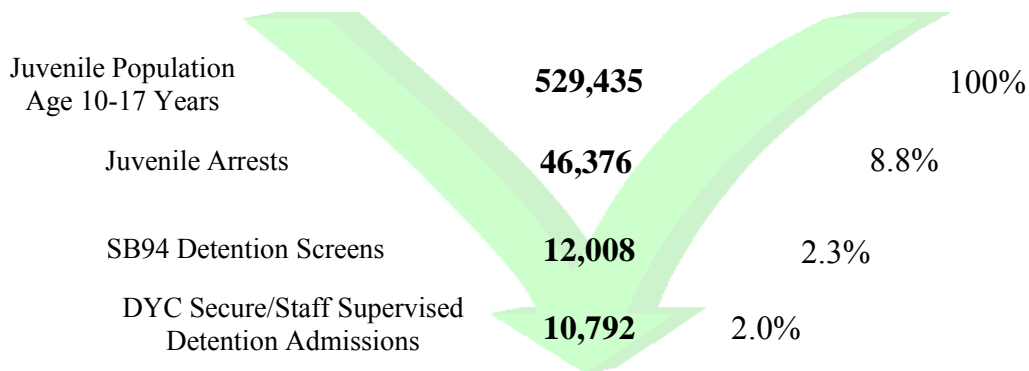


**Trends in Statewide Commitment ADP.** The statewide commitment ADP rate for FY 2007-08 was 24.3; an average of about 24 youth in commitment each day for every 10,000 youth in the general population. This is a dramatic decrease and the third annual decrease in commitment ADP, which brings the commitment ADP rate down below the commitment ADP rate in FY 2002-03 and FY 2003-04 (as was shown in Figure 3 from Section 1 at the beginning of this summary).

**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 (12,147) did increase from previous years. Since then, the level of screening has decreased slightly<sup>1</sup>, and in FY 2007-08 the number of screens was 12,008, 1.1% less than in FY 2003-04.

The detention screening tool assigns each youth to one of five profiles. These profiles reflect factors related to the youth’s need for placement in a secure setting, such as failing to appear for court dates or receiving new charges, rather than risk to re-offend or risk posed to the community. The youth profiles are primarily used to guide decisions across different levels of initial placement. It should be kept in mind that youth who are screened are a small subset of youth who have been arrested (approximately a quarter: 12,008 of 46,306), and an even smaller subset of all Colorado youth (2.3%, or 12,008 of 529,435), as shown in the figure below (from section 2).

**Juvenile Justice Filtering Process to Detention: FY 2007-08**



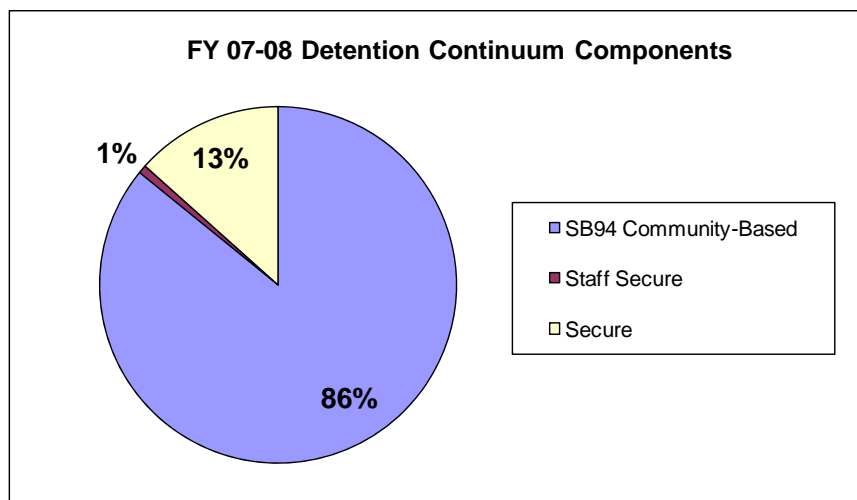
Analysis of the statewide distribution shows that the most frequently used initial placement continues to be secure detention, with 77.6% of all youth placed at that level. The next highest placement level is release to home (12%). Even for those youth placed initially in secure detention, most then move on to community-based. On any given day, the community-based part of the detention continuum provides services to about 86% of youth served (see Figure below). These services add a great deal of value to the SB 94 program by

<sup>1</sup> This number includes all screens administered and may contain more than one screen for some youth.





enabling youth's needs to be met in the community. Although most youth are served in the community-based side of the DYC continuum, there is a continuing need to further develop appropriate services for youth in the community, as discussed in Section 2.



DYC efforts to look more closely at use of secure detention placements resulted in the collection of monthly snapshots of reasons for placement over the next year. This analysis has identified aspects of the youth placement process that can be improved to more effectively use the limited detention continuum resources. DYC found that a large proportion of youth in secure and staff secure detention placements on any given day are either being held in detention as a sanction in response to new charges or technical violations while on probation (25%) or they are directly sentenced to a detention placement (13%). Neither use of detention is in line with current national best practices or emerging standards from the federal Office of Juvenile Justice and Delinquency Prevention, suggesting that continued reforms may be able to result in further reductions in secure detention use.<sup>2</sup>

Similar to past years, of those youth screened to secure detention, 91.7% were placed there. In marked contrast were the results of screenings for the 14.2% of youth screened as requiring placement at home with services, 36.3% (589) were actually placed there. About 30% were released to home without services, and the remaining 36% instead went to secure, staff secure or residential/shelter placements.

Further analysis of the fit between placements recommended by the required screening tree and actual initial placements suggests that community-based detention continuum resources are lacking. The second highest screening recommendation is for youth to go home with services (14.2% of youth). Only about a third of these youth (36%) actually go home with

<sup>2</sup> Beyer, M. (2003) Best Practices in Juvenile Accountability: Overview. JAIGB Bulletin. National Center for Juvenile Justice. Downloaded from [www.nesconline.org/WC/Publications](http://www.nesconline.org/WC/Publications).

Best Practices in Juvenile Accountability: Overview. April 2003. NCJ 184745. Downloaded from [ojjdp.ncjrs.org](http://ojjdp.ncjrs.org).



services as an initial placement, with about 32% placed in more restrictive settings and another 30% simply released due to the unavailability of needed services. Despite the more than doubling of SB 94 resources dedicated to community-based treatment as funding has been restored in the past three years, 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. With additional capacity the youths' needs for services and the system's ability to use detention continuum resources most effectively would be greatly enhanced and could possibly lessen the strain on the use of secure detention placements.

**3. Progress in Achieving Local Goals and Objectives** – Current NYC 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. FY 2007-08 was the second year in which 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. <b>Preadjudicated Youth</b> – <b>FY08 Goal</b> – To successfully supervise <b>preadjudicated youth</b> placed in community-based detention services.	1. Percent of enrolled preadjudicated youth that complete SB 94 services <b>without FTA's</b> (Failure To Appear for Court).	96% of Youth had no FTA's
	2. Percent of enrolled preadjudicated youth that complete SB 94 services <b>without new charges</b> .	94% of Youth had no new charges
	3. Percent of preadjudicated youth served through SB 94 that complete the period of the intervention <b>with a positive or neutral leave reason</b> .	93% of Youth had positive or neutral leave reason
2. <b>Sentenced Youth</b> – <b>FY08 Goal</b> – To successfully supervise <b>sentenced youth</b> placed in community-based detention services.	1. Percent of enrolled sentenced youth that complete SB 94 services <b>without FTA's</b> .	97% of Youth had no FTA's
	2. Percent of enrolled sentenced youth that complete SB 94 services <b>without new charges</b> .	97% of Youth had no new charges
	3. Percent of sentenced youth served through SB 94 that complete the period of the intervention <b>with a positive or neutral leave reason</b>	90% of Youth had positive or neutral leave reason



**4. Program Resources and Practices** – For FY 2007-08, SB94 received both a cost of living increase of 1.5% and an increased allocation. This increase moved the SB 94 Program to within 1.7% of the FY 2002-03 allocation (not adjusted for inflation), partially reversing the reductions made since then. In addition, the Division’s response<sup>3</sup> 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 previous two Senate Bill 94 Evaluation Annual Reports.

The proportion of funds expended by category across years was examined in Section Four, and 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 42% and 26% respectively. The funding increase in FY 2007-08 did enable programs to stabilize their ability to provide treatment services (11.2%), restorative services (6.7%) and youth and family training (2.3%).

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 to accomplish the program’s goal of reducing reliance on secure detention placements while maintaining public safety (see Section Four).

One of the main initiatives judicial districts participate in is the statewide initiative HB-1451 (Collaborative Management of Multi-agency Services Provided to Children and Families) which 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. Twenty-four counties from seventeen (17) judicial districts are now involved in this process, up thirteen districts in FY 2006-07 and from six districts in FY 2005-06<sup>4</sup>.

**5. Potential Program Practice Issues** – SB 94 Judicial District Programs faced several issues in Fiscal Year 2007-08 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

---

<sup>3</sup> SB 94 Allocation Letter. May 23, 2007 letter to JSPC Chairpersons and SB 94 Coordinators

<sup>4</sup> Counties involved in HB-1451 as of September 18, 2007. Source: Norm Kirsch, Colorado Department of Human Services.



planning committee for FY 2007-08: service availability, screening youth, placing youth along the detention continuum, and local detention bed allocation. Other issues were also assessed, including releases from detention and bed loaning and borrowing and are described in Section 5. As part of the preparation for this report, each Judicial District was surveyed in March of 2008 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.



## Conclusions and Recommendations

The SB 94 Program has been successful in accomplishing the General Assembly's vision of reducing the over use of secure detention in DYC facilities. Along with the implementation of limits on statewide detention bed capacity first instituted in FY 2003-04, DYC also initiated a systematic reorientation of its detention and commitment resources around the concept of a continuum of care. A continuum of care process is data driven and evidence-based, with DYC seeking to employ resources to respond to each youth as an individual to balance the needs of young persons with concern for the safety of all members of society. The continuum concept was deployed in multiple stages since FY 2003-04, with the core components beginning to work together with restorations of previous budget reductions in youth-serving systems in FY 2006-05. The combined effect of these systematic reforms has been striking. These critical system improvements taken together appear to have led to the first simultaneous reduction in detention and commitment ADP in the 17 years of data trended in this report. Detention ADP decreased for the second year in a row to 408.8 for FY 2007-08 from 426.3 in FY 2005-06. Statewide commitment ADP rate for FY 2007-08 was 24.3, the third consecutive annual decrease in commitment ADP after a decade of increases.

Despite this, capacity strain continued throughout the fiscal year to varying degrees across all detention facilities and judicial districts in the state. While there were some positive indications that strain might be decreasing in some facilities and districts, capacity strain continues to be a concern for other facilities and districts. While the statewide bed limit of 479 was never exceeded on any day in FY 2007-08, on every day of the fiscal year one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). Across all days the system averaged about five (42%) facilities at or above 90% capacity.

DYC and local SB 94 Programs have also continued to refine program practices, to improve the detention continuum and manage bed allocations, and to provide broader opportunities for continued program improvement. With continued implementation of the systemic reforms initiated by DYC over the last four years, coupled with continued restoration from the State of Colorado of past reductions in SB 94 funding for community-based services, the SB 94 Program has entered a new phase of systemic success and opportunities to continue to reduce detention use over time. To continue to support development and use of the detention continuum, the recommendations below are offered for the SB 94 Program in FY 2008-09 and beyond.

**1. Develop policies and community-based treatment options to reduce the use of secure detention placements as a sanction.** Contrary to national best practice standards, on any given day over 150 youth in secure detention placements (38% of the total) are either being held in detention as a sanction in response to new charges or technical violations while on probation (25%) or as direct sentences to a detention placement (13%). Addressing this apparent substandard use of secure detention will require both changes in policy at the district level and development of specialized resources for community placement. At the least, DYC should continue to monitor the youth-specific reasons underlying each district's



secure and staff secure detention use. One additional policy focus in response to this concern would be the establishment of district-level performance goals related to the use of secure detention as a placement to move toward the eventual elimination of secure detention use for this purpose. One example of community-based programming to potentially address this situation was the Community Accountability Program (CAP) established in 2001 and defunded in FY 2002-03, which provided a sentencing option for high-risk youth that would have otherwise been sentenced to detention or out-of-home placement, or committed to the Department of Human Services. The combined effects of such policy and program changes could potentially reduce even further the number youth in secure detention placements.

**2. Increase community-based treatment options more broadly to serve youth who should be released to home with services.** Analysis of the fit between recommended and actual initial placements demonstrates a clear need to continue to develop the community-based components of the detention continuum. In particular many more youth were screened as needing placement at home with services (1,624) compared with the number (909) who actually were placed at home with services. Strikingly, many of the youth (499) who were not placed at home with services instead were placed in secure detention, exacerbating capacity strain. Changing this pattern to provide services at home for more of these youth could further reduce unnecessary use of secure detention beds, thereby also reducing the system strain on detention bed resources. In a complementary effort, the ongoing implementation of the CJRA should allow for more refined assessment of youth needs and protective factors and may be used to assess the mix of needs in each community for which community-based services should be developed and targeted, as well as to guide individual youth referrals to specific services when youth are released to home with services. Such information may help NYC prioritize future resource allocations to improve the responsiveness and capacity of the detention continuum.

**3. 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 the number of days at or over 90% capacity. Although, it seems from this indicator that system strain is beginning to stabilize, strain remains high and attention to bed use indicators remains important. Also important is the available mix of secure and staff secure detention resources, as some districts have access to only one of the two levels of care and many youth screened as requiring one of the two levels end up in the other because of resource limitations. The appropriate mix of secure and staff secure resources should be explored as part of the continued review of needed secure detention placement capacity for each district. In each of the past years NYC has made adjustments in facility and district bed allocations which have responded to many district concerns. However, other districts continue to experience high levels of capacity strain and this issue still merits 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).



**4. Improve monitoring of releases from detention.** Differences in monitoring practices across districts obscure measurement of the true rate at which youth are being released from detention due to capacity strain and the statutory bed 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 only some 3% of all youth detained), implementation of the Colorado Juvenile Risk Assessment should be able to provide districts with more refined information to support the most appropriate use of available resources in these circumstances. In order to develop a system-wide perspective on the needs and risk factors for youth released from detention, we recommend that DYC develop standard definitions for early releases and reporting requirements to monitor system-wide the number of beds borrowed and the occurrence of any youth releases that stem from compliance with a district-level bed limits.

**5. Further improve the reporting of district-specific performance outcome data.** For the fourth year in a row, DYC was able this year to report on district performance regarding standardized goals. Now that DYC has developed standardized goal areas for reporting, criteria for satisfactory performance in each goal area should be considered. 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 set at unrealistic levels by some districts. Overall, 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, factors which are also covered by the first two objectives, thus leading to this objective “double counting” such challenges already documented in the first two objectives. As a result of this interactions, it may be that this goal should not be set as high the others. In addition, possible negative leave reasons are myriad, including commitment, noncompliance on the part of the youth or family, refusal of services, and nonparticipation in services. Success on this objective is clearly more difficult to obtain. We recommend DYC consider either a more realistic performance objective or revise the leave reasons that are included in the indicator.

In addition, since performance in most goal areas is consistently high, we recommend that DYC consider adding new performance goals in areas needing improvement. As mentioned above, reductions in the use of secure and staff secure detention placements as a sanction would be a particularly useful area for goal development at the individual district level, and the “snapshot” data could serve as a data source for monitoring such performance.







## Introduction

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.

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 Evaluation Requirements.** In prior years, the Colorado Long Bill required that an evaluation of the effectiveness of the SB 94 Initiative be submitted to the Legislative Joint Budget Committee. Beginning in 2008, as a result of House Bill 08-1321, the Long Bill no longer includes footnotes with requests for information. In lieu of such footnotes, the Joint Budget Committee sent a letter to Governor Ritter requesting information associated with a list of specific Long Bill line items. Those were included in Appendix A of the Long Bill (H.B. 08-1375) narrative. Item 46 in that list was specific to SB 94 and is shown below.

*Item 46 of The House Bill 08-1375 (Long Appropriations Bill) Narrative, Appendix A. 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 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 responding to the General Assembly's request for information, 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 Context.** In Fiscal Year (FY) 2007-08, funding for the SB 94 Program from the Colorado General Assembly was increased almost 20% from the FY 2006-07 appropriation. 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. With this year's increase, funding for SB 94 in FY 2007-08 reached a level slightly above (1.7%) the FY 2002-03 level (not taking into account annual increases in the costs to deliver services during that period). For this fiscal year, DYC specified general guidelines for new funding for FY 2007-08 to address four elements 1) statewide implementation of the CJRA for Senate Bill 94, 2) a focus on evidence based programming which is shown to reduce recidivism, 3) allow districts to expand the scope of Senate Bill 94 services to include services intended to prevent commitment to DYC, and 4) further development of the detention continuum. The focus on the detention continuum was based on minimizing the "strain" identified in the annual Senate Bill 94 evaluation.<sup>5</sup>

As part of the budget reduction strategy, in the 2003 Legislative Session the Colorado General Assembly passed Senate Bill 03-286. This legislation established a limit of 479 State-funded 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 carry out the following duties annually:<sup>6</sup>

- 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 for the five years since the initial allocation. Specific allocations of beds to Judicial Districts and Regions changed somewhat in FY 2006-07 and again in FY 2007-08 as a result of the Working Group's formal allocation process<sup>7</sup>. While the specific impact of the statutory limit on statewide secure and staff secure detention capacity is not addressed separately in this report, its continued impact is addressed where relevant, especially in Sections One and Five.

The SB 94 Program has been successful in accomplishing the General Assembly's vision of reducing the over use of secure detention in DYC facilities. During the current fiscal year, DYC continued to advance the General Assembly's directives by supporting Judicial District SB 94 Programs in their continued successful implementation of the statutory limit on statewide detention bed capacity that was first instituted in FY 2003-04. Contemporaneous with the implementation of the statutory limits, DYC also initiated a systematic reorientation of its detention and commitment resources. This continuum of care approach is data driven and evidence-based, with DYC seeking to employ continuum resources<sup>8</sup> to respond to each

---

<sup>5</sup> TriWest Group. (2007). Senate Bill 94 (SB 94) Evaluation Annual Report: Fiscal Year 2006-07, July, 2006 – June, 2007. Boulder, Colorado.

<sup>6</sup> 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.

<sup>7</sup> SB 94 Bed Allocation Letter. March 9, 2007 to the Senate Bill 94 Advisory Board, JSPC Chairpersons and Senate Bill 94 Coordinators.

<sup>8</sup> Continuum of Care Initiative Evaluation: Annual Report Fiscal Year 2006-07, TriWest Group (2007).



youth as an individual, consistent with the State of Colorado’s Children’s Code<sup>9</sup> that seeks to balance the needs of young persons with concern for the safety of all members of society. Over the past four years, DYC has embarked on a process to examine and realign internal operational practices to be more consistent with the principles of evidence-based practice in order to offer the most effective programs possible to reduce recidivism and re-victimization by juvenile offenders.

The continuum concept has been deployed in multiple stages since FY 2003-04, as follows:

- In support of implementation of statutory limits on secure and staff secure detention in the context of shrinking state revenue and reductions in funding for the broader detention continuum, DYC drew on the findings from its 2003 review of national best practices to promote ongoing detention reform through efforts to broaden and promote more appropriate use of the detention continuum by focusing on two key concepts.<sup>10</sup> 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 FY 2005-06, the Colorado General Assembly authorized DYC to engage in a demonstration of enhanced flexibility in treating and transitioning committed youth from residential to non-residential settings that became known as the Continuum of Care Initiative. The Continuum of Care Initiative has been implemented through an integrated strategy involving state-of-the-art assessment, enhanced treatment services within residential facilities, and improved transitions to appropriate community-based services. The initiative is based on principles of effective juvenile justice strategy that have been proven through research and practice to work. The integrated set of strategies making up the Continuum of Care Initiative are based primarily on available research and the experiences of jurisdictions across the country regarding “what works” in juvenile justice.
- In FY 2006-07, DYC implemented the state-of-the-art Colorado Juvenile Risk Assessment (CJRA) with committed youth, following in FY 2007-08 by extending implementation to the detention continuum and SB 94 program. Using the CJRA, each youth’s unique criminogenic needs are identified by a series of questions that probe all the areas of a youth’s life that have been proven to predict pro- or anti-social behavior: family, relationships, use of free time, attitudes, behaviors, alcohol and drugs, education, employment, mental health, aggression, and skills.
- Beginning in FY 2005-06 and continuing through the current fiscal year, funding for the extended detention continuum began to be reinstated, allowing DYC to target investment of these resources to reinforce the use of treatment and evidence based approaches in the detention continuum. Since FY 2004-05, spending on treatment within the SB 94 program has more than doubled, with new resources targeted by DYC in collaboration with districts in support of the continuum concept.

---

<sup>9</sup> Colorado Statutes, Title 19 Children’s Code/Article 1 General Provisions/Part 1 General Provisions/19-1-102. Legislative Declaration.

<sup>10</sup> TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



- The statewide initiative HB 04-1451 (Collaborative Management of Multi-agency Services Provided to Children and Families) supported DYC's efforts to implement the continuum concept with increased interagency collaboration across youth-serving agencies. This initiative supports development of uniform systems of collaboration to help 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, corresponding with a dramatic increase since FY 2005-06 in the number of districts involved in that process (from six then to 17 this year).

**Structure of the Report.** The report is structured to respond to the General Assembly's request for information noted above. Each section includes a condensed summary at the top, next to the title. Section content and data sources for each section are briefly described below. Included at the end of the report are 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) and length of stay (LOS) information for both detention and commitment beds, including trends over time. TRAILS data was summarized by DYC's Research and Evaluation Unit and provided to TriWest Group for further analysis and reporting.
- 2. Profiles of Youth Screened** – The data presented here was extracted from TRAILS and provided by DYC's Research and Evaluation Unit. In addition to the analysis in this report, DYC provides monthly and annual management reports of detention and commitment data, as well as screening, profile and placement data that contributed to the preparation of this report.
- 3. Progress in Achieving Goals and Objectives** – This section analyzes information about district and statewide progress in achieving performance goals. It is based on information obtained from TRAILS for standardized goals and objectives for preadjudicated youth and for sentenced youth. Data for district-specific goals was collected by DYC and TriWest Group directly from districts in August 2008.
- 4. Program Resources and Practices** – This section reviews the FY 2007-08 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. Expenditure data tracked and reported by DYC 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.



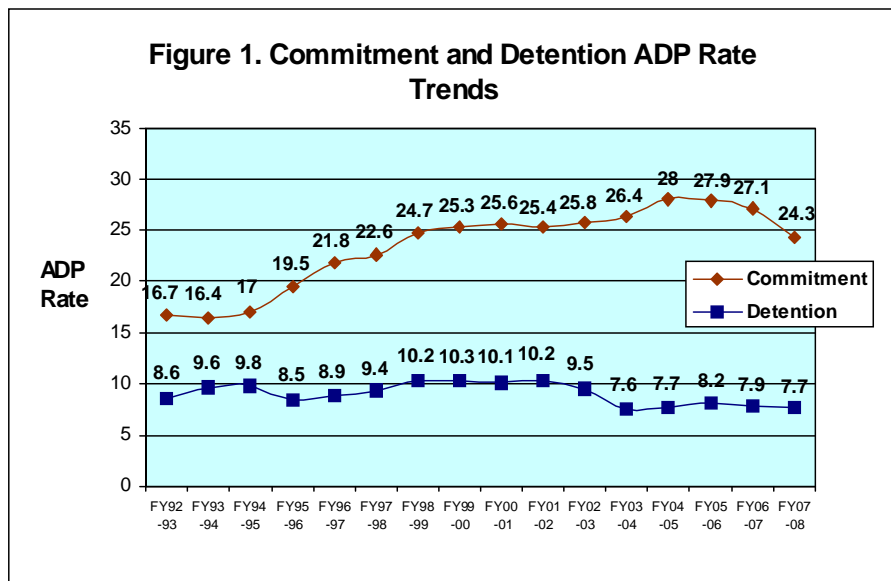
# 1. Trends in Detention & Commitment

The overarching SB 94 Program goal is to reduce over-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 2007-08 based on data collected through TRAILS.

**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

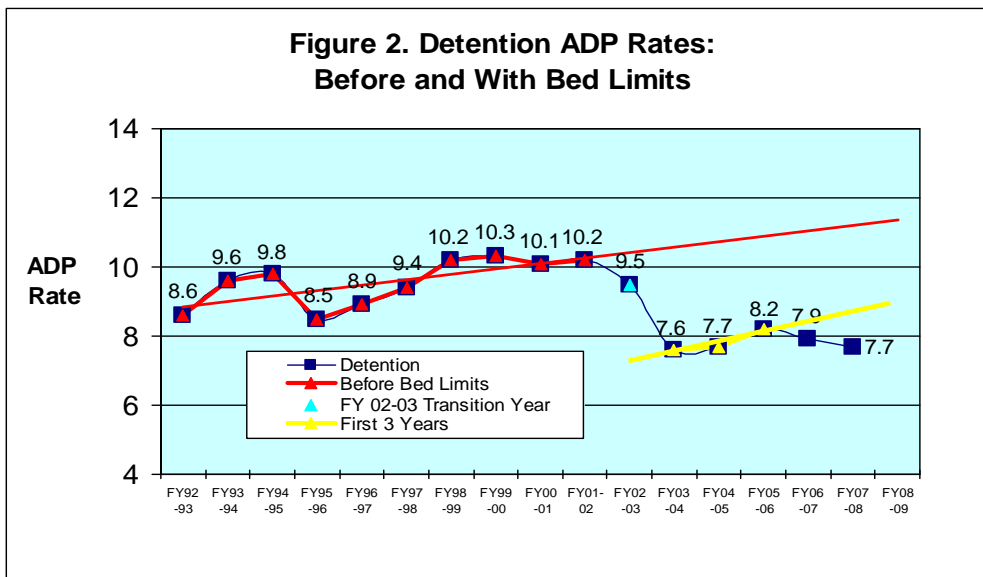
youth ages 10-17 in the general population. Data provided by DYC's Research and Evaluation unit shows that the detention ADP rate for FY 2007-08 was 7.7.

Statewide, the 7.7 detention Average Daily Population (ADP) rate during FY 2007-08 represented a continued decrease from the 8.2 level in FY 2005-06. This rate keeps the detention ADP rates of the past five years in the lowest range measured since the Senate Bill 94 program began. Detention ADP was 408.8, an operational level of about 85% of the 479 bed statutory limit. This is down from the highpoint of 89% in FY 2005-06, following implementation of DYC's multi-level continuum of care redesign. Along with this, the number of days with bed use at high levels in facilities decreased slightly in FY 2007-08 from the previous year overall, suggesting that capacity strain may be beginning to stabilize for many districts and facilities. Additionally, the commitment ADP rate decreased for the third consecutive year to 24.3 in FY 2007-08, down dramatically from 27.9 in FY 2005-06. DYC's implementation of the continuum of care concept across its detention and commitment programs over the last three years, combined with the reinstatement of resources for the SB 94 program and other community-based youth-serving programs, appears to have contributed directly to these changes.



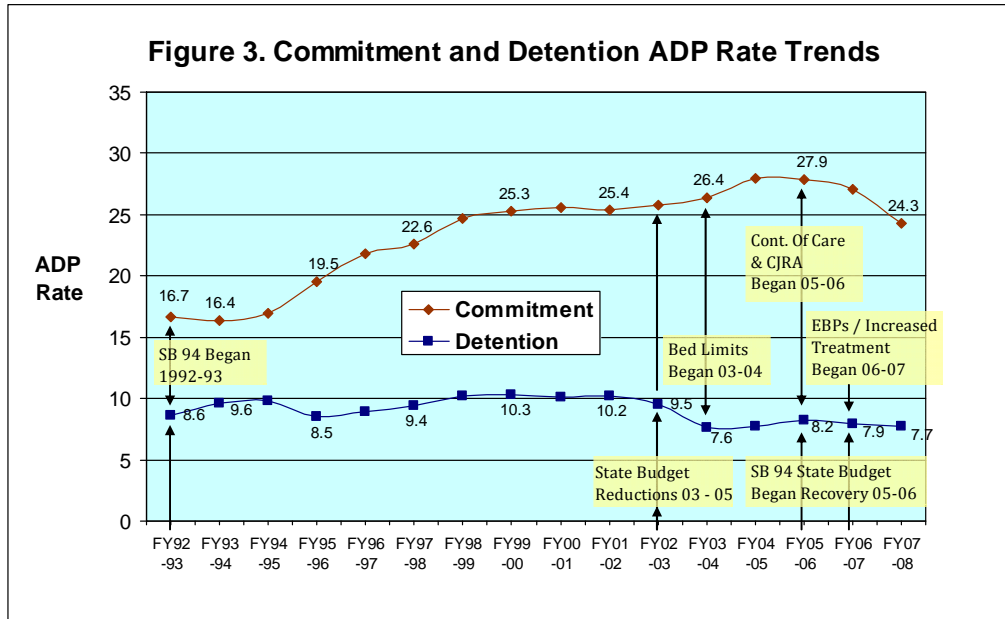
This means that, on average, fewer than eight youth were in detention each day for every 10,000 youth in the general population. This was a 6.1% decrease from the 8.2 ADP rate reported two years ago in FY 2005-06, the second consecutive decrease. This rate keeps the detention ADP rates of the past five years at the lowest measured since the SB 94 Program was implemented Statewide in 1994 (Figure 1).

The FY 2007-08 ADP rate of 7.7 reflects a decrease of about 2.5 youth per 10,000 since FY 2001-02, approximately a 25% decrease from that year's 10.2 level. With the passing by the Colorado General Assembly of Senate Bill 03-286 in FY 2002-03, a limit of 479 State-funded detention beds was to be implemented in FY 2003-04. As shown in Figure 2 below, the knowledge of the impending change first began to influence judicial district ADP in FY 2002-03, which became a transition year to the implementation of bed limits in FY 2003-04. The ADP rate decreased that preceding year to 9.5 and then when bed limits went into effect the ADP rate further decreased to 7.6 in FY 2003-04. However, ADP began again to increase in FY 2005-06 and FY 2006-07 at a rate of growth even sharper than the rate experienced in the 10 years preceding implementation of the statutory limits, as shown by the trend line in the figure below for the first three years of bed limits. But in the last two years, that trend underwent a striking reversal.



The association of the change in this trend line with the implementation of DYC's broader continuum of care redesign and restoration of funding for community based programs including SB 94 (especially in the areas of SB 94 treatment funding) and local youth-serving partners is clearly shown in Figure 3 below. These critical system improvements taken together appear to have led to the first simultaneous reduction in detention and commitment ADP in the 16 years of data trended below.





As shown in Table 1 below, the underlying ADP decreased for the second year in a row to 408.8 for FY 2007-08 from 426.3 in FY 2005-06. Detention ADP is shown in Table 1 for districts and regions for the past five fiscal years (FY 2003-04 through FY 2007-08). The directionality (i.e., increase or decrease) and magnitude of change in ADP and LOS over that five year period is also noted for each district. District ADP appears to have stabilized in the five years following the implementation of detention bed limits in the fall of FY 2003-04. Statewide, the 408.8 ADP was slightly higher than the low point reached FY 2003-04, but it represents the second yearly decrease in a row since FY 2005-06.

Eleven district ADPs increased between FY 2003-04 and FY 2007-08, while eight decreased. The district with the largest increase was the 18<sup>th</sup>, whose ADP increased to 69.3 in FY 2007-08 from 60 in FY 2003-04. However, it should be noted that the 15.5% ADP increase in the 18<sup>th</sup> corresponded with an 15.1% increase in their bed limit from 73 in FY 2003-04 to 84 in FY 2007-08 as a result of the Working Group’s adjustment of detention beds to reallocate resources to better meet the needs in the system. Two other districts, the 17<sup>th</sup> and the 19<sup>th</sup>, showed increases of 5.5 and 4.6 respectively. These two districts also had increased allocations in FY 2007-08; the 17<sup>th</sup> bed limited increased from 33 to 36 (9.1%) and the 19<sup>th</sup> bed limit increased from 25 to 28 (12%). Other district ADPs that increased, increased by less than 2 ADP. The 4<sup>th</sup> and the 1<sup>st</sup> both showed moderate decreases of 5.7 and 3.2 respectively.

When translating ADP change to a percentage, the average percent difference across the five years was 3.3%. 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 6<sup>th</sup> Judicial District increased from 4.5 in FY



2003-04 to 5.8 in FY 2006-07, a 29.6% increase, even though the bed limit for the 6<sup>th</sup> remained at 6 beds during those years. While districts with smaller population bases tend to be subject to wider percentage swings in response to small actual changes in use, district change over time may raise questions for some districts, and should be considered individually and within the context of regional and statewide trends and changes in bed allocations for individual districts.

**Table 1.** FY 2003-04 to FY 2007-08 Detention ADP and Change Over That Time Period.

<b>Region</b>	<b>ADP</b>						
<b>District</b>	<b>FY 04</b>	<b>FY 05</b>	<b>FY 06</b>	<b>FY 07</b>	<b>FY 08</b>	<b>Change</b>	<b>Percent</b>
Central Region	184.1	187.2	205.6	201.25	190.4	6.0	3.4%
1 <sup>st</sup> Jefferson	46.5	43.7	49.2	48.1	42.8	-3.7	-8.0%
2 <sup>nd</sup> Denver	75.5	80.6	78.9	77.5	75.6	0.1	0.2%
5 <sup>th</sup> Summit	2.0	3.2	3.4	3.0	2.7	0.7	37.0%
18 <sup>th</sup> Arapahoe	60.0	59.6	66.6	66.6	69.3	9.3	15.4%
Northeast Region	90.2	91.4	95.9	96.0	101.0	10.8	12.0%
8 <sup>th</sup> Larimer	18.6	17.8	17.4	17.0	19.2	0.6	3.0%
13 <sup>th</sup> Logan	7.2	7.6	7.4	6.8	6.7	-0.5	-6.8%
17 <sup>th</sup> Adams	26.5	27.3	26.7	28.3	32.0	5.5	20.9%
19 <sup>th</sup> Weld	23.5	24.5	25.0	25.3	28.1	4.6	19.6%
20 <sup>th</sup> Boulder	14.5	14.3	16.4	15.7	15.0	0.5	3.2%
Southern Region	85.6	83.3	91.2	84.12	83.1	-2.5	-2.9%
3 <sup>rd</sup> Las Animas	2.7	2.2	3.2	2.6	2.5	-0.2	-8.1%
4 <sup>th</sup> El Paso	50.4	44.9	47.8	43.8	45.3	-5.2	-10.2%
10 <sup>th</sup> Pueblo	18.5	18.8	19.9	18.1	19.0	0.5	2.9%
11 <sup>th</sup> Fremont	5.6	7.8	8.3	6.5	7.5	1.9	33.0%
12 <sup>th</sup> Alamosa	3.4	4.9	4.2	3.9	4.1	0.7	21.5%
15 <sup>th</sup> Prowers	2.6	2.9	2.4	3.3	2.0	-0.6	-21.5%
16 <sup>th</sup> Otero	2.5	1.9	2.7	2.7	2.7	0.2	6.4%
Western Region	34.1	33.2	33.6	33.49	30.2	-3.9	-11.4%
6 <sup>th</sup> La Plata	4.5	4.2	4.5	4.6	5.8	1.3	29.6%
7 <sup>th</sup> Montrose	4.7	5.1	4.2	5.0	4.7	0.0	0.6%
9 <sup>th</sup> Garfield	5.4	4.7	5.5	3.6	3.1	-2.3	-43.0%
14 <sup>th</sup> Routt	2.2	2.7	3.0	4.0	2.2	0.0	1.8%
21 <sup>st</sup> Mesa	14.6	13.5	12.8	12.8	12.7	-2.0	-13.4%
22 <sup>nd</sup> Montezuma	2.8	2.9	3.0	2.7	1.7	-1.1	-40.7%
<b>Statewide</b>	<b>395.7</b>	<b>402.0</b>	<b>426.3</b>	<b>414.9</b>	<b>408.8</b>	<b>13.1</b>	<b>3.3%</b>

\* Statewide and Regional ADPs shown do not always equal sum of districts, due to TRAILS rounding issues, youth transferring districts while being detained, and youth having more than three reasons detained.

As shown in Table 2 below, district average LOS also decreased for the second year in a row in FY 2007-08 to 13.7 days on average statewide. This is slightly lower than the past two years but reflects a relatively stable LOS over the past four years.





When translating LOS change to a percentage, the average percent change across all districts was 9.6%. There was considerable variability in percent change across districts. Although more variable than ADP, the rate of district LOS change from FY 2003-04 was dramatic in only one smaller district, the 15<sup>th</sup>, which increased by more than 55%. Three larger districts saw LOS increases of over 30%, including the 2<sup>nd</sup> (35.1%), 18<sup>th</sup> (31.8%), and 19<sup>th</sup> (31.7%), while the 8<sup>th</sup> fell by over a fifth (reduced by 23.8%), the 9<sup>th</sup> by 26.3%, and the 3<sup>rd</sup> by 38.1%. As with ADP, district LOS change over time may raise questions for some districts, but should be considered individually and within the context of regional and statewide trends.

**Table 2.** FY 2003-04 to FY 2007-08 Detention Average Length of Stay LOS in Days. Change from FY 2003-04 to FY 2007-08 and percent change are also shown.

<b>Region</b>	<b>LOS*</b>						
<b>District</b>	<b>FY 04</b>	<b>FY 05</b>	<b>FY 06</b>	<b>FY 07</b>	<b>FY 08</b>	<b>Change</b>	<b>Percent</b>
<b>Central Region</b>	14.3	14.9	16.2	16.6	16.5	2.2	15.4%
1 <sup>st</sup> Jefferson	15.6	15.5	17.8	16.9	15.0	-0.6	-3.9%
2 <sup>nd</sup> Denver	14.2	16.6	16.2	17.4	19.2	5.0	35.1%
5 <sup>th</sup> Summit	14.9	16.7	22.4	14.8	13.9	-1.0	-6.9%
18 <sup>th</sup> Arapahoe	13.6	14.4	15.4	16.8	17.9	4.3	31.8%
<b>Northeast Region</b>	11.7	11.6	11.9	12.3	13.0	1.3	11.1%
8 <sup>th</sup> Larimer	13.3	13.0	11.9	10.7	10.1	-3.2	-23.8%
13 <sup>th</sup> Logan	17.2	18.2	20.2	17.4	17.8	0.6	3.4%
17 <sup>th</sup> Adams	12.5	13.2	12.2	13.5	12.0	-0.5	-3.8%
19 <sup>th</sup> Weld	11.5	12.2	14.6	14.8	15.2	3.7	31.7%
20 <sup>th</sup> Boulder	8.1	7.7	8.9	9.6	9.7	1.6	19.8%
<b>Southern Region</b>	11.1	11.4	12.5	11.5	16.3	5.2	46.8%
3 <sup>rd</sup> Las Animas	25.9	23.3	21.8	21.0	16.0	-9.9	-38.1%
4 <sup>th</sup> El Paso	10.5	11.1	11.6	11.5	11.9	1.4	13.0%
10 <sup>th</sup> Pueblo	11.6	11.7	13.9	11.9	12.7	1.1	9.2%
11 <sup>th</sup> Fremont	8.5	10.2	13.5	10.6	9.4	0.9	10.5%
12 <sup>th</sup> Alamosa	12.6	15.6	16.2	11.6	14.4	1.8	13.9%
15 <sup>th</sup> Prowers	18.9	36.7	26.6	35.0	32.0	13.1	69.5%
16 <sup>th</sup> Otero	13.6	9.2	22.7	12.2	18.0	4.4	32.5%
<b>Western Region</b>	13.5	13.9	15.1	14.1	17.2	3.7	27.4%
6 <sup>th</sup> La Plata	12.3	12.8	18.5	13.0	16.0	3.7	30.4%
7 <sup>th</sup> Montrose	17.4	23.0	19.1	14.7	20.3	2.9	16.6%
9 <sup>th</sup> Garfield	22.1	17.1	23.2	14.4	16.3	-5.8	-26.3%
14 <sup>th</sup> Routt	23.3	16.4	18.0	38.1	21.7	-1.6	-6.7%
21 <sup>st</sup> Mesa	10.9	11.7	11.4	12.0	13.2	2.3	21.0%
22 <sup>nd</sup> Montezuma	12.4	19.0	22.7	19.4	15.6	3.2	25.7%
<b>Statewide</b>	<b>12.5</b>	<b>13.1</b>	<b>14.1</b>	<b>14.0</b>	<b>13.7</b>	<b>1.2</b>	<b>9.6%</b>

\* For FY 08, each regional LOS is an average of the districts in that region, rather than an average of all youth in the region as in previous years.

**Trends in Detention Bed Use.** The continuing low rates of secure detention ADP observed by DYC over the past five years maintains the reductions following implementation of



statutorily-mandated detention bed limits in FY 2003-04. This includes both secure and staff secure beds. 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 limit. Detention facilities and catchment areas were prohibited from exceeding their limits. 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 2007-08), the average daily population was 408.8, representing average use of about 85% of the bed limit. This was a decrease from the high two years ago in FY 2005-06, when an average of 426.3 youth per day were in detention, representing about 89% of the bed limit. However, detention ADP remains higher than the average of 395.7 youth per day (82% of limit) that were in detention over the course of the first year of the bed limit (FY 2003-04).

**Capacity Strain.** The FY 2004 Annual Evaluation Report<sup>11</sup> pointed out that the need by districts to manage to a hard detention bed limit requires analysis of more than just average detention use. The limit is applied to use at any point in time and requires active management to remain below the limit at all times, not just to average below the limit across time. Since the implementation of detention bed limits, and in the previous three years particularly (FY 2004-05 and FY 2006-07), strain on the system's capacity has emerged 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 inform that discussion. Factors associated with this concept have become clearer as the system's experience with bed limits 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 additional 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 array of detention continuum options – from secure and staff secure detention resources, to community-based services. The two main factors seem to be:

- **Local 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.

---

<sup>11</sup> 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 local 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 alternatives 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, potentially counterbalancing the first two factors:

- 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 capacity allocations;
- Indicator Two – The frequency when placement options recommended by a youth’s screening do 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).

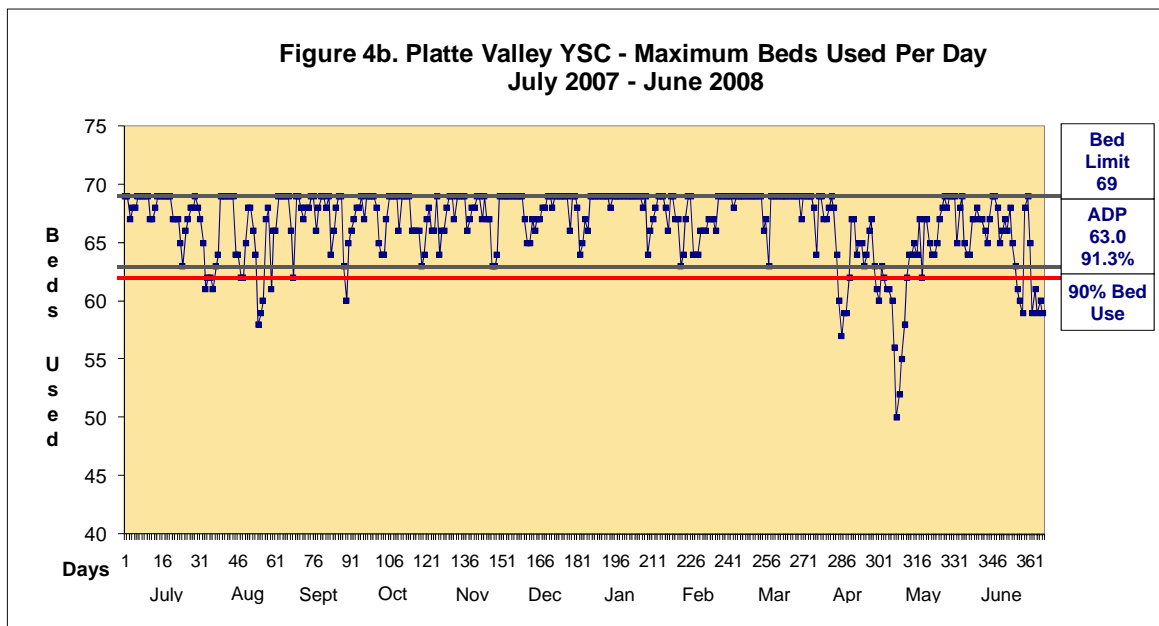
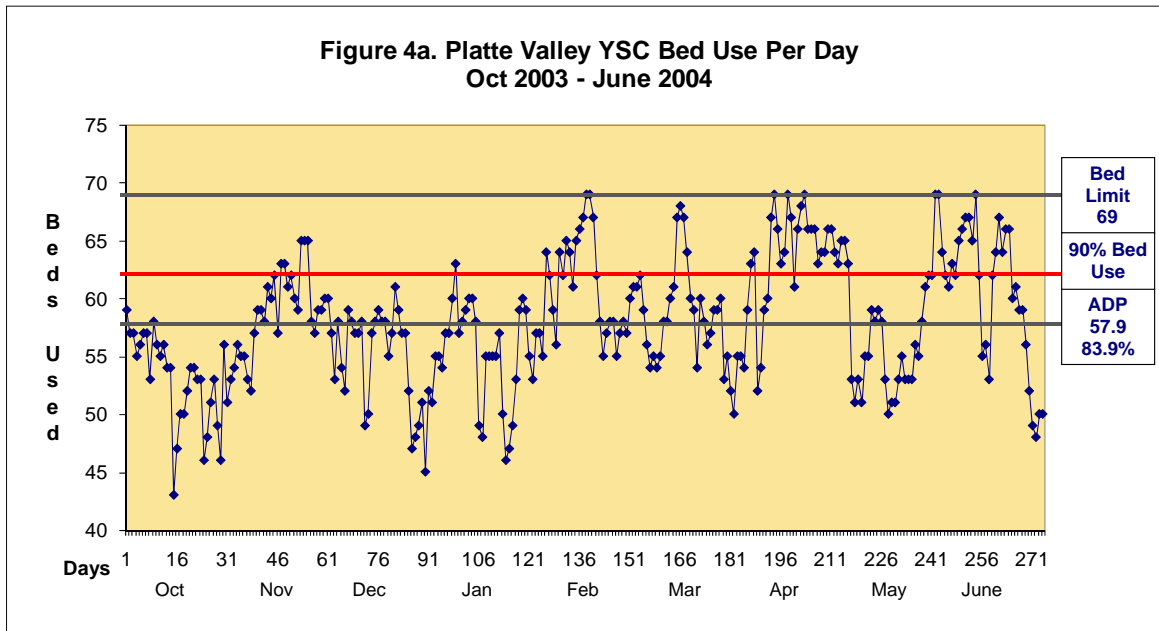
The evaluation to date suggests that strain in a given district may be mitigated (that is, services are able to be matched consistently with youth needs) when the following conditions are met:

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

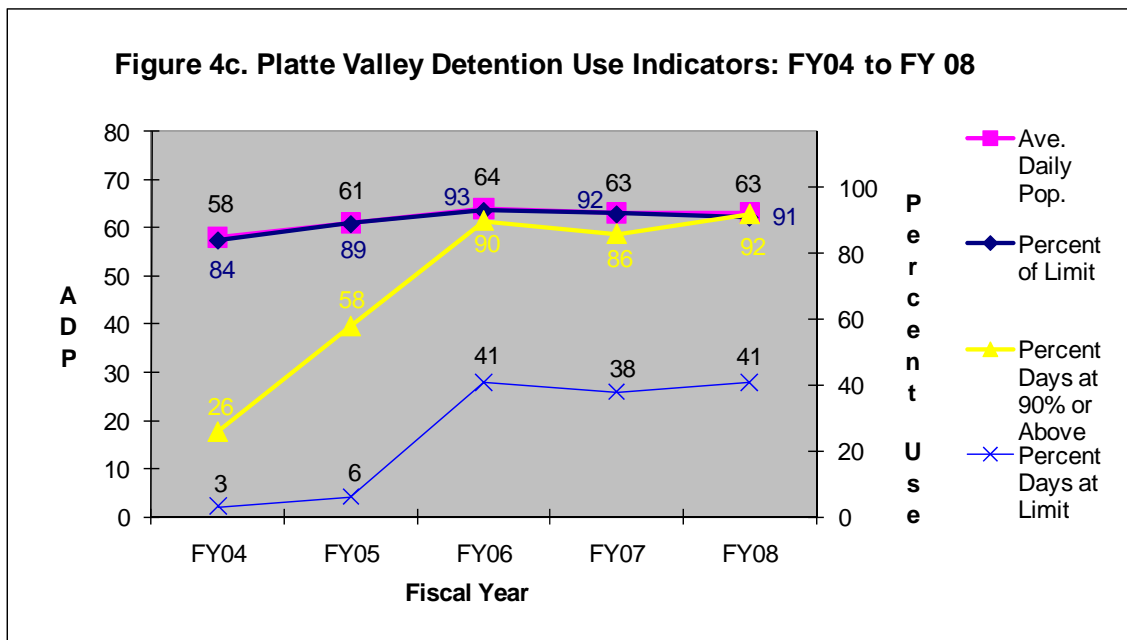


The figures below illustrate some of the points about ADP that began to call attention to capacity strain, the main two of which are high levels of average use and high percentages of days at or above 90% of the limits. These are important as ongoing indicators of potential capacity strain at the district, facility and region level. Figures 4a below and 4b below show daily bed use at the Platte Valley Youth Services Center (PVYSC) in the DYC Northeast Region for FY 2003-04 (Figure 4a) and for FY 2007-08 (Figure 4b). 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 bed limits in FY 2003-04. The Platte Valley trends are not typical of the larger group of facilities, with capacity strain indicators more severe here and in Gilliam than in other facilities (see Table 3 below for a summary of capacity strain indicators across all facilities). Figure 4a shows what daily use was like in FY 2003-04 when Platte Valley operated at or above 90% of their bed limit about 26% of the time. Figure 4b shows the striking change that accompanies high use. Since FY 2004-05, and continuing through FY 2007-08, the facility has been at or above 90% of the limit over 86% of days, and the use pattern has been much more condensed and up against the limit. In FY 2007-08 Platte Valley was at 100% capacity 41% of the time. 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, with ADP increasingly pushing up against the bed limit as the facility was completely full<sup>12</sup> (69 youth) 41% of the time (about 2.8 days per week on average) and at or above 90% capacity 92% of the time (almost 6.5 days per week).

Figure 4c below presents these indicators of capacity use (strain in this case) over time for Platte Valley. Looking at use across all five years, from FY 2003-04 to FY 2005-06 average daily use increased from 58 (about 84% of the total bed limit) to 64 per day (about 93% of the total limit). For the past three years capacity strain has remained high with days at 90% capacity or above in the 86 to 92 percent range and days at 100 percent of limit in the 38 to 41 percent range.



<sup>12</sup> 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 was at or above 90% of available capacity 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 through FY 2005-06, when days with such high use had increased to the point where bed use was at or above 90% capacity an average of 6.3 days per week. In FY 2007-08, days with such high use continued with 63 (91%) or more youth in beds about 92% of the time, an average of about 6.5 days per week at or above 90% capacity.

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 2007-08) or actually at capacity (2.8 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 in that setting. All this occurs as the facility makes ready to detain a new youth. As strain increases, activities of managing the bed limit 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

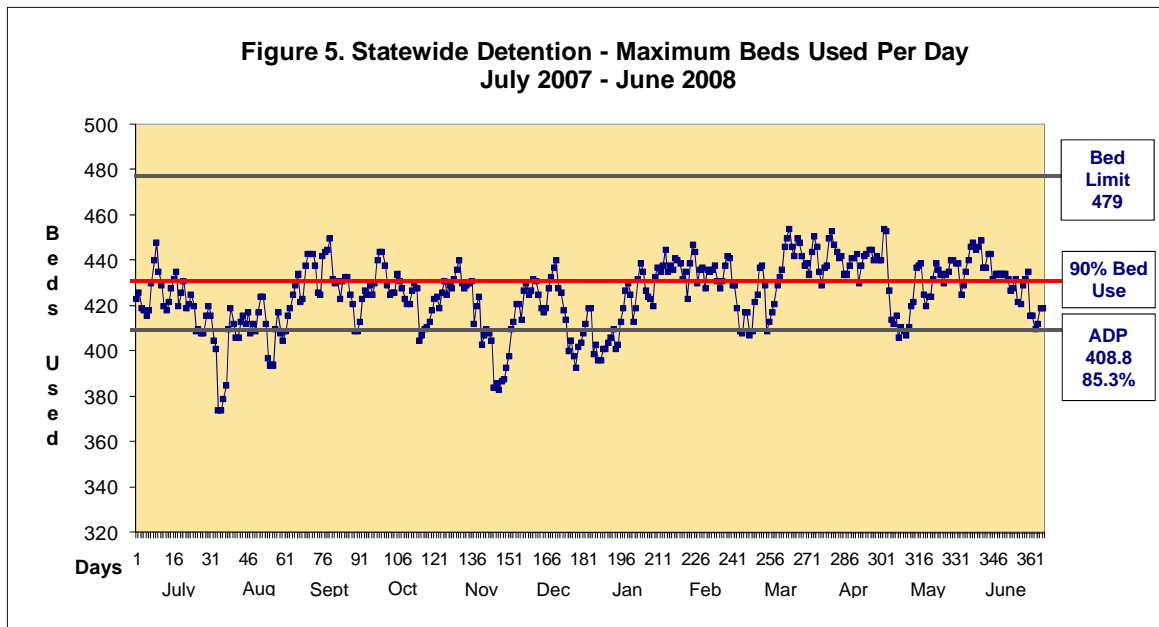
Looking across facilities, we see that on the vast majority of days one or more facilities experienced high capacity strain. In FY 2007-08, on average, 4.9 facilities (40.8%) were at or above 90% capacity on any given day. This is a decrease from 5.1 facilities (42.5%) in FY 2006-07, and the 5.9 facilities (49.2%) in FY 2005-06 that 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 2007-08, although the high use is decreasing, there were still no days when there was not at least one facility at 90% or higher capacity.

Overall, through assertive management by district programs, the statewide bed limit of 479 was never exceeded on any day in FY 2007-08, as shown in Figure 5 below. Average use in remained high, with facilities operating at an average of 85.3% of capacity. And although the limit was never exceeded, the 90% bed use level was exceeded on 39.6% of days.

Appendix A provides similar FY 2007-08 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 bed limits, 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 2<sup>nd</sup> District's use of Gilliam, the 17<sup>th</sup> District's use of Adams, and the 4<sup>th</sup> District's use of Spring Creek), 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 contributes most to the strain.



To summarize this data, Table 3 below presents the capacity, average use, and days at or above 90% capacity for each state-run detention facility. Daily facility use is cumulated to arrive at the regional days at or above 90% of the regional bed limit. For example, use on every day is added to arrive at that day's regional use. The number of days at or above 90% of the bed limit for the facility and the region are added to get percent days at or above 90% of the bed limit. Depending on how use varies for the facilities on each day the regional level can be lower than any given facility in that region.

Days at or above 90% capacity is used as a benchmark for capacity strain over time and between facilities. Only five secure facilities experienced capacity strain more than 50% of the time in FY 2007-08, as opposed to nine in FY 2005-06. Capacity strain in Northeast Region staff secure beds at Remington House increased to over 50% of days for the first time (increasing to 50.3% of days in FY 2007-08 from 37.5% in FY2005-06). Looking across facilities in Table 3, it appears that average use stayed about the same or decreased slightly for 9 of the 12 facilities from FY 2006-07 to FY 2007-08.



Capacity strain, as measured by the percent of days at or above 90% capacity, decreased for only 6 of the 12 facilities and non-significantly overall ( $t=.14$ ,  $df=11$ ,  $p>.05$ ). Days at or above 90% capacity in FY 2007-08 remains significantly higher ( $t=2.6$ ,  $df=11$ ,  $p<.01$ ) 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 six of the facilities suggest that capacity strain may, with some exceptions, be stabilizing.







**Table 3. Detention Facility Bed Use, October 2003 Through June 2004 (FY 04) and FY 2004-05 Through 2007-08.**

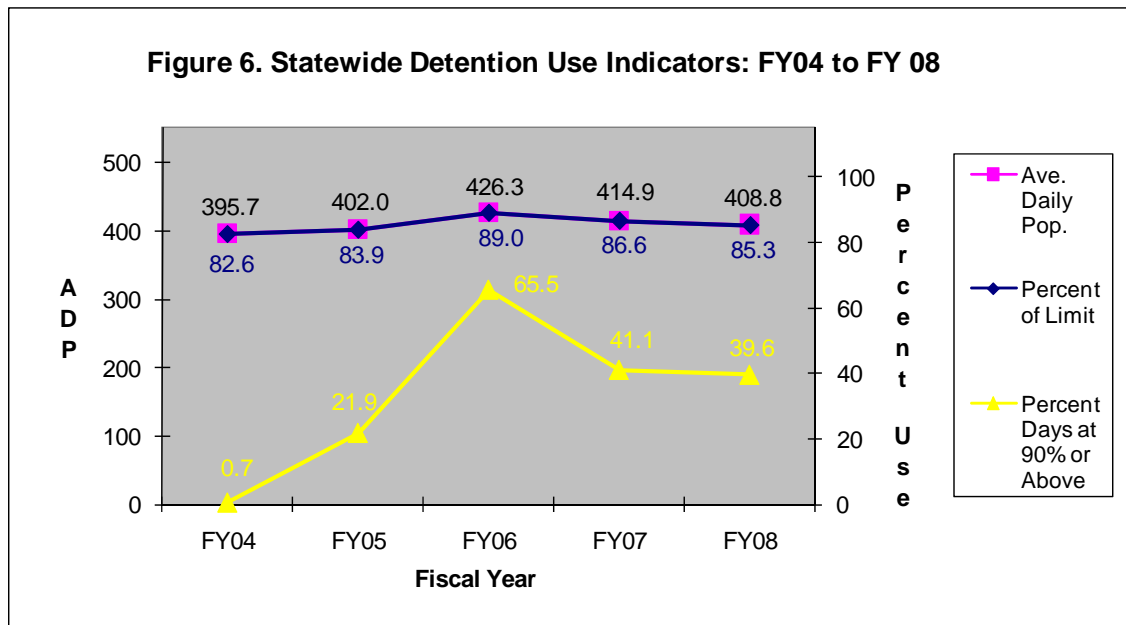
(Average use is the number of beds used on average per day divided by the bed capacity)

Region and Facility	Districts Served FY 08	Beds & Use										
		Bed Limit FY 08	Average Use: ADP as % of Bed Limit					Percent Days At / Above 90% of Bed Limit <sup>1</sup>				
			FY 04	FY 05	FY 06	FY 07	FY 08	FY 04	FY 05	FY 06	FY 07	FY 08
Central Region	1, 2, 5, 18	222 <sup>2</sup>	82.9%	84.5%	91.0%	89.0%	85.8%	7.7%	31.5%	73.7%	58.1%	44.8%
Gilliam YSC	2	73	85.1%	89.7%	93.7%	90.6%	94.8%	37.6%	58.1%	68.8%	60.3%	82.2%
Marvin Foote YSC	2, 5, 18, 17	96	82.9%	84.1%	90.8%	90.2%	87.7%	20.4%	42.2%	77.5%	74.0%	60.4%
Mount View YSC	1, 5	60	80.2%	78.8%	87.8%	85.2%	77.2%	16.4%	29.6%	57.5%	44.7%	15.3%
Northeast Region	8, 13, 17, 19, 20	113	80.3%	86.7%	90.4%	89.7%	89.4%	11.7%	50.7%	77.8%	66.0%	79.5%
Adams YSC	17 <sup>2</sup>	29	78.6%	85.4%	88.5%	89.3%	89.0%	25.2%	63.0%	71.5%	62.5%	66.6%
Platte Valley YSC	8, 13, 19, 20	69	83.9%	89.0%	93.3%	91.9%	91.3%	26.3%	58.1%	89.6%	86.0%	92.1%
Remington House	8, 13, 19, 20	8	58.4%	73.2%	75.3%	75.6%	73.8%	16.4%	37.5%	41.4%	42.5%	50.3%
Southern Region	3, 4, 10, 11, 12, 15, 16	104	79.5%	80.9%	86.0%	79.3%	79.9%	7.7%	21.1%	40.5%	17.3%	19.4%
Pueblo YSC	3, 10, 11, 12, 15, 16	40	75.8%	80.8%	85.0%	77.1%	85.0%	17.2%	28.5%	47.1%	18.9%	48.1%
Spring Creek YSC	4	58	81.8%	81.0%	87.3%	82.1%	78.6%	23.0%	38.9%	57.8%	37.0%	32.2%
Staff Secure	12, 15	6	66.2%	81.0%	77.5%	68.3%	63.3%	54.7%	81.4%	78.1%	45.5%	44.3%
Western Region	6, 7, 9, 14, 21, 22	40	82.4%	81.7%	82.0%	83.8%	75.5%	21.5%	23.3%	28.8%	40.8%	16.9%
Grand Mesa YSC	7, 9, 14, 21	24	85.3%	85.5%	87.5%	86.7%	78.3%	39.8%	49.6%	57.8%	52.3%	24.6%
Robert Denier YSC	6, 22	9	69.6%	79.9%	84.8%	81.1%	86.7%	27.4%	53.2%	61.4%	58.9%	87.2%
Staff Secure	7, 9, 14, 21	8	81.0%	72.6%	62.6%	77.1%	58.6%	50.0%	40.5%	20.5%	55.6%	24.9%

<sup>1</sup> The 90% threshold for each region and district was chosen so that it would be at least 1 bed below the bed limit 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 limit. 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.

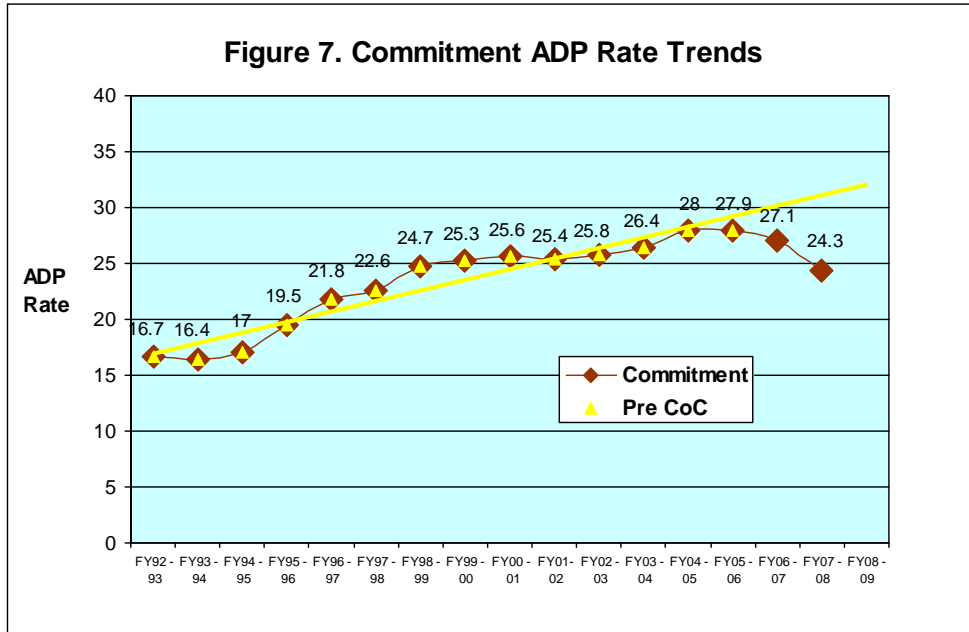
<sup>2</sup> Seven (7) of the 96 beds at Marvin Foote are used by the 17<sup>th</sup> Judicial District in the Northeast Region and counted in that region total.

Statewide, daily use of district, facility and regional bed capacity appears to be stabilizing. This trend is shown in Figure 6 below. Statewide ADP has decreased in the past two years 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) correlates with these changes.



**Trends in Statewide Commitment ADP.** The statewide commitment ADP rate for FY 2007-08 was 24.3; an average of about 24 youth in commitment each day for every 10,000 youth in the general population. This is a dramatic decrease, especially since it is the third consecutive annual decrease in commitment ADP, which brings the commitment ADP rate down to below the commitment ADP rate in FY 2002-03 and FY 2003-04 (shown in the figure on the next page). The decrease coincides with implementation of DYC’s broader continuum of care redesign and targeting of both commitment and detention funding for more evidence based community programs. Figure 7 on the following page clearly shows the decreases that occurred beginning in FY 2005-06. For contrast, the trend line shows the increasing ADP prior to the Continuum of Care Initiative.





Commitment ADP and length of stay (LOS) are shown in Tables 4 and 5 respectively, for districts and regions for the past five fiscal years (FY 2003-04 through FY 2007-08). The directionality (i.e., increase or decrease) and magnitude of change in ADP and LOS over those years is also noted.

In the past few years, individual district ADPs have been more variable and have shown both increases and decreases depending on the district. In FY 2007-08, the change was more consistent with 12 districts decreasing and only two districts showing substantive increases. The 2<sup>nd</sup> Judicial District by itself accounted for almost half of the statewide decrease in commitment ADP with a 118 ADP reduction, dropping from an ADP of 257.5 in FY 2006-07 to 197.7 in FY 2007-08.

When translating ADP change to a percentage, the average percent change between FY 2003-04 to FY 2007-08 was a 6.5% decrease (89.6 youth overall). Because of the increase between FY 2003-04 and FY 2006-07, the change between FY 2006-07 and FY 2007-08 was more dramatic, decreasing from 1424.9 to 1287.8, a decrease of 137.1 ADP or 9.6%. 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 4.** Commitment ADP and Change: FY 2003-04 to FY 2007-08.

<b>Region</b>	<b>ADP</b>						
<b>District</b>	<b>FY 04</b>	<b>FY 05</b>	<b>FY 06</b>	<b>FY 07</b>	<b>FY 08</b>	<b>Change</b>	<b>Percent</b>
Central Region	626.5	644.8	652.7	622.0	545.4	-81.1	-12.9%
1 <sup>st</sup> Jefferson	141.2	124.5	126.9	142.3	128.0	-13.2	-9.3%
2 <sup>nd</sup> Denver	315.7	328.5	322.1	257.5	197.7	-118.0	-37.4%
5 <sup>th</sup> Summit	6.0	6.6	9.2	9.8	12.2	6.2	103.3%
18 <sup>th</sup> Arapahoe	163.6	185.1	194.7	212.5	207.5	43.9	26.8%
Northeast Region	305.1	341.9	363.6	367.6	341.7	36.6	12.0%
8 <sup>th</sup> Larimer	80.2	114.2	129.9	119.5	94.7	14.5	18.1%
13 <sup>th</sup> Logan	23.1	16.4	15.4	17.7	18.1	-5.0	-21.6%
17 <sup>th</sup> Adams	87.6	101.0	95.7	105.3	109.6	22.0	25.1%
19 <sup>th</sup> Weld	97.2	91.0	99.6	104.4	98.8	1.6	1.6%
20 <sup>th</sup> Boulder	17.1	19.3	22.8	20.7	20.5	3.4	19.9%
Southern Region	286.4	300.9	290.9	304.8	282.9	-3.5	-1.2%
3 <sup>rd</sup> Las Animas	2.0	3.6	6.5	9.9	6.4	4.4	220.0%
4 <sup>th</sup> El Paso	190.8	219.8	199.3	186.6	173.1	-17.7	-9.3%
10 <sup>th</sup> Pueblo	38.8	34.6	44.5	59.4	50.6	11.8	30.4%
11 <sup>th</sup> Fremont	21.7	18.0	17.4	25.1	27.5	5.8	26.7%
12 <sup>th</sup> Alamosa	9.0	11.6	15.6	14.5	10.9	1.9	21.1%
15 <sup>th</sup> Prowers	5.5	2.5	1.9	0.8	2.4	-3.1	-56.4%
16 <sup>th</sup> Otero	18.5	10.8	4.5	8.6	11.9	-6.6	-35.7%
Western Region	159.3	165.9	146.2	130.4	117.8	-41.5	-26.1%
6 <sup>th</sup> La Plata	24.2	24.8	21.0	15.5	16.6	-7.6	-31.4%
7 <sup>th</sup> Montrose	26.1	24.6	25.8	20.0	14.2	-11.9	-45.6%
9 <sup>th</sup> Garfield	16.9	16.9	15.1	16.5	10.0	-6.9	-40.8%
14 <sup>th</sup> Routt	9.6	7.7	8.9	8.2	5.8	-3.8	-39.6%
21 <sup>st</sup> Mesa	65.7	78.4	67.1	58.4	59.2	-6.5	-9.9%
22 <sup>nd</sup> Montezuma	16.9	13.5	9.7	11.8	12.1	-4.8	-28.4%
<b>Statewide</b>	<b>1377.4</b>	<b>1453.5</b>	<b>1453.4</b>	<b>1424.9</b>	<b>1287.8</b>	<b>-89.6</b>	<b>-6.5%</b>



District average LOS, shown in Table 5, decreased to 18.4 months in FY 2007-08 compared with 19.0 months in FY 2006-07. This brought the LOS to about the same level it had been prior to FY 2006-07.

**Table 5.** FY 2003-04 to FY 2007-08 Commitment Average Length of Stay LOS in Months. Change from FY 2003-04 to FY 2006-08 and percent change are also shown.

<b>Region</b>	<b>LOS</b>						
<b>District</b>	<b>FY 04</b>	<b>FY 05</b>	<b>FY 06</b>	<b>FY 07</b>	<b>FY 08</b>	<b>Change</b>	<b>Percent</b>
Central Region	19.6	19.8	18.5	19.0	18.5	-1.1	-5.6%
1 <sup>st</sup> Jefferson	20.5	21.0	18.0	18.0	18.3	-2.2	-10.6%
2 <sup>nd</sup> Denver	19.9	19.0	18.9	19.4	20.4	0.5	2.6%
5 <sup>th</sup> Summit	17.9	16.6	15.2	20.6	15.9	-2.0	-11.3%
18 <sup>th</sup> Arapahoe	18.5	20.7	18.7	19.1	19.4	0.9	4.8%
Northeast Region	19.6	18.2	18.1	18.3	16.2	-3.4	-17.3%
8 <sup>th</sup> Larimer	20.2	17.3	16.1	17.8	15.4	-4.8	-23.7%
13 <sup>th</sup> Logan	13.8	15.2	15.8	16.4	11.5	-2.3	-17.0%
17 <sup>th</sup> Adams	17.4	18.3	18.2	18.9	18.3	0.9	5.0%
19 <sup>th</sup> Weld	21.8	20.4	20.7	19.8	17.4	-4.4	-20.2%
20 <sup>th</sup> Boulder	20.6	13.7	22.5	21.5	18.4	-2.2	-10.7%
Southern Region	18.2	18.4	19.4	21.2	16.1	-2.1	-11.5%
3 <sup>rd</sup> Las Animas	14.4	N/A	15.9	17.4	18.2	3.8	26.1%
4 <sup>th</sup> El Paso	18.8	20.6	20.4	22.1	21.2	2.4	12.8%
10 <sup>th</sup> Pueblo	16.9	16.2	14.7	18.1	18.9	2.0	11.6%
11 <sup>th</sup> Fremont	16.6	17.5	19.3	16.1	20.7	4.1	24.7%
12 <sup>th</sup> Alamosa	15.2	17.1	14.2	17.6	17.5	2.3	15.0%
15 <sup>th</sup> Prowers	18.1	13.9	11.3	7.7	6.8	-11.3	-62.4%
16 <sup>th</sup> Otero	20.7	15.5	16.6	16.3	9.3	-11.4	-55.0%
Western Region	16.8	17.3	15.3	17.6	15.2	-1.6	-9.5%
6 <sup>th</sup> La Plata	16.3	16.8	13.8	17.0	13.0	-3.3	-20.1%
7 <sup>th</sup> Montrose	18.5	17.7	14.7	18.1	14.7	-3.8	-20.4%
9 <sup>th</sup> Garfield	18.8	15.5	14.9	17.7	18.9	0.1	0.3%
14 <sup>th</sup> Routt	20.4	17.0	15.2	16.4	14.4	-6.0	-29.5%
21 <sup>st</sup> Mesa	15.0	17.8	16.2	17.3	17.8	2.8	19.0%
22 <sup>nd</sup> Montezuma	12.4	16.4	13.5	16.5	12.3	-0.1	-0.9%
<b>Statewide</b>	<b>18.9</b>	<b>18.8</b>	<b>18.2</b>	<b>19.0</b>	<b>18.4</b>	<b>-0.5</b>	<b>-2.6%</b>

\* For FY 08, each regional LOS is an average of the districts in that region, rather than an average of all youth in the region. The statewide average is of all youth.



## 2. Profiles of Youth Screened

FY 2007-08 was the fifth 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 limits 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 bed limits and the loss and reinstatement of youth-serving resources over the past several years.

On any given day, the proportion of youth served in the community programs of the detention continuum are more than six times higher than the number served in facilities. In FY 2007-08, the community part of the detention continuum represented about 86% of the youth served on any given day (just over 2,480 versus a facility average of 408.8).

**Youth Assessment.** 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 limited to those whose risk level merits the use of those levels of placement. Making the most effective

Only about one in four youth who are arrested are referred for secure detention screening, with a total of 12,008 screens were completed statewide in FY 2007-08. There is a high level of agreement (77.3%) between the placement suggested by the screening assessment and actual initial placements. Secure placements continue by far to be those most frequently recommended and used for referred youth. A closer look at the areas where the actual initial placement does not match the screen indicates a need for more capacity to place youth at home with services. Although about 85% of youth are in community-based continuum placements on any given day, only 36% of those screened as needing treatment received it, indicating the need for further development of services for youth placed with their families. This improvement could help reduce even further the strain on secure and staff secure detention bed use.



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.

In response to House Bill (HB) 07-1161, in FY 2007-2008 DYC, the SB 94 Advisory Board and SB 94 Coordinators began to implement the Colorado Juvenile Risk Assessment (CJRA) by local juvenile assessment screening teams. Consistent with DYC's broader efforts to systematically pursue and utilize the most advanced strategies available for juvenile rehabilitation through its multi-year continuum of care redesign, the CJRA implementation by local screening teams extends the use of this state-of-the-art criminogenic risk assessment from the DYC's commitment continuum to its detention continuum. The instrument has been validated in other sites as highly predictive of future offending. Its effectiveness has been proven through research and practice and it has become one of the leading juvenile risk assessment tools in the country. Through the CJRA, each youth's unique criminogenic needs are identified by a series of questions that probe the areas of a youth's life that have been proven to predict pro- or anti-social behavior. It is designed to make the assessment and case planning process more interactive and productive, and identifies the strengths that help the youth overcome adversity in addition to delineating risk factors.<sup>13</sup> Implementation of a comprehensive risk assessment tool is a multi-year process, and DYC used this past fiscal year to successfully train local screening teams and begin implementation. As use of the tool is standardized over the next year, DYC and the SB 94 evaluation will seek to monitor the progress of the implementation, the incorporation of results into local placement and treatment decision-making, and baseline trends as implementation continues. Over multiple years, it is hoped that the evaluation may be able to document trends in changing risk and protective factors, as well as the responsiveness of system resources to those factors identified.

More specifically, the Colorado General Assembly has mandated risk assessment to inform emergency release decisions. The CJRA has been selected to fulfill this mandate and will be used to assess all youth admitted to detention. Training in all DYC regions was provided by TriWest Group during FY 2007-2008. As implementation proceeds and screening teams develop expertise in the use and application of the CJRA, the Court is expected to benefit through reliable and specific information to inform decisions regarding detention or release to the community. Emergency release teams are expected to benefit through access to more detailed information that will support decisions that will maximize community safety. Additional stakeholders may also benefit through better access to specific and reliable information pinpointing risk factors to address in order to reduce the risk of re-offending, maximize the youth's chances for success, and most effectively use limited resources.

Use of the JDSAG will continue; in most cases the JDSAG will be completed prior to the CJRA. While both tools have the word "assessment" in their names they serve very different functions. The JDSAG, both in structure and function, is a placement decision tree based on Colorado statute. The CJRA is a standardized, validated risk assessment that identifies a

---

<sup>13</sup> Continuum of Care Initiative Evaluation: Annual Report Fiscal Year 2006-07, TriWest Group (2007).



young person's risk to re-offend based on multiple, proven criminogenic factors. CJRA data will be integrated into the SB 94 evaluation report as it becomes available.

**Youth Screened.** The numbers of youth screened are shown in Table 6 for each district and statewide. A total of 12,008 screens were completed statewide<sup>14</sup> in FY 2007-08. Four districts each account for 10% or more of all youth screened (1<sup>st</sup>, 2<sup>nd</sup>, 4<sup>th</sup>, and 18<sup>th</sup>); and taken together they account for about 58% of all youth screened. District 18 (Arapahoe) screened the most youth at 2,442 or 20.3% 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 2<sup>nd</sup> and the 17<sup>th</sup>, two districts with approximately the same size youth population. To standardize comparisons of 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 226 youth were screened per 10,000.

**Table 6.** Numbers of Youth Screened & Rate Per 10,000 Population

District	Youth Screened		Rate Per 10k Population	
	Number	Percent	Population	Rate
1 <sup>st</sup> Jefferson	1,373	11.4%	58,858	233.3
2 <sup>nd</sup> Denver	1,465	12.2%	53,312	274.8
3 <sup>rd</sup> Huerfano	141	1.2%	2,611	540.0
4 <sup>th</sup> El Paso	1,679	14.0%	69,310	242.2
5 <sup>th</sup> Summit	67	0.6%	9,611	69.7
6 <sup>th</sup> La Plata	116	1.0%	6,485	178.9
7 <sup>th</sup> Montrose	125	1.0%	10,607	117.8
8 <sup>th</sup> Larimer	416	3.5%	28,380	146.6
9 <sup>th</sup> Garfield	80	0.7%	8,027	99.7
10 <sup>th</sup> Pueblo	690	5.7%	17,233	400.4
11 <sup>th</sup> Fremont	438	3.6%	8,717	502.5
12 <sup>th</sup> Alamosa	112	0.9%	5,932	188.8
13 <sup>th</sup> Logan	125	1.0%	9,756	128.1
14 <sup>th</sup> Routt	40	0.3%	5,351	74.8
15 <sup>th</sup> Prowers	39	0.3%	2,599	150.1
16 <sup>th</sup> Otero	80	0.7%	3,354	238.5
17 <sup>th</sup> Adams	652	5.4%	56,391	115.6
18 <sup>th</sup> Arapahoe	2,442	20.3%	98,752	247.3
19 <sup>th</sup> Weld	771	6.4%	27,386	281.5
20 <sup>th</sup> Boulder	655	5.5%	28,894	226.7
21 <sup>st</sup> Mesa	441	3.7%	14,586	302.3
22 <sup>nd</sup> Montezuma	61	0.5%	3,283	185.8
<b>Statewide</b>	<b>12,008</b>	<b>100.0%</b>	<b>529,435</b>	<b>226.8</b>

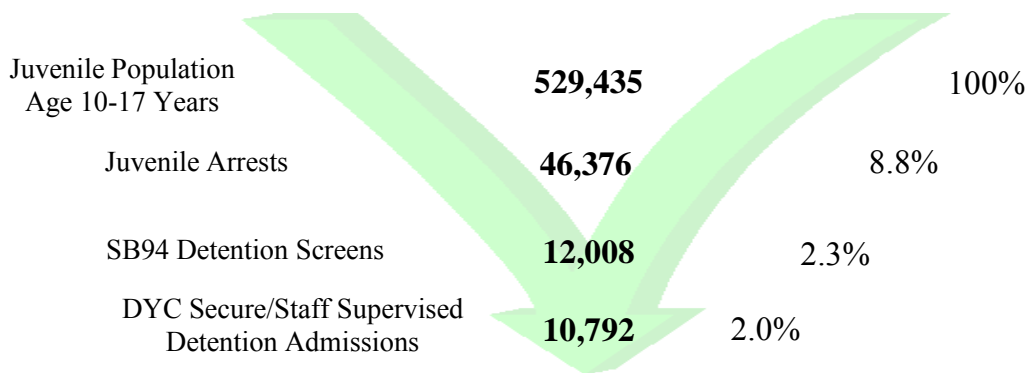
<sup>14</sup> This number includes all screens administered and may contain more than one screen for some youth.





**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: 12,008 of 46,306), and an even smaller subset of all Colorado youth (2.3%, or 12,008 of 529,435), as shown in Figure 8. The relationship between youth screened and placed in secure detention is discussed further below in the placement agreement section.

**Figure 8. Juvenile Justice Filtering Process to Detention: FY 2007-08**



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. See the discussion with regard to Figures 9 and 10 below for the relative use of secure detention compared to more community-based placements. However, the data in Table 7 does provide a useful indicator of trends in initial placement, a critical decision point as youth move through the juvenile justice system.<sup>15</sup>

**Table 7. Detention Continuum Youth Placements by Percent**

District	Secure	Staff Secure	Residential /Shelter	Shelter / Home / Services	Release
	Percent	Percent	Percent	Percent	Percent
1 <sup>st</sup> Jefferson	73.6	0.1	0.1	25.5	0.8
2 <sup>nd</sup> Denver	90.9	0.0	0.1	8.9	0.1
3 <sup>rd</sup> Huerfano	40.5	0.0	0.0	0.8	58.7
4 <sup>th</sup> El Paso	85.6	0.1	0.1	0.1	14.2
5 <sup>th</sup> Summit	98.4	0.0	0.0	1.6	0.0
6 <sup>th</sup> La Plata	76.1	0.0	0.0	22.9	0.9
7 <sup>th</sup> Montrose	55.5	2.7	8.2	17.3	16.4
8 <sup>th</sup> Larimer	66.0	5.0	2.5	26.5	0.0
9 <sup>th</sup> Garfield	71.1	13.2	1.3	13.2	1.3
10 <sup>th</sup> Pueblo	95.8	0.0	0.0	1.5	2.7
11 <sup>th</sup> Fremont	66.0	0.2	10.0	10.5	13.2
12 <sup>th</sup> Alamosa	10.8	81.4	2.0	0.0	5.9
13 <sup>th</sup> Logan	75.2	4.0	1.6	9.6	9.6
14 <sup>th</sup> Routt	70.0	5.0	0.0	10.0	15.0
15 <sup>th</sup> Prowers	44.4	0.0	14.8	29.6	11.1
16 <sup>th</sup> Otero	89.9	3.8	0.0	0.0	6.3
17 <sup>th</sup> Adams	97.2	0.0	0.0	2.8	0.0
18 <sup>th</sup> Arapahoe	67.6	0.2	1.5	1.6	29.2
19 <sup>th</sup> Weld	83.7	0.5	0.7	14.7	0.4
20 <sup>th</sup> Boulder	68.0	1.2	2.3	2.9	25.5
21 <sup>st</sup> Mesa	70.7	4.0	1.2	0.2	23.9
22 <sup>nd</sup> Montezuma	50.0	0.0	0.0	48.3	1.7
<b>Statewide</b>	<b>77.6</b>	<b>1.4</b>	<b>1.2</b>	<b>7.8</b>	<b>12.0</b>

From the statewide distribution, it is clear that the most frequently used initial placement is secure detention, with 77.6% of all youth placed at that level. The next highest used placement level is release to the custody of parents/guardians without significant supervision or support at 12.0%. Statewide, the change in secure detention use over time has been increasing from 73.5% in FY 2002-03 to 75.3% in FY 2003-04, remaining at 75.9% in both

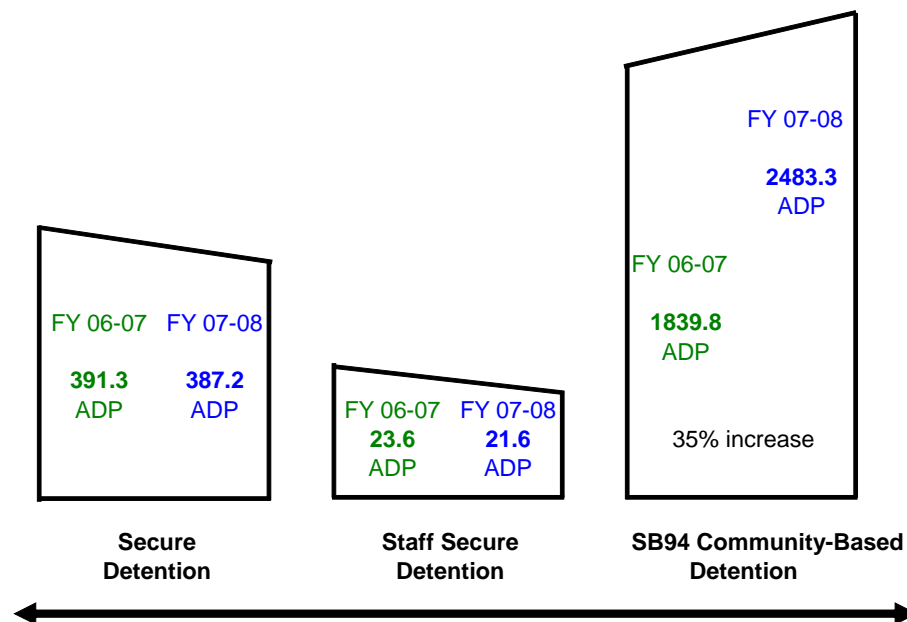
<sup>15</sup> TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



FY 2004-05 and FY 2005-06 and increasing to 76.1% in FY 2006-07 and 77.6% in FY 2007-08. Related changes over the past year were also slight, with an initial increase in youth released from FY 2002-03 (11.5%) to 14.1% in FY 2003-04 and then a reduction in the youth released over two years to 13.6% in FY 2004-05 and 13.0% in FY 2005-06, stabilizing at 13.1% in FY 2006-07 and decreasing again to 12% in FY 2007-08. 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% and remained about the same at 7.8% in FY 2007-08.

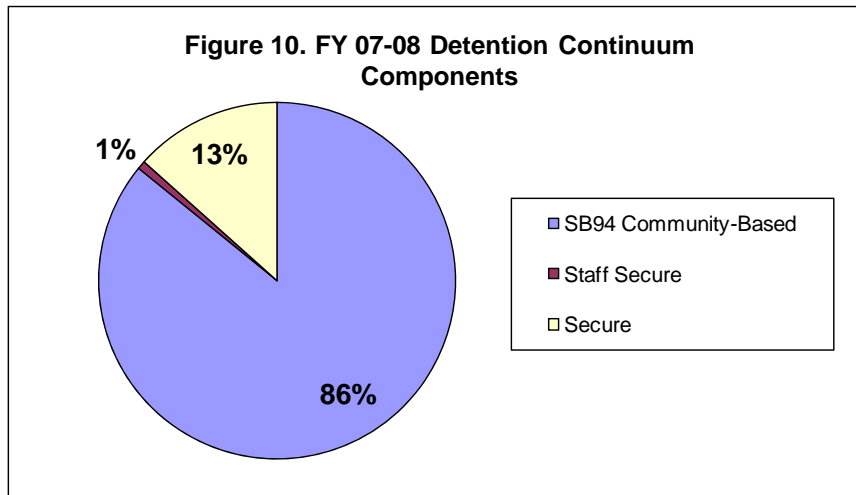
However, initial placement is only one picture of services provided to youth through SB 94 and the detention continuum. As youth are served beyond their initial placement, it was noted earlier that many more are provided services in the community than in secure detention placements. This trend is shown in Figure 9 below.<sup>16</sup> The reduction in secure and staff secure ADP reflects the decreasing detention ADP trends discussed in Section 1. In addition to that, not only has the community-based ADP increased greatly (35%) from FY 2006-07 to FY 2007-08, but that part of the detention continuum represents about 86% (Figure 10) of the services provided to youth on any given day (2483.3/(2483.3+21.6+387.2)). These services add a great deal of value to the SB 94 program by enabling youth's needs to be met in the community. Although the community-based services are a large majority of where youth are served, there is a continuing need to further develop that end of the continuum. This point is discussed later in this section with regard to screening and actual placements.

**Figure 9. ADP for Detention Continuum Placements**



<sup>16</sup> Figures 9, 10 and 11 supplied by the DYC Research and Evaluation Section





**Reasons Youth are Placed in Secure Detention.** In order to understand the dynamics leading to most youth being able to be placed in the community and DYC’s continued success in the last two years to continue to reduce the use of secure and staff secure detention, over the past year (FY 2007-08) DYC’s Research and Evaluation Section collected data to clarify how secure and staff secure detention beds are being utilized. For each of the 12 months of Fiscal Year 2007-08, the SB94 program took one-day “snapshots” of youth in detention.<sup>17</sup> For each snapshot, a list of youth in detention was generated (using TRAILS data) for each Judicial District, and those lists were sent to the SB94 Coordinators. The Coordinators were then asked to indicate the most serious reason for which each youth was detained.

There were six general reasons for detaining youth that were tracked.<sup>18</sup> These included:

- Pre-adjudicated – This category included youth who committed a felony or misdemeanor who were also determined to require a secure placement. Current national best practices in the juvenile justice system contend that detention resources should focus primarily on this population.
- Sentence to Probation – This category included youth who had a technical violation of probation or new charges while on probation. DYC’s 2003 review of national best practices in detention documented that the use of detention as a sanction is not in line with current best practices.<sup>19</sup>
- Detention Sentence – This category included youth who were sentenced to detention as part of their probation sentence or were just sentenced to detention. It also includes youth sentenced because of truancy or youth who were sent to detention while awaiting a social services placement. Such use is also contrary to the national best practices observed in the 2003 report.

<sup>17</sup> Executive Summary of the *Detention Snapshot: 12 Month Summary* for FY 2007-08, DYC.

<sup>18</sup> The data was taken from the *Detention Snapshot: 12 Month Summary* for FY 2007-08, DYC.

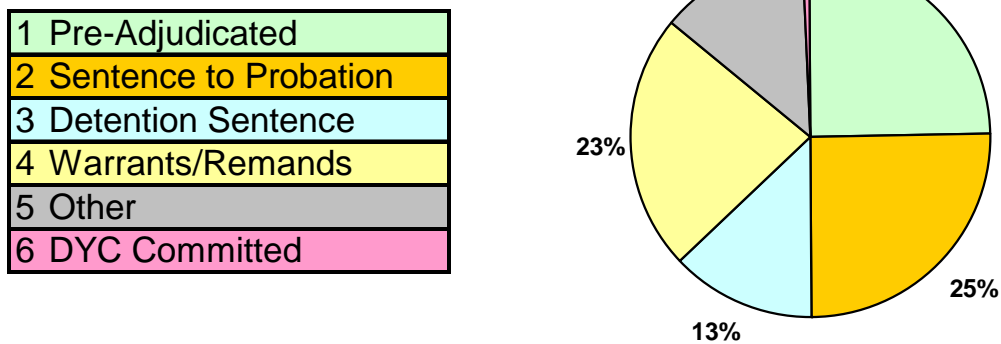
<sup>19</sup> TriWest Group. (2003). *Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives*. Boulder, Colorado.



- Warrants/Remands – This category includes youth who failed to appear for court appearances or to comply with court ordered sanctions.
- Other – This category includes holds of various kinds such as immigration holds or no bond holds. It also includes out of county warrants.
- NYC Committed – Reasons detained in this category related to youth who were committed or on parole.

These general categories provide a useful overarching framework for understanding how detention bed allocations are being utilized. The pie chart in Figure 11 below shows the percentage breakdown. At the statewide level, the snapshots indicates that the largest single subgroup (25%) includes youth are held in detention as a sanction either in response to new charges and technical violations while on probation. An additional 13% of youth are directly sentenced to a detention placement. Neither use of detention is in line with current national best practices or emerging standards from the federal Office of Juvenile Justice and Delinquency Prevention.<sup>20</sup> Nearly half of youth are in detention placements for pre-adjudicated offenses (24%) or warrants/remands (23%). This is followed by youth detained for “other” reasons, which include various holds such as International Court of Justice Holds (ICJ), immigration status, no bond, and out-of-county warrants (14%) and a small percentage of NYC committed youth are held in detention (1%).

**Figure 11.** Reason Detained Categories



While the six general categories of juvenile detention provide a useful overall summary of secure detention bed utilization, a more specific breakdown was needed to inform decisions and potential policy development at the state and local level. That more specific breakdown is provided below in Table 9, which shows that across all districts a significant subgroup of youth are being placed in secure detention in response to technical violations of probation (17%), nearly as many as those held for the two predominant reasons for detaining youth

<sup>20</sup> Beyer, M. (2003) Best Practices in Juvenile Accountability: Overview. JAIGB Bulletin. National Center for Juvenile Justice. Downloaded from [www.nesconline.org/WC/Publications](http://www.nesconline.org/WC/Publications).

Best Practices in Juvenile Accountability: Overview. April 2003. NCJ 184745. Downloaded from [ojjdp.ncjrs.org](http://ojjdp.ncjrs.org).



(felony pre-adjudicated offenses at 18% and Failure to Comply (FTC) with court orders at an additional 18%). Among the 13% actually sentenced to detention, 2% were in response to truancy and an additional 3% simply awaiting placement by social services.

**Table 9.** Detail for Secure Detention Placement Reasons Detained<sup>21</sup>

Reason	Pre-Adjudicated		Sentence to Probation		Detention Sentence			
<b>% of Total</b>	<b>24%</b>		<b>25%</b>		<b>13%</b>			
<b>Break-down</b>	Felony	Misdemeanor	Technical Violator	New Charges	Probation Sentence	Detention Sentence	Valid Court Order Truancy	Awaiting Social Services Placement
<b>% of Reason Sub-category</b>	76%	24%	66%	34%	35%	27%	15%	23%
<b>% of Total</b>	18%	6%	17%	9%	4%	4%	2%	3%
<b>Reason</b>	Warrants/Remands		Other				DYC Committed	
<b>% of Total</b>	<b>23%</b>		<b>14%</b>				<b>1%</b>	
<b>Break-down</b>	Failure To Appear	Failure To Comply	ICJ Hold	Immigration Hold	No Bond Hold	Out-of-County Warrant	Institutional	Parole
<b>% of Reason Sub-category</b>	23%	77%	1%	1%	86%	12%	31%	69%
<b>% of Total</b>	5%	18%	0%	0%	12%	2%	0%	0%

This data provides valuable overview about why or how youth are detained. For example, 25% of youth are placed in detention by the courts as a result of technical violations of probation (17% of all youth detained) or new charges while on probation (9%). Back in 2001, district Courts began to have access to the Community Accountability Program (CAP), a sentencing option for high-risk youth that would have otherwise been sentenced to detention or out-of-home placement, or committed to the Department of Human Services.<sup>22</sup> With the budget shortfall and reductions in FY 2002-03, CAP was defunded and thus eliminated an available detention alternative. If a CAP program for probation youth were reinstated, it could potentially be used to even further reduce the number youth in secure detention placements, particularly those sentenced to detention outside of emerging national norms, and conceivably have a major impact on system strain. The six general reason categories for secure detention placement by district are shown below in Table 10 below.

<sup>21</sup> Due to rounding differences total detailed reason percents may differ slightly from reason category percents.

<sup>22</sup> Legislative Fact Sheet: Community Accountability Program, DYC.



**Table 10.** Secure Detention Placement Reasons Detained by District.<sup>23</sup>

District	Pre-adjudicated	Sentenced to Probation	Detention Sentence	Warrants / Remands	Other	DYC Committed
	Percent	Percent	Percent	Percent	Percent	Percent
1 <sup>st</sup> Jefferson	24	27	14	30	4	1
2 <sup>nd</sup> Denver	17	18	13	16	35	1
3 <sup>rd</sup> Huerfano	37	40	17	6	0	0
4 <sup>th</sup> El Paso	16	45	15	23	1	0
5 <sup>th</sup> Summit	56	28	3	9	4	0
6 <sup>th</sup> La Plata	47	27	14	10	1	1
7 <sup>th</sup> Montrose	77	4	5	14	0	0
8 <sup>th</sup> Larimer	32	32	7	28	1	0
9 <sup>th</sup> Garfield	25	47	20	8	0	0
10 <sup>th</sup> Pueblo	32	22	15	26	4	1
11 <sup>th</sup> Fremont	9	18	31	37	5	9
12 <sup>th</sup> Alamosa	56	10	20	13	1	0
13 <sup>th</sup> Logan	55	31	13	1	0	0
14 <sup>th</sup> Routt	23	42	21	14	0	0
15 <sup>th</sup> Prowers	55	0	20	17	5	3
16 <sup>th</sup> Otero	31	10	23	29	3	4
17 <sup>th</sup> Adams	24	13	5	25	32	1
18 <sup>th</sup> Arapahoe	28	32	13	25	1	1
19 <sup>th</sup> Weld	20	35	14	30	1	0
20 <sup>th</sup> Boulder	28	23	34	8	7	0
21 <sup>st</sup> Mesa	45	7	10	28	10	0
22 <sup>nd</sup> Montezuma	46	0	31	20	3	0
<b>Statewide</b>	<b>24</b>	<b>25</b>	<b>13</b>	<b>23</b>	<b>14</b>	<b>1</b>

**Initial Placement Agreement.** While the previous subsection examined the reasons for placement in secure detention, we were also able to examine how well at the recommended youth placements suggested by the results of the JDSAG screen compared with actual initial placements. Table 11 that follows below shows the agreement between the screening tree and the actual placement for those 11,596 youth for whom both screening and actual placement information was available. The combination of the numbers of youth in the five agreement cells on the diagonal reflects an overall agreement of 77.2%.<sup>24</sup> The five agreement cells begin with the 7,991 youth screened to secure and placed there and extend down the diagonal to the 343 youth who were screened to be released and actually were released.

<sup>23</sup> Data from *Detention Snapshot: 12 Month Summary* for FY 2007-08.

<sup>24</sup> The sum of the five blue shaded pairs of cells is 8,959 (7,991 + 14 + 22 + 589 + 343), which is 77.2% of the overall number of 11,596.



**Table 11.** Screening Tree Suggested Placement and Actual Initial Placement.  
Number (N) and Percent (%) of youth screening level actually placed there.

Screening Tree	Actual Initial Placement											
	Secure		Staff Secure		Residential / Shelter		Home Det. With Services		Release		Total	
	N	%	N	%	N	%	N	%	N	%	N	%
<b>Secure</b>	7,991	91.6	107	1.2	60	0.7	181	2.1	384	4.4	<b>8,723</b>	<b>75.2</b>
<b>Staff Secure</b>	288	80.7	14	3.9	17	4.8	11	3.1	27	7.6	<b>357</b>	<b>3.1</b>
<b>Residential / Shelter</b>	109	30.4	12	3.3	22	6.1	53	14.8	163	45.4	<b>359</b>	<b>3.1</b>
<b>Home Det With Services</b>	499	30.7	24	1.5	32	2.0	589	36.3	480	29.6	<b>1,624</b>	<b>14.0</b>
<b>Release</b>	112	21.0	0	0.0	3	0.6	75	14.1	343	64.4	<b>533</b>	<b>4.6</b>
<b>Total</b>	<b>8,999</b>	<b>77.6</b>	<b>157</b>	<b>1.4</b>	<b>134</b>	<b>1.2</b>	<b>909</b>	<b>7.8</b>	<b>1,397</b>	<b>12.0</b>	<b>11,596</b>	<b>100.0</b>

While initial placements agree in most cases, they did not agree with the placement decision recommended by the JDSAG in 22.8% of cases. The disagreement group breaks down into two subgroups: youth whose placement was more secure than indicated by the screen, and youth who were placed in less secure placements.

- The youth whose actual placements were more secure than that suggested by the screening tree are shown in the cells (shaded in light yellow) in the above table that fall below and to the left of the diagonal. Those youth accounted for 10% of all youth in the initial placement data set.<sup>25</sup>
- Youth whose actual placements were less secure are shown in the cells in the table above and to the right of the shaded diagonal. Those youth accounted for 12.8% of all youth in the initial placement data set.<sup>26</sup>

Of the 8,723 youth screened to secure detention, 91.6% (7,991) were placed in secure detention. While this proportion is the highest in the past five years, Figure 12 below shows that, while the proportion of youth screened to secure detention has increased slightly, the actual number is somewhat lower than in three of the four past years and has consistently varied with the number of youth screened. The high level of screening and placement agreement signifies that the vast majority of youth screened are seen as initially needing secure detention and are placed there. It should be kept in mind that this data focuses only on

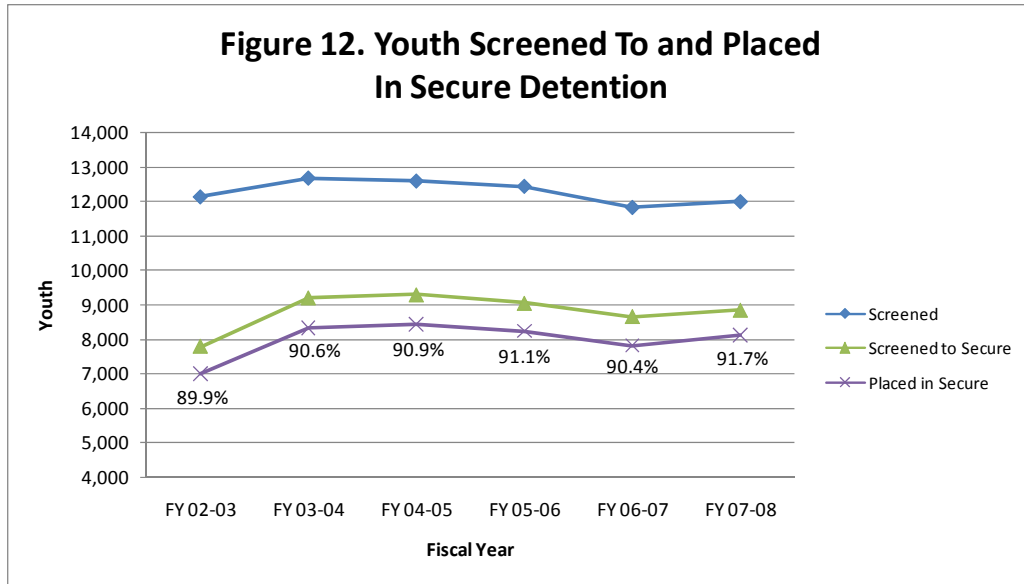
<sup>25</sup> The sum of the ten yellow shaded pairs of cells is 1,154 (288 + 109 + 12 + 499 + 24 + 32 + 112 + 0 + 3 + 75), which is 10.0% of the overall number of 11,596.

<sup>26</sup> The sum of the ten pink shaded pairs of cells is 1,483 (107 + 60 + 181 + 384 + 17 + 11 + 27 + 53 + 163 + 480), which is 12.8% of the overall number of 11,596.





the initial placement, and 86% of youth noted previously in Figure 10 (see page 28) on any given day receive detention-related services in community programs.



The placement patterns shown in Table 11 and described in more detail below suggest that the detention continuum continues may need further development to respond to the initial placement needs of youth. In particular it is apparent that placements in the community-based end of the detention continuum may not yet be adequate to serve all youth screened. The pattern can be summarized to draw the following conclusions:

- The largest group of youth placed in settings contrary to that suggested by the JDSAG screening tree are youth screened to home with services. Of the 1,624 youth recommended at this level, only slightly more than one-third of the cases (36%) are placed there, with the majority ending up either in more secure placements (36%) or released (30%). While it may be that some of these youth do in fact need more secure placements, the snapshot data summarized previously suggests that a great number of youth in secure detention placements are there for reasons that best practices suggest should be addressed in the community. Furthermore, the 480 youth (30%) identified as in need of treatment that are simply sent home underscore a clear need for additional community capacity.
- The vast majority (80.7%) of the 357 youth screened to staff secure are placed in secure detention (288), indicating a general lack of availability in this section of the detention continuum.
- The 359 youth screened to residential/shelter placements are most likely to be released (45%) or placed in secure detention (30%). This also indicates a lack of availability when needed.

The above conclusions point out the need for additional system capacity to provide the most appropriate placements to youth when they need them. In particular the large numbers of youth screened to go home and receive services that fail to receive such services initially



calls attention to a need for more of this type of capacity. With additional capacity the youths' needs for services and the system's ability to use detention continuum resources most effectively would be greatly enhanced and could possibly lessen the strain on the use of secure detention placements.

Table 12 below shows agreement levels for all districts based on the comparison between screening data and actual placement data for all five levels of the detention continuum. There continues to be considerable variation across districts on the degree to which the actual placement is different from the screening suggested placement.

**Table 12.** District Overrides to More and Less Secure Placements.

District	Actual Placement			Overrides
	Agreement	More Secure	Less Secure	Total
1 <sup>st</sup> Jefferson	85.3%	8.2%	6.4%	14.7%
2 <sup>nd</sup> Denver	90.9%	7.8%	1.4%	9.1%
3 <sup>rd</sup> Huerfano	76.9%	4.1%	19.0%	23.1%
4 <sup>th</sup> El Paso	80.1%	7.4%	12.5%	19.9%
5 <sup>th</sup> Summit	89.1%	10.9%	0.0%	10.9%
6 <sup>th</sup> La Plata	85.3%	7.3%	7.3%	14.7%
7 <sup>th</sup> Montrose	69.1%	15.5%	15.5%	30.9%
8 <sup>th</sup> Larimer	64.4%	21.3%	14.4%	35.6%
9 <sup>th</sup> Garfield	69.7%	14.5%	15.8%	30.3%
10 <sup>th</sup> Pueblo	73.4%	24.5%	2.1%	26.6%
11 <sup>th</sup> Fremont	75.6%	9.8%	14.6%	24.4%
12 <sup>th</sup> Alamosa	15.7%	10.8%	73.5%	84.3%
13 <sup>th</sup> Logan	75.2%	12.8%	12.0%	24.8%
14 <sup>th</sup> Routt	70.0%	0.0%	30.0%	30.0%
15 <sup>th</sup> Prowers	44.4%	11.1%	44.4%	55.6%
16 <sup>th</sup> Otero	86.1%	6.3%	7.6%	13.9%
17 <sup>th</sup> Adams	88.4%	10.5%	1.1%	11.6%
18 <sup>th</sup> Arapahoe	69.3%	6.8%	23.9%	30.7%
19 <sup>th</sup> Weld	81.5%	13.5%	5.0%	18.5%
20 <sup>th</sup> Boulder	67.1%	12.0%	20.9%	32.9%
21 <sup>st</sup> Mesa	66.9%	8.3%	24.8%	33.1%
22 <sup>nd</sup> Montezuma	63.3%	0.0%	36.7%	36.7%
<b>Average</b>	<b>77.3%</b>	<b>10.0%</b>	<b>12.8%</b>	<b>22.7%</b>



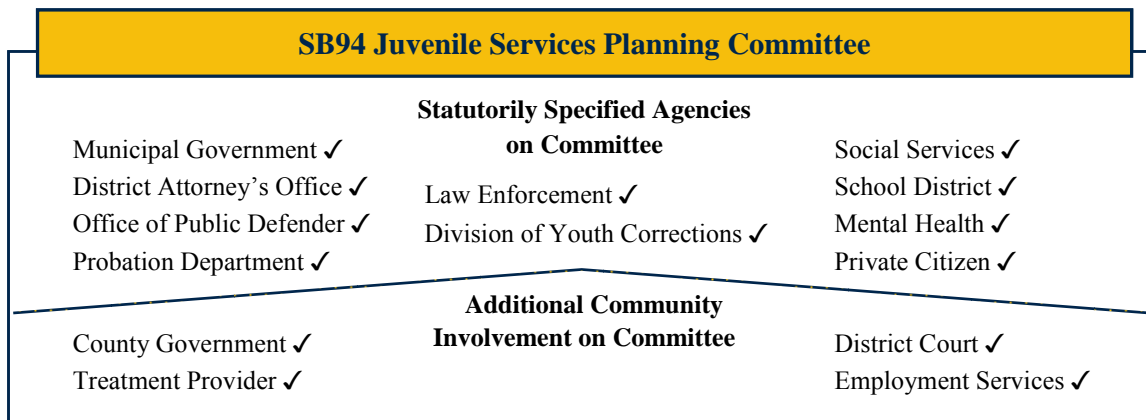
### 3. Progress in Achieving Local Goals and Objectives

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

district's plan for Fiscal Year 2007-08 was completed in March 2007. 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,<sup>27</sup> as well as a range of additional community involvement suggested by DYC. An example of a typical planning committee is shown in Figure 13.

In FY 2007-08 DYC 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 over 94% in not receiving new charges. Over 90% of youth had positive or neutral leave reasons. In addition, each district specified a unique goal and associated objectives specific to their own SB 94 Program.

**Figure 13.** Typical Local SB 94 Juvenile Services Planning Committee



<sup>27</sup> 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 report<sup>28</sup>).

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 2007-08 three standardized objectives were specified by DYC for each of the two goals, as shown in Table 12 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.

---

<sup>28</sup> TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado



**Table 12.** Required Goals and Objectives

Service Area Goal	Measurable Objectives
<p>1. <b>Preadjudicated Youth – FY 2007-08 Goal</b> – To successfully supervise <b>preadjudicated youth</b> placed in community-based detention services.</p>	<p>1. Percent of enrolled preadjudicated youth that complete SB 94 services <b>without FTA’s</b> (Failing To Appear for Court) during the period of the intervention.</p> <p>2. Percent of enrolled preadjudicated youth that complete SB 94 services <b>without receiving new charges</b> during the period of the intervention.</p> <p>3. Percent of preadjudicated youth served through SB 94 that complete the period of the intervention <b>with a positive or neutral leave reason</b>.</p>
<p>2. <b>Sentenced Youth – FY 2007-08 Goal</b> – To successfully supervise <b>sentenced youth</b> placed in community-based detention services.</p>	<p>1. Percent of enrolled sentenced youth that complete SB 94 services <b>without FTA’s</b> during the period of the intervention.</p> <p>2. Percent of enrolled sentenced youth that complete SB 94 services <b>without receiving new charges</b> during the period of the intervention.</p> <p>3. Percent of sentenced youth served through SB 94 that complete the period of the intervention <b>with a positive or neutral leave reason</b></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 2007-08 was the fourth year that a standard set of goals and objectives were required by DYC. Each individual district sets their own performance levels within each standardized goal area as their criteria for 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 13 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 or Neutral 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) using TRAILS data. The table shows that SB 94



Programs were very successful and exceeded objectives in all three target areas. Across reporting districts, 96% of all youth served did not have FTAs and 94% of all youth served did not have new charges. The objective for youth to complete or leave services for a positive or neutral reason also was successful. Overall, 93% of youth left services for a positive or neutral reason.

**Table 13.** Achievement of Plan Objectives for Preadjudicated Youth by Each District<sup>29</sup>. The results are for youth completing SB 94 Services in FY 2007-08.

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 <sup>st</sup> Jefferson	90%	98%	90%	99%	90%	92%
2 <sup>nd</sup> Denver	95%	94%	95%	87%	90%	94%
3 <sup>rd</sup> Huerfano	85%	100%	85%	80%	90%	93%
4 <sup>th</sup> El Paso	90%	97%	90%	96%	90%	95%
5 <sup>th</sup> Summit	90%	100%	90%	80%	90%	76%
6 <sup>th</sup> La Plata	95%	100%	90%	97%	90%	97%
7 <sup>th</sup> Montrose	90%	98%	90%	92%	90%	95%
8 <sup>th</sup> Larimer	95%	98%	92%	97%	90%	90%
9 <sup>th</sup> Garfield	95%	100%	95%	100%	90%	100%
10 <sup>th</sup> Pueblo	90%	100%	90%	100%	90%	91%
11 <sup>th</sup> Fremont	90%	98%	90%	97%	90%	97%
12 <sup>th</sup> Alamosa	90%	100%	90%	95%	90%	95%
13 <sup>th</sup> Logan	95%	100%	95%	98%	98%	93%
14 <sup>th</sup> Routt	95%	100%	85%	96%	90%	100%
15 <sup>th</sup> Prowers	85%	90%	85%	85%	90%	85%
16 <sup>th</sup> Otero	90%	100%	90%	86%	90%	93%
17 <sup>th</sup> Adams	90%	99%	90%	99%	90%	90%
18 <sup>th</sup> Arapahoe	90%	93%	90%	92%	90%	93%
19 <sup>th</sup> Weld	90%	99%	85%	99%	90%	94%
20 <sup>th</sup> Boulder	95%	96%	95%	91%	85%	71%
21 <sup>st</sup> Mesa	94%	96%	94%	96%	94%	92%
22 <sup>nd</sup> Montezuma	90%	82%	80%	91%	90%	86%
<b>Statewide Average</b>	<b>91%</b>	<b>96%</b>	<b>90%</b>	<b>94%</b>	<b>90%</b>	<b>93%</b>

No Data – No or incomplete performance data was available in TRAILS.

Individually, 20 districts (90.9%) of the 22 districts reporting met their FTA objective, 19 districts (86.4%) met their objective for new charges, and 16 districts (72.7%) met their objective for positive or neutral leave reasons. Combined, the negative leave reasons make this objective the most difficult to achieve as it currently is defined. For example, the

<sup>29</sup> The information shown in Tables 13 and 14 was obtained from TRAILS reports. TRAILS data was available for 19 of the 22 districts. The evaluation team worked with DYC to obtain data for each District's unique goal and objective(s).



negative leave reasons include both FTAs and New Charges from the first two goals. In addition, they include commitment, noncompliance on the part of the youth or family, refusal of services, and nonparticipation in services. Improvement on this objective clearly requires discussion and clarification about the leave reasons and which are included.

Sentenced youth – Table 14 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. The reported performance levels for ensuring that sentenced youth appeared for court hearings and for minimizing new charges for youth while providing services were impressive. Across reporting districts, 97% of all youth served did not have FTA's and 97% of all youth served did not have new charges. Individually, 90.5% of districts (19 of 21) met their FTA objective, and 90% (17 of 21) met their objective for new charges. Overall, the performance for sentenced youth with positive or neutral leave reasons was also successful, averaging 90%.

**Table 14.** Achievement of Plan Objectives for Sentenced Youth by Each District. The results are for youth completing SB 94 Services in FY 2007-08.

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 <sup>st</sup> Jefferson	90%	97%	90%	100%	90%	91%
2 <sup>nd</sup> Denver	95%	95%	95%	96%	90%	94%
3 <sup>rd</sup> Huerfano	85%	94%	85%	76%	90%	88%
4 <sup>th</sup> El Paso	90%	98%	90%	95%	90%	86%
5 <sup>th</sup> Summit	90%	100%	90%	62%	90%	75%
6 <sup>th</sup> La Plata	90%	100%	90%	100%	90%	100%
7 <sup>th</sup> Montrose	90%	97%	80%	93%	90%	73%
8 <sup>th</sup> Larimer	95%	99%	92%	100%	90%	86%
9 <sup>th</sup> Garfield	90%	100%	90%	100%	90%	84%
10 <sup>th</sup> Pueblo	90%	97%	90%	100%	90%	73%
11 <sup>th</sup> Fremont	90%	95%	90%	92%	90%	94%
12 <sup>th</sup> Alamosa	90%	100%	90%	100%	90%	96%
13 <sup>th</sup> Logan	95%	100%	95%	100%	98%	83%
14 <sup>th</sup> Routt	90%	100%	90%	100%	95%	80%
15 <sup>th</sup> Prowers	85%	60%	85%	60%	85%	80%
16 <sup>th</sup> Otero	90%	91%	90%	91%	90%	55%
17 <sup>th</sup> Adams	90%	97%	90%	93%	90%	80%
18 <sup>th</sup> Arapahoe	90%	98%	90%	99%	90%	90%
19 <sup>th</sup> Weld	80%	99%	90%	100%	90%	99%
20 <sup>th</sup> Boulder	95%	99%	95%	94%	80%	85%
21 <sup>st</sup> Mesa	92%	89%	92%	93%	92%	93%
22 <sup>nd</sup> Montezuma	90%	*	90%	*	90%	*
<b>Statewide Average</b>	<b>90%</b>	<b>97%</b>	<b>90%</b>	<b>97%</b>	<b>90%</b>	<b>90%</b>

\* – No or incomplete performance data was available in TRAILS.



Although the performance for sentenced youth with positive or neutral leave reasons was successful, averaging 90%, results for individual districts were mixed, with only 9 of 21 districts (42.8%) meeting their objectives. 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 potentially “double counts” challenges documented in the first two indicator areas, 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, refusal of services, and 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 2007-08, DYC required each district to identify an additional goal unique to their respective district. All of the twenty-two districts did this, identifying a total of 39 objectives, 22 related to serving preadjudicated youth and 17 related to serving sentenced youth. Fifteen of the 22 objectives (68.2%) for preadjudicated youth were accomplished, and seven of the seventeen objectives (41.2%) 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 and 2007-08, 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.

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 2007-08 continued to enhance the systems' ability to provide all types of services. Supervision remains the primary means of youth oversight, although the relative emphasis on supervision has decreased as funding has been restored and allocated by districts to other priorities in the past three years. The 6.7% increase in FY 2008-09 will restore the total SB 94 appropriation to about 9% 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 2007-08 budget, consistent with past years, 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 2007-08 budget allocation were:

1. Juvenile Population Projections by Judicial District for 2008 (data provided by the Colorado Department of Local Affairs);
2. Average of New Unduplicated Juvenile Probation Intakes for FY 2004-2006 (data provided by the Colorado Judicial Department);
3. Average of Juvenile Delinquency Filings for FY 2004-2006 (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 15 (on the following page) presents Judicial District budget allocations from FY 2002-03 through FY 2008-09. 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 15.** FY 2002-03 to FY 2008-09 Judicial District SB 94 Budget Allocation and Total Appropriation.

Judicial District	FY 02-03 Budget Allocation <sup>3</sup>	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	FY 08-09 Budget Allocation	% Change FY08 to FY09	% Change FY03 to FY09
1 <sup>st</sup> Jefferson	\$1,173,652	\$893,779	\$796,907	\$950,499	\$1,064,355	\$1,265,209	\$1,345,829	6.4%	14.7%
2 <sup>nd</sup> Denver	\$1,713,018	\$1,290,698	\$1,150,806	\$1,236,916	\$1,338,409	\$1,511,435	\$1,606,109	6.3%	-6.2%
3 <sup>rd</sup> Huerfano	\$81,143	\$60,606	\$60,606	\$61,823	\$75,000	\$85,661	\$94,829	10.7%	16.9%
4 <sup>th</sup> El Paso	\$1,497,290	\$1,110,322	\$989,980	\$1,022,715	\$1,174,351	\$1,413,258	\$1,504,808	6.5%	0.5%
5 <sup>th</sup> Summit	\$144,198	\$107,940	\$96,241	\$139,274	\$160,773	\$199,367	\$206,478	3.6%	43.2%
6 <sup>th</sup> La Plata	\$144,837	\$107,828	\$96,141	\$100,890	\$109,765	\$125,571	\$136,740	8.9%	-5.6%
7 <sup>th</sup> Montrose	\$186,030	\$143,169	\$127,652	\$171,154	\$186,972	\$210,974	\$221,275	4.9%	18.9%
8 <sup>th</sup> Larimer	\$535,180	\$396,831	\$353,820	\$445,613	\$527,963	\$636,783	\$710,493	11.6%	32.8%
9 <sup>th</sup> Garfield	\$144,452	\$110,493	\$98,518	\$113,091	\$125,019	\$156,742	\$176,782	12.8%	22.4%
10 <sup>th</sup> Pueblo	\$603,310	\$448,657	\$400,029	\$408,061	\$421,323	\$443,353	\$467,268	5.4%	-22.5%
11 <sup>th</sup> Fremont	\$204,190	\$151,598	\$135,167	\$196,809	\$243,917	\$294,971	\$320,778	8.7%	57.1%
12 <sup>th</sup> Alamosa	\$160,635	\$119,372	\$106,434	\$124,283	\$144,901	\$175,667	\$202,532	15.3%	26.1%
13 <sup>th</sup> Logan	\$190,646	\$141,372	\$126,049	\$145,851	\$166,696	\$201,086	\$215,338	7.1%	13.0%
14 <sup>th</sup> Routt	\$110,607	\$82,239	\$73,325	\$86,577	\$95,594	\$113,948	\$123,942	8.8%	12.1%
15 <sup>th</sup> Prowers	\$68,512	\$55,000	\$55,000	\$56,100	\$75,000	\$80,000	\$81,261	1.6%	18.6%
16 <sup>th</sup> Otero	\$129,668	\$96,659	\$86,183	\$87,913	\$92,522	\$109,148	\$122,173	11.9%	-5.8%
17 <sup>th</sup> Adams	\$1,105,058	\$852,975	\$760,525	\$848,699	\$948,425	\$1,117,000	\$1,168,312	4.6%	5.7%
18 <sup>th</sup> Arapahoe	\$1,660,466	\$1,306,457	\$1,164,857	\$1,350,529	\$1,544,479	\$1,873,422	\$2,024,843	8.1%	21.9%
19 <sup>th</sup> Weld	\$521,041	\$409,865	\$365,442	\$534,549	\$692,102	\$855,822	\$895,411	4.6%	71.9%
20 <sup>th</sup> Boulder	\$707,292	\$526,019	\$469,006	\$519,610	\$562,785	\$672,200	\$714,890	6.4%	1.1%
21 <sup>st</sup> Mesa	\$338,030	\$251,056	\$223,845	\$263,665	\$321,164	\$390,801	\$415,880	6.4%	23.0%
22 <sup>nd</sup> Montezuma	\$63,892	\$55,000	\$55,000	\$61,029	\$75,000	\$80,000	\$90,715	13.4%	42.0%
<b>Districts Total</b>	\$11,704,539	\$8,717,935	\$7,791,533	\$8,925,650	\$10,146,514	\$12,012,419	\$12,846,686	6.9%	9.8%
<b>Total Appropriation</b>	\$12,255,883	\$8,966,324	\$7,966,324	\$9,125,650	\$10,422,234	\$12,463,139	\$13,297,406	6.7%	8.5%

<sup>1</sup> Judicial District budget allocation figures provided by DYC and by the SB 94 Advisory Board.

<sup>2</sup> 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.

<sup>3</sup> Due to revenue shortfalls, the actual amount appropriated in FY 2002-03 was \$11,026,445.

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 previous couple years.

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.<sup>30</sup> 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 response<sup>31</sup> to how the additional funding would be utilized contained four elements 1) support of 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 focused on minimizing the "capacity strain" identified in the previous two Senate Bill 94 Evaluation Annual Reports. The Senate Bill 94 evaluation results for FY 2006-07 suggested that capacity strain could be mitigated if sufficient resources existed 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 differ by judicial district, SB 94 programs were strongly encouraged to assess areas in the detention continuum where capacity strain was occurring and develop programs and practices which focused on the appropriate placement of youth within their particular detention continuum. Districts were authorized to

---

<sup>30</sup> SB 94 COLA and Allocation Increase for FY 06-07. May 18, 2006. Memorandum to SB 94 Advisory Board, Coordinators and Chairpersons.

<sup>31</sup> SB 94 Allocation Letter. May 23, 2007 letter to JSPC Chairpersons and SB 94 Coordinators



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

As noted above, the SB 94 budget allocation for FY 2008-09 was increased to \$13,297,406 by the State Legislature. The increase included both a cost of living increase of 1.58% and an additional \$666,308 in new funding. As noted above, the Division of Youth Corrections indicated to the Governor's Office<sup>32</sup> and to the Joint Budget Committee that a portion of the additional funds would be directed towards evidence based programs and programs that incorporate evidence based principles as these have been shown to provide better outcomes for youth. To support this use, SB 94 programs were required to submit an amendment to their plans to demonstrate how the additional funding fits into either an established evidence based program, or how a particular program incorporates Evidence Based principles into its design. A guide for evidence based principles<sup>33</sup> was provided along with the letter. The DYC is currently in the process of developing an approach for determining the extent to which programs are evidenced based and analyzing the expenditures related to those programs.

**Expenditures of FY 2007-08 Funds.** Table 16 below shows funds expended by category. This shows the degree of change in expenditure categories between FY 2002-03 and FY 2007-08. 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 2004-05 when funding was at the lowest. With increasing funding since FY 2004-05 the proportion of expenditures for supervision has decreased so that in FY 2007-08 supervision was 42.3%, lower even 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 at about 26% of expenditures and relatively speaking, has remained consistent over since FY 2003-04. Treatment services were third highest in proportion of expenditures and have shown the opposite trend as supervision over the years. 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 has been over 11% in FY 06-07 (11.7%) and in FY 2007-08 (11.3%).

Restorative services and training for clients and families are fourth and sixth 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 was the lowest relative area of expense prior to FY 2007-08, but in FY 2007-08 expenditures for direct support jumped to 3.1% of all expenditures, about 56% above that of FY 2002-03.

---

<sup>32</sup> SB 94 COLA and Allocation Increase for FY 07-08. June 13, 2008. Memorandum to SB 94 Advisory Board, Coordinators and Chairpersons.

<sup>33</sup> CDHS, Division of Youth Corrections, Evidence Based Practice Monograph Series. June 2008. Division of Youth Corrections Evidence Based Practice Guide for SB 94.



Expenditures for plan administration, as a percent of total spending increased to 8.4% in FY 2007-08 up from the 7.1% in FY 2006-07 and back to close to levels in previous years.

Following Table 16 on the following page, Table 17 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, 11 districts expended more than 50% of their resources on supervision, and the district with the highest percent expended on supervision was at 66.2%. In FY 2006-07 there were only nine districts that expended higher than 50% of their resources on supervision, but the highest was 87% and four districts were higher than this fiscal year's (FY 2007-08) highest level. These changes represent a lower average per district in FY 2007-08 of their percent of expenditures that were for supervision ( $t=2.24$ ,  $df=21$ ,  $p<.05$ ).

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





**Table 16.** Service Category Expenditures and Change from FY 03 to FY 08.

Service Categories	FY 02-03 Expenditures	FY 03-04 Expenditures	FY 04-05 Expenditures	FY 05-06 Expenditures	FY 06-07 Expenditures	FY 07-08 Expenditures	Expenditure Change FY 02-03 to FY 07-08
	Percent of Total	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	\$4,841,536.47	-3.5%
	45.4%	46.8%	50.3%	48.3%	44.6%	42.3%	
Screening & Assessment	\$2,612,230.5	\$2,120,499.7	\$1,959,661.8	\$2,161,975.87	\$2,424,673.57	\$2,994,458.32	14.6%
	23.6%	26.0%	25.2%	25.1%	25.2%	26.1%	
Treatment	\$1,120,636.2	\$621,743.8	\$548,610.46	\$752,144.62	\$1,129,585.58	\$1,287,783.93	14.9%
	10.1%	7.6%	7.0%	8.7%	11.7%	11.2%	
Restorative Services	\$874,056.3	\$555,560.6	\$418,050.28	\$554,298.14	\$713,105.67	\$762,887.41	-12.7%
	7.9%	6.8%	5.4%	6.4%	7.4%	6.7%	
Direct Support	\$224,424.8	\$116,356.9	\$132,992.49	\$100,024.70	\$131,954.98	\$350,075.60	56.0%
	2.0%	1.4%	1.7%	1.2%	1.4%	3.1%	
Training Clients & Families	\$204,803.0	\$155,415.5	\$102,673.52	\$159,271.67	\$238,429.10	\$259,710.99	26.8%
	1.9%	1.9%	1.3%	1.8%	2.5%	2.3%	
Plan Administration	\$996,850.3	\$773,665.4	\$706,633.30	\$728,120.03	\$686,063.15	\$959,953.34	-3.7%
	9.0%	9.5%	9.1%	8.5%	7.1%	8.4%	
Total <sup>1</sup>	\$11,704,539	\$8,717,935	\$7,791,533	\$8,925,650	\$10,146,514	\$12,012,419	2.6%
	100.0%	100.0%	100.0%	100.0%	100%	100%	

<sup>1</sup>The Statewide Total amounts reflect the total SB 94 allocation as shown in Table 14.



**Table 17.** FY 2007-08 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 percent.

Judicial District	Supervision	Screening/ Assessment	Treatment Services	Restorative Services	Direct Support	Training: Clients & Families	Plan Admin- istration	Total
	%	%	%	%	%	%	%	%
6 <sup>th</sup> La Plata	66.2%	15.4%	11.0%	0.8%	0.0%	0.0%	6.6%	100%
5 <sup>th</sup> Summit	60.7%	4.0%	23.7%	2.5%	0.0%	0.0%	9.0%	100%
3 <sup>rd</sup> Huerfano	59.2%	24.7%	3.6%	0.0%	0.0%	0.9%	11.7%	100%
17 <sup>th</sup> Adams	57.9%	20.0%	6.2%	0.6%	6.6%	0.3%	8.4%	100%
16 <sup>th</sup> Otero	57.4%	7.3%	14.2%	0.6%	0.9%	9.5%	10.0%	100%
10 <sup>th</sup> Pueblo	55.3%	13.6%	19.1%	0.6%	1.8%	3.1%	6.6%	100%
15 <sup>th</sup> Prowers	55.0%	9.2%	14.1%	3.4%	5.5%	0.3%	12.5%	100%
20 <sup>th</sup> Boulder	51.7%	13.0%	15.7%	3.0%	1.9%	5.1%	9.5%	100%
8 <sup>th</sup> Larimer	51.5%	26.1%	13.9%	0.7%	0.3%	0.0%	7.5%	100%
7 <sup>th</sup> Montrose	51.4%	28.7%	8.2%	3.1%	0.0%	0.0%	8.5%	100%
22 <sup>nd</sup> Montezuma	51.4%	22.7%	4.3%	0.0%	13.4%	0.0%	8.2%	100%
19 <sup>th</sup> Weld	46.5%	22.0%	11.5%	7.3%	3.2%	3.8%	5.6%	100%
Statewide Average For Supervision 42.3%			Higher Than Average ↑			Lower Than Average ↓		
13 <sup>th</sup> Logan	42.3%	12.9%	34.9%	1.4%	0.1%	0.3%	8.2%	100%
11 <sup>th</sup> Fremont	41.4%	24.5%	1.7%	12.8%	7.8%	4.2%	7.7%	100%
2 <sup>nd</sup> Denver	39.9%	39.2%	8.4%	0.0%	2.7%	1.6%	8.2%	100%
14 <sup>th</sup> Routt	39.9%	28.3%	0.0%	0.0%	23.1%	0.0%	8.7%	100%
1 <sup>st</sup> Jefferson	39.2%	25.9%	9.4%	15.0%	0.0%	2.3%	8.1%	100%
9 <sup>th</sup> Garfield	34.7%	40.5%	13.9%	2.3%	1.6%	0.0%	7.0%	100%
21 <sup>st</sup> Mesa	33.8%	26.0%	0.0%	0.0%	21.6%	0.0%	18.6%	100%
18 <sup>th</sup> Arapahoe	33.5%	26.5%	6.1%	21.7%	0.0%	4.5%	7.6%	100%
4 <sup>th</sup> El Paso	29.5%	36.0%	23.2%	0.0%	2.3%	0.0%	9.0%	100%
12 <sup>th</sup> Alamosa	24.4%	32.7%	5.4%	6.3%	9.0%	16.2%	6.0%	100%
Statewide Average	42.3%	26.1%	11.2%	6.7%	3.1%	2.3%	8.4%	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 coordinate to help support youth in the juvenile justice system. Through district-specific approaches and collaboration 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 to 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:

- 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.
- The Colorado Department of Public Safety provides Diversion funds through the Division of Criminal Justice (DCJ). In addition, some counties provided local diversion resources.
- DCJ Wrap Around Program (WRAP) funds are used by local, interagency Community Evaluation Teams (CETs) to staff youth cases and identify, recommend, and fund joint 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).<sup>34</sup> Such collaborations may include applying with other agencies for grants such as JAIBG or WRAP, or serving in an oversight capacity for local 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, referred to by a variety of names such as Community Evaluation Teams (CET) and Interagency Staffing Committees (ISC). We refer to these in this report as Community Evaluation Teams (CET) in Table 18 below. In FY 2007-08, a total of 15 districts had CETs (68.2%). This is down slightly from FY 2006-07 and FY 2005-06.

The statewide initiative HB 04-1451 (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. Twenty-four

---

<sup>34</sup> <http://www.aecf.org/initiatives/jdai>



counties from 17 districts (77.3%) are now involved in this process. This reflects increased involvement, up from 13 districts in FY 2006-07 and from six in FY 2005-06. Some of the agencies that are involved in closer working relationships through this process include: county departments of social services, local judicial districts (including probation services), health departments, local school districts, community mental health centers, and DYC.

Table 18 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 three fiscal years.

**Table 18.** FY 2007-08 SB 94 Local Resources

District*	Community Evaluation Team	Juvenile Diversion	WRAP or Other/ Grant	JAIBG	Blended Funds	Initiative 1451
	Yes/No	Yes/No	Yes/No	Yes/No	Yes/No	Yes/No
1 <sup>st</sup> Jefferson	Yes	Yes	No	Yes	No	Yes
2 <sup>nd</sup> Denver	Yes	Yes	Yes	No	Yes	Yes
3 <sup>rd</sup> Huerfano	Yes	Yes	No	No	Yes	Yes
4 <sup>th</sup> El Paso	Yes	No	Yes	Yes	No	Yes
5 <sup>th</sup> Summit	Yes	Yes	No	No	Yes	No
6 <sup>th</sup> La Plata	No	No	No	No	No	No
7 <sup>th</sup> Montrose	Yes	Yes	Yes	Yes	No	Yes
8 <sup>th</sup> Larimer	Yes	Yes	Yes	Yes	No	Yes
9 <sup>th</sup> Garfield	Yes	Yes	No	No	No	Yes
10 <sup>th</sup> Pueblo	No	Yes	No	Yes	No	Yes
11 <sup>th</sup> Fremont	Yes	Yes	Yes	Yes	No	Yes
12 <sup>th</sup> Alamosa	No	Yes	No	Yes	No	Yes
13 <sup>th</sup> Logan	No	No	No	No	No	Yes
14 <sup>th</sup> Routt	Yes	No	No	No	Yes	Yes
15 <sup>th</sup> Prowers	No	No	No	No	No	No
16 <sup>th</sup> Otero	Yes	Yes	No	Yes	No	No
17 <sup>th</sup> Adams	Yes	Yes	No	Yes	No	No
18 <sup>th</sup> Arapahoe	Yes	Yes	No	Yes	No	Yes
19 <sup>th</sup> Weld	No	Yes	No	Yes	No	Yes
20 <sup>th</sup> Boulder	Yes	Yes	Yes	Yes	Yes	Yes
21 <sup>st</sup> Mesa	Yes	Yes	No	Yes	Yes	Yes
22 <sup>nd</sup> Montezuma	No	Yes	No	Yes	No	Yes
Statewide FY08	14 (68.2%)	16 (72.7%)	6 (27.3%)	14 (63.6%)	6 (27.3%)	17 (77.3%)
Statewide FY07	16 (72.7%)	7 (31.8%)	6 (27.3%)	7 (31.8%)	7 (31.8%)	13 (59.1%)
Statewide FY06	15 (68.2%)	8 (36.4%)	8 (36.4%)	11 (50.0%)	5 (22.7%)	6 (27.3%)

\* The information in table was provided by districts in their FY 2008-09 District Plan Addendum: Fiscal Year 2007-2008 Performance Goals Resources and Practice Survey. In addition, awards through DCJ for JAIBG and Juvenile Diversion were also reviewed.



## 5. Potential Program Practice Issues

The SB 94 Program has experienced many changes over the past few years. FY 2007-08 saw a continuing restoration of funding following budget reductions in FY 2003-04 and FY 2004-05. FY 2007-08 was also the fourth full fiscal year with detention bed limits and limit management requirements. These and related factors were clearly the most significant, but other factors also appeared to affect district efforts to continue to serve youth in this context.

In addition to the overarching program issues related to managing the detention continuum with statutory limits (detailed previously in Section One), other concerns expressed 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 the youth placement process, 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 bed limits, but a majority still believe that the impact of the statutory limits is negative. Capacity strain continues to be higher for districts who rate their bed allocation impact negatively. Need for additional 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 limits. 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 attempts to describe how five of the most important issues have affected SB 94 Programs over time, as well as a handful of other issues. The issues discussed in this section include:

1. Service Availability
2. Screening Youth
3. Placement of Youth
4. Local Detention Bed Allocations
5. Releases from Detention and Borrowing and Loaning Beds
6. Other Issues

The data for this section comes from two primary sources. The first is each district's SB 94 Community-Based Detention Juvenile Services Plan submitted in March 2008. 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. Beginning last year and continuing into this year's planning for FY 2008-09, the Performance Goals Resources and Practice Survey (District Survey) (see Appendix C for



a copy) was completed in March 2008 along with the plan. The timing of this survey accomplished two objectives. The first was to minimize the burden of the practice prior to last year (administering a separate survey in the summer) and increase the coordination of district efforts to collect data and review it with their planning committees. The second objective was to have the survey data available for the DYC plan review and approval process. The district survey complements 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 five main issues, as well as for a handful of other issues that are briefly summarized.

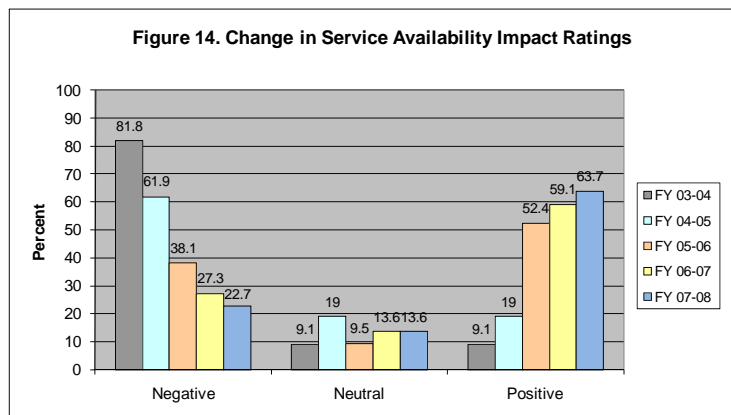
**1. How Service Availability Affects SB 94 Program Practices.** As reported in Section Four of this report, SB 94 Program funding increased in FY 2007-08, and continues to expand the systems' ability to provide many types of needed services. Reflecting those quantifiable increases in resources, the impact ratings reported by districts for service availability also continue to improve. With expenditures increasing for services for clients and families, a majority (63.7%) of the districts rated service availability positively in FY 2007-08, up from 59.1% in FY 2006-07 and from 52.4% in FY 2005-06. Although the change in ratings from last year was not a statistically significant improvement ( $t=0.96$ ,  $df=20$ ,  $p=0.35$ ), there have been noticeable changes in the trend of districts rating the impact positively in FY 2007-08 (see Table 19, Figure 14).

**Table 19.** Impact Ratings of Service Availability: FY 2003-04 Through FY 2007-08.

District Impact Ratings	FY04 Districts *		FY05 Districts		FY06 Districts		FY07 Districts		FY08 Districts	
	N	%	N	%	N	%	N	%	N	%
(+2) Strong Positive	2	9.1	2	9.5	3	14.3	4	18.2	8	36.4
(+1) Some Positive	0	0.0	2	9.5	8	38.1	9	40.9	6	27.3
( 0 ) Not Pos, Not Neg	2	9.1	4	19.0	2	9.5	3	13.6	3	13.6
(-1) Some Negative	4	18.2	10	47.6	7	33.3	6	27.3	4	18.2
(-2) Strong Negative	14	63.6	3	14.3	1	4.8	0	0.0	1	4.5
Missing/Did Not Rate	0	NA	1	NA	1	NA	0	NA	0	NA
Totals	22	100	21	99.9	21	100	22	100	22	100
Average Score		-1.27		-0.48		0.24		0.50		0.73

\* Number (N) and percent (%) of districts.

Funding restoration over the last three years appears to have helped in this area. The additional funding restoration in FY 2008-09 should also improve district perceptions of their ability to access services for the youth they serve.



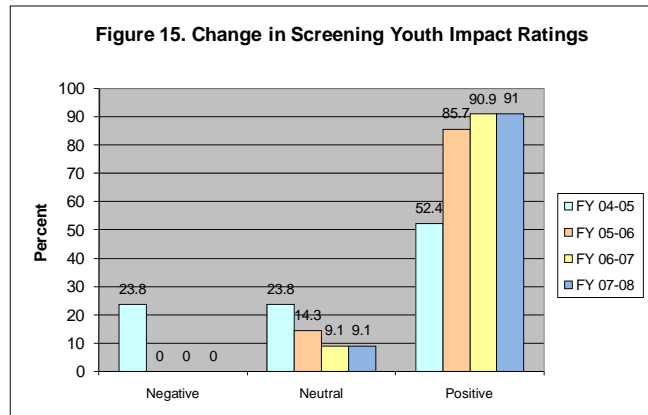
**2. How Issues Related to the Screening Process Affect SB 94 Program Practices.** For the last four years, districts have been asked to assess the impact of the screening process on the SB 94 Program’s ability to assess youth and their placement needs. Table 20 shows the perceived impact of screening youth in the last four fiscal years. Table 19 (and Figure 15) shows that overall the positive ratings of the impact of screening youth remained at about 91% in FY 2007-08, similar to overall levels in FY 2006-07. However, the number of districts rating the impact of screening youth as strongly positive increased from 27.3% in FY 2006-07 to 45.5% in FY 2007-08, even though the overall average rating change did not reach statistical significance ( $t=1.2$ ,  $df=21$ ,  $p=0.25$ ).

**Table 20.** Impact Ratings for Screening: FY 2004-05 Through FY 2007-08.

District Impact Ratings	FY05 Districts *		FY06 Districts		FY07 Districts		FY08 Districts	
	N	%	N	%	N	%	N	%
(+2) Strong Positive	6	28.6	6	28.6	6	27.3	10	45.5
(+1) Some Positive	5	23.8	12	57.1	14	63.6	10	45.5
( 0 ) Not Pos, Not Neg	5	23.8	3	14.3	2	9.1	2	9.1
(-1) Some Negative	5	23.8	0	0.0	0	0.0	0	0.0
(-2) Strong Negative	0	0.0	0	0.0	0	0.0	0	0.0
Missing/Did Not Rate	1	NA	1	NA	0	NA	0	NA
Totals	21	100	21	100	22	100	22	100
Average Score		0.57		1.14		1.18		1.36

\* Number (N) and percent (%) of districts. Sum of district percents may not equal 100 due to rounding.

The distinctions made by the screening and placement rating differences over the past three years support the conclusion that districts are more concerned about 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.



**3. How Issues Related to the Placement Process for Youth Affect SB 94 Program Practices.** Along with the screening impact ratings, for the past four years districts have been asked to rate the process of finding youth appropriate placements within the detention continuum. Therefore Table 21 shows the impact ratings related to the process for placing youth, documenting that the positive ratings of the impact of placing youth have increased, although the change was not statistically significant ( $t=1.9$ ,  $df=21$ ,



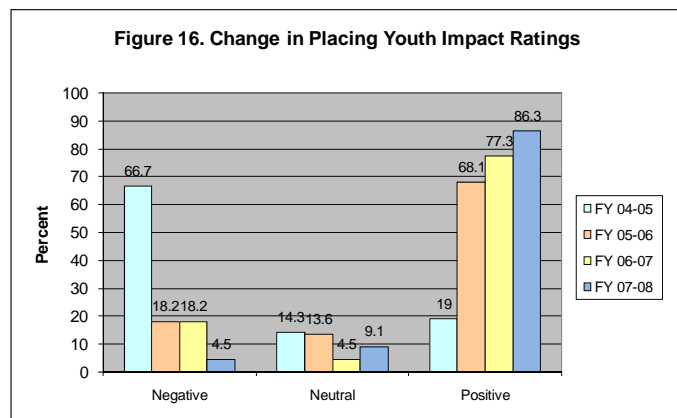
p=.07). Positive ratings have continued to increase over the past four years, up from 19% positive ratings in FY 2004-05 to 86.3% in FY 2007-08. This is also shown in Figure 16.

**Table 21.** Impact Ratings of Placing Youth: FY 2004-05 Through FY 2007-08.

District Impact Ratings	FY05 Districts *		FY06 Districts		FY07 Districts		FY08 Districts	
	N	%	N	%	N	%	N	%
(+2) Strong Positive	2	9.5	7	31.8	8	36.4	12	54.5
(+1) Some Positive	2	9.5	8	36.4	9	40.9	7	31.8
( 0 ) Not Pos, Not Neg	3	14.3	3	13.6	1	4.5	2	9.1
(-1) Some Negative	11	52.4	4	18.2	4	18.2	1	4.5
(-2) Strong Negative	3	14.3	0	0.0	0	0.0	0	0.0
Missing/Did Not Rate	1	NA	0	NA	0	NA	0	NA
Totals	21	100	22	100	22	100	22	100
Average Score		-0.52		0.84		0.95		1.36

\* Number (N) and percent (%) of districts. Sum of district percents may not equal 100 due to rounding.

Changes in screening and placement ratings support the conclusion that district perceptions in this area are changing along with districts' ability to translate screening recommendations into actual placement decisions. The improvement in impact ratings follows the increase in funding over the past three 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 in past years have been on average somewhat negative as evidenced by the average ratings through FY 2006-07. The average rating for FY 2007-08 was essentially zero (-.05), neither positive nor negative. As shown in Table 22 and Figure 17 below, prior to FY 2007-08 most of the ratings were negative with a high point of 63.6% negative in FY 2005-06. Last year (FY2006-07) negative ratings were down to 59.1% and in FY 2007-08 they decreased again, down to 45.5%. Likewise, in FY 2007-08 positive ratings increase to 36.3%, the highest they have been yet. While the changes from FY 2006-07 to FY 2007-08 did not reach the level of statistical significance ( $t=1.7$ ,  $df=21$ ,  $p=.1$ ), they appear to indicate an improvement in district perspectives on bed allocation.

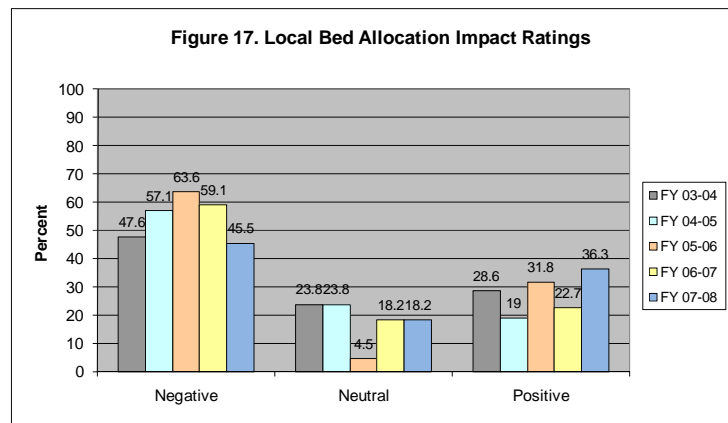


**Table 22.** Impact Ratings of Local Detention Bed Allocations: FY 03-04 Through FY 07-08.

District Impact Ratings	FY04 Districts *		FY05 Districts		FY06 Districts		FY07 Districts		FY08 Districts	
	N	%	N	%	N	%	N	%	N	%
(+2) Strong Positive	0	0.0	0	0.0	4	18.2	1	4.5	3	13.6
(+1) Some Positive	6	28.6	4	19.0	3	13.6	4	18.2	5	22.7
( 0 ) Not Pos, Not Neg	5	23.8	5	23.8	1	4.5	4	18.2	4	18.2
(-1) Some Negative	6	28.6	7	33.3	9	40.9	10	45.5	8	36.4
(-2) Strong Negative	4	19.0	5	23.8	5	22.7	3	13.6	2	9.1
Missing/Did Not Rate	1	NA	1	NA	0	NA	0	NA	0	NA
Totals	21	100	21	100	22	100	22	100	22	100
Average Score		-0.38		-0.62		-0.32		-0.43		-0.05

\* Number (N) and percent (%) of districts. Sum of district percents may not equal 100 due to rounding.

Ratings of the adequacy of detention bed capacity in FY 2007-08 showed that 47.6% of districts felt their capacity to be adequate. Another 38.1% rated their capacity as significant, but not sufficient. Finally, 14.3% said they have some secure detention, but much less than needed.



Capacity ratings were also provided for staff secure detention. Those ratings

showed that 28.6% of districts felt their capacity of staff secure beds was adequate. These districts were all included in those that rated their secure capacity as adequate.

Bed allocation adequacy has been related with capacity strain in the past, measured as days at or above 90% of capacity. Table 23 shows days at or above 90% capacity for FY 2003-04 through FY 2007-08. The table shows the average of the 22 districts at the bottom. On average, even though days at or above 90% capacity have decreased somewhat in the past two years, districts were still significantly higher in FY 2007-08 than in FY 2003-04 or FY 2004-05 ( $t > 3.9$ ,  $df = 21$ ,  $p < .05$  and  $t > 3.5$ ,  $df = 21$ ,  $p < .05$  respectively).





**Table 23. 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	FY 08
1 <sup>st</sup> Jefferson	35.0%	31.0%	66.8%	57.5%	14.5%
2 <sup>nd</sup> Denver	32.5%	65.5%	72.6%	63.6%	<sup>1</sup> 91.5%
3 <sup>rd</sup> Huerfano	99.6%	65.2%	98.6%	80.0%	83.9%
4 <sup>th</sup> El Paso	31.8%	31.0%	50.1%	23.6%	31.0%
5 <sup>th</sup> Summit	16.4%	22.7%	52.9%	42.7%	32.0%
6 <sup>th</sup> La Plata	45.1%	24.9%	58.4%	64.7%	83.6%
7 <sup>th</sup> Montrose	69.7%	39.7%	45.2%	73.2%	52.7%
8 <sup>th</sup> Larimer	56.9%	71.0%	68.5%	72.1%	<sup>1</sup> 88.5%
9 <sup>th</sup> Garfield	41.6%	18.9%	54.2%	32.6%	25.4%
10 <sup>th</sup> Pueblo	24.8%	33.4%	49.9%	28.8%	60.4%
11 <sup>th</sup> Fremont	40.5%	79.7%	82.2%	47.7%	59.8%
12 <sup>th</sup> Alamosa	6.90%	48.5%	29.9%	40.0%	48.6%
13 <sup>th</sup> Logan	32.1%	57.5%	66.3%	69.9%	67.5%
14 <sup>th</sup> Routt	27.4%	24.9%	78.1%	91.2%	45.4%
15 <sup>th</sup> Prowers	78.1%	54.8%	67.9%	98.9%	<sup>1</sup> 99.7%
16 <sup>th</sup> Otero	27.4%	8.2%	67.2%	63.8%	58.7%
17 <sup>th</sup> Adams	17.9%	54.0%	62.2%	56.4%	71.8%
18 <sup>th</sup> Arapahoe	23.4%	39.7%	80.8%	77.8%	56.6%
19 <sup>th</sup> Weld	60.9%	86.3%	95.6%	89.0%	<sup>1</sup> 92.3%
20 <sup>th</sup> Boulder	.7%	14.0%	56.4%	46.0%	39.3%
21 <sup>st</sup> Mesa	59.5%	61.9%	52.3%	58.4%	44.5%
22 <sup>nd</sup> Montezuma	66.8%	72.6%	98.1%	85.2%	86.3%
<b>District Average</b>	<b>40.7%</b>	<b>45.7%</b>	<b>66.1%</b>	<b>62.0%</b>	<b>60.6%</b>

<sup>1</sup> Significantly higher (28.5) than the 60.6% district average in FY 2007-08.

A striking finding emerged in the relationship between ratings by districts of their bed allocation capacity as less than adequate and their proportion days at or above 90% capacity. There was an inverse correlation between adequacy of their capacity and days at or above 90% capacity (-0.48, p<.05). Not surprisingly, this correlation indicated that the more likely a district was to rate their detention capacity as adequate, the less likely they were to have a high percent of days at or above 90% of their bed allocation.

**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 process necessary to release youth as soon as possible from secure detention. In past years, districts have reported 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 has also been 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 limit 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 available to prepare to release a youth. In most cases districts reported having a consistent amount of time to prepare for releases. From the data below for the past three fiscal years, it appears that districts are moving toward having approximately 25 to 72 hours to prepare for releases. The percent of districts who reported having less than 24 hours decreased and the districts reporting having more than one week decreased. The two districts that reported varying time were mostly concentrated in the 25 to 72 hours or the 73 hours to one week windows. The range of planning times reported was as follows:

**Table 24.** Preparation/Planning Time to Release Youth from Detention.

Planning Time	Fiscal Years					
	FY 2005-06		FY 2006-07		FY 2007-08	
	N	%	N	%	N	%
Less Than 24 Hours	7	31.8	10	45.5	7	35.0
25 to 72 Hours	6	27.3	5	22.7	8	40.0
73 Hours to One Week	2	9.1	2	9.1	3	15.0
Greater Than One Week	2	9.1	2	9.1	0	0.0
Varying Times	5	22.7	3	13.6	2	10.0
Total	22	100	22	100	20	100
NA/Missing	0		0		2	

However, such releases are not a common occurrence due to the diligence of SB 94 staff and their colleagues from involved systems who participate in the decision process. For FY 2007-08, the number of releases reported by districts was about 308. This means that, of the 9,298 youth that were detained in secure or staff secure detention (see Section 2), only 3.3% were released prior to their otherwise scheduled release. This is down from the 4.6% (414 of 9,051) reported in FY 2006-2007. This is a positive trend. 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 district surveys.

It seems that districts have a common understanding as to what constitutes an emergency release. However, TriWest has in the past recommended 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 2007) 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 query resulted in numbers for the first six months



of FY 2007-08. To arrive at the 308 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' broader expressed concerns about public safety risks are warranted.

We also recommend that the number of beds borrowed be formally tracked. 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.” Fourteen (14 out of 20 reporting) districts (70%) reported they could borrow beds when needed most of the time. Another four (4) or 20% indicated they could borrow some of the time. These figures are only slightly different that the 77% and 18% reported for these two categories in FY 2006-07. District ratings indicated that 57% (12 of 21 reporting) could loan beds most of the time when needed and that another 28.6% (6 of 21) could loan beds some of the time. In FY 2006-07, 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 has historically been 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. Five districts (25% of 20 reporting) rated this as a problem “most of the time” and another five districts (25%) rated this as a problem “some of the time,” usually due to lack of resources and availability of law enforcement to transport. This appears to reflect an increase in the degree to which transportation is a barrier compared with FY 2006-07 in the number of districts rating this as a problem “most of the time” (it was only two last year – 9%), but a decrease overall when combined with the districts indicated transportation was a problem “some of the time” (a total of 10 districts rated them as such last year – 45%) 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 prevent release of some youth.

**6. Other Issues.** In March of 2008, with the submission of their FY 2008-09 plans, districts identified issues facing them. For this report, the issues were reviewed and summarized as shown below with an example of each type of issue reported, along with the number of districts that mentioned the issue and the number of examples of the issue that they cited.

<b>Issue:</b> Detention continuum & sentence alternatives	11 districts – 17 separate examples
Examples:	
<ul style="list-style-type: none"> <li>▪ There is a lack of funds to provide a variety of services to those youth that screen to Level 4 (home with services).</li> <li>▪ There is a lack of foster care or shelter beds that will serve as alternatives to secure detention.</li> </ul>	



<b>Issue:</b> Services for youth who use substances	12 districts – 12 separate examples
Example: There is no inpatient substance abuse treatment and very limited outpatient substance abuse treatment available.	
<b>Issue:</b> Family involvement	8 districts – 9 separate examples
Example: Many youth who enter the juvenile justice system have family problems that a family intervention could help.	
<b>Issue:</b> Needs of specific populations	8 districts – 9 separate examples
Example: There is limited support for bi-lingual / bi-cultural youth in four out of the six counties in our district.	
<b>Issue:</b> System strain	6 districts – 7 separate examples
Example:	
<ul style="list-style-type: none"> <li>▪ Juveniles frequently cannot serve the entire sentence because additional youth are screened into secure placement and sentences are interrupted to accommodate immediate needs.</li> <li>▪ Juggling beds with other districts is difficult because there is no guarantee of how long the bed can be borrowed.</li> </ul>	
<b>Issue:</b> Mental health services	4 districts – 4 separate examples
Example: Juveniles who are detained often have significant mental health issues that have not been diagnosed or treated in the past.	
<b>Issue:</b> Youth in probation	3 districts – 3 separate examples
Example: Technical violations of probation and number of youth who placed in detention due to these violations have increased.	
<b>Issue:</b> Transportation	2 districts – 2 separate examples
Example: The district is unable to transport youth on an as needed basis.	
<b>Issue:</b> Other	4 districts – 5 separate examples
Example: Concern about lack of resources and cooperation for the mandatory implementation of the Colorado Juvenile Risk Assessment (CJRA).	



## Conclusions and Recommendations

The SB 94 Program has been successful in accomplishing the General Assembly's vision of reducing the over use of secure detention in DYC facilities. During the current fiscal year, DYC continued to advance the General Assembly's directives by supporting Judicial District SB 94 Programs in their continued successful implementation of the statutory limit on statewide detention bed capacity that was first instituted in FY 2003-04. Contemporaneous with the implementation of the statutory limits, DYC also initiated a systematic reorientation of its detention and commitment resources around the concept of an evidence-based continuum of care. This strategy employs resources to respond to each youth based on their individual criminogenic risks and needs and to balance the needs of young persons with concern for the safety of all members of society. The continuum concept has been deployed in multiple stages since FY 2003-04, as follows:

- Beginning that year, DYC drew on the findings from its 2003 review of national best practices to promote ongoing detention reform focusing on two key concepts: that detention is a status, and not a place, and that detention consists of a continuum of options, only one of which is secure detention.
- In FY 2005-06, the Colorado General Assembly authorized DYC to engage in a demonstration of enhanced flexibility in treating and transitioning committed youth from residential to non-residential settings that became known as the Continuum of Care Initiative.
- In FY 2006-07, DYC implemented the state-of-the-art Colorado Juvenile Risk Assessment (CJRA) with committed youth, following in FY 2007-08 by extending implementation to the detention continuum and SB 94 program.
- Beginning in FY 2005-06 and continuing through the current fiscal year, funding for the extended detention continuum began to be reinstated, allowing DYC to target investment of these resources to reinforce the use of treatment and evidence based approaches in the detention continuum.
- The statewide initiative HB 04-1451 (Collaborative Management of Multi-agency Services Provided to Children and Families) supported DYC's efforts to implement the continuum concept with increased interagency collaboration across youth-serving agencies.

The combined effect of these systematic reforms has been striking. These critical system improvements taken together appear to have led to the first simultaneous reduction in detention and commitment ADP in the 17 years of data trended in this report. Detention ADP decreased for the second year in a row to 408.8 for FY 2007-08 from 426.3 in FY 2005-06. Statewide commitment ADP rate for FY 2007-08 was 24.3, the third consecutive annual decrease in commitment ADP after a decade of unrelenting per capita increases.

As DYC has continued to operate successfully within the statutory detention bed limits, one of the most important challenges has been the capacity strain noted to varying degrees across all detention facilities and judicial districts in the state. In FY 2007-08 there were some positive indications that strain might be decreasing in some facilities and districts. However,



despite statewide improvement in days at or above 90% of capacity, capacity strain continues to be a concern for other facilities and districts. While the statewide bed limit of 479 was never exceeded on any day in FY 2007-08, on every day of the fiscal year one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). Across all days 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. 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 three findings suggest a possible path forward in further reducing this strain:

- **Reason for Secure Detention Placement.** Throughout FY 2007-08, DYC’s Research and Evaluation Section collected data to clarify how secure and staff secure detention beds are being utilized. Using one-day “snapshots” each month, DYC found that a large proportion of youth in secure and staff secure detention placements on any given day are either being held in detention as a sanction in response to new charges or technical violations while on probation (25%) or they are directly sentenced to a detention placement (13%). Neither use of detention is in line with current national best practices or emerging standards from the federal Office of Juvenile Justice and Delinquency Prevention, suggesting that continued reforms may be able to result in further reductions in secure detention use.<sup>35</sup>
- **Mix of Services Within the Detention Continuum.** While secure detention continues to be the most frequently chosen option for youth for initial placements, most non-committed youth within the DYC system on any given day are served in community placements (86%). However, analysis of the fit between placements recommended by the JDSAG and actual initial placements suggests that community-based detention continuum resources are lacking. The second highest screening recommendation is for youth to go home with services (14.2% of youth). Only about

---

<sup>35</sup> Beyer, M. (2003) Best Practices in Juvenile Accountability: Overview. JAIGB Bulletin. National Center for Juvenile Justice. Downloaded from [www.ncsconline.org/WC/Publications](http://www.ncsconline.org/WC/Publications).

Best Practices in Juvenile Accountability: Overview. April 2003. NCJ 184745. Downloaded from [ojjdp.ncjrs.org](http://ojjdp.ncjrs.org).



a third of these youth (36%) actually go home with services as an initial placement, with about 32% placed in more restrictive settings and another 30% simply released due to the unavailability of needed services. Despite the more than doubling of SB 94 resources dedicated to community-based treatment as funding has been restored in the past three years, 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.

- **Interagency Collaboration**. Finally, there have also been multiple 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, make service referral decisions and recommendations to the court, and identify resources for services. After decreasing in FY 2004-05, the percent of districts with CETs has increased for the past two years. In FY 2006-07, 17 districts (72.7%) reported having a CET. This has remained about the same in FY 2007-08 with 15 districts (68.2%) having CETs. The number of districts participating in the statewide HB 04-1451 initiative (Collaborative Management of Multi-agency Services Provided to Children and Families) have increased, with 24 counties from 17 districts (77.3%) now involved in this process. This is up from 13 districts in FY 2006-07 and from six in FY 2005-06.

DYC and local SB 94 Programs have also continued to refine program practices, to improve the detention continuum and manage bed allocations, and to provide broader opportunities for continued program improvement. With continued implementation of the systemic reforms initiated by DYC over the last four years, coupled with continued restoration from the State of Colorado of past reductions in SB 94 funding for community-based services, the SB 94 Program has entered a new phase of systemic success and opportunities to continue to reduce detention use over time. To continue to support development and use of the detention continuum, the recommendations below are offered for the SB 94 Program in FY 2008-09 and beyond.

**1. Develop policies and community-based treatment options to reduce the use of secure detention placements as a sanction.** Contrary to national best practice standards, on any given day over 150 youth in secure detention placements (38% of the total) are either being held in detention as a sanction in response to new charges or technical violations while on probation (25%) or as direct sentences to a detention placement (13%). Addressing this apparent substandard use of secure detention will require both changes in policy at the district level and development of specialized resources for community placement. At the least, DYC should continue to monitor the youth-specific reasons underlying each district's secure and staff secure detention use. One additional policy focus in response to this concern would be the establishment of district-level performance goals related to the use of secure detention as a placement to move toward the eventual elimination of secure detention use for this purpose. One example of community-based programming to potentially address this



situation was the Community Accountability Program (CAP) established in 2001 and defunded in FY 2002-03, which provided a sentencing option for high-risk youth that would have otherwise been sentenced to detention or out-of-home placement, or committed to the Department of Human Services. The combined effects of such policy and program changes could potentially reduce even further the number youth in secure detention placements.

**2. Increase community-based treatment options more broadly to serve youth who should be released to home with services.** Analysis of the fit between recommended and actual initial placements demonstrates a clear need to continue to develop the community-based components of the detention continuum. In particular many more youth were screened as needing placement at home with services (1,624) compared with the number (909) who actually were placed at home with services. Strikingly, many of the youth (499) who were not placed at home with services instead were placed in secure detention, exacerbating capacity strain. Changing this pattern to provide services at home for more of these youth could further reduce unnecessary use of secure detention beds, thereby also reducing the system strain on detention bed resources. In a complementary effort, the ongoing implementation of the CJRA should allow for more refined assessment of youth needs and protective factors and may be used to assess the mix of needs in each community for which community-based services should be developed and targeted, as well as to guide individual youth referrals to specific services when youth are released to home with services. Such information may help NYC prioritize future resource allocations to improve the responsiveness and capacity of the detention continuum.

**3. 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 the number of days at or over 90% capacity. Although, it seems from this indicator that system strain is beginning to stabilize, strain remains high and attention to bed use indicators remains important. Also important is the available mix of secure and staff secure detention resources, as some districts have access to only one of the two levels of care and many youth screened as requiring one of the two levels end up in the other because of resource limitations. The appropriate mix of secure and staff secure resources should be explored as part of the continued review of needed secure detention placement capacity for each district. In each of the past years NYC has made adjustments in facility and district bed allocations which have responded to many district concerns. However, other districts continue to experience high levels of capacity strain and this issue still merits 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).

**4. Improve monitoring of releases from detention.** Differences in monitoring practices across districts obscure measurement of the true rate at which youth are being released from detention due to capacity strain and the statutory bed 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 only some 3% of all





youth detained), implementation of the Colorado Juvenile Risk Assessment should be able to provide districts with more refined information to support the most appropriate use of available resources in these circumstances. In order to develop a system-wide perspective on the needs and risk factors for youth released from detention, we recommend that DYC develop standard definitions for early releases and reporting requirements to monitor system-wide the number of beds borrowed and the occurrence of any youth releases that stem from compliance with a district-level bed limits.

**5. Further improve the reporting of district-specific performance outcome data.** For the fourth year in a row, DYC was able this year to report on district performance regarding standardized goals. Now that DYC has developed standardized goal areas for reporting, criteria for satisfactory performance in each goal area should be considered. 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 set at unrealistic levels by some districts. Overall, 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, factors which are also covered by the first two objectives, thus leading to this objective “double counting” such challenges already documented in the first two objectives. As a result of this interactions, it may be that this goal should not be set as high the others. In addition, possible negative leave reasons are myriad, including commitment, noncompliance on the part of the youth or family, refusal of services, and nonparticipation in services. Success on this objective is clearly more difficult to obtain. We recommend DYC consider either a more realistic performance objective or revise the leave reasons that are included in the indicator.

In addition, since performance in most goal areas is consistently high, we recommend that DYC consider adding new performance goals in areas needing improvement. As mentioned above, reductions in the use of secure and staff secure detention placements as a sanction would be a particularly useful area for goal development at the individual district level, and the “snapshot” data could serve as a data source for monitoring such performance.





# Appendices

**Appendix A. Detention Bed Use**

**Appendix B. 2008 Performance Goals Resources and Practice Survey**

**Appendix C. Map of Detention Bed Allocation by NYC Region**





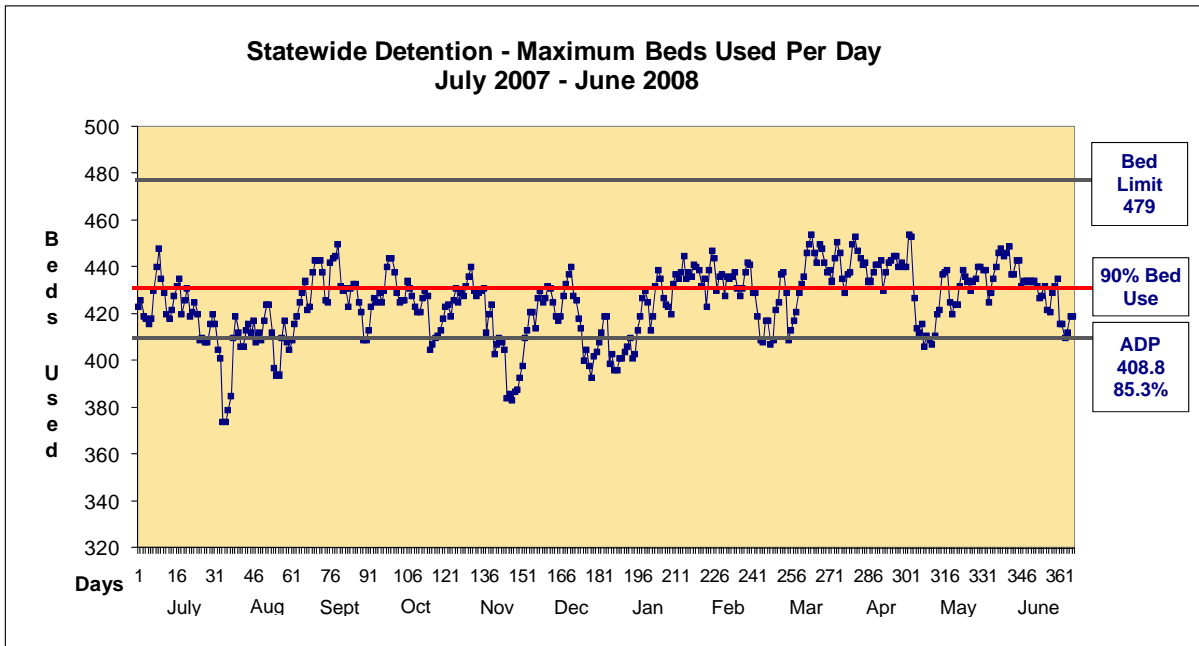
# Appendix A

## 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 2007-2008. 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 2007-08				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
	479	431	408.8	85.3%	39.6%

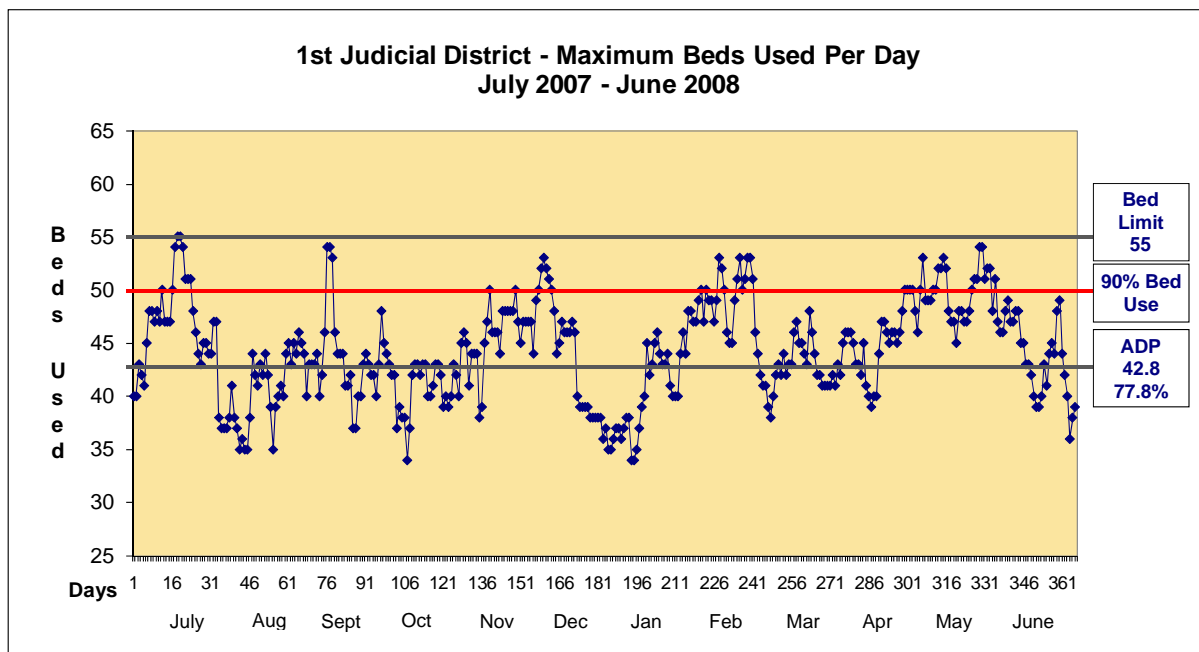


## Central Region

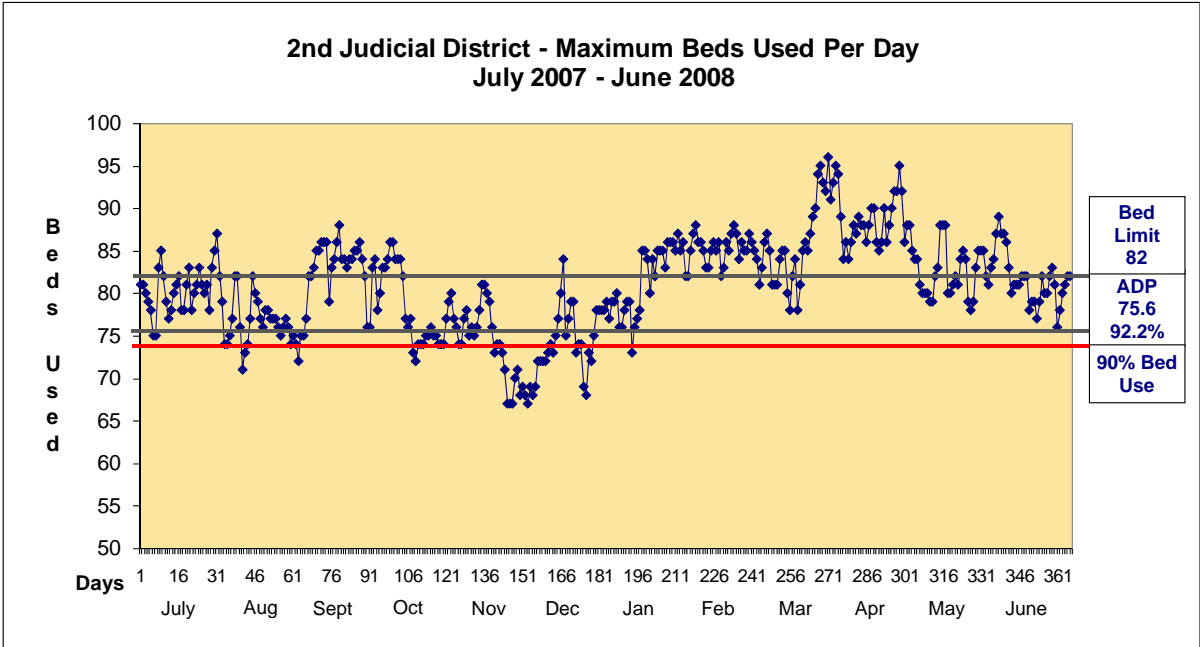
**Central Region Bed Use for FY 2007-08** (July 2007 Through June 2008): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of the bed limit (average use), and percent of days at or above 90% of the bed limit. Regional ADP figures may differ from the 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 limit and so that it would be as close to 90% as possible.

Central Region: Districts & Facilities	Beds & Use Indicators FY 2007-08				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
1 <sup>st</sup> Jefferson	55	50	42.8	77.8%	14.5%
2 <sup>nd</sup> Denver	82	74	75.6	92.2%	91.5%
5 <sup>th</sup> Summit	5	4	2.7	54.8%	32.0%
18 <sup>th</sup> Arapahoe	80	72	69.3	86.6%	56.6%
Central Region	222	200	190.4	85.8%	44.8%
Gilliam YSC	73	66	69.2	94.8%	82.2%
Marvin Foote YSC*	96	86	84.2	87.7%	60.4%
Mount View YSC	60	54	46.3	77.2%	15.3%

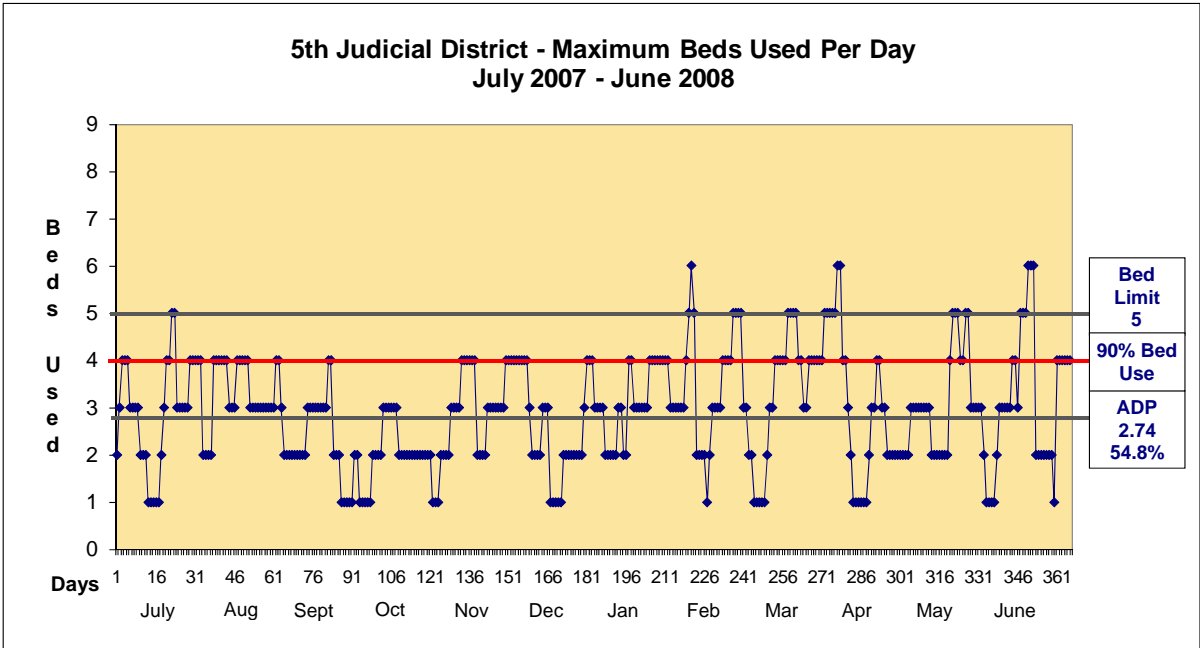
\* 7 beds in Marvin Foote YSC are used by the 17<sup>th</sup> Judicial District in the Northeast Region



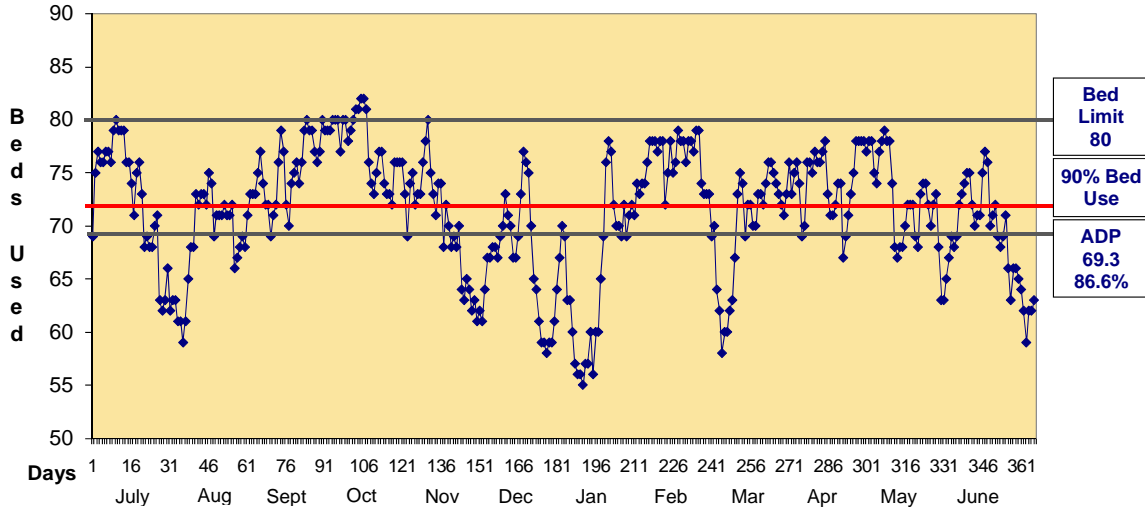
**2nd Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



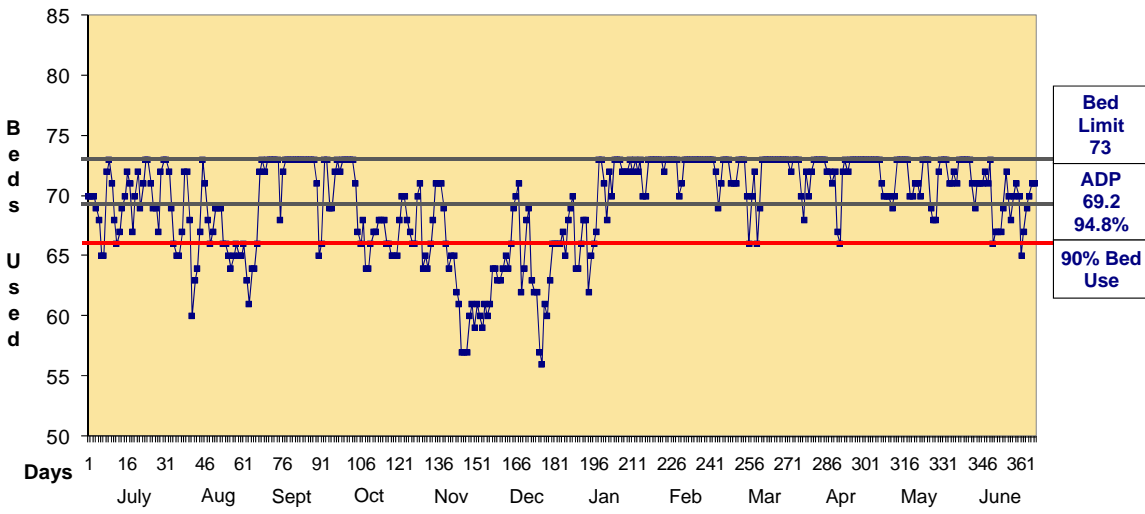
**5th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



**18th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**

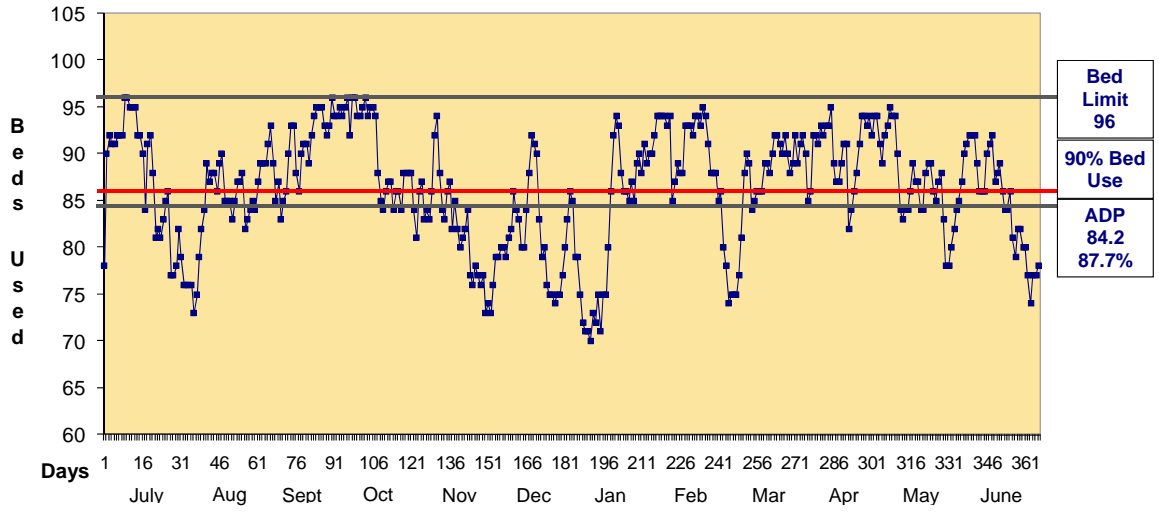


**Gilliam Youth Services Center - Maximum Beds Used Per Day  
July 2007 - June 2008**

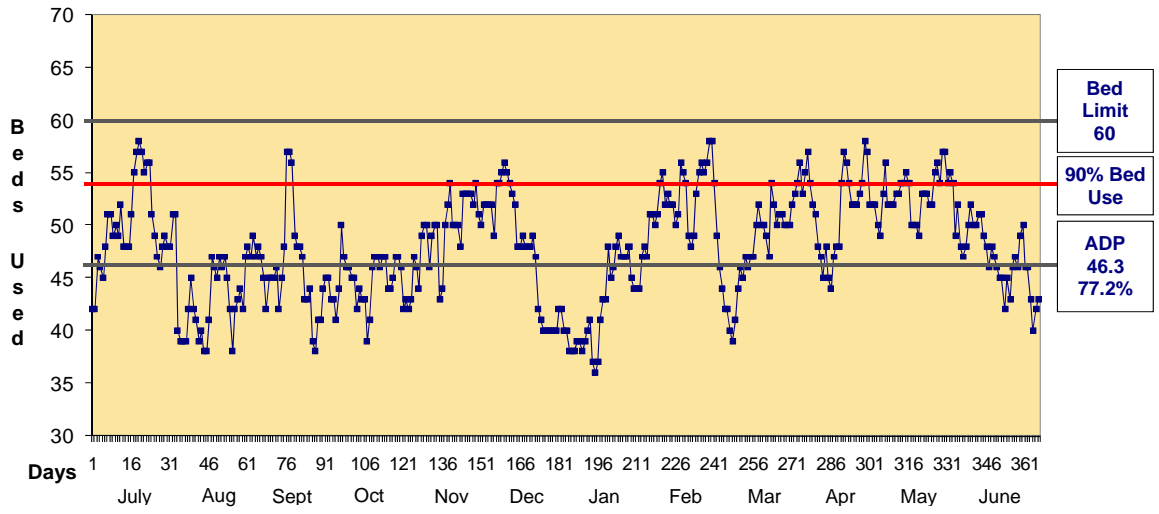




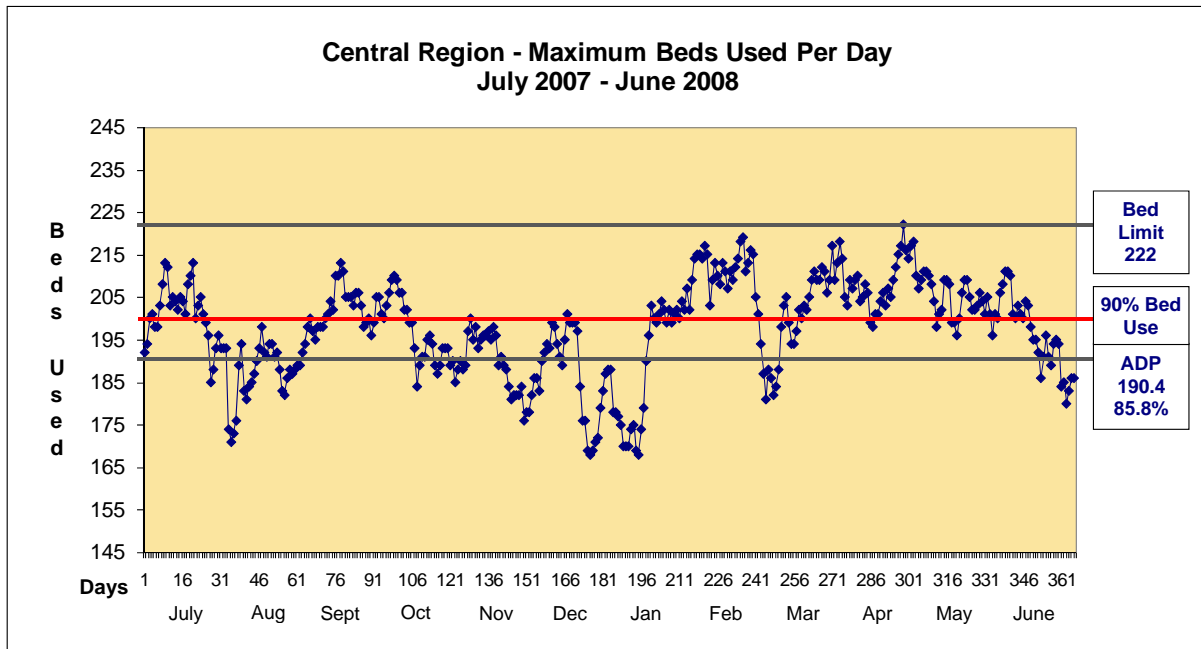
**Marvin Foote Youth Services Center - Maximum Beds Used Per Day  
July 2007 - June 2008**



**Mount View Youth Services Center - Maximum Beds Used Per Day  
July 2007 - June 2008**



**Central Region - Maximum Beds Used Per Day  
July 2007 - June 2008**

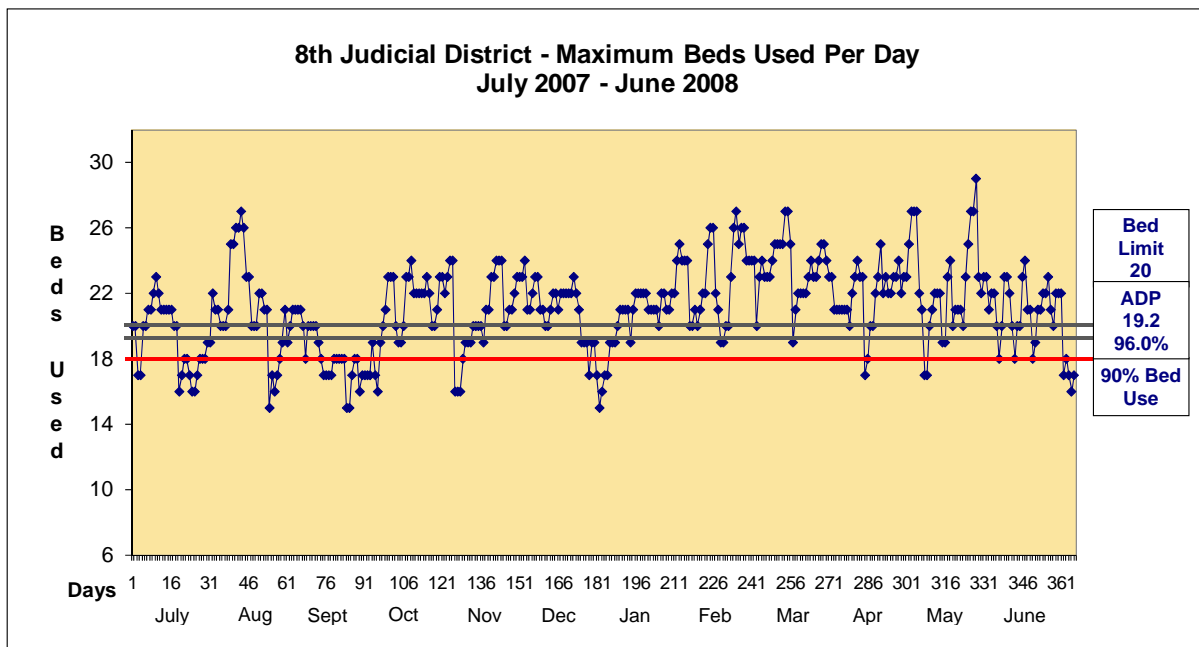


## Northeast Region

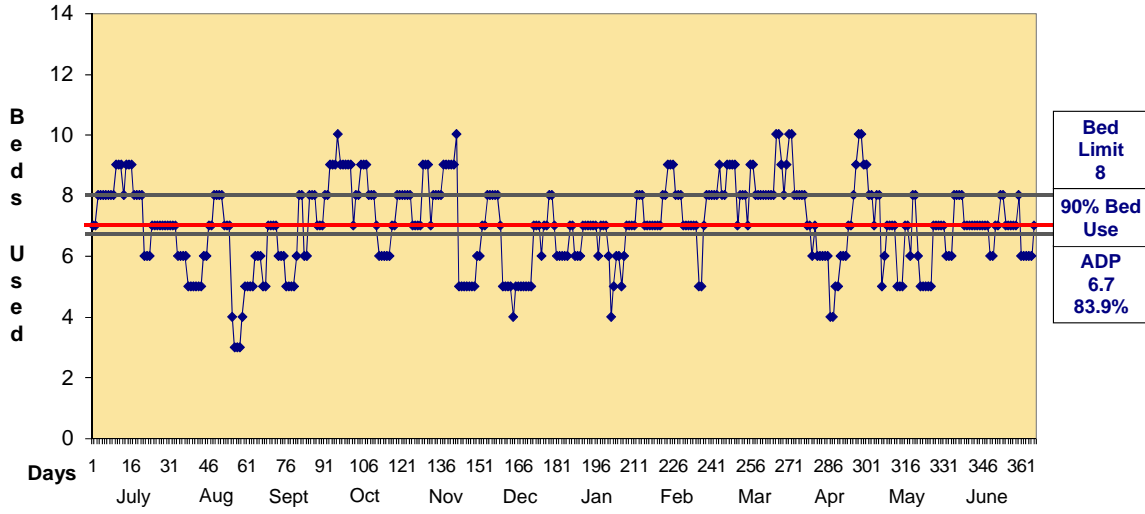
**Northeast Region Bed Use for FY 2007-08** (July 2007 Through June 2008): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of the bed limit (average use), and percent of days at or above 90% of the bed limit. Regional ADP figures may differ from the 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 limit and so that it would be as close to 90% as possible.

Northeast Region: Districts & Facilities	Beds & Use Indicators FY 2007-08				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
8 <sup>th</sup> Larimer	20	18	19.2	96.0%	88.5%
13 <sup>th</sup> Logan	8	7	6.7	83.9%	67.5%
17 <sup>th</sup> Adams *	36	32	32.0	88.9%	71.8%
19 <sup>th</sup> Weld	28	25	28.1	100.4%	92.3%
20 <sup>th</sup> Boulder	21	19	15.0	71.4%	39.3%
Northeast Region *	113	102	101.0	89.4%	79.5%
Adams YSC	29	26	25.8	89.0%	66.6%
Platte Valley YSC	69	62	63.0	91.3%	92.1%
Remington House	8	7	5.9	73.8%	50.3%

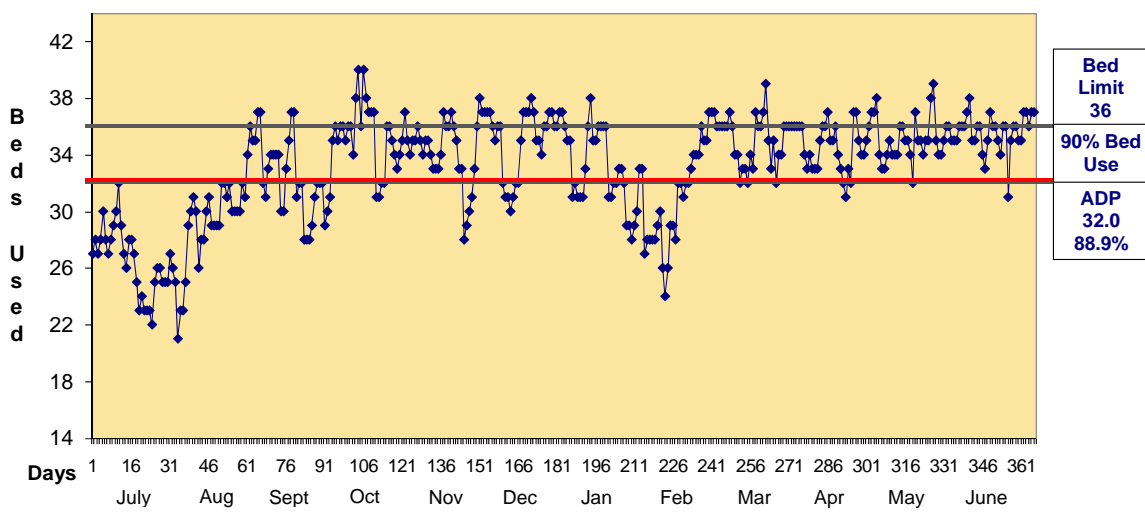
\* The 17<sup>th</sup> Judicial District has access to 7 beds at Marvin Foote YSC in the Central Region.



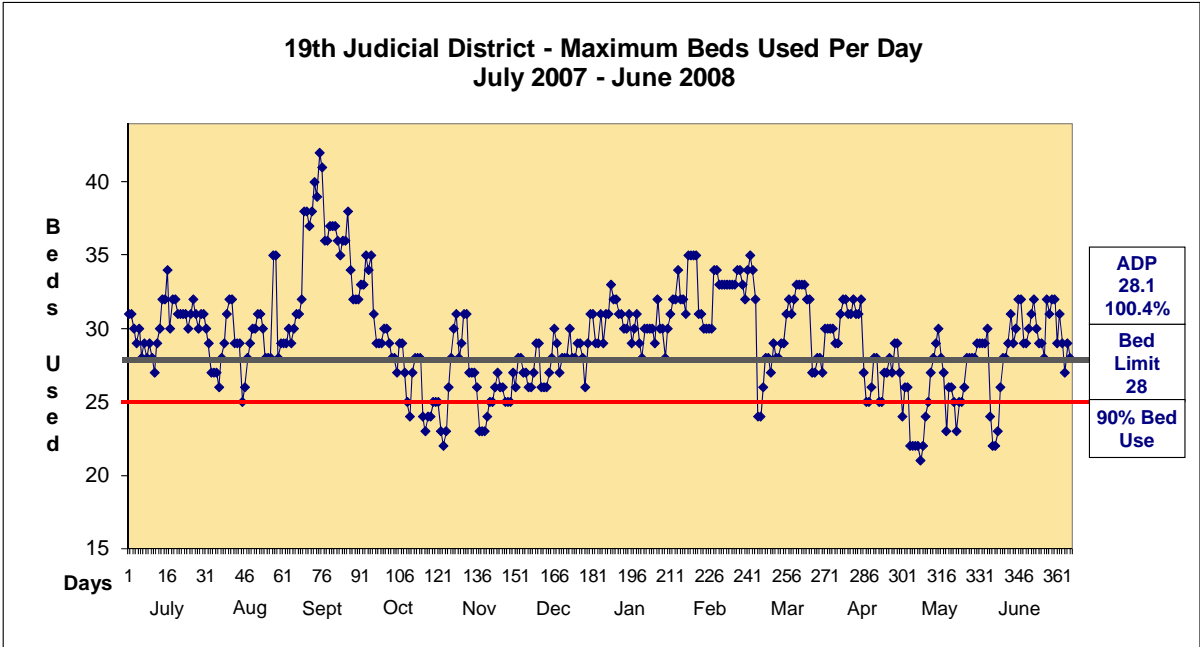
**13th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



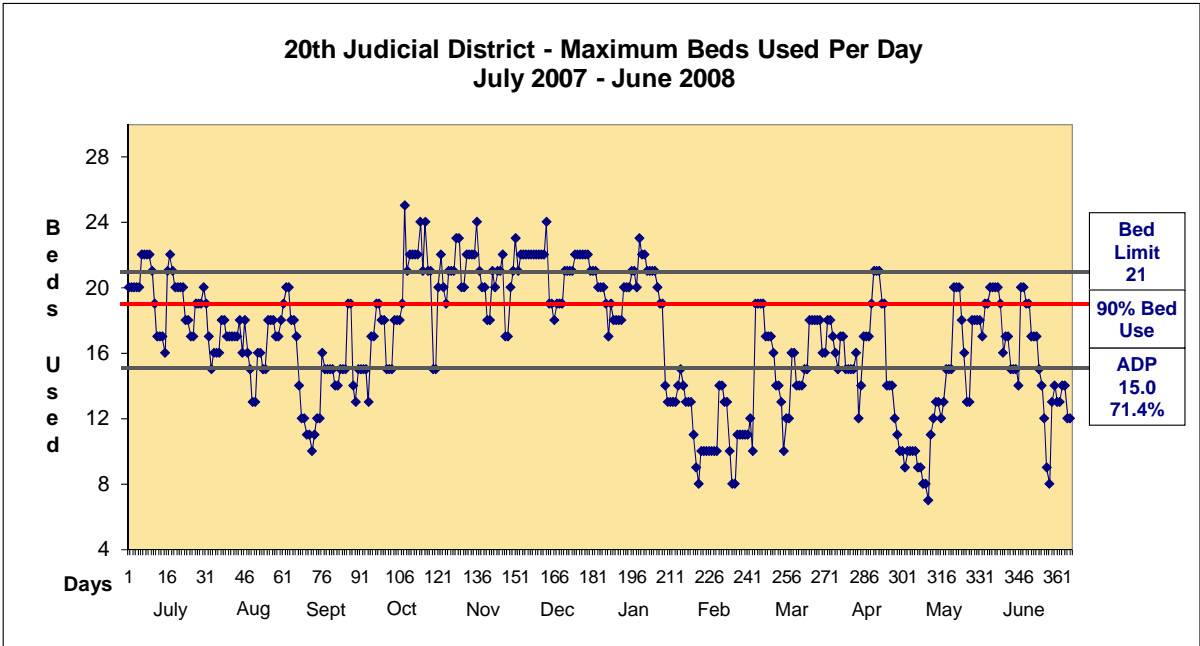
**17th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



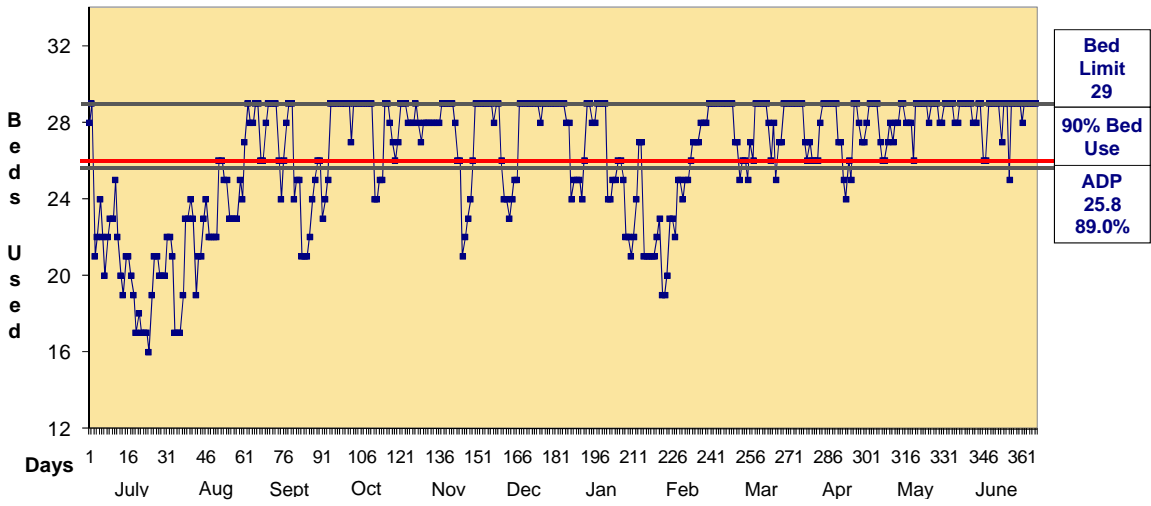
**19th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



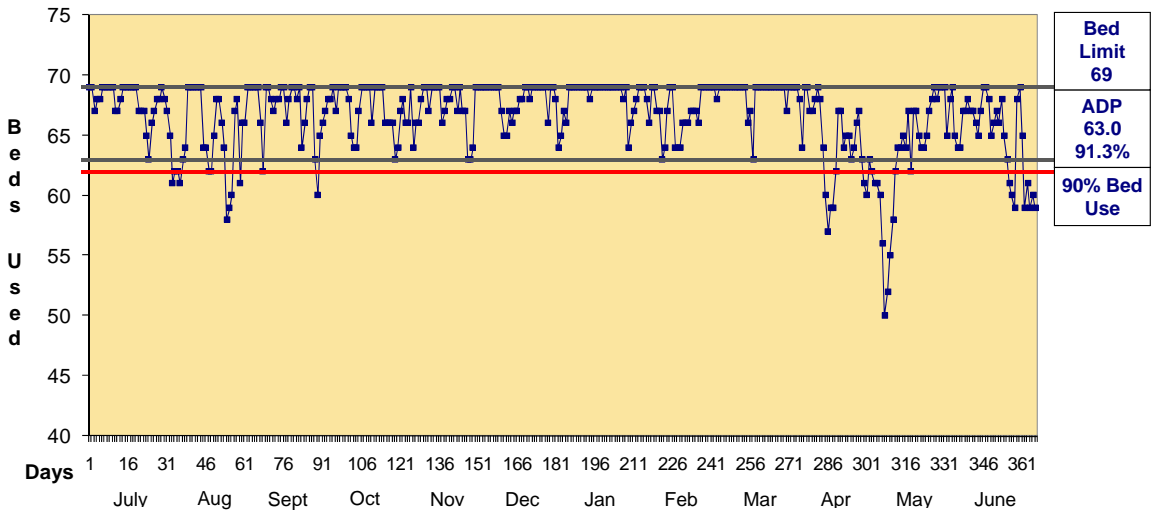
**20th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**

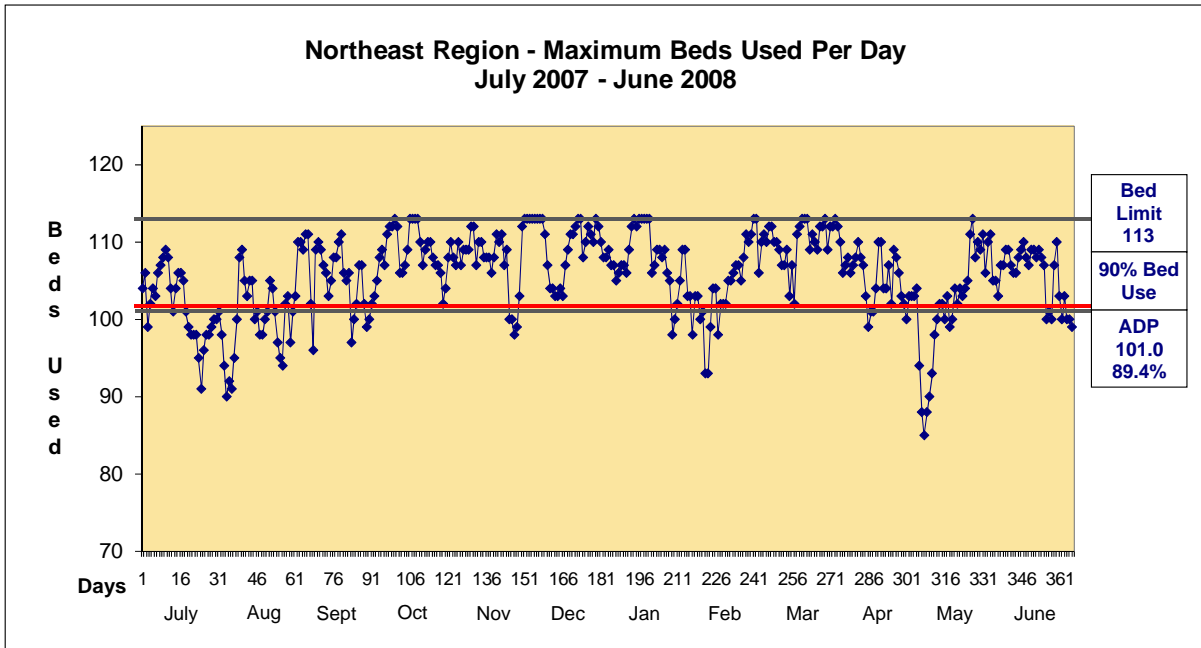
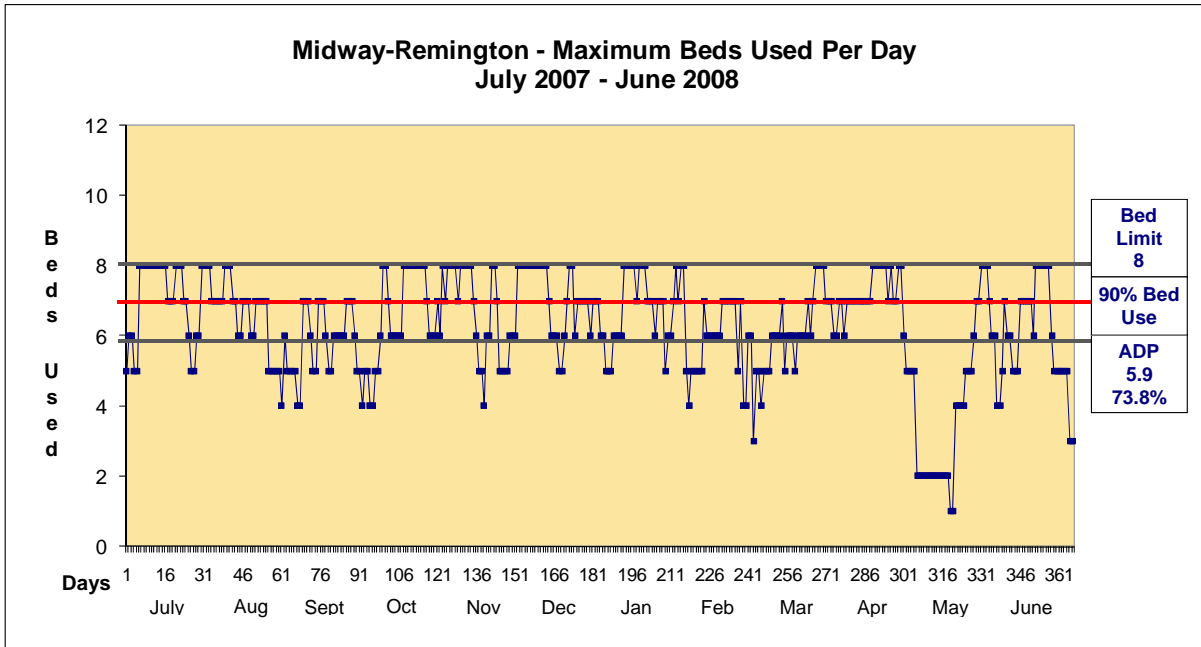


**Adams Youth Services Center - Maximum Beds Used Per Day  
July 2007 - June 2008**



**Platte Valley YSC - Maximum Beds Used Per Day  
July 2007 - June 2008**

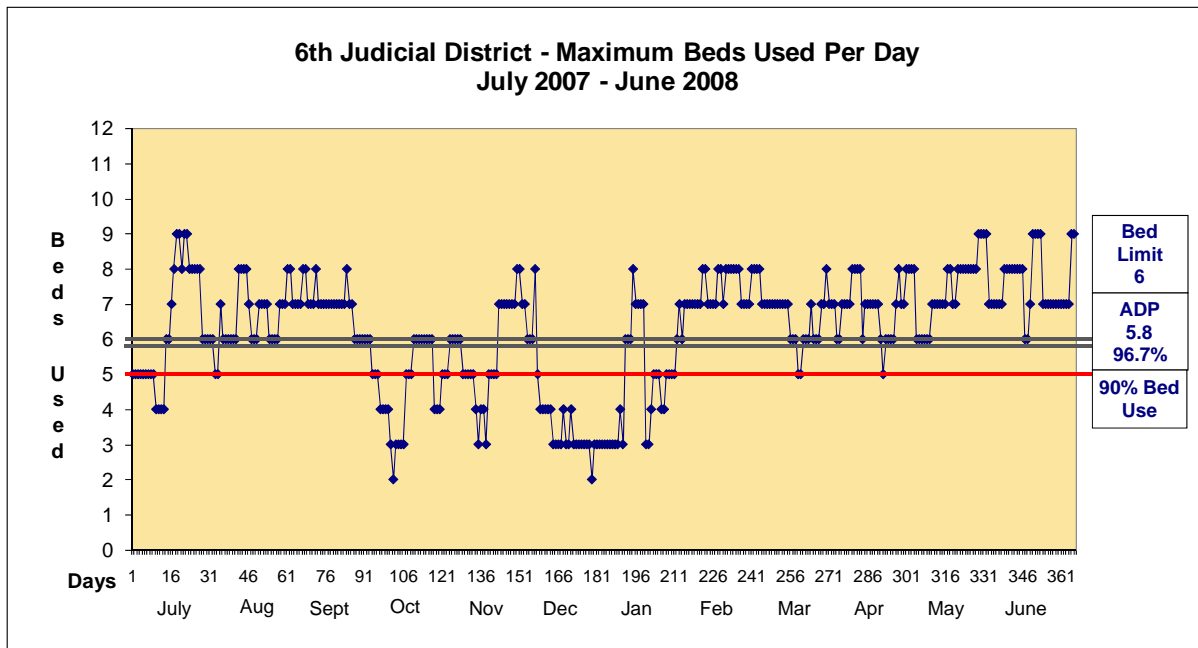




## Western Region

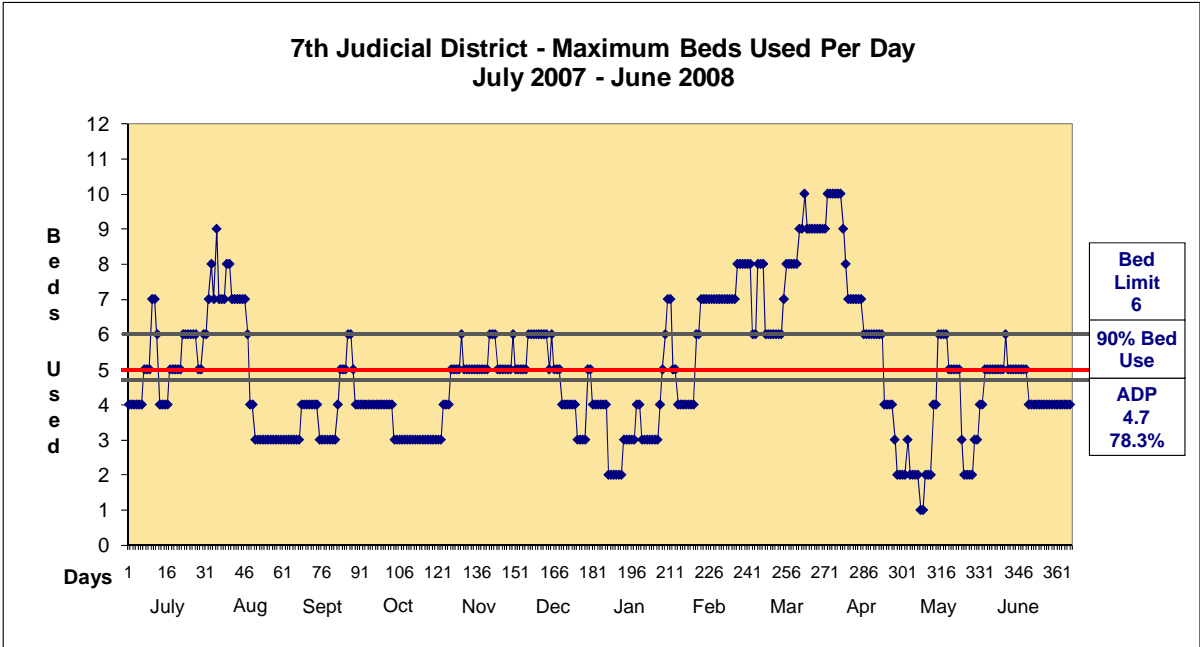
**Western Region Bed Use for FY 2007-08** (July 2007 Through June 2008): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of the bed limit (average use), and percent of days at or above 90% of the bed limit. Regional ADP figures may differ from the 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 limit and so that it would be as close to 90% as possible.

Western Region: Districts & Facilities	Beds & Use Indicators FY 2007-08				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
6 <sup>th</sup> La Plata	6	5	5.8	96.7%	83.6%
7 <sup>th</sup> Montrose	6	5	4.7	78.3%	52.7%
9 <sup>th</sup> Garfield	6	5	3.1	51.7%	25.4%
14 <sup>th</sup> Routt	4	3	2.2	55.0%	45.4%
21 <sup>st</sup> Mesa	15	14	12.7	84.7%	44.5%
22 <sup>nd</sup> Montezuma	3	2	1.7	56.7%	86.3%
Western Region	40	36	30.2	75.5%	16.9%
Grand Mesa YSC	24	22	18.8	78.3%	24.6%
Robert Denier YSC	9	8	7.8	86.7%	87.2%
Other Staff Secure	7	6	4.1	58.6%	24.9%

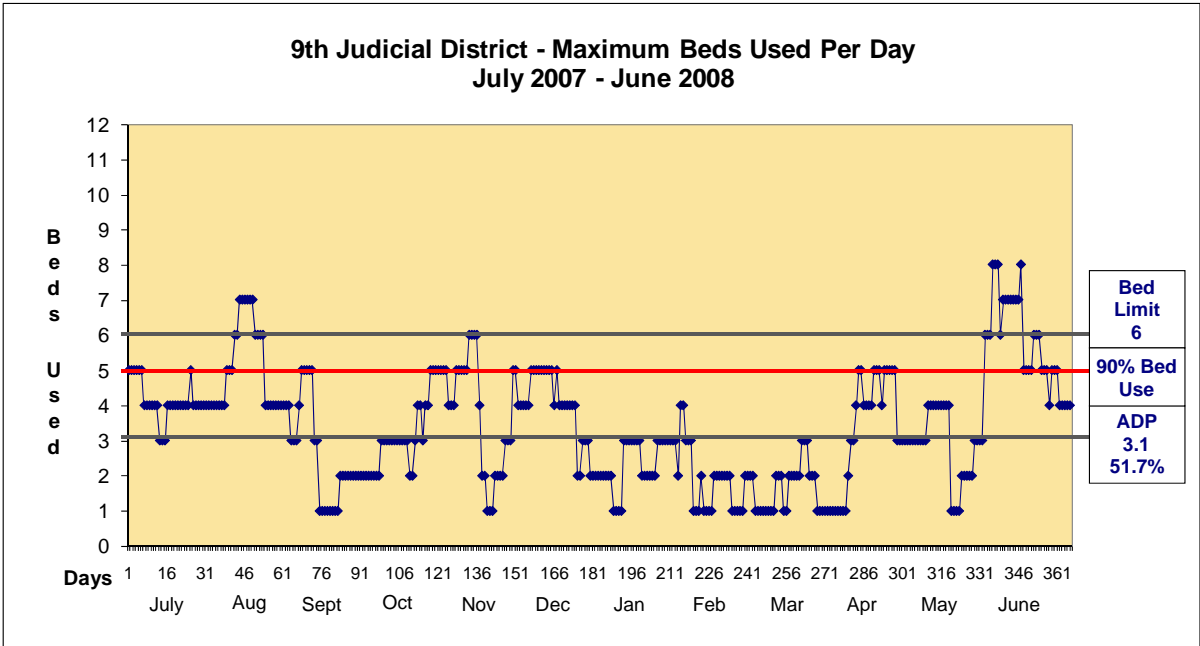




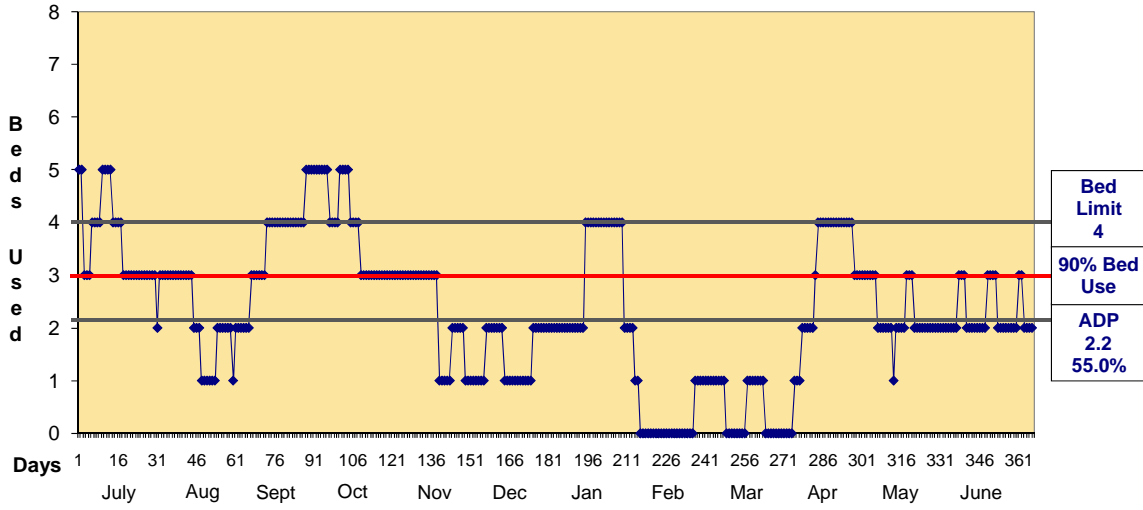
**7th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



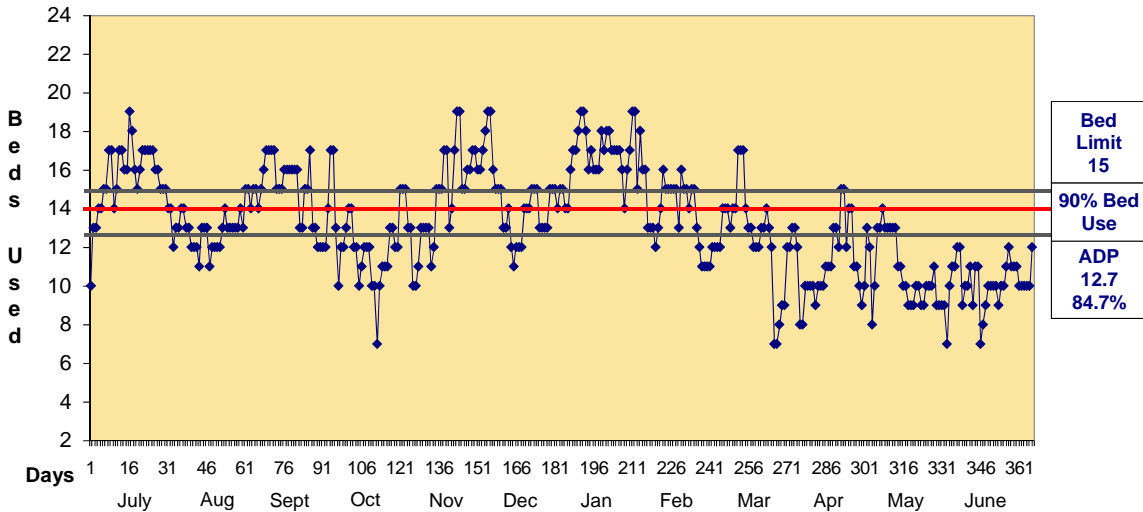
**9th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



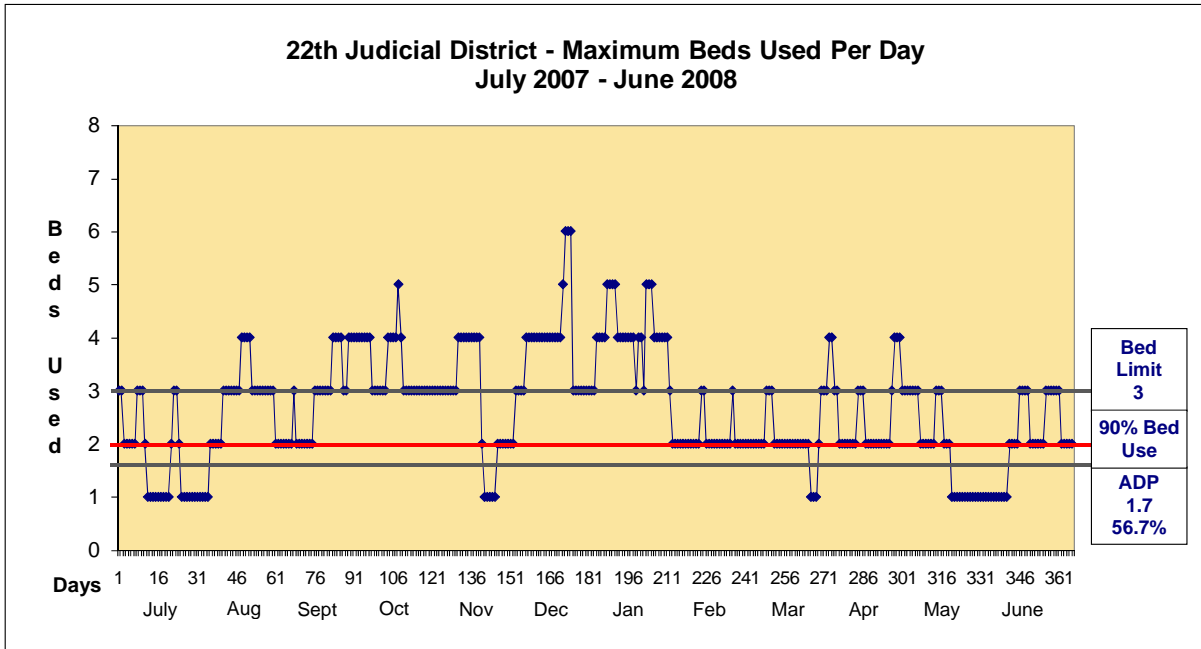
**14th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



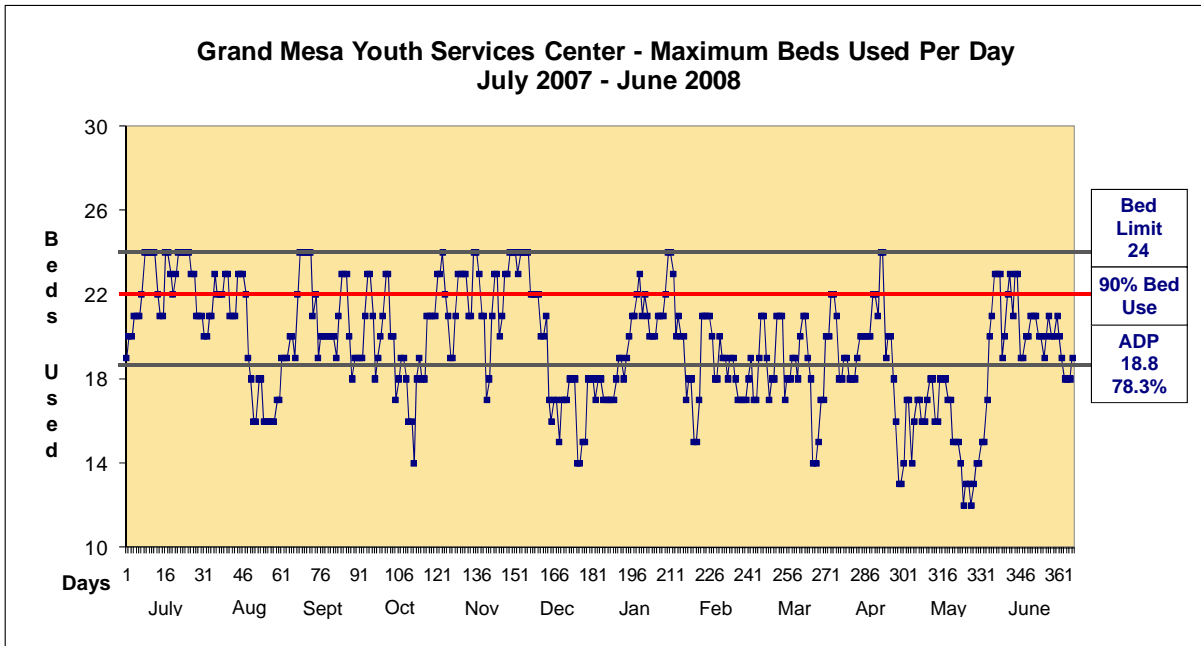
**21st Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



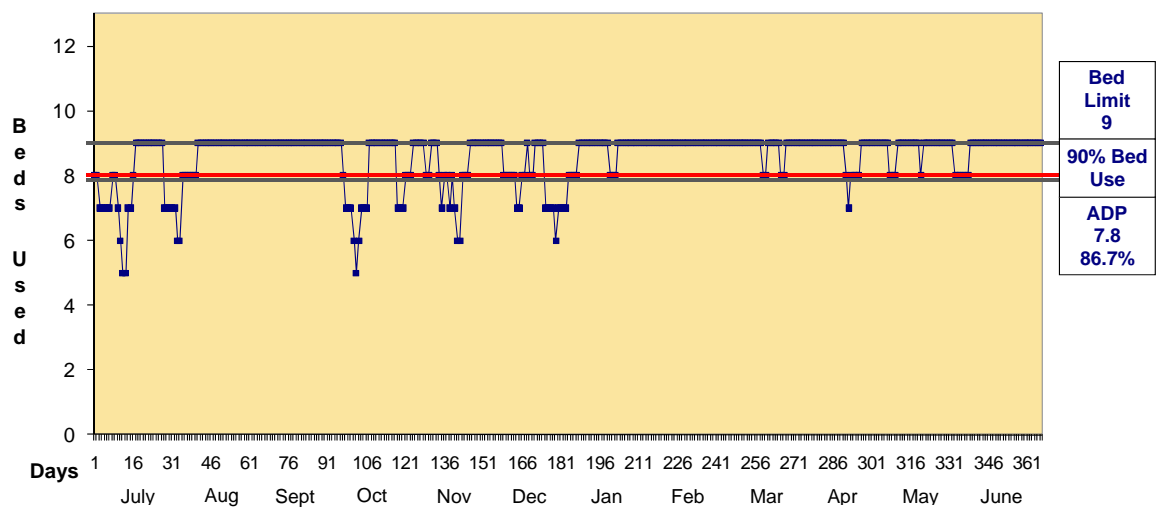
**22th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



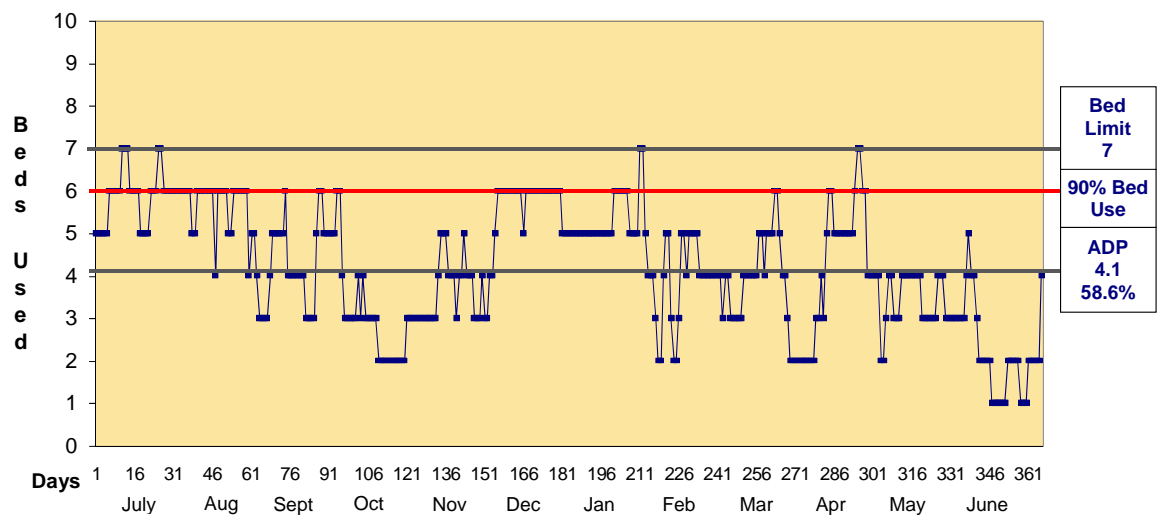
**Grand Mesa Youth Services Center - Maximum Beds Used Per Day  
July 2007 - June 2008**



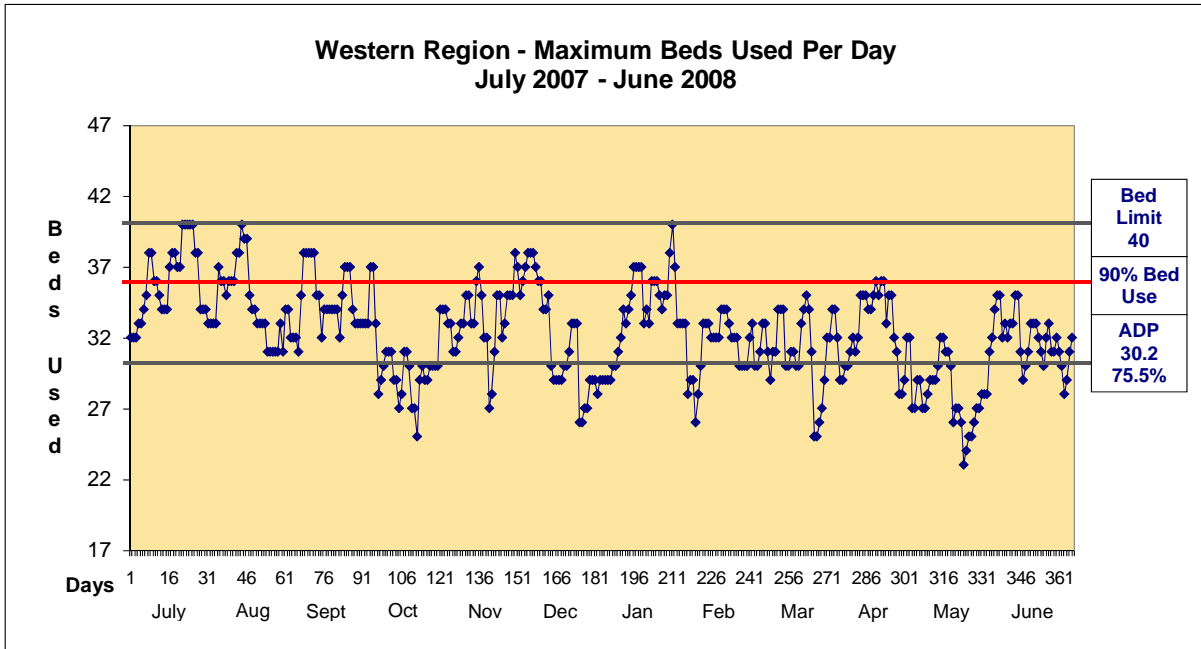
**Robert Denier - Maximum Beds Used Per Day  
July 2007 - June 2008**



**Robert Brown & Hilltop - Maximum Beds Used Per Day  
July 2007 - June 2008**



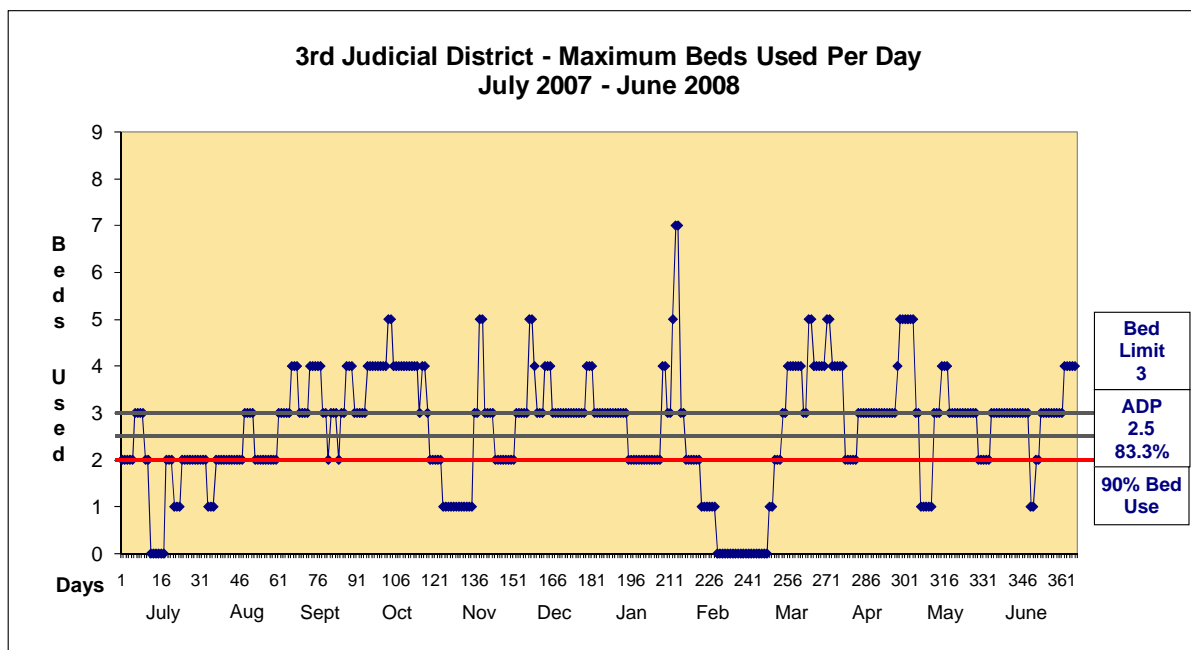
**Western Region - Maximum Beds Used Per Day  
July 2007 - June 2008**

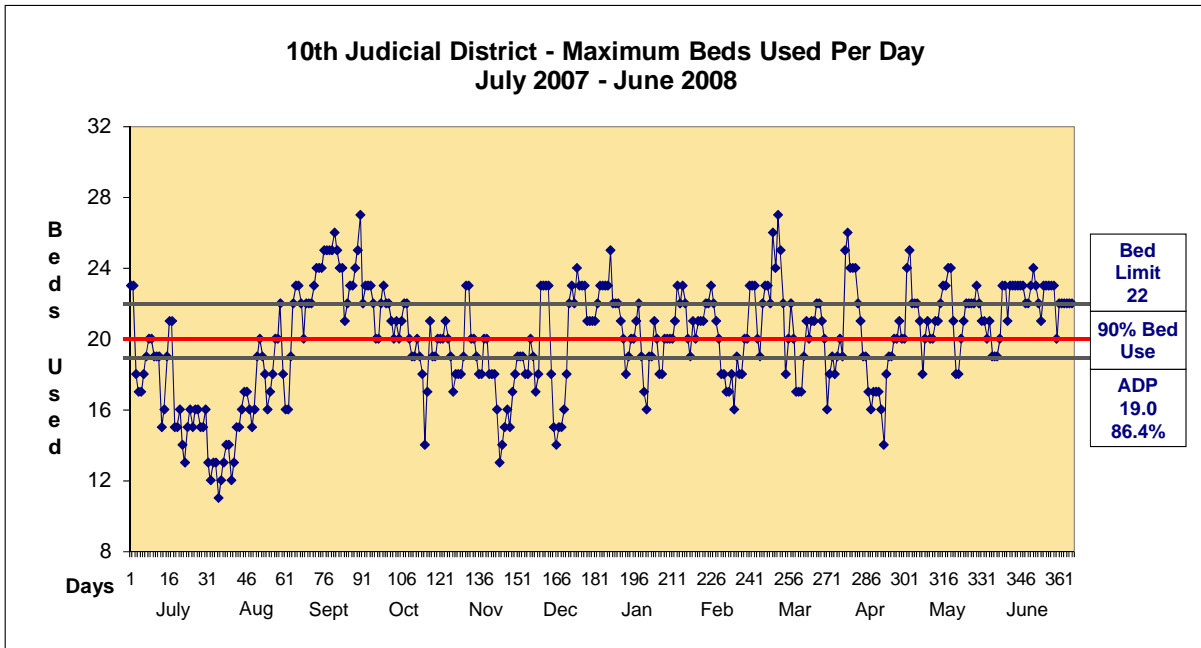
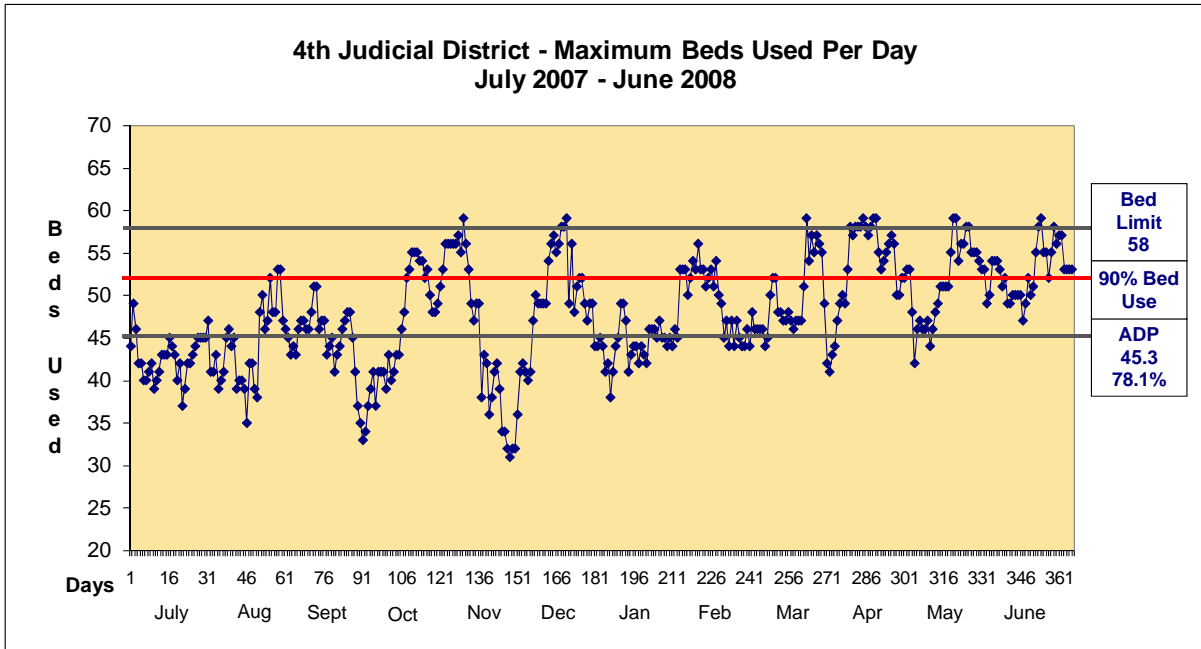


## Southern Region

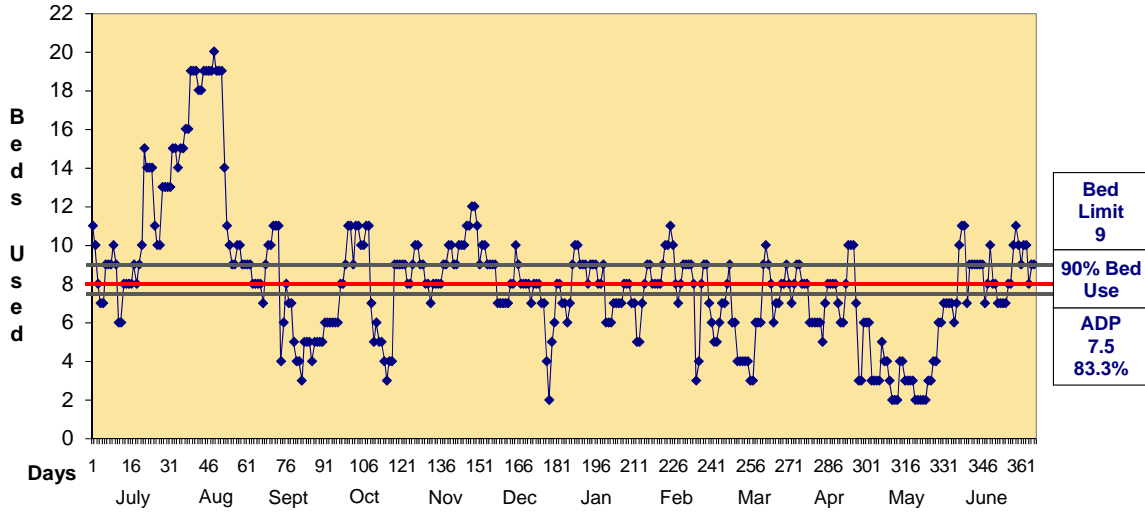
**Southern Region Bed Use for FY 2007-08** (July 2007 Through June 2008): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of the bed limit (average use), and percent of days at or above 90% of the bed limit. Regional ADP figures may differ from the 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 limit and so that it would be as close to 90% as possible.

Southern Region: Districts & Facilities	Beds & Use Indicators FY 2007-08				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
3 <sup>rd</sup> Las Animas	3	2	2.5	83.3%	83.9%
4 <sup>th</sup> El Paso	58	52	45.3	78.1%	31.0%
10 <sup>th</sup> Pueblo	22	20	19.0	86.4%	60.4%
11 <sup>th</sup> Fremont	9	8	7.5	83.3%	59.8%
12 <sup>th</sup> Alamosa	6	5	4.1	68.3%	48.6%
15 <sup>th</sup> Prowers	2	1	2.0	100.0%	99.7%
16 <sup>th</sup> Otero	4	3	2.7	67.5%	58.7%
Southern Region	104	94	83.1	79.9%	19.4%
Pueblo YSC	40	36	34.0	85.0%	48.1%
Spring Creek YSC	58	52	45.6	78.6%	32.2%
Staff Secure	6	5	3.8	63.3%	44.3%

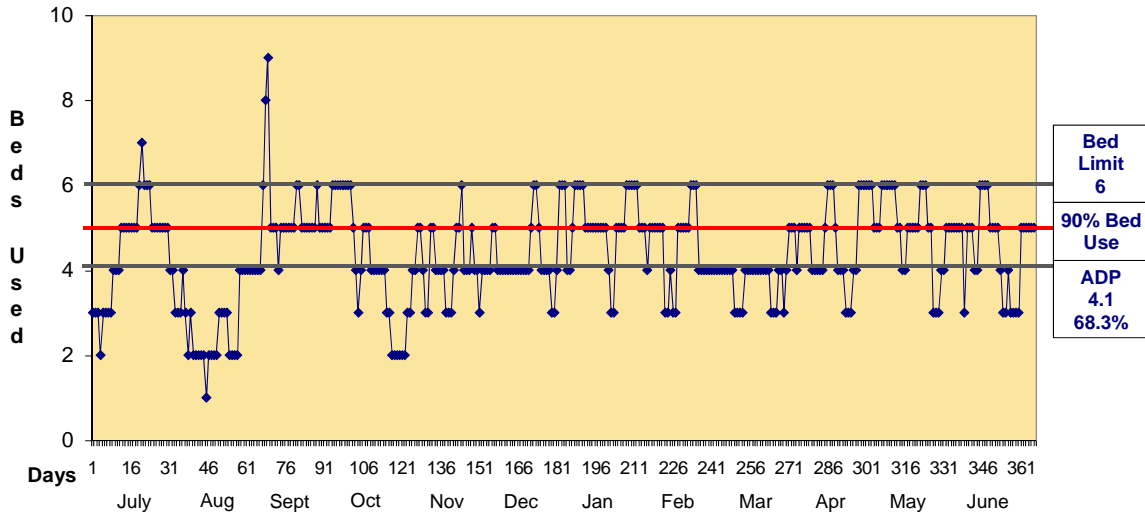




**11th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**

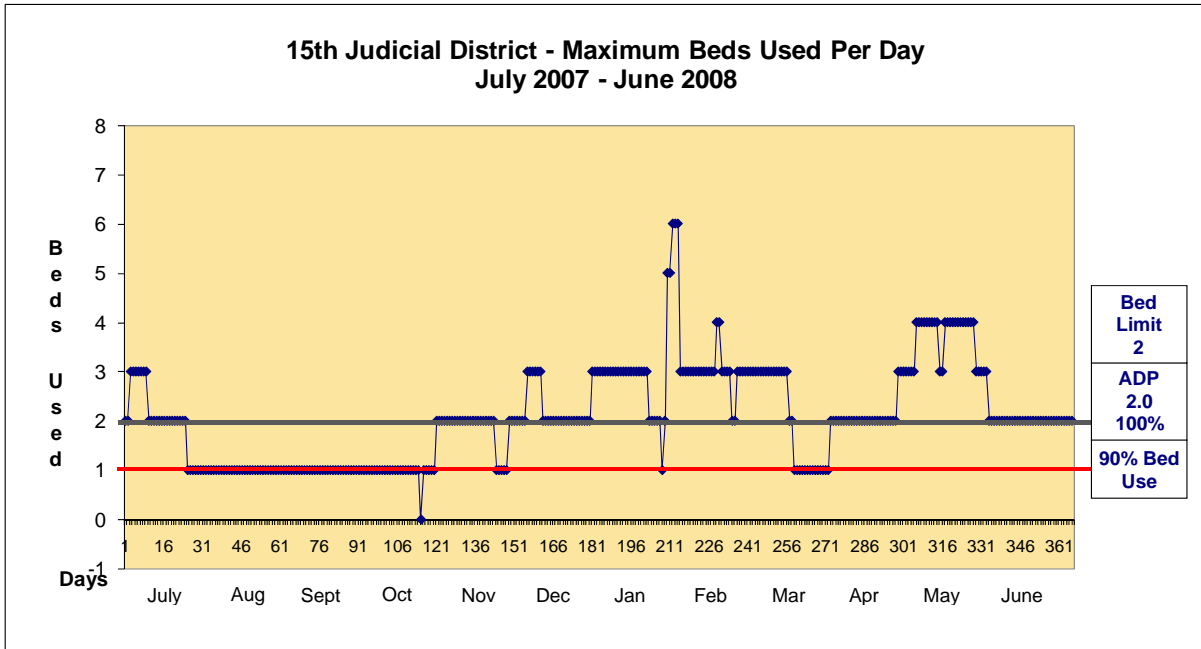


**12th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**

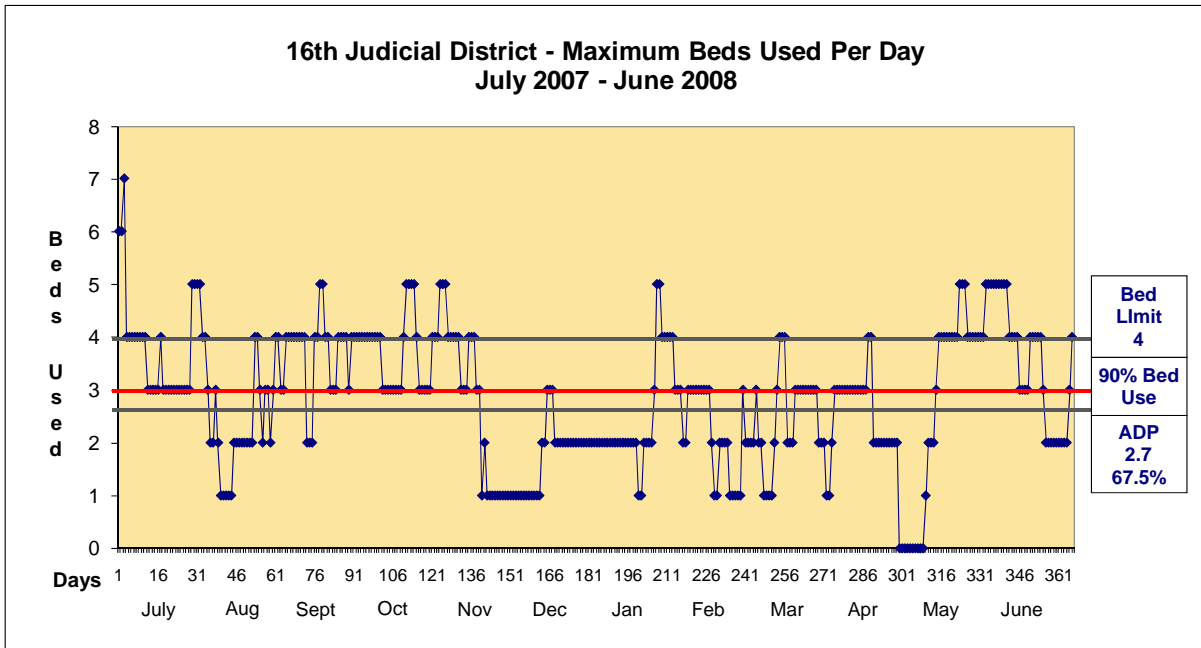




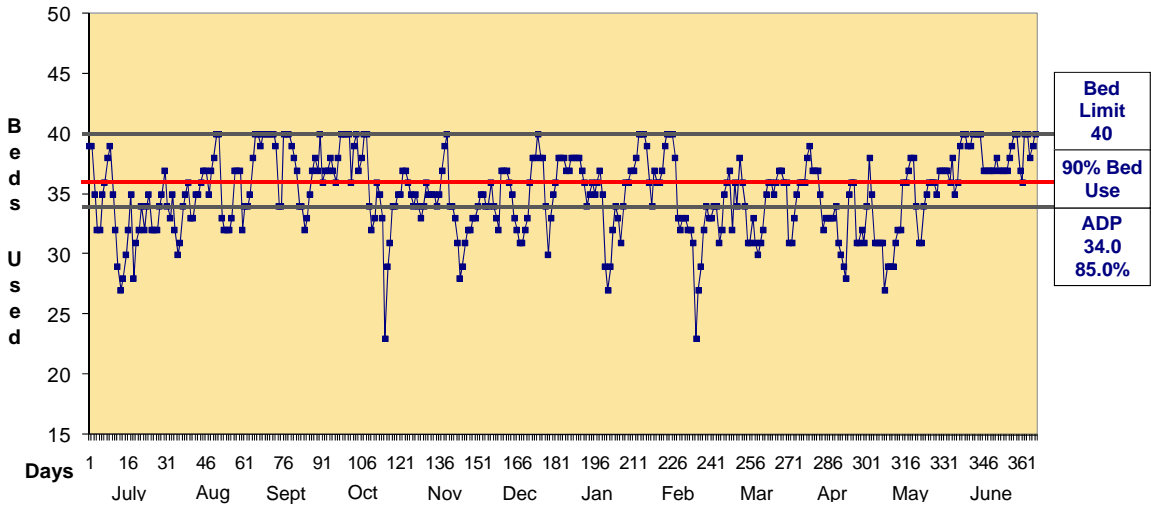
**15th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



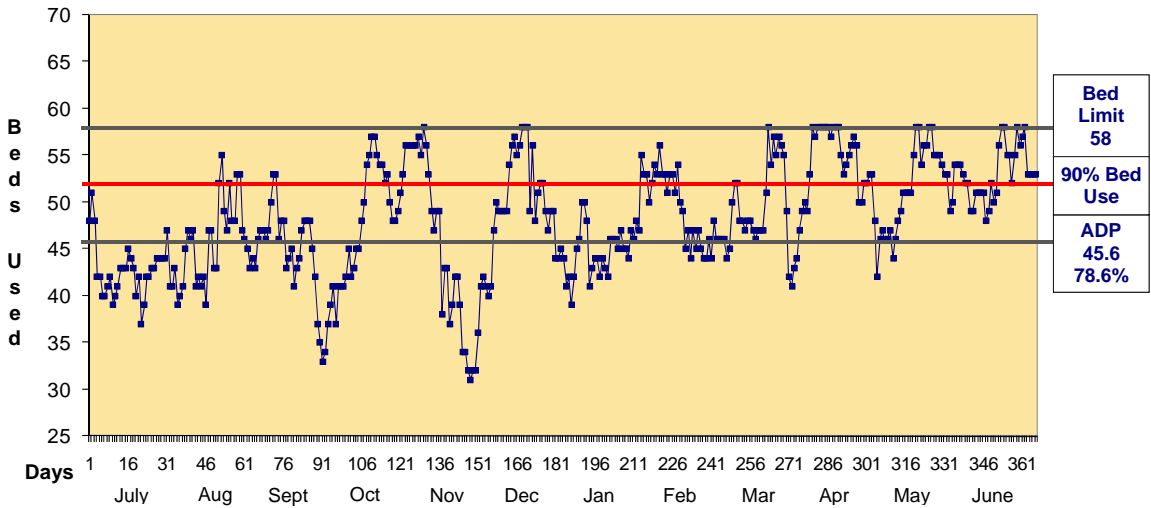
**16th Judicial District - Maximum Beds Used Per Day  
July 2007 - June 2008**



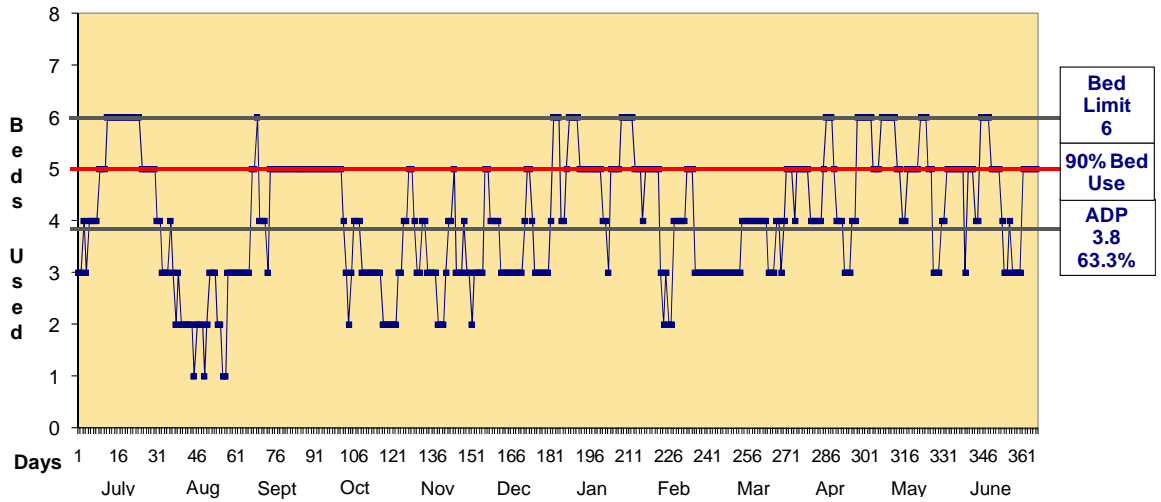
**Pueblo Youth Services Center - Maximum Beds Used Per Day  
July 2007 - June 2008**



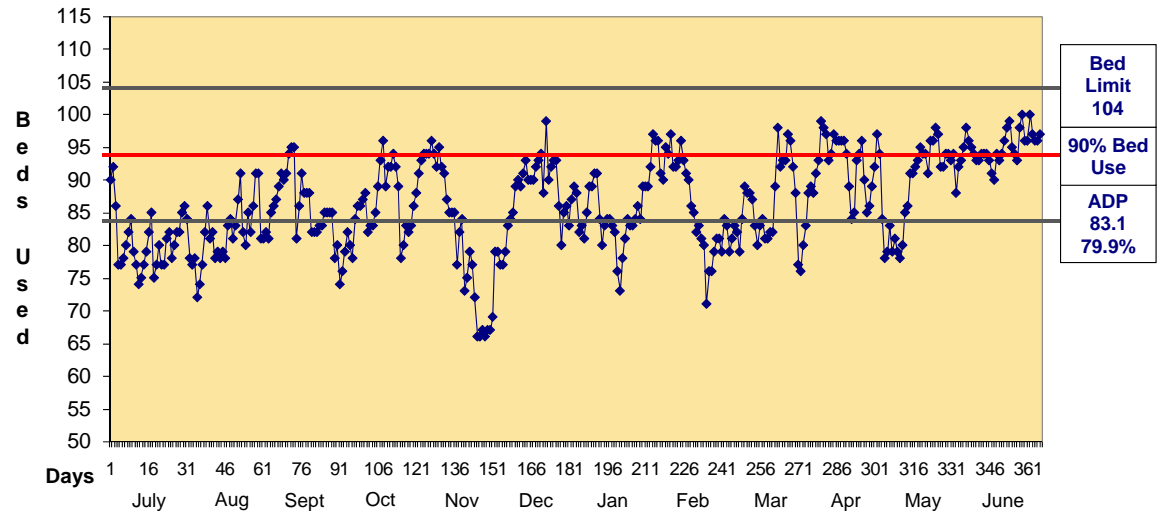
**Spring Creek Youth Services Center - Maximum Beds Used Per Day  
July 2007 - June 2008**



**Youthtrack & Prowers Youth Centers - Maximum Beds Used Per Day  
July 2007 - June 2008**



**Southern Region - Maximum Beds Used Per Day  
July 2007 - June 2008**





## Appendix B

# Fiscal Year 2007 - 2008 Performance Goals Resources and Practice Survey

**About the Survey** – The 2007-2008 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 2007) of the 2007-2008 fiscal year. Each of the areas is summarized below. Since the survey is an addendum to each district’s plan, surveys are due with the plan in March in 2008.

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 2007-08.

<b>Resources or Collaboration from Non-SB 94 Sources</b>	Used in FY2007-08? Check One	Comments
Blended Funds	Yes <input type="checkbox"/> or No <input type="checkbox"/>	
WRAP	Yes <input type="checkbox"/> or No <input type="checkbox"/>	
Diversion	Yes <input type="checkbox"/> or No <input type="checkbox"/>	
JAIBG	Yes <input type="checkbox"/> or No <input type="checkbox"/>	
Community Evaluation Team (may be under another name) – for interagency case review, planning and placement	Yes <input type="checkbox"/> or No <input type="checkbox"/>	
Other Grants:	Yes <input type="checkbox"/> or No <input type="checkbox"/>	
Others: Names:		

How have resources from other sources been used, and how did their use affect your SB 94 program in FY2007-08?



*Resources Continued.*

**Placement Resources Capacity.** For each section below, please rate your overall program capacity (ability to place youth in each level) in FY2007-08 and change in capacity between FY2006-07 and FY2007-08. For each rating, please check the number above the capacity and change descriptions.

<b>Secure Detention</b>					
<b>What was its capacity for FY2007-08 overall?</b>	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
<b>How did capacity change between FY07 and FY08?</b>	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

<b>Staff Secure Detention</b>					
<b>What was its capacity for FY2007-08 overall?</b>	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
<b>How did capacity change between FY07 and FY08?</b>	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

<b>Residential/Shelter Services</b>					
<b>What was its capacity for FY2007-08 overall?</b>	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
<b>How did capacity change between FY07 and FY08?</b>	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

<b>Home Detention / Services</b>					
<b>What was its capacity for FY2007-08 overall?</b>	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
<b>How did capacity change between FY07 and FY08?</b>	-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 2007-08.**

1. In FY 2007-08, 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 2007) 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 2007) 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 2007) 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 FY06-07 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 FY06-07 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 FY06-07 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 FY06-07 plan, as well as other relevant program information. Please explain your rating in the area below the rating scale.

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

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

Please explain your rating and note any dissenting JSPC views:

**Other Practice/Policy Issue:** \_\_\_\_\_.

▶ Explanation	-.
---------------	----



## 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 2007-08 was provided by DYC and is included here.

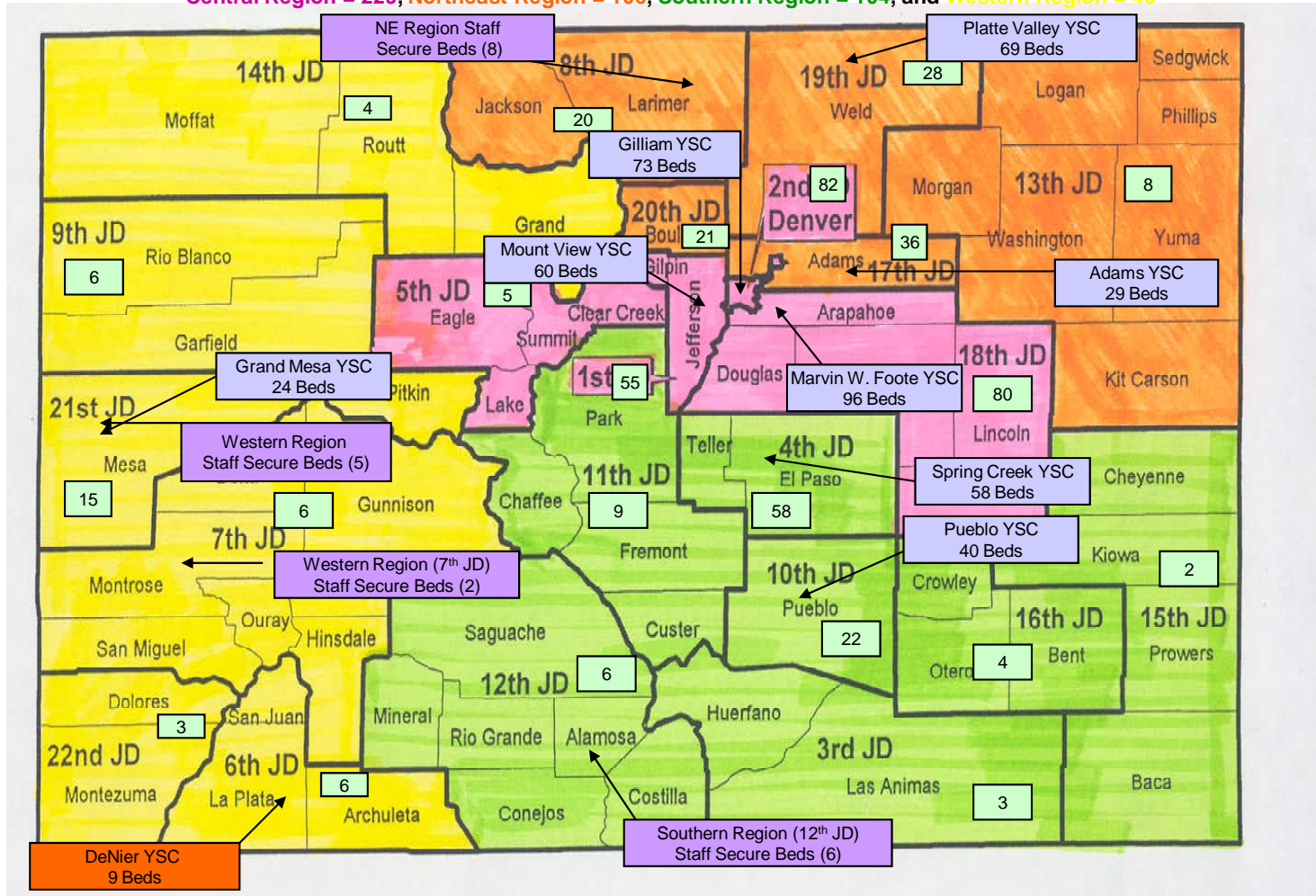




### Division of Youth Corrections

DYC Regions, Catchment Areas/, Detention Facilities with Capacities, and Judicial District Allocations

Central Region = 229, Northeast Region = 106, Southern Region = 104, and Western Region = 40



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