

Senate Bill 94 (SB 94) Evaluation
Annual Report: Fiscal Year 2008-09
July, 2008 – June, 2009

For

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

By



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Contents

Executive Summary, Conclusions and Recommendations	iii
Introduction.....	1
1. Trends in Detention & Commitment.....	6
Trends in Statewide Detention Bed Use	
Trends in Judicial Districts and Regions	
Bed Use Indicators	
2. Profiles of Youth Screened.....	13
Youth Assessment	
CJRA Pre-Screen Risk Profiles	
Youth Placement Screens	
Placement Profiles of Youth	
Reasons Youth are Placed in Secure Detention	
Initial Placement Agreement	
3. Progress in Achieving FY 2008-09 Goals and Objectives.....	28
Planning Process	
Progress in Achieving Goals and Objectives	
Case Study: Aaron	
4. Program Resources and Practices.....	35
State Funding	
Quality Improvement Efforts	
Expenditures of FY 2008-09 Funds	
Local Resources	
5. Potential Program Practice Issues.....	40
Service Availability	
Screening and Placement of Youth	
Local Detention Bed Allocations	
Releases from Secure Detention and Other Issues	
Conclusions and Recommendations	48
Appendix A. Detention and Commitment Bed Use.....	55
Appendix B: Capacity Strain	63
Appendix C: Detention Bed Use.....	73
Appendix D: Budget Allocations and Expenditures.....	97
Appendix E: 2008-09 Performance Goals Resources and Practice Survey.....	103
Appendix F: Policy Issue Impact Ratings.....	109
Appendix G: Detention Bed Allocation.....	113





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 (S.B. 09-259) narrative. Item 43 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.

This evaluation report responds to each of the above items in presenting the findings of the evaluation of the SB 94 Program for FY 2008-09. This Executive Summary briefly presents the findings from each report section. More detail is provided in the narrative of the report and in the accompanying appendices.

The SB 94 Program has been successful in accomplishing the General Assembly's vision of reducing the over use of secure detention in Division of Youth Corrections (DYC) facilities.

- Trends in detention and commitment rates have decreased over the past few years. Detention rates are at their lowest since SB 94 began, and commitment rates have dropped dramatically.
- Placement decisions are based on screening each youth referred for detention to determine the most appropriate placement and for risk assessment to determine youths' risk for reoffending. In addition, placement and risk profiles of the youth are used to identify detention continuum needs.
- Judicial District success in achieving their performance goals is high, both for preadjudicated and sentenced youth. In addition, district specific goals are identified by each district to promote additional programs for the priority needs in each district.
- The General Assembly's allocation of resources to the SB 94 Program, and Judicial District use of state funds in accord with statewide priorities to enhance screening and assessment and improve access to evidence-based services, has enabled the SB 94 Program to be successful in its performance goals and objectives and in developing the detention continuum services needed to decrease the use of more expensive secure detention and commitment placements. Day to day, about 83% of youth served are in community placements. Additional local resources and collaborative efforts support and augment services funded by the State.
- Ratings by individual districts of policy issues show that the Judicial Districts are positive about the impact of services, screening and assessment of youth, and youth placement options.



- Judicial Districts are successfully managing their use of resources and the detention continuum to comply with the statewide bed limit of 479 detention beds passed in SB 03-286. The strain of achieving that objective varies between districts and facilities.

SB 94 Context. During the current fiscal year, DYC continued to advance the General Assembly’s directives by supporting Judicial District SB 94 programs in their ongoing 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 and 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:

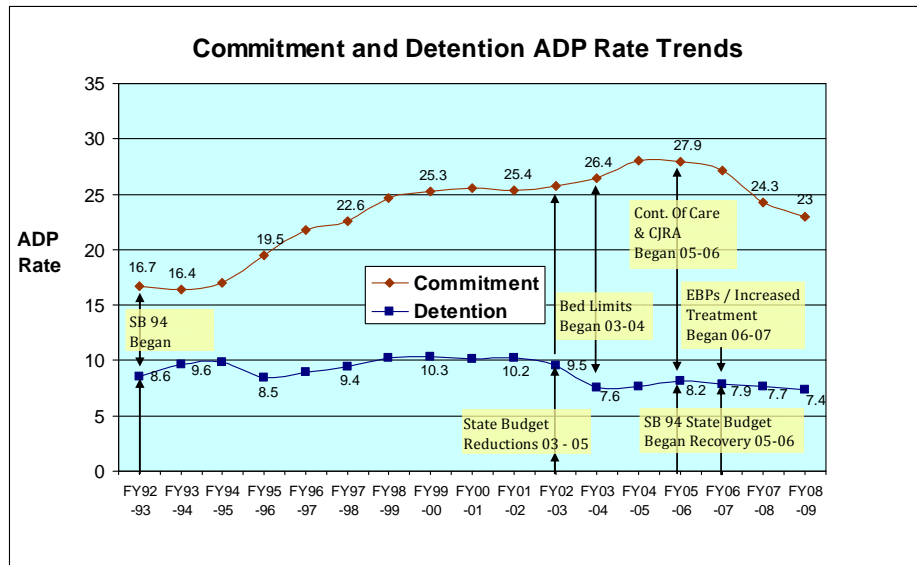
- Beginning in FY 2003-04, DYC drew on the findings from its 2003 review of national best practices to promote ongoing detention reform focusing on two key concepts: that detention is a status, and not a place; and that detention consists of a continuum of options, only one of which is secure detention.
- 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, and in FY 2007-08 extended implementation to the detention continuum and SB 94 Program.
- In FY 2005-06 and continuing through the current fiscal year, reinstatement of funding for the extended detention continuum began, 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 by facilitating 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 use in the 17 years of data trended in this report.
- Detention use decreased for the third year in a row to 398.7 for FY 2008-09, down from 426.3 in FY 2005-06.
- The statewide commitment rate for FY 2008-09 was 23, the fourth consecutive annual decrease in commitment use after a decade of unrelenting per capita increases.



The chart below (from Appendix A of the report) shows these patterns.



A comprehensive portrayal of detention bed use has evolved over multiple years of evaluation reports to now include five key indicators. Those indicators and what they contribute to our understanding of detention bed use include the following.

- The maximum beds used at any given point during the day describes day-to-day variability in bed use.
- Days on which maximum bed use is at or above 90% of bed capacity serves as an indicator of the level of strain facilities and districts experience in managing detention bed capacity.
- Total client load represents the total number of youth served per day, a measure of the flow of youth into and out of detention and the workload of processing those youth as they enter and leave the facility.
- Average length of stay (LOS) measures differences in the time that youth spend in detention between the point of admission and release, allowing comparisons in how long youth stay in such settings.
- Average daily population (ADP) serves as the historical indicator of detention bed use. ADP was the primary indicator used for many years prior to the introduction of statutory limits on secure detention bed capacity, but its use in the current environment is limited, as explained in more detail below. Going forward, ADP will only be presented as an indicator to document trends over time in the use of secure detention, since past reporting had used only this indicator.

The analysis of **total client load** is very revealing and documents the overall utilization of detention beds and the workload involved in managing those beds. Statewide, this indicator shows that an average of 471.9 youth used detention beds every day, either for an entire day or for a portion of a day (when being admitted or released at some point during the day).

- This indicator shows that the total client load reached an operational level on average



of 98.5% (471.9/479) of the cap per day.

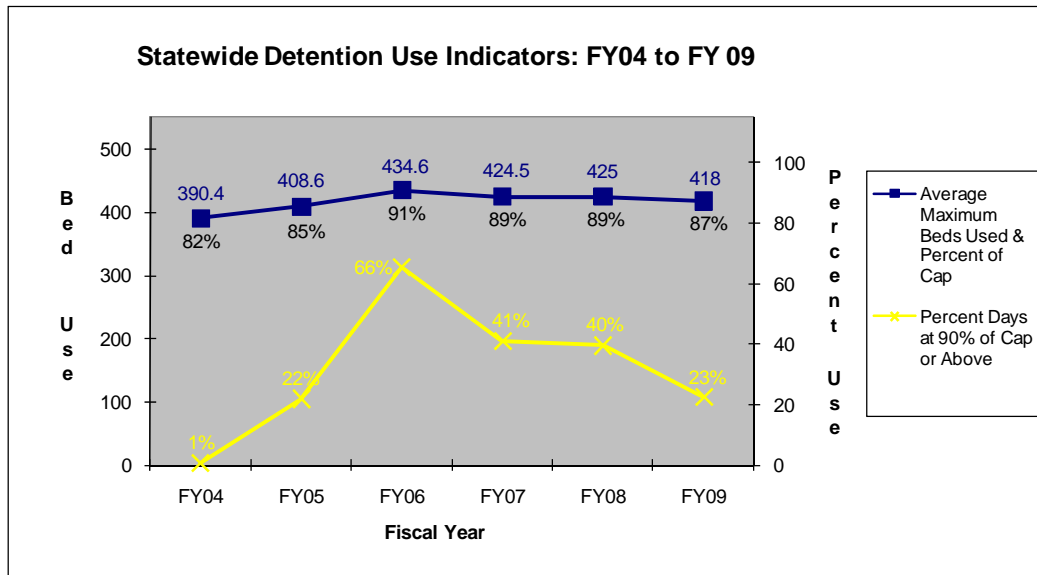
- The number of admissions and releases is not captured as part of any other indicator and at an average of 56.3, accounts for almost 12 percent (11.9%) of the total youth served on any given day (56.3/471.9). Identifying this component of the utilization spectrum is important, because admissions and releases involve a higher level of workload than ongoing stays. Monitoring this level over time adds additional perspective on the workload required to manage the 479 detention beds.

In spite of high levels of strain on a daily basis across facilities, analysis of **maximum bed use at the statewide level** shows that, through assertive management by district and facility managers across facilities, the statewide bed limit of 479 was never exceeded on any day in FY 2008-09. Maximum beds used at any given point in the day averaged 417.7, an average of 87.2% of capacity. Although the limit was never exceeded, statewide the 90% bed use level was exceeded on 22.7% of days.

Analysis of **capacity strain at the facility level** for this fiscal year shows that on the vast majority of days one or more facilities experienced high capacity strain.

- In FY 2008-09, on average, 4.5 facilities (37.5%) were at or above 90% capacity on any given day.
- Looked at another way, while the overall incidence of high use in FY 2008-09 is decreasing, on all but five days (360 of 365 days) there was at least one facility at 90% or higher capacity.

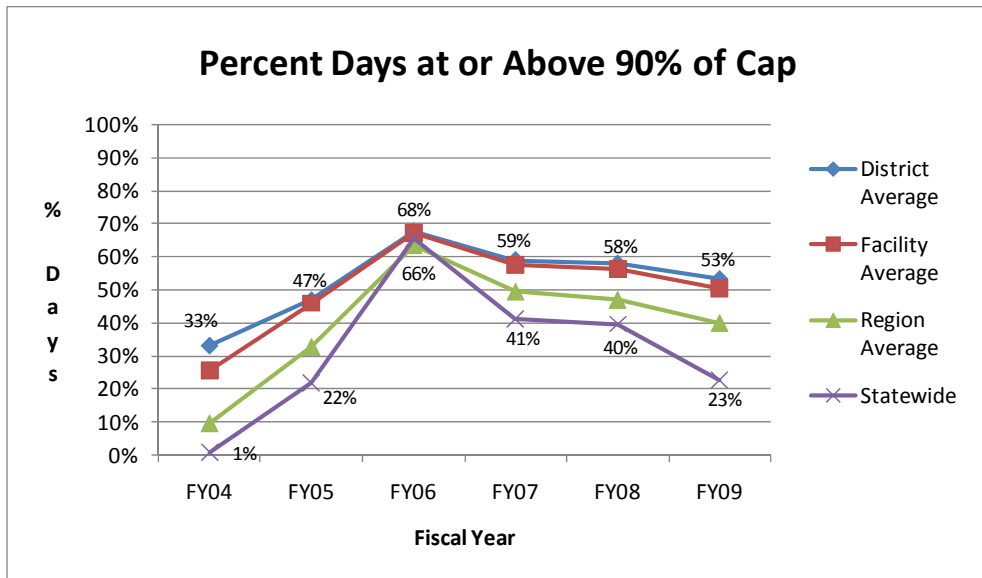
Examining these comparisons on a statewide level shows that daily use of district, facility and regional bed capacity appears to be decreasing and is increasingly well managed. This trend is further illustrated in the figure below (from Section 1). As statewide average maximum beds used have decreased in the past three years, the percent of days at or above 90% capacity has correspondingly decreased, especially in FY 2008-09.



Despite statewide improvement in days at or above 90% of capacity, high capacity strain continues to be a concern for some districts. The figure below (from Section 1) illustrates the relative impact of capacity strain within the system as it compares days at or above 90% at the district, facility, region and statewide levels.¹ The figure illustrates how each level serves to insure that the statewide bed cap is never exceeded.

- In terms of levels of bed use, districts are usually higher than facilities and facilities are usually higher than regions. This is the case because there is coordination between districts in placing youth in facilities. That coordination includes borrowing and loaning beds, which can increase the level of bed use at the district level while maintaining a limit at the facility level.
- The same process applies for facilities within regions. Facilities are required to remain at or below their cap and do so successfully. The successful management of facilities adds up at the region level to result in fewer days at or above 90%.
- The same phenomenon occurs across regions, resulting in the statewide level being lower than any other.

The diverging trends prior to and following FY 2005-06 suggest that the system was less able to manage capacity that year as a result of the cumulative effects of loss of resources. Even though FY 2005-06 corresponded to the beginning of the restoration of funding for the SB 94 Program, as well as community-based services in other youth-serving systems, it is clear that recovery was not immediate and was not clearly observable until DYC’s implementation of detention continuum reforms that began in FY 2006-07.



¹ Weighted averages are shown at the district, facility and region levels so that each value included in the average was representative of its contribution to the overall average. For example, District 3, with 68.5% of days at or above 90% capacity, was weighted by its cap (3) so that it did not skew the average compared with a district like the 4th, which was at or above 90% of capacity (58 beds) on 34.2% of the days.



As noted above, while **average daily population** (ADP) is not a useful measure of capacity use, it does provide the primary point of comparison for determining variability in use over time. In reporting over time, ADP has been reported as the number of detention beds used for every 10,000 youth in the general population ages 10-17. ADP has been measured since the beginning of the SB 94 Program and historical trends in that use were presented in the figure above on page iii. Data provided by DYC's Research and Evaluation unit shows that the detention ADP rate for FY 2008-09 was down to 7.4 (fewer than eight youth in detention each day on average for every 10,000 youth in the general population.). Looking at ADP as one indicator of detention use trends, we see that:

- **Over the past three years, ADP has fallen each year for a cumulative decrease of 9.8%** from the post-cap ADP rate high point of 8.2 reported in FY 2005-06.
- **Over the past 15 years, this is the lowest detention ADP rate ever achieved** since the SB 94 Program was implemented statewide in 1994 (see Figure above).

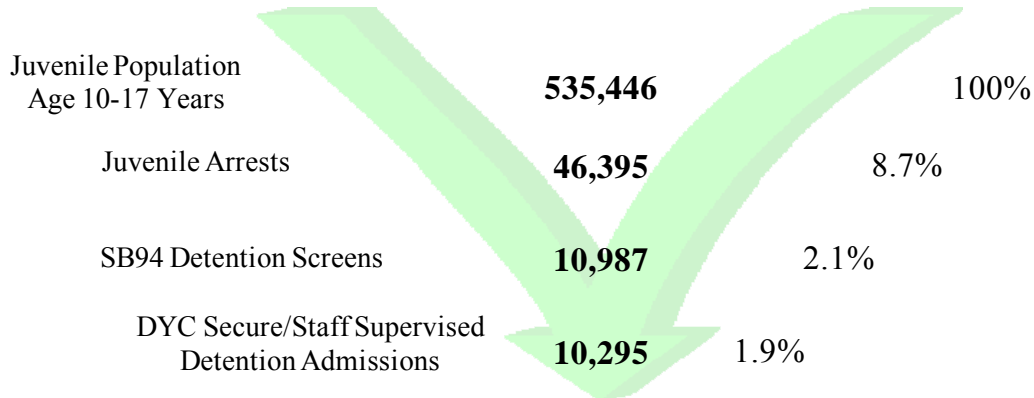
Trends in Statewide Commitment Use. The statewide commitment ADP rate for FY 2008-09 was 23 (an average of 23 youth in commitment each day for every 10,000 youth in the general population). This continues a dramatic decreasing trend in commitment ADP for the fourth consecutive year, bringing the commitment ADP rate down to below the FY 1998-99 level (as was shown in the figure from Appendix A at the beginning of this summary). The decrease coincides with implementation of DYC's broader continuum of care redesign and targeted restoration of both commitment and detention funding for more evidence based community programs that began in FY 2006-07.

2. Profiles of Youth Served – 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. The screening process for detention continuum services is initiated after a youth is arrested and referred for detention screening.

- Youth who are screened are a small subset of youth who have been arrested (approximately a quarter: 10,987 of 46,395), and an even smaller subset of all Colorado youth (2.1%, or 10,987 of 535,446), as shown in the figure below (from Section 2).
- The figure shows that there were 10,987 youth referred for detention screens in FY 2008-09.
- Of those, there were 10,295 detention admissions.
- All youth referred (10,987) are screened using the JDSAG, and all youth admitted to secure detention (10,295) are assessed using the CJRA, as mandated.



Juvenile Justice Filtering Process to Detention: FY 2008-09



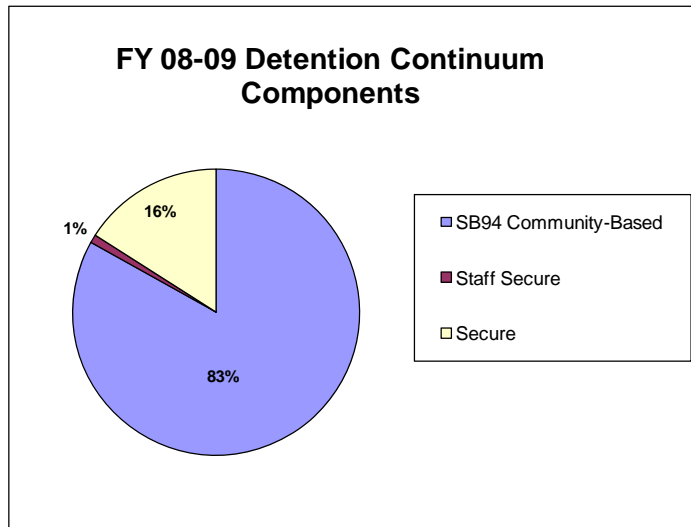
FY 2008-09 was the first year of the mandated CJRA assessment for detention admissions and the use of TRAILS to capture that assessment data. There were 8,445 CJRA prescreens completed for the 10,295 secure detention admissions. Convergence of the CJRA risk data and a secure detention admission may serve as an indicator of a number of aspects of the placement decision, including the availability of placement and treatment resources. Future evaluation reports will attempt to use CJRA data along with other types of data, such as JDSAG placement screening data and actual placement data to evaluate how youth are being placed and treated, and to help identify detention continuum resource needs.

- Overall, the most frequently used initial placement is secure detention, with 82.7% of all youth placed at that level, an increase from 77.6% in FY 2007-08.²
- The next highest used placement level is placement at home with services. Reflecting the reinstatement of SB 94 resources over the past three years, youth sent home with services increased in FY 2008-09 to 8.0%. This reflects a continuing trend from 6.2% in FY 2002-03 to 8.5% in FY 2005-06, with a slight decrease in FY 2006-07 to 7.9% that remained about the same at 7.8% in FY 2007-08.
- The second largest change this year was in the percent of youth released. That percent fell from 12.0% in FY 2007-08 to 6.7% in FY 2008-09.³ This reduction correlates with the reduction in detention bed capacity strain noted in the previous section, and seems to be an indicator that districts are now able to more readily manage use of these resources.
- It is useful to note that, while the proportionate use of initial secure detention increased this past year, during that same time period overall use of secure detention decreased, suggesting that districts are increasingly using secure detention as one point along a continuum, rather than as a primary placement.

² Prior to FY 2007-08, initial secure detention use had been increasing, but more slowly, from 73.5% in FY 2002-03 to 75.3% in FY 2003-04, remaining at 75.9% in both FY 2004-05 and FY 2005-06 and increasing to 76.1% in FY 2006-07.

³ Prior to FY 2008-09, changes were not as noticeable, 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 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.





As shown in the figure above (from Section 2), most youth are placed in the community, an outcome that reflects DYC’s continued success in the last three years in reducing the use of secure and staff secure detention. To better understand the dynamics of that success, DYC’s Research and Evaluation Section has collected data to clarify how secure and staff secure detention beds are being utilized as reflected by the reasons youth are detained. At the statewide level, two general reasons together – preadjudicated youth and warrants/remands - account for 82% of all detained youth:

- Preadjudicated youth, at 40%, are youth who committed a felony or misdemeanor and who were also determined to require a secure placement.
- Warrants/remands, at 42%, include youth who failed to appear for court appearances or to comply with court ordered sanctions.
- An additional 13% of youth are directly sentenced to a detention placement.
- Less than 5% are detained for other reasons.

Similar to past years, of those youth screened to secure detention, 93.5% were placed there. In marked contrast were the results for the 13.6% of youth screened as requiring placement at home with services: 36.5% (528) were actually placed there, about 20% were released to home without services, and the remaining 43% instead went to secure, staff secure or residential/shelter placements.

Further analysis of the fit between placements recommended by the JDSAG screening tree and actual initial placements suggests that community-based detention continuum resources are lacking. 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 1,446 youth recommended at this level, only slightly more than one-third of the cases (36.5%) are placed there.
 - Of those, the majority ended up either in more secure placements (43%) or released (20%).



- While it may be that some of these youth do in fact need more secure placements, 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 296 youth (20%) identified as in need of treatment who are simply sent home underscore a clear need for additional community capacity.
- **The vast majority (86%) of the 279 youth screened to staff secure detention are placed in secure detention (240), indicating a general lack of availability in this section of the detention continuum.**
- **The 246 youth screened to residential/shelter placements are most likely to be placed in secure detention (43.9%) or released (22.8%).** This also indicates a lack of availability of residential/shelter services when needed.

3. Progress in Achieving Local Goals and Objectives – NYC guidelines for local program goals and objectives have focused on preadjudicated youth and youth sentenced to detention or probation since FY 2005-06, when the three objectives for each goal were required for all districts. Since FY 2006-07, NYC has also required Districts 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.

Required Goals and Objectives Performance Levels

Service Area Goal	Measurable Objectives	Performance
1. Preadjudicated Youth – FY08 Goal – To successfully supervise preadjudicated youth placed in community-based detention services.	1. Percent of enrolled preadjudicated youth who complete SB 94 services without FTA's (Failure To Appear for Court).	95.5% of Youth had no FTA's
	2. Percent of enrolled preadjudicated youth who complete SB 94 services without new charges .	88.3% of Youth had no new charges
	3. Percent of preadjudicated youth served through SB 94 who complete the period of the intervention with a positive or neutral leave reason .	92.5% of Youth had positive or neutral leave reason
2. Sentenced Youth – FY08 Goal – To successfully supervise sentenced youth placed in community-based detention services.	1. Percent of enrolled sentenced youth who complete SB 94 services without FTA's .	97.4% of Youth had no FTA's
	2. Percent of enrolled sentenced youth who complete SB 94 services without new charges .	96.6% of Youth had no new charges
	3. Percent of sentenced youth served through SB 94 who complete the period of the intervention with a positive or neutral leave reason	88.7% of Youth had positive or neutral leave reason



4. Program Resources and Practices – For FY 2008-09, SB94 received both a cost of living increase of 1.58% and an increased allocation.

- 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.
- This funding level also reflects a level 8.5% above the FY 2002-03 funding level, just prior to the previous reduction of funding that carried through to FY 2004-05.

The Division’s response⁴ to how the additional funding would be utilized has contained four elements since FY 2007-08: 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 is examined in Section 4. Spending on supervision and screening and assessment (including risk assessment, additional needs assessment, case reviews and screens) continue to take up most of the available SB 94 Program budget expenditures, at about 42% and 28% respectively. The funding increase in FY 2008-09 did enable programs to increase the proportion spent on treatment services (11.5%).

In addition to state funds, many Judicial District SB 94 programs have accessed other funds or program services for SB 94 youth. Through district-specific approaches and coordination with other youth-serving agencies and resources, SB 94 programs have continued to leverage additional resources to augment their ability to meet the needs of youth and 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. In an effort to develop a uniform system of agency collaboration at the state and local levels, HB-1451 promotes shared resources and the management and integration of treatment and services provided to children and families involved with multiple agencies. Twenty-nine counties from twenty (20) judicial districts are now involved in this process, up from six districts in FY 2005-06⁵.

⁴ SB 94 Allocation Letter. May 23, 2007 letter to JSPC Chairpersons and SB 94 Coordinators

⁵ Counties involved in HB-1451 as of September 18, 2007. Source: Norm Kirsch, Colorado Department of Human Services.



5. Potential Program Practice Issues – SB 94 Judicial District Programs faced several issues in Fiscal Year 2008-09 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 assessed in the planning process by each district’s planning committee: 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 February of 2009 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 continues to be 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 and 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 a sustained, simultaneous reduction in actual detention and commitment use for the third year in a row, the first time this has happened in the 17 years of data trended in this report.
- Detention use decreased for the third year in a row to 398.7 for FY 2008-09 from 426.3 in FY 2005-06.
- The statewide commitment rate for FY 2008-09 was 23.0, the fourth consecutive annual decrease in commitment use after a decade of unrelenting per capita 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 2008-09, on all but five days of the fiscal year (360 of 365), one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). Across all days, the system averaged four and one half (38%) facilities at or above 90% capacity.

DYC and local SB 94 programs have also continued to refine program practices, improve the detention continuum and manage bed allocations, and 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. 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 (1,446) compared with the number (834) who actually were placed at home with services. Of the 834 actually placed at home with services, 195 (23%) were screened to secure detention. Strikingly, many of the youth (595 or 41% of those screened to home) who were not placed at home with services were placed in secure detention instead, 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 DYC prioritize future resource allocations to improve the responsiveness and capacity of the detention continuum.

2. 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 or decrease, 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 level 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, DYC adjustments in facility and district bed allocations have addressed 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).

Although days at or above 90% of capacity continues to have utility for monitoring detention bed use, we recommend that DYC consider other indicators in addition. Average Daily Population (ADP), as discussed in Section Two, provides only a limited picture of bed use. **For FY 2009-10, we recommend that the total client load indicator introduced in this report be further developed as an indicator of the flow of youth and the work load involved in serving youth.**

3. Further improve the reporting of district-specific performance outcome data. For the fifth 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. Overall, it appears that this process is working and that Districts are generally making good decisions about where to set their objectives.

For the first time, performance on the New Charges objective for preadjudicated youth fell below 90% success for youth. It is not clear why this should be the case, but we recommend that DYC review this objective and discuss this with the districts to assist them in addressing difficulties that might be contributing to the change in performance.

In addition, since performance in most goal areas is consistently high, we recommend that DYC consider working more closely with the districts on their unique goals and objectives. Successful performance for those goals and objectives is much lower, likely because the districts are attempting to implement new programs or to extend programs to multiple counties. This may be an opportunity to work with districts more closely on evidence based practice efforts.



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.

The 2009 Long Appropriations Bill (S.B. 09-259), Appendix A, Item 43, as well as the overall SB 94 Program 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 (S.B. 09-259) narrative. Item 43 in that list was specific to SB 94 and is shown below.

Item 43 of The Senate Bill 09-259 (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) 2008-09, restoration of funding for the SB 94 Program from the Colorado General Assembly continued for the fourth consecutive year. This helped to offset substantially the multi-year State program reductions that resulted from the



approximately 35% decrease in funding for the SB 94 Program from FY 2002-03 through FY 2004-05. With this year's restoration, funding for SB 94 in FY 2008-09 reached about 8% above the pre-reduction FY 2002-03 level. While this seems at first to represent a net increase for the program, once annual increases in the costs to deliver services during that eight year period are considered, the amount of increase does not even cover the costs of 1% of annual increases, an amount likely well below actual programmatic cost increases. To ensure that restored funding is invested optimally to achieve the goals of the SB 94 Program, DYC has specified general guidelines for new funding for the past two years to address four elements: 1) statewide implementation of the Colorado Juvenile Risk Assessment (CJRA) for Senate Bill 94; 2) a focus on evidence based programming demonstrated to reduce recidivism; 3) expansion of 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 on program capacity identified in prior annual Senate Bill 94 evaluations.⁶

Another critical factor affecting operation of the SB 94 Program involves statutory limits on the number of detention beds. 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. This legislation 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:⁷

- 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 six years since the initial statutory limits were enacted. Specific allocations of beds across Judicial Districts and Regions have changed somewhat in the past three fiscal years as a result of the Working Group's formal allocation process⁸. While the specific impact of the statutory limit on statewide secure and staff secure detention capacity is not evaluated separately in this report, its continued impact is addressed where relevant, especially in Sections One (Trends in Detention & Commitment) and Five (Potential Program Practice Issues).

⁶ TriWest Group. (2007). Senate Bill 94 (SB 94) Evaluation Annual Report: Fiscal Year 2006-07, July, 2006 – June, 2007. Boulder, Colorado.

⁷ Colorado Statutes, Title 19 Children's Code/Article 2 The Colorado Juvenile Justice System/Part 12 Detention Bed Management/19-2-1202. Working Group – allocation of beds.

⁸ SB 94 Bed Allocation Letter. March 9, 2007 to the Senate Bill 94 Advisory Board, JSPC Chairpersons and Senate Bill 94 Coordinators.



Across multiple years, the SB 94 Program has consistently demonstrated success 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 ongoing 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 continued its 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 resources⁹ to respond to each youth as an individual, consistent with the State of Colorado's Children's Code¹⁰ that seeks to balance the needs of young persons with concern for the safety of all members of society. Over the past five years, DYC has also 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.¹¹ 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 2006-07, DYC implemented the full version of the state-of-the-art Colorado Juvenile Risk Assessment (CJRA) with committed youth, and in FY 2007-08 extended implementation of the pre-screen component of the CJRA to the detention continuum and SB 94 Program. By using the CJRA pre-screen for youth entering detention, 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 resulting in recidivism: family, relationships, use of free time, attitudes, behaviors, alcohol and drugs, education, employment, mental health, aggression, and skills. This report documents district progress in implementing the CJRA pre-screen and presents initial CJRA data regarding risk of reoffense.
- Beginning in FY 2005-06 and continuing through the current fiscal year, reinstatement of funding for the extended detention continuum began, 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.

⁹ Continuum of Care Initiative Evaluation: Annual Report Fiscal Year 2006-07, TriWest Group (2007).

¹⁰ Colorado Statutes, Title 19 Children's Code/Article 1 General Provisions/Part 1 General Provisions/19-1-102. Legislative Declaration.

¹¹ 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 by facilitating 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 20 this year – three more than last fiscal year).

Structure of the Report. The report is structured to respond to the General Assembly’s request for information noted above. Each section begins with a condensed summary. 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, based on the evaluation results. The five primary sections of the report include:

- 1. Trends in Secure Detention and Commitment** – This section analyzes detention bed use 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. Detention bed use is important for SB 94 in many ways, but especially in managing secure detention as a key resource in the detention continuum of services. As a result, it is important to report detention bed use in a comprehensive way that provides perspective on the flow of youth and the workload involved in managing these resources. A comprehensive portrayal of how detention beds are used is provided.
- 2. Profiles of Youth Screened** – All of the data presented here (including CJRA data) was extracted from TRAILS and provided by DYC’s Research and Evaluation Unit. In addition to the analysis in this report, DYC provided 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 2009.
- 4. Program Resources and Practices** – This section reviews the FY 2008-09 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 unneeded use of secure detention in DYC facilities, a goal that is being achieved very successfully as demonstrated in this section. Detention bed use is important for SB 94 in many ways, but especially in managing secure detention as a key resource in the detention continuum of services. As a result, it is important to report

detention bed use in a comprehensive way that provides perspective on the flow of youth and the workload to manage this important resource.

A comprehensive portrayal of detention bed use has evolved over multiple years of evaluation reports to now include five key indicators. Those indicators and what they contribute to our understanding of detention bed use include the following.

- The maximum beds used at any given point during the day describes day-to-day variability in bed use.
- Days on which maximum bed use is at or above 90% of bed capacity serves as an indicator of the level of strain facilities and districts experience in managing detention bed capacity.
- Total client load represents the total number of youth served per day, a measure of the flow of youth into and out of detention and the workload of processing those youth as they enter and leave the facility.
- Average length of stay (LOS) measures differences in the time that youth spend in detention between the point of admission and release, allowing comparisons in how long youth stay in such settings.
- Average daily population (ADP) serves as the historical indicator of detention bed use. ADP was the primary indicator used for many years prior to the introduction of statutory limits on secure detention bed capacity, but its use in the current environment is limited, as explained in more detail below. Going forward, ADP will only be presented as an indicator to document trends over time in the use of secure detention, since past reporting had used only this indicator.

Statewide, detention and commitment use is decreasing.

- Detention bed use has continued to decrease since FY 2005-06.
- Use of secure detention is now at the lowest point ever achieved since the Senate Bill 94 Program began.
- DYC's implementation of the continuum of care model across its detention and commitment programs over the last four years, combined with the restoration of resources for community services through the SB 94 Program and allied youth-serving programs, appears to have contributed directly to these accomplishments.
- Bed use indicators point clearly to a stabilization of capacity strain for many districts and most facilities through the restoration and ongoing reform of the detention continuum.
- Despite this, some facilities continue to experience high levels of capacity strain.
- The commitment bed use has decreased for the fourth consecutive year, down dramatically level in FY 2005-06.



The FY 2004 Annual Evaluation Report¹² first identified the need for more comprehensive analysis of detention bed use in order to document the level of utilization and workload districts experience in managing to a hard detention bed limit. The bed limit or cap is applied to use at any point in time and requires active management to remain below the limit at all times. As a result, a measure such as ADP, which reports only average use across time, does not capture the management of day-to-day variability in managing to the cap.¹³ In addition, ADP is not useful as a measure of the proportion of fixed capacity used. This is because ADP counts only the time each day during which a youth physically occupies a detention bed space. Time during which a detention bed space is held for a youth away for the day at a court appearance who will later return, or the time spent preparing a detention bed space after a release for a later admission that same day, is not counted. To illustrate that point, if a hotel calculated ADP for a person checking in at 6:00pm and checking out the next day at noon, the hotel would count that as 0.75 beds (18 hours divided by 24 hours = 0.75) rather than one bed occupied. Furthermore, ADP does not adequately represent the number of youth served per day. If one youth is in detention for all 24 hours of one day, that is equivalent to one ADP. If two youth are in detention for 12 hours each on that same day, that also is equivalent to one additional ADP.

As a result, reliance on ADP alone under-counts the workload and utilization associated with each detention bed. The SB94 Program evaluation has continued to track ADP over the past few years as a bed use indicator primarily to provide a historical or trend perspective over time. However, ADP provides only a limited perspective on bed use and should not serve in isolation as the only bed use indicator. In order to provide a fuller picture of detention bed use, flow of youth and the workload in managing the cap, four additional indicators are discussed below.

- **Total client load** represents the total number of youth served by a facility on a given day. In the above example of two beds occupied, one by one youth for 24 hours and one by two youth for 12 hours each, three youth in total were served. This is a new indicator introduced for the first time in this year's evaluation.
- **Maximum beds used** represents the maximum number of youth in detention at any given point during the day. In the above example, the maximum beds used at any given point during the day was two. This indicator has been reported in the last five evaluation reports.
- The percent of days when maximum beds used was at or above 90% of the cap is used as a measure of the **capacity strain** involved in managing the daily use of detention beds.

¹² TriWest Group. (2004). Senate Bill 94 (SB 94) Evaluation Annual Report: Fiscal Year 2003-04, July, 2003 – June, 2004. Boulder, Colorado.

¹³ 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 point in time.



- **Average length of stay (LOS)** measures differences in the time that youth spend in detention between the point of admission and release, allowing comparisons in how long youth stay in such settings.

Maximum beds used is the metric used to calculate not only day-to-day bed use but also the varying level of workload over time in managing to bed capacity.¹⁴ The days maximum bed use is at or above 90% serves as an indicator of capacity strain. The capacity strain model was presented in past reports and a full description is included in Appendix B of this report for those seeking more detail on the construct. The term “capacity strain” is used 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 analysis of **total client load** is very revealing and provides an important perspective in terms of documenting the overall utilization of detention beds and the workload involved in managing those beds. Statewide, this indicator shows that an average of 471.9 youth used detention beds every day, either all day or for a portion (due to being admitted or released at some point during the day). This indicator also counts youth who were released to attend court hearings and then readmitted, or youth admitted during the day.

- This indicator shows that the total client load reached an operational level on average of 98.5% (471.9/479) of the cap per day.
- The number of admissions and releases is not captured as part of any other indicator and at an average of 56.3 per day, accounts for almost 12 percent (11.9%) of the total youth served on any given day (56.3/471.9). Identifying this component of the utilization spectrum is important, because admissions and releases involve a higher level of workload than ongoing stays. Monitoring this level over time adds additional understanding of the impact on facilities and districts in managing detention capacity.
- This indicator will be further developed and presented in more detail in the next evaluation report.

In spite of high levels of strain on a daily basis across facilities, analysis of **maximum bed use at the statewide level** shows that, through assertive management by district and facility managers across facilities, the statewide bed limit of 479 was never exceeded on any day in FY 2008-09 (see Appendix B).

¹⁴ Since the implementation of detention bed limits, strain on the system’s capacity to manage within secure detention bed limits has emerged as an important concept when discussing and evaluating detention bed use. In addition to ADP (beds used) and maximum bed use, reporting of the number of days at or above 90% of bed capacity has been and continues to be utilized in this report to inform that discussion and to provide additional quantitative indicators of detention bed use and capacity strain. TriWest Group’s evaluations of multiple inpatient and residential service programs over the past decade have suggested two relevant benchmarks against which to measure use of program capacity. The first benchmark is an indicator of program strain, with use of 90% or more of existing capacity established as a benchmark above which program efficacy begins to be affected by crowding. The second benchmark is 80%, the point below which efficiency of facility use begins to come into question. Optimal use should fall between these two benchmarks.



- Maximum beds used at any given point in the day averaged 417.7, an average of 87.2% of capacity.
- Although the limit was never exceeded, statewide the 90% bed use level was exceeded on 22.7% of days, as shown in the figure on the next page.

Analysis of **capacity strain at the facility level** for this fiscal year shows that on the vast majority of days one or more facilities experienced high capacity strain.

- In FY 2008-09, on average, 4.5 facilities (37.5%) were at or above 90% capacity on any given day. See Appendix B for all facility specific data.
- Looked at another way, while the overall the incidence of high use in FY 2008-09 is decreasing, on all but five days (360 of 365 days) there was at least one facility at 90% or higher capacity.

Appendix C provides FY 2008-09 daily usage graphs and indicator summaries for all judicial districts, facilities, and regions. A review of that data reveals significant variation within districts and within the detention facilities they use. District variability is a useful gauge of districts' experience with 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 2nd District's use of Gilliam, the 17th District's use of Adams, the 4th District's use of Spring Creek, and the 12th District's use of staff secure in the Southern Region), 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.

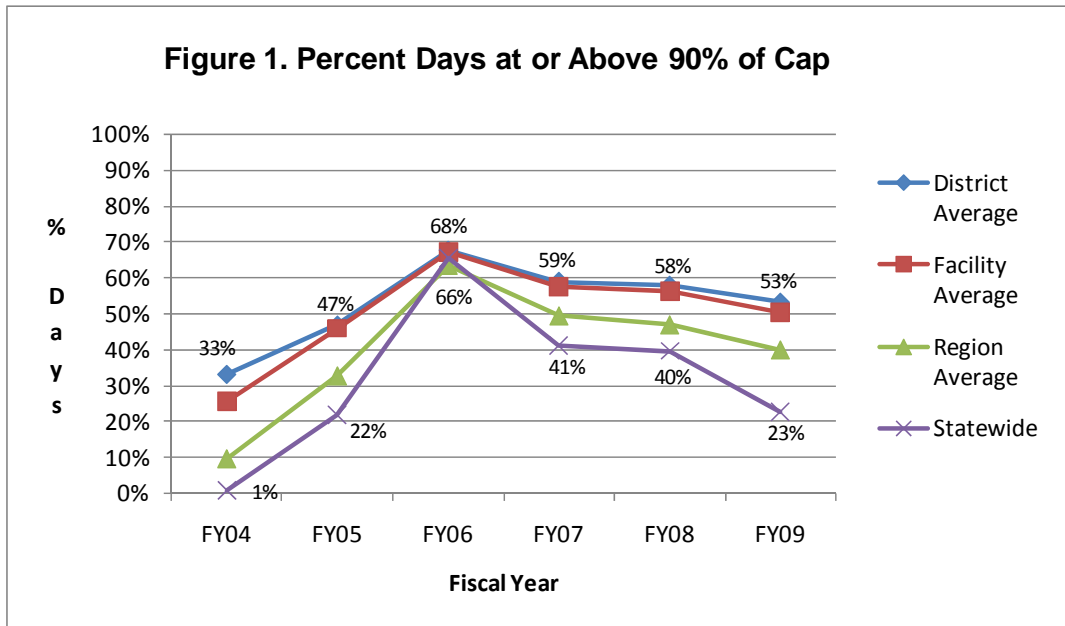
Figure 1 on the next page illustrates the relative impact of capacity strain within the system as it compares days at or above 90% at the district, facility, region and statewide levels.¹⁵ The figure shows the utility of looking at days at or above 90% capacity because it illustrates how each level serves to insure that the statewide bed cap is never exceeded.

- In terms of levels of beds use, districts are usually higher than facilities, and facilities are usually higher than regions. This is the case because there is coordination between districts in placing youth in facilities. That coordination includes borrowing and loaning beds, which can increase the level of bed use at the district level while maintaining a limit at the facility level.
- The same process applies for facilities within regions. Facilities are required to remain at or below their cap and do so successfully. The successful management of facilities adds up at the region level to result in fewer days at or above 90%.
- The same phenomenon occurs across regions, resulting in the statewide level being lower than at any other.

¹⁵ Weighted averages are shown at the district, facility and region levels so that each value included in the average was representative of its contribution to the overall average. For example, District 3, with 68.5% of days at or above 90% capacity, was weighted by its cap (3) so that it did not skew the average compared with a district like the 4th, which was at or above 90% of capacity (58 beds) on 34.2% of the days.

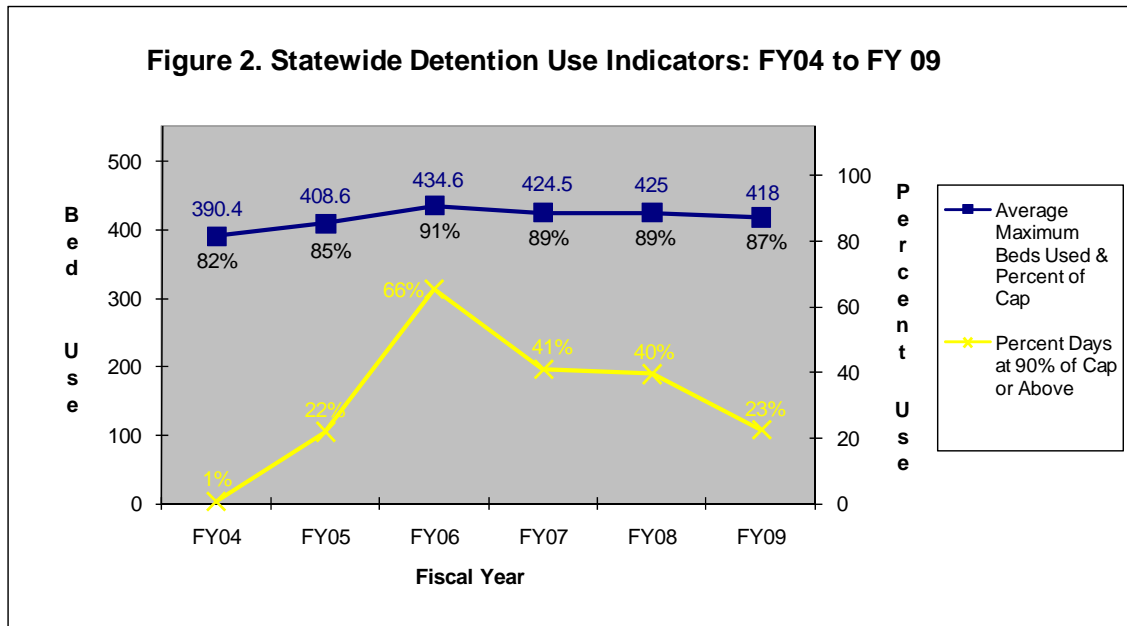


The diverging trends prior to and following FY 2005-06 suggest that the system was less able to manage capacity that year as a result of the cumulative effects of loss of resources. Even though FY 2005-06 corresponded to the beginning of the restoration of funding for the SB 94 Program, as well as community-based services in other youth-serving systems, it is clear that recovery was not immediate and was not clearly observable until DYC's implementation of detention continuum reforms that began in FY 2006-07.



Examining these comparisons on a statewide level shows that daily use of district, facility and regional bed capacity appears to be decreasing and is increasingly well managed. This trend is further illustrated in Figure 2 below. As statewide average maximum beds used have decreased in the past three years, the percent of days at or above 90% capacity has correspondingly decreased, especially in FY 2008-09.



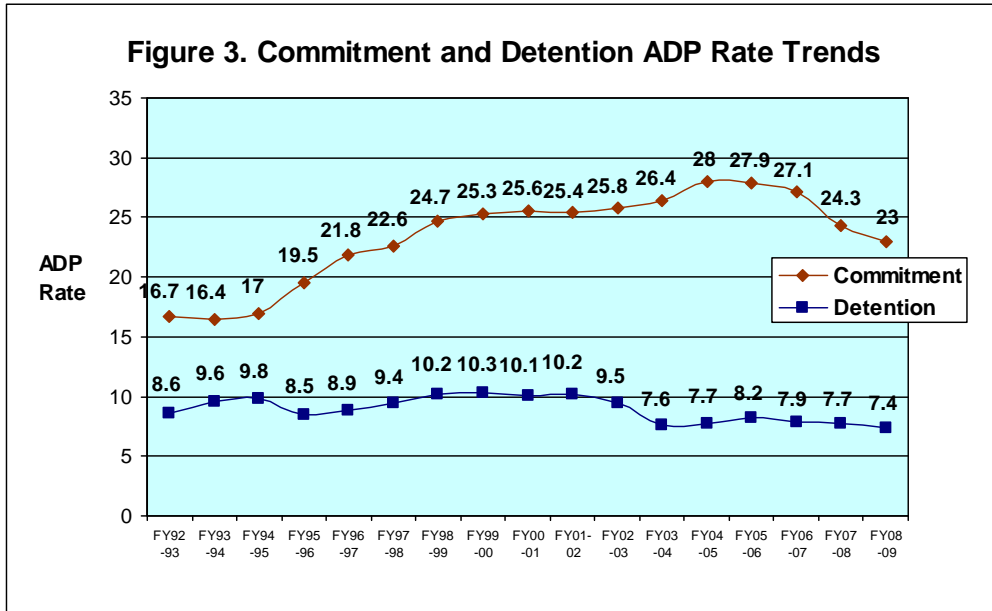


Trends in **average length of stay** (LOS) for judicial districts and regions is presented in detail in Appendix A. As shown in greater detail in Table A2 in Appendix A, statewide average LOS has remained relatively consistent over the past few years, with an average of 13.9 days in FY 2008-09. However, this is not the case for all districts, and, as with ADP, district LOS changes may raise questions for some districts, but should be considered individually within the context of regional and statewide trends.

As noted above, while **average daily population** (ADP) is not a useful measure of capacity use, it does provide the primary point of comparison for determining variability in use over time. In reporting over time, ADP has been reported as the number of detention beds used for every 10,000 youth in the general population ages 10-17. ADP has been measured since the beginning of the SB 94 Program and historical trends in that use are presented below in Figure 1. TRAILS data provided by DYC’s Research and Evaluation unit shows that the detention ADP rate for FY 2008-09 was down to 7.4 (fewer than eight youth in detention each day on average for every 10,000 youth in the general population.). Looking at ADP as one indicator of detention use trends, we see that:

- **Over the past three years, ADP has fallen each year for a cumulative decrease of 9.8%** from the post-cap high point of 8.2 ADP rate reported in FY 2005-06.
- **Over the past 15 years, this is the lowest detention ADP rate ever achieved** since the SB 94 Program was implemented statewide in 1994 (see Figure 3 below).





Trends in secure detention ADP for judicial districts and regions are presented in detail in Appendix A. While the statewide detention ADP has returned to the FY 2003-04 historical low point, district level ADP is more variable.

The statewide commitment ADP rate for FY 2008-09 was 23 (an average of 23 youth in commitment each day for every 10,000 youth in the general population). This continues a dramatic decreasing trend in commitment ADP for the fourth consecutive year, bringing the commitment ADP rate down to below the FY 1998-99 level.

Judicial District and Region commitment ADP and length of stay (LOS) are described in additional detail in Appendix A for districts and regions for the past six fiscal years (FY 2003-04 through FY 2008-09). Individual district LOS change over time and the relationship between LOS and ADP should be considered individually and within the context of regional and statewide trends.



2. Profiles of Youth Screened

Since the implementation of SB 03-286 in FY 2003-04, DYC has required all districts to screen every referred youth prior to placement in secure detention. 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 youth assessment process, including the JDSAG and the CJRA,
- The numbers of youth screened and the placement profiles of those youth,
- The reasons youth are detained, and
- The agreement between placement recommendations and actual placements.

About one in four youth who are arrested in Colorado are referred for secure detention screening.

- 10,987 screens were completed statewide in FY 2008-09. There is a high level of agreement (80.6%) between the placement suggested by the screening assessment and actual initial placements.
- Secure placements are the most frequently recommended (82.7%) and used for initial placement.

When considering all youth served:

- About 83% of youth are in community-based continuum placements on any given day.
- About five times more youth are served in the community on any given day compared with the number served in facilities.

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.

- 36% of those screened as needing this type of placement received it. 43% received more restrictive placements. 21% were released without services to address their indicated needs.
- Improvement in the provision of services at home could help reduce even further the use of secure detention, the associated strain on secure and staff secure detention bed use, and possibly over time the overall need for secure detention capacity. It could also decrease the burden on families and communities.

CJRA pre-screens are being completed by SB 94 programs and used by the courts in placement and emergency release decisions.

Improvements to the Process of Youth Screening and Assessment Over Time. Youth identified for possible placement in state-funded detention centers are screened and assessed for placement needs 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 standardized screening and assessment instruments represents an exemplary practice, especially with the addition of the Colorado Juvenile Risk Assessment (CJRA, discussed below) because such screening and assessment 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 an inadvertent widening of the net for youth being placed in detention by ensuring 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 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.

- To continue to improve the assessment of youth and in response to House Bill (HB) 07-1161, in FY 2007-2008 DYC, the SB 94 Advisory Board and SB 94 Coordinators began implementation of the Colorado Juvenile Risk Assessment (CJRA) by local juvenile assessment screening teams.¹⁶ The Colorado General Assembly has mandated risk assessment to inform detention and emergency release decisions. The CJRA has been selected to fulfill this mandate and will be used to assess all youth admitted to detention.
- 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-

¹⁶ 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.¹³ Implementation of the comprehensive CJRA risk assessment tool is a multi-year process. In FY 2007-08, TriWest Group successfully trained local screening teams and DYC began implementation. Use of the CJRA was in the process of being standardized over FY 2008-09, with DYC providing oversight and quality assurance, and monitoring the progress of the implementation. These efforts seek to consolidate the incorporation of CJRA pre-screening results into local placement and treatment decision-making, and baseline trends as implementation continues. Over multiple years, it is hoped that the evaluation will be able to document trends in changing risk and protective factors, as well as the responsiveness of system resources to those factors identified.



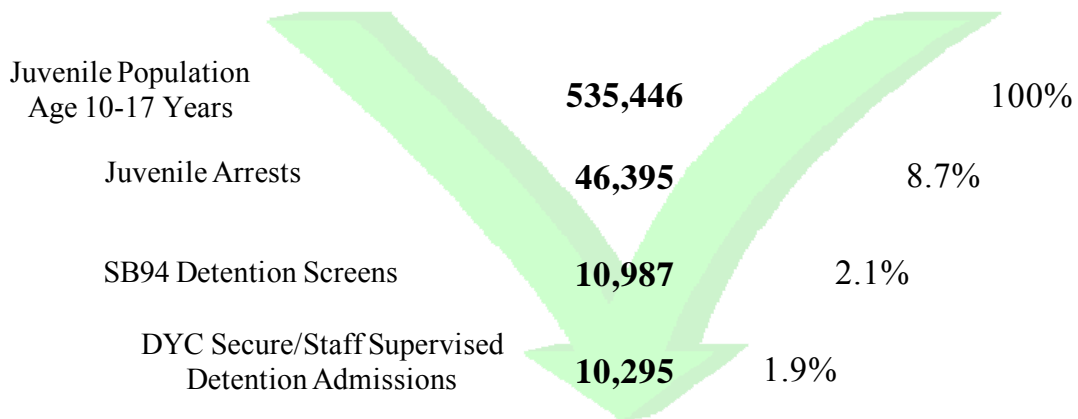
offending, maximize the youth’s chances for success, and most effectively use limited resources.

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 young person’s risk to re-offend based on multiple, proven criminogenic factors. By adding the CJRA to the assessment of youth, DYC has gone above and beyond the JDSAG placement screening to expand its ability to plan for the most effective use of secure detention and detention continuum services. Preliminary CJRA data is presented below.

The Number of Youth Screened. The screening process for detention continuum services is initiated after a youth is arrested and referred for detention screening.

- Youth who are screened are a small subset of youth who have been arrested (approximately a quarter in FY 2008-2009: 10,987 of 46,395), and an even smaller subset of all Colorado youth (2.1%, or 10,987 of 535,446), as shown in Figure 4.
- The figure shows that there were 10,987 youth referred for detention screens in FY 2008-09.
- Of those, there were 10,295 detention admissions.
- All youth referred (10,987) are screened using the JDSAG, and all youth admitted to secure detention (10,295) are assessed using the CJRA, as mandated.

Figure 4. Juvenile Justice Filtering Process to Detention: FY 2008-09



CJRA Pre-Screen Risk Profiles. FY 2008-09 was the first year of the mandated CJRA assessment and the use of TRAILS to capture that assessment data. Table 1 shows the percent of youth at high, moderate and low levels of risk; the number of youth assessed with the CJRA, overall; and the proportion of the total number of youth admitted by the district to secure detention.



The number of youth assessed is lower than the number of youth admitted to detention for two basic reasons.

- The first reason is that the CJRA is required only for the youth’s first admission to detention. If the youth is subsequently readmitted to detention, a new CJRA is not required.
- The second reason has to do with the implementation process. Besides the 8,445 CJRAs summarized in Table 1, an additional 1,850 CJRAs were partially completed. While SB 94 programs have implemented the CJRA, some districts have additional progress to make in terms of consistently completing all CJRA items and entering data into TRAILS.

Table 1. FY 2008-09 CJRA Pre-Screen Risk Levels.

District	High	Moderate	Low	CJRAs Completed	Total Admissions	Percent of Total
	Percent	Percent	Percent	Number	Number	Percent
1 st Jefferson	37%	35%	28%	983	1,008	97.5%
2 nd Denver	44%	29%	27%	1,166	1,245	93.7%
3 rd Huerfano	16%	32%	53%	38	50	76.0%
4 th El Paso	29%	37%	34%	1,421	1,447	98.2%
5 th Summit	38%	25%	36%	55	55	100.0%
6 th La Plata	58%	25%	18%	114	118	96.6%
7 th Montrose	58%	26%	16%	97	127	76.4%
8 th Larimer	57%	29%	14%	409	690	59.3%
9 th Garfield	57%	30%	13%	83	88	94.3%
10 th Pueblo	32%	31%	38%	339	644	52.6%
11 th Fremont	36%	34%	30%	275	270	101.9%
12 th Alamosa	24%	32%	43%	74	90	82.2%
13 th Logan	61%	11%	28%	18	124	14.5%
14 th Routt	67%	20%	13%	15	25	60.0%
15 th Prowers	41%	47%	12%	17	19	89.5%
16 th Otero	48%	29%	22%	85	83	102.4%
17 th Adams	38%	28%	34%	541	983	55.0%
18 th Arapahoe	23%	29%	48%	1,459	1,544	94.5%
19 th Weld	23%	35%	41%	668	679	98.4%
20 th Boulder	29%	18%	53%	177	564	31.4%
21 st Mesa	48%	30%	22%	391	389	100.5%
22 nd Montezuma	65%	30%	5%	20	53	37.7%
Statewide	35%	31%	34%	8,445	10,295	82.0%%

Statewide, the breakdown of the CJRA pre-screens shows that about 35% of youth were at high risk to reoffend, 31% were of moderate risk, and 34% were at low risk. Consistent with all the results in this evaluation, the table also shows that the risk profile of any given Judicial District can be much different than the statewide profile. As the CJRA continues to become an integral part of the decision making process within each district, it will be important to



provide additional feedback to inform placement decisions. For example, in FY 2008-09 there were 8,445 CJRA prescreens completed for the 10,295 secure detention admissions (see Table 2 below). Given this, one would expect that the CJRA risk profile of youth actually placed in secure detention should show higher percentages of high and moderate risk youth. Convergence of the CJRA risk data and a secure detention admission would be an indicator of a number of aspects of the placement decision, including the availability of placement and treatment resources. Future evaluation reports will attempt to use CJRA data along with other types of data, such as JDSAG placement screening data and actual placement data, to evaluate how youth are being placed and treated and to help identify detention continuum resource needs.

Youth Placement Screens. The numbers of youth screened with the JDSAG are shown in Table 2 for each district and statewide.

- A total of 10,987 screens were completed statewide¹⁷ in FY 2008-09.
- Four districts each account for 10% or more of all youth screened (1st, 2nd, 4th, and 18th); taken together they account for about 56% of all youth screened. Districts 4 and 18 each screened almost 16% of all youth screened statewide while Districts 1 and 2 each screened around 12% of the youth. Not surprisingly, the number of screens is very highly correlated with population ($r=.93$, $p<.01$), 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 youth screened, as demonstrated by the difference between the 2nd and the 17th, 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 205 youth were screened per 10,000.

Table 2. Numbers of Youth Screened & Rate Per 10,000 Population

District	Youth Screened		Rate Per 10k Population	
	Number	Percent	Population	Rate
1 st Jefferson	1,383	12.6%	55,184	250.6
2 nd Denver	1,315	12.0%	55,486	237.0
3 rd Huerfano	146	1.3%	2,546	573.4
4 th El Paso	1,731	15.8%	70,932	244.0
5 th Summit	49	0.4%	10,307	47.5
6 th La Plata	117	1.1%	6,339	184.6
7 th Montrose	137	1.2%	10,888	125.8
8 th Larimer	461	4.2%	28,061	164.3
9 th Garfield	97	0.9%	8,712	111.3
10 th Pueblo	684	6.2%	17,320	394.9
11 th Fremont	391	3.6%	8,362	467.6

¹⁷ This number includes all screens administered and may contain more than one screen for some youth.



12 th	Alamosa	87	0.8%	5,627	154.6
13 th	Logan	106	1.0%	9,660	109.7
14 th	Routt	36	0.3%	5,316	67.7
15 th	Prowers	19	0.2%	2,534	75.0
16 th	Otero	109	1.0%	3,279	332.4
17 th	Adams	617	5.6%	58,439	105.6
18 th	Arapahoe	1,712	15.6%	102,008	167.8
19 th	Weld	797	7.3%	29,154	273.4
20 th	Boulder	502	4.6%	26,987	186.0
21 st	Mesa	441	4.0%	15,047	293.1
22 nd	Montezuma	50	0.5%	3,258	153.5
Statewide		10,987	100%	535,446	205.2

Placement Profiles of Youth. Given the emphasis of DYC 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. The relationship between youth screened and placed in secure detention is discussed further below in the placement agreement section.

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.¹⁸

Table 3 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

¹⁸ The five JDSAG placement 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.



placements). However, the data in Table 3 does provide a useful indicator of trends in initial placement, a critical decision point as youth move through the juvenile justice system.¹⁹

- Overall, the most frequently used initial placement is secure detention, with 82.7% of all youth placed at that level. Initial use of secure detention increased in FY 2008-09 from 77.6% in FY 2007-08.²⁰
- The next highest used placement level is placement at home with services. Reflecting the reinstatement of SB 94 resources over the past three years, youth sent home with services increased in FY 2008-09 to 8.0%. This reflects a continuing trend from 6.2% in FY 2002-03 to 8.5% in FY 2005-06, with a slight decrease in FY 2006-07 to 7.9% that remained about the same at 7.8% in FY 2007-08.
- The second largest change this year was in the percent of youth released. That percent fell from 12.0% in FY 2007-08 to 6.7% in FY 2008-09.²¹ This reduction correlates with the reduction in detention bed capacity strain noted in the previous section, and seems to be an indicator that districts are now able to more readily manage use of these resources.
- It is useful to note that, while the proportionate use of initial secure detention increased this past year, during that same time period overall use of secure detention decreased, suggesting that districts are increasingly using secure detention as one point along a continuum, rather than as a primary placement.

Table 3. FY 2008-09 Detention Continuum Youth Placements by Percent

District	Secure	Staff Secure	Residential /Shelter	Home / Services	Release
	Percent	Percent	Percent	Percent	Percent
1 st Jefferson	71.3%	0.0%	0.8%	26.5%	1.5%
2 nd Denver	93.8%	0.1%	0.0%	6.0%	0.1%
3 rd Huerfano	35.6%	2.1%	0.7%	2.7%	58.9%
4 th El Paso	82.7%	0.1%	0.1%	0.3%	16.8%
5 th Summit	98.0%	0.0%	0.0%	2.0%	0.0%
6 th La Plata	81.9%	2.6%	0.0%	15.5%	0.0%
7 th Montrose	69.9%	8.8%	3.7%	4.4%	13.2%
8 th Larimer	66.5%	4.6%	5.9%	22.3%	0.7%
9 th Garfield	70.1%	19.6%	0.0%	6.2%	4.1%
10 th Pueblo	95.8%	0.4%	0.0%	1.5%	2.3%
11 th Fremont	71.4%	0.0%	6.9%	8.2%	13.6%
12 th Alamosa	3.4%	92.0%	0.0%	2.3%	2.3%

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

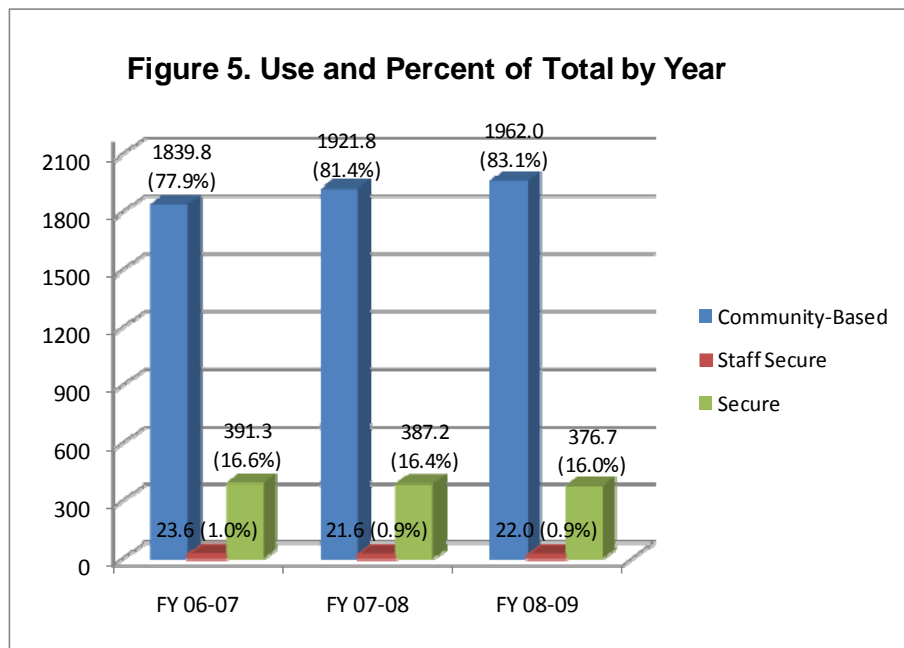
²⁰ Prior to that, initial secure detention use had been increasing, but more slowly, from 73.5% in FY 2002-03 to 75.3% in FY 2003-04, remaining at 75.9% in both FY 2004-05 and FY 2005-06 and increasing to 76.1% in FY 2006-07 and 77.6% in FY 2007-08.

²¹ Prior to FY 2008-09, changes were not as noticeable, 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.



District	Secure	Staff Secure	Residential /Shelter	Home / Services	Release
	Percent	Percent	Percent	Percent	Percent
13 th Logan	68.9%	4.7%	1.9%	8.5%	16.0%
14 th Routt	80.6%	2.8%	0.0%	16.7%	0.0%
15 th Prowers	78.9%	0.0%	0.0%	15.8%	5.3%
16 th Otero	81.7%	0.0%	0.0%	0.0%	18.3%
17 th Adams	97.2%	0.3%	0.0%	2.4%	0.0%
18 th Arapahoe	94.1%	0.1%	0.2%	1.8%	3.8%
19 th Weld	76.5%	3.4%	0.3%	19.5%	0.4%
20 th Boulder	91.4%	0.4%	0.0%	0.8%	7.4%
21 st Mesa	72.7%	4.1%	0.5%	0.9%	21.8%
22 nd Montezuma	60.0%	0.0%	0.0%	38.0%	2.0%
Statewide	82.7%	1.8%	0.7%	8.0%	6.7%

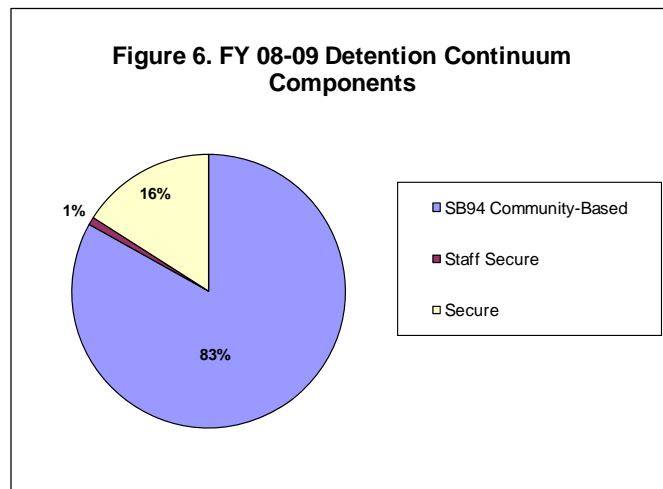
As noted above, initial placement is only one point along the continuum of services provided by DYC to youth through SB 94 and the broader detention continuum. While the proportionate use of initial secure detention increased this past year, during that same time period overall use of secure detention has decreased. As noted earlier, as youth are served beyond their initial placement, many more are provided services in the community than in secure detention placements. This trend is shown in Figure 5 below.²² The reduction in secure and staff secure use over time reflects the decreasing detention utilization trends discussed in Section 1.



²² Data and Figures 10 and 11 supplied by the DYC Research and Evaluation Section



In addition to that, not only has community-based utilization continued to increase from FY 2006-07 to FY 2008-09, but that part of the detention continuum represents about 83% (Figure 6) of the services provided to youth on any given day ($1962.0 / (1962.0 + 22 + 376.8)$). These services add a great deal of value to the SB 94 Program by enabling youths' 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.



Reasons Youth are Placed in Secure Detention. As shown above, most youth are served in the community, an outcome that reflects NYC's continued success in the last three years in reducing the use of secure and staff secure detention. To better understand the dynamics of that success, NYC's Research and Evaluation Section has collected data to clarify how secure and staff secure detention beds are being utilized as reflected by the reasons youth are detained. NYC began collecting that data in fiscal year 2007-08, when the SB94 program took one-day "snapshots" of youth in detention.²³ Since then, reasons detained data has been collected in TRAILS. As a result of these differing approaches in data collection, only FY 2008-09 data is presented here.²⁴

There were six general reasons for detaining youth that are tracked. These included:

- Pre-adjudicated – This category included youth who committed a felony or misdemeanor who were also determined to require a secure placement. Current

²³ Executive Summary of the *Detention Snapshot: 12 Month Summary* for FY 2007-08, NYC.

²⁴ NYC began collecting this data in fiscal year 2007-08, when the SB94 program took one-day "snapshots" of youth in detention.²⁴ 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. In FY 2008-09, the collection of reasons detained data was improved greatly by being entered into TRAILS, enabling the analysis of much more in depth data. Since the two methods of data collection differed between the snapshots in FY 2007-08 and the TRAILS data in FY 2008-09, only FY 2008-09 data is presented here.



national best practices in the juvenile justice system contend that detention resources should focus primarily on this population.

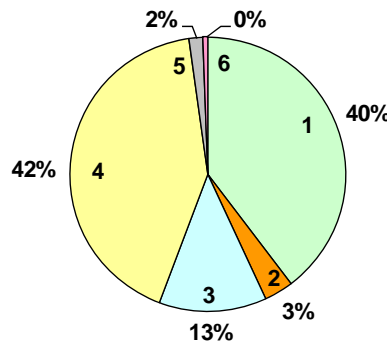
- Sentenced to Probation – This category included youth who had a technical violation of probation or new charges while on probation. DYC’s 2003 review of national best practices in detention documented that the use of detention as a sanction is not in line with current best practices.²⁵
- Detention 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.
- 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 bold holds. It also includes out of county warrants.
- DYC 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 7 below shows the percentage breakdown. At the statewide level, two general reasons – preadjudicated youth and warrants/remands - together account for 82% of all detained youth:

- Preadjudicated youth, at 40%, are youth who committed a felony or misdemeanor and who were also determined to require a secure placement.
- Warrants/remands, at 42%, include youth who failed to appear for court appearances or to comply with court ordered sanctions.
- An additional 13% of youth are directly sentenced to a detention placement.
- Less than 5% are detained for other reasons.

Figure 7. Reasons Detained Categories

1) Pre-Adjudicated	40%
2) Sentence to Probation	3%
3) Detention Sentence	13%
4) Warrants/Remands	42%
5) Other	2%
6) DYC Committed	0%



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

²⁵ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



and potential policy development at the state and local level. That more specific breakdown is provided below in Table 4.

Table 4. Detail for Secure Detention Placement Reasons Detained²⁶

Reason	Pre-Adjudicated		Sentence to Probation		Detention Sentence			
% of Total	40%		3%		13%			
Break-down	Felony	Misdemeanor	Technical Violator	New Charges	Probation Sentence	Detention Sentence	Valid Court Order Truancy	Awaiting Social Services Placement
% of Reason Sub-category	68%	32%	63%	37%	14%	58%	26%	2%
% of Total	27%	13%	2%	1%	2%	7%	3%	0%
Reason	Warrants/Remands		Other				DYC Committed	
% of Total	42%		2%				1%	
Break-down	Failure To Appear	Failure To Comply	ICJ Hold	Immigration Hold	No Bond Hold	Out-of-County Warrant	Institutional	Parole
% of Reason Sub-category	25%	75%	3%	1%	86%	10%	72%	28%
% of Total	10%	32%	0%	0%	1%	0%	0%	0%

This data provides valuable overview about why or how youth are detained. However, any given Judicial District SB 94 Program may vary considerably from the statewide profile, as shown in Table 5 where the district profiles of the six general reason categories for secure detention placement by district are shown.

Each Judicial District develops policies or orders to guide the screening of youth for secure detention placement or other placements along the detention continuum. These orders often specify conditions under which decisions for individual youth may be overridden to either a more or less secure level of placement. As these policies or orders differ from district to district, the reasons detained profiles and the types of overrides will also differ. Also, of importance in each youth's case are the specific circumstances, such as the nature of the charge, the youth's history, the ability and willingness of parents and legal guardians to supervise the youth, and the degree to which less secure placements are available.

²⁶ Due to rounding differences total detailed reason percents may differ slightly from reason category percents.



Table 5. Secure Detention Placement Reasons Detained by District.

District	Pre-adjudicated	Sentenced to Probation	Detention Sentence	Warrants / Remands	Other	DYC Committed
	Percent	Percent	Percent	Percent	Percent	Percent
1 st Jefferson	31	1	26	43	0	0
2 nd Denver	54	3	1	38	2	1
3 rd Huerfano	65	14	11	11	0	0
4 th El Paso	29	0	15	54	1	0
5 th Summit	28	2	28	41	0	0
6 th La Plata	50	6	30	10	1	2
7 th Montrose	61	2	12	3	3	18
8 th Larimer	38	24	6	29	2	1
9 th Garfield	59	6	8	27	0	0
10 th Pueblo	43	1	16	40	0	0
11 th Fremont	32	2	42	22	2	0
12 th Alamosa	52	3	18	26	2	0
13 th Logan	50	0	5	10	35	0
14 th Routt	58	17	0	25	0	0
15 th Prowers	17	0	6	72	6	0
16 th Otero	31	0	17	51	1	0
17 th Adams	30	12	2	55	0	0
18 th Arapahoe	48	2	7	43	0	0
19 th Weld	30	0	5	57	8	0
20 th Boulder	32	3	46	19	1	0
21 st Mesa	51	2	14	32	1	1
22 nd Montezuma	65	0	0	35	0	0
Statewide	40	3	13	42	2	0

Initial Placement Agreement. While the previous subsection examined the reasons for placement in secure detention, we were also able to examine how well the recommended youth placements suggested by the results of the JDSAG screen compared with actual initial placements. Table 6 that follows below shows the agreement between the screening tree and the actual placement for those 10,657 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 80.6%.²⁷ The five agreement cells begin with the 7,810 youth screened to secure and placed there and extend down the diagonal to the 204 youth who were screened to be released and actually were released.

²⁷ The sum of the five diagonal pairs of cells is 8,585 (7,810 + 20 + 23 + 528 + 204), which is 80.6% of the overall number of 10,657.



Table 6. 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	%
Secure	7,810	93.5	153	1.8	41	0.5	195	2.3	152	1.8	8,351	78.4
Staff Secure	240	86.0	20	7.2	4	1.4	8	2.9	7	2.5	279	2.6
Residential / Shelter	108	43.9	7	2.8	23	9.3	52	21.1	56	22.8	246	2.3
Home Det With	595	41.1	16	1.1	11	0.8	528	36.5	296	20.5	1,446	13.6
Release	79	23.6	0	0.0	1	0.3	51	15.2	204	60.9	335	3.1
Total	8,832	82.9	196	1.8	80	0.8	834	7.8	715	6.7	10,657	100

While initial placements agree in most cases, they did not agree with the placement decision recommended by the JDSAG in 19.4% of cases. The disagreement group can be divided into two subgroups:

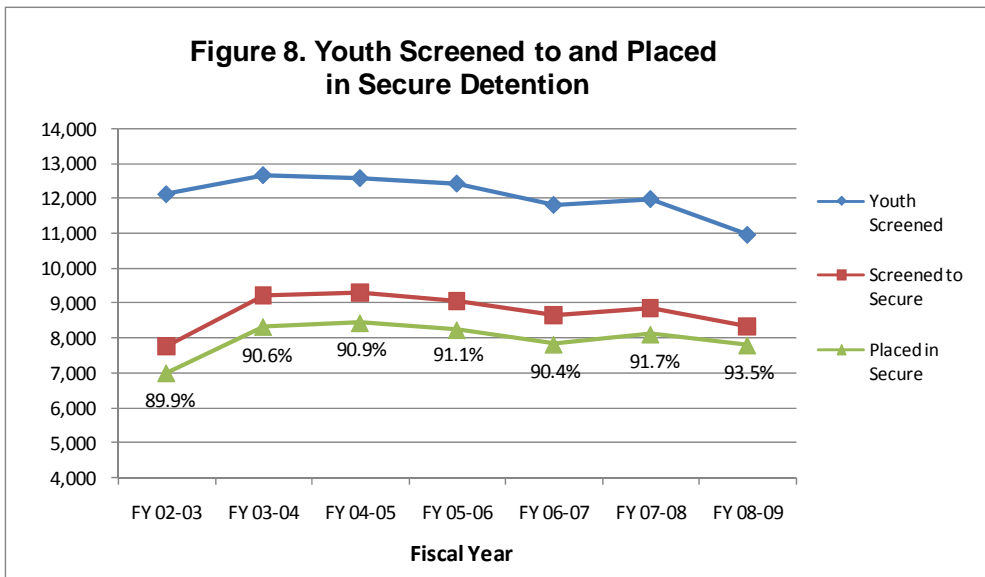
- **Youth whose actual placements were more secure** than that suggested by the screening tree accounted for 10.4% of all youth in the initial placement data set. Those youth are shown in the cells (shaded in light yellow) in the above table that fall below and to the left of the diagonal.²⁸
- **Youth whose actual placements were less secure** than what was suggested by the screening tree accounted for 9.0% of all youth in the initial placement data set. Those youth are shown in the cells (shaded in pink) in the table above and to the right of the diagonal.²⁹

Of the 8,351 youth screened to secure detention, 93.5% (7,810) were placed in secure detention. While this proportion is the highest in the past six years, Figure 8 below shows that the actual number screened is the lowest in the past several years and initial placement consistently varies 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 the initial placement, and, as noted previously in Figure 11 (see page 21), 83% of youth on any given day receive detention-related services in community programs.

²⁸ The sum of the ten yellow shaded pairs of cells is 1,108 (240 + 108 + 7 + 595 + 16 + 11 + 79 + 0 + 1 + 51), which is 10.4% of the overall number of 10,657.

²⁹ The sum of the ten pink shaded pairs of cells is 964 (153 + 41 + 195 + 152 + 4 + 8 + 7 + 52 + 56 + 296), which is 9.0% of the overall number of 10,657.





The placement patterns shown in Table 6 above, and described in more detail below, suggest that the detention continuum continues to 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 1,446 youth recommended at this level, only slightly more than one-third of the cases (36.5%) were placed there.
 - Of those, the majority ended up either in more secure placements (43%) or released (20%).
 - While it may be that some of these youth do in fact need more secure placements, 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 296 youth (20%) identified as in need of treatment who are simply sent home underscore a clear need for additional community capacity.
- **The vast majority (86%) of the 279 youth screened to staff secure detention are placed in secure detention (240), indicating a general lack of availability in this section of the detention continuum.**
- **The 246 youth screened to residential/shelter placements are most likely to be released (22.8%) or placed in secure detention (43.9%).** This also indicates a lack of availability of residential/shelter services 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, large numbers of youth



screened as best served at home receiving services continue to fail to receive such services initially, underscoring the need to increase this type of capacity in particular. With additional capacity, the youths' needs for services and the system's ability to use detention continuum resources most effectively would be enhanced and could possibly lessen the need for secure detention placements.

Table 7 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 7. District Overrides to More and Less Secure Placements.

District	Actual Placement			Overrides
	Agreement	More Secure	Less Secure	Total
1 st Jefferson	86.3%	8.0%	5.8%	13.7%
2 nd Denver	88.8%	9.4%	1.8%	11.2%
3 rd Huerfano	81.3%	3.5%	15.3%	18.8%
4 th El Paso	77.5%	7.9%	14.6%	22.5%
5 th Summit	95.8%	4.2%	0.0%	4.2%
6 th La Plata	89.0%	6.4%	4.6%	11.0%
7 th Montrose	68.9%	14.8%	16.3%	31.1%
8 th Larimer	70.8%	9.7%	19.5%	29.2%
9 th Garfield	67.0%	7.4%	25.5%	33.0%
10 th Pueblo	66.2%	31.6%	2.2%	33.8%
11 th Fremont	80.6%	6.9%	12.5%	19.4%
12 th Alamosa	7.1%	2.4%	90.6%	92.9%
13 th Logan	74.8%	10.7%	14.6%	25.2%
14 th Routt	72.2%	19.4%	8.3%	27.8%
15 th Prowers	66.7%	16.7%	16.7%	33.3%
16 th Otero	78.5%	4.7%	16.8%	21.5%
17 th Adams	91.5%	7.5%	1.0%	8.5%
18 th Arapahoe	87.4%	8.8%	3.8%	12.6%
19 th Weld	77.8%	12.2%	10.0%	22.2%
20 th Boulder	78.5%	16.1%	5.4%	21.5%
21 st Mesa	70.7%	7.6%	21.7%	29.3%
22 nd Montezuma	66.7%	2.2%	31.1%	33.3%
Average	80.6%	10.4%	9.0%	19.4%



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 2008-09 was completed in March 2008.

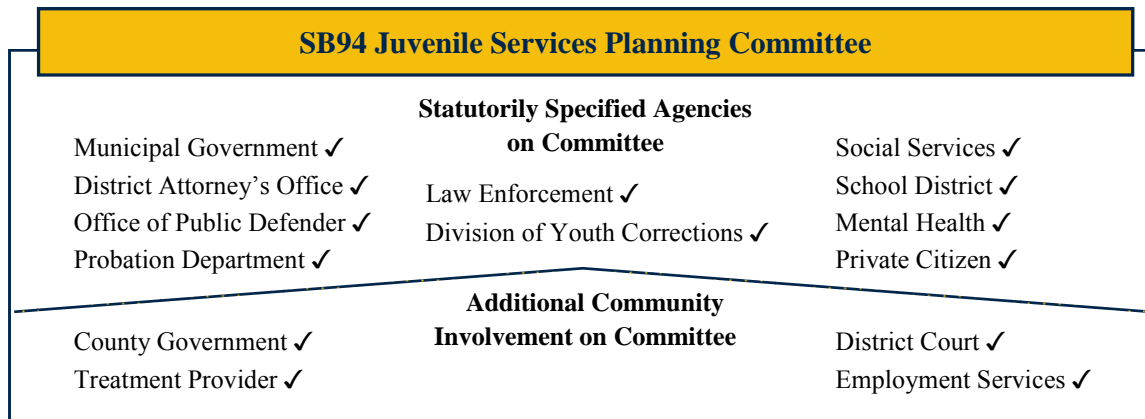
In FY 2008-09 DYC worked with Judicial District SB 94 programs to track progress on a standard set of three objectives each for preadjudicated and for sentenced youth. The objectives are focused on:

- (1) Attaining low rates of youth who fail to appear for court hearings. Over 96% of preadjudicated and sentenced youth were successful.
- (2) Attaining low rates of youth with new charges. Over 88% of youth did not receive new charges.
- (3) Achieving a high rate of positive or neutral reasons for youth leaving SB 94 programs. Over 89% of youth had positive or neutral leave reasons.

In addition, each district specified and reported on unique goals and associated objectives specific to their own SB 94 Program.

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,³⁰ as well as a range of additional community involvement suggested by DYC. An example of a typical planning committee is shown in Figure 9.

Figure 9. Typical Local SB 94 Juvenile Services Planning Committee



³⁰ 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. This collaborative local planning approach has been identified as a best practice component because 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 report³¹).

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, 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 2008-09, three standardized objectives were specified by DYC for each of the two goals, as shown in Table 8 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.

³¹ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado



Table 8. Required Goals and Objectives

Service Area Goal	Measurable Objectives
<p>1. Preadjudicated Youth – FY 2008-09 Goal – To successfully supervise preadjudicated youth placed in community-based detention services.</p>	<p>1. Percent of enrolled preadjudicated youth who complete SB 94 services without FTA’s (Failing To Appear for Court) during the period of the intervention. 2. Percent of enrolled preadjudicated youth who complete SB 94 services without receiving new charges during the period of the intervention. 3. Percent of preadjudicated youth served through SB 94 who complete the period of the intervention with a positive or neutral leave reason.</p>
<p>2. Sentenced Youth – FY 2008-09 Goal – To successfully supervise sentenced youth placed in community-based detention services.</p>	<p>1. Percent of enrolled sentenced youth who complete SB 94 services without FTA’s during the period of the intervention. 2. Percent of enrolled sentenced youth who complete SB 94 services without receiving new charges during the period of the intervention. 3. Percent of sentenced youth served through SB 94 who complete the period of the intervention with a positive or neutral leave reason</p>

Progress in Achieving Goals and Objectives. The ability of the SB 94 Program and individual Judicial Districts to monitor and report on performance in achieving goals and objectives has progressed to the point where this is a well established feature. FY 2008-09 was the fifth year that a standard set of goals and objectives were required by NYC. Within each standardized goal area, individual districts set their own performance levels as 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 9 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.



- Across reporting districts, 95.5% of all youth served did not have FTAs and 88.3% 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, 92.5% of youth left services for a positive or neutral reason.
- Individually, 77.3% of the districts (17 of 22) met their FTA objective, 72.7% (16 of 22) met their objective for new charges, and 77.3% (17 of 22) met their objective for positive or neutral leave reasons.

Table 9. Achievement of Plan Objectives for Preadjudicated Youth by Each District³². The results are for youth completing SB 94 Services in FY 2008-09.

District*	Youth Completing Without Failing to Appear for Court Hearings		Youth Completing Without New Charges		Youth With Positive or Neutral Leave Reason	
	Objective	Result	Objective	Result	Objective	Result
1 st Jefferson	85%	99%	85%	99%	85%	93%
2 nd Denver	95%	89%	95%	60%	90%	95%
3 rd Huerfano	85%	100%	85%	77%	90%	100%
4 th El Paso	90%	96%	90%	97%	90%	92%
5 th Summit	90%	100%	90%	100%	90%	96%
6 th La Plata	95%	97%	90%	92%	90%	90%
7 th Montrose	90%	99%	90%	90%	90%	88%
8 th Larimer	95%	100%	92%	97%	90%	96%
9 th Garfield	95%	98%	95%	100%	90%	90%
10 th Pueblo	90%	100%	90%	100%	90%	91%
11 th Fremont	90%	100%	90%	93%	90%	99%
12 th Alamosa	90%	88%	90%	88%	90%	91%
13 th Logan	95%	90%	95%	94%	98%	85%
14 th Routt	95%	98%	85%	98%	90%	93%
15 th Prowers	96%	92%	85%	92%	96%	100%
16 th Otero	85%	92%	85%	77%	85%	77%
17 th Adams	95%	97%	95%	97%	90%	91%
18 th Arapahoe	90%	97%	90%	96%	90%	91%
19 th Weld	90%	97%	85%	97%	90%	94%
20 th Boulder	95%	100%	95%	96%	80%	86%
21 st Mesa	94%	95%	94%	93%	92%	84%
22 nd Montezuma	90%	87%	80%	91%	90%	87%
Statewide Average	92%	95.5%	90%	88.3%	90%	92.5%

Sentenced youth – Table 10 below shows the results for the three required objectives for sentenced youth, demonstrating that SB 94 programs were very successful in meeting their

³² The information shown in Tables 14 and 15 was obtained from TRAILS reports. The evaluation team worked with NYC to obtain data for each District’s unique goal and objective(s).



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, 97.4% of all youth served did not have FTA's and 96.6% of all youth served did not have new charges.
- Individually, 77.3% of districts (17 of 22) met their FTA objective, and 72.7% (16 of 22) met their objective for new charges.
- Overall, the performance for sentenced youth with positive or neutral leave reasons was also successful, averaging 88.7% with 50% of districts meeting their objective.

Table 10. Achievement of Plan Objectives for Sentenced Youth by Each District.

The results are for youth completing SB 94 Services in FY 2008-09.

District*	Youth Completing Without Failing to Appear for Court Hearings		Youth Completing Without New Charges		Youth With Positive or Neutral Leave Reason	
	Objective	Result	Objective	Result	Objective	Result
1 st Jefferson	90%	100%	90%	100%	85%	89%
2 nd Denver	95%	94%	95%	94%	90%	88%
3 rd Huerfano	90%	97%	70%	91%	90%	97%
4 th El Paso	90%	100%	90%	98%	90%	86%
5 th Summit	80%	93%	80%	93%	85%	80%
6 th La Plata	90%	100%	90%	95%	90%	95%
7 th Montrose	90%	96%	80%	77%	90%	70%
8 th Larimer	95%	100%	92%	98%	90%	93%
9 th Garfield	90%	100%	90%	100%	90%	91%
10 th Pueblo	90%	99%	90%	99%	90%	82%
11 th Fremont	90%	98%	90%	94%	90%	91%
12 th Alamosa	90%	96%	90%	93%	90%	93%
13 th Logan	90%	* 100%	90%	* 100%	90%	* 50%
14 th Routt	90%	* 33%	90%	* 67%	95%	* 0%
15 th Prowers	90%	72%	90%	66%	90%	66%
16 th Otero	85%	95%	85%	95%	85%	95%
17 th Adams	75%	96%	75%	96%	90%	84%
18 th Arapahoe	90%	99%	90%	100%	90%	90%
19 th Weld	80%	96%	90%	99%	90%	95%
20 th Boulder	95%	99%	95%	95%	80%	87%
21 st Mesa	94%	93%	94%	96%	92%	85%
22 nd Montezuma	90%	* 0%	80%	* 0%	90%	* 0%
Statewide Average	89%	97.4%	88%	96.6%	87%	88.7%

* – This district served very few sentenced youth, resulting in more widely varying percentage swings.

Although the performance for sentenced youth with positive or neutral leave reasons was successful, averaging 89%, results for individual districts were mixed, with only 11 of 22 districts (50%) meeting their objectives. 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. 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. DYC requires each district to identify an additional goal unique to their respective district.

- All of the twenty-two districts did this, identifying a total of 50 objectives, 31 related to serving preadjudicated youth and 19 related to serving sentenced youth.
- Nineteen (19) of the 31 objectives (61.3%) for preadjudicated youth were accomplished.
- Ten (10) of the nineteen objectives (53%) for serving sentenced youth were accomplished.

The objectives addressed a range of services implementation and 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 placed 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. Since FY 2006-07, goals and objectives unique to each district have been included in the annual planning and reporting efforts. As evidenced by the content of the goals and objectives and their performance levels, this has resulted in districts introducing new programming to assist specific youth needs. These efforts have led to some 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 goals and objectives. To depict how the program’s success appears at a youth level, a case is presented on the following page.

Case Study: “Aaron”. The following brief presentation describes a youth from the 9th Judicial District and illustrates how SB 94 programs interact with youth, families and other systems to successfully work with youth in their communities. Identifying information for the youth has been changed to protect his identity. The case study provides an example of how SB 94 screening and assessment assisted the court in making a placement decision and



how the use of secure detention and commitment was avoided by providing services in the community. In the process, the youth was effectively supervised by SB 94 and probation, and services were provided to help build the youth's skills and restore competencies necessary to becoming a responsible citizen.

Aaron, age 11, came to SB 94 after being taken into custody for resisting a police officer. At the SB 94 crisis assessment screening, Aaron wore dirty clothing and was very unkempt. He noted that he hadn't been home for a few days. Aaron had a mental health diagnosis but was not taking his prescribed medication. He was regularly using marijuana and no longer attended school, or if he did attend school he was very disruptive. The initial assessment found that Aaron had been contacted by police three times within a week, excluding the current charge. Aaron had been placed in two residential treatment centers due to his behavior and he had two prior placements in mental health hospitals for suicide stabilization. Aaron was involved with a gang; most of his friends were 17 and 18 years old. He was being expelled from an alternative school. Aaron would also disappear from home for days at a time, his family having no idea where he was. There was a high level of concern about his mental state and an even higher level of concern that he was not appropriate for the community and should be committed to the Division of Youth Corrections.

As a result of the SB94 screening recommendations, Aaron was placed on a home detention contract with Electronic Home Monitoring. Case management services began. The SB 94 case manager attended school staffings and expulsion proceedings and worked with the school to obtain tutoring for Aaron.

Over the three months that SB 94 worked with Aaron and his family, Aaron returned to seeing his psychiatrist regularly, began a new medication, attended tutoring sessions, and met with his case manager weekly to do additional school work or physical activities. During times he was not involved in his treatment program, he was helping on his Uncle's farm. Aaron remained drug free, had no new offenses, and was being very cooperative at home.

Aaron was placed on probation. After two months, Aaron violated his probation by not taking his medication, missing school, resuming contact with his gang friends, not going home, and missing meetings with his counselor and psychiatrist. The probation department was considering commitment. At the request of the SB 94 coordinator and in cooperation with the probation department, SB94 services were re-engaged. Within two-and-a-half weeks, Aaron began seeing his psychiatrist again, went back on his medication, returned to counseling, started making meetings with his probation officer, and resumed tutoring at school. There were also plans to allocate potential funds from HB1451 for additional tutoring or a mentor.

When Aaron stopped by to see his SB 94 case manager, he was well dressed, his hair was neatly combed back and he was grinning ear to ear. Things were going "More than just fine," he said. His father agreed. Aaron was back on track.



4. Program Resources and Practices

State Funding. The SB 94 budget allocation process takes place in January and February of each year and results in 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 2008-09 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.³³

- 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.
- This funding level also reflects a level 8.5% above the FY 2002-03 funding level, just prior to the previous reduction of funding that carried through to FY 2004-05.

As noted above, the Division of Youth Corrections indicated to the Governor's Office³⁴ 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

The funding increase in FY 2008-09 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 in the past three years as funding has been restored and allocated by districts to other detention continuum priorities.
- Spending on screening and assessment and treatment has increased.
- The 6.7% increase in FY 2008-09 restored 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.

It is the intention of Governor Ritter and the Department of Human Services that funding and district allocations for FY 2009-10 will remain the same as FY 2008-09.

³³ The factors utilized in the FY 2008-09 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 2005-2007 (data provided by the Colorado Judicial Department);
3. Average of Juvenile Delinquency Filings for FY 2005-2007 (data provided by the Colorado Judicial Department); and
4. Population below Poverty (Weight = 0.5) (data provided by the Colorado Department of Local Affairs).

³⁴ SB 94 COLA and Allocation Increase for FY 07-08. June 13, 2008. Memorandum to SB 94 Advisory Board, Coordinators and Chairpersons.



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 principles³⁵ was provided along with the letter. 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.

Despite Statewide budget shortfalls, Governor Ritter and the Department of Human Services have protected the SB 94 budget allocation and the allocations to individual judicial districts so that funding levels will remain the same in FY 2009-10 as in FY 2008-09 as shown in Table D1 in Appendix D.

Quality Improvement Efforts. In order to continue to improve the use of resources to improve SB 94 programs and their effectiveness, part way into the current fiscal year (beginning in August 2008), the DYC SB 94 office developed an internal SB 94 monitoring process. DYC has contracted for a SB 94 “monitor” who visits individual districts to ensure contract compliance. This DYC monitor reviews each district in three main subject areas, including: client files, employee files, and financial records. The monitor reviews client files to ensure that youth receiving SB 94 services are in fact SB 94 eligible (imminent risk to be detained, remain detained, or be committed to DYC). Employee files are reviewed to ensure that employee background checks are completed. Financial records are reviewed to ensure that Generally Accepted Accounting Principles are being employed and that supporting documentation is in place for all SB 94 expenditures.

The Division has set a goal of monitoring at least seven judicial districts each fiscal year. This review process also involves working with each judicial district to improve practices by requiring follow up to any concerns by the district as well as identification of exemplary practices that can be replicated statewide.

Expenditures of FY 2008-09 Funds. Table D2 (in Appendix D) shows funds expended by category and the degree of change in expenditure categories between FY 2002-03 and FY 2008-09. Throughout the years of budget decrease and then recovery there has been differential change across the service categories.

- **Supervision has remained the highest percent of expenditures, at just over 42%.** In past years, spending on supervision had reached as high as 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 and FY 2008-09 supervision was just over 42%, 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**

³⁵ CDHS, Division of Youth Corrections, Evidence Based Practice Monograph Series. June 2008. Division of Youth Corrections Evidence Based Practice Guide for SB 94.



all expenditures at about 28% of expenditures. The FY 2008-09 level represents the highest actual percentage ever measured for this category of expenditure. This is consistent with legislative directives to increase the investment in the screening process, as a primary reason for this increase has been the implementation of the CJRA to improve the decision support to the courts regarding youth placement.

- **Treatment services were third highest in percentage of expenditures, at 11%.** This category has 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 has been over 11% for the past three years. This is an indicator that SB 94 is able to provide treatment services to more if not most of the youth served.

Table D3 in Appendix D summarizes for each judicial district the pattern of expenditures across service types. These patterns reflect some of the different approaches used across the districts. 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.

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 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 approaches³⁶ are shown in Table 11 below.

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

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- ³⁶ 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). Some counties also provide 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 Block Grant (JABG) 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 through short term grants that may be used in a variety of ways to encourage accountability-based reforms at the local level.



Juvenile Detention Alternatives Initiative (JDAI).³⁷ Such collaborations may include applying with other agencies for grants such as JABG 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 11 below. In FY 2008-09, a total of 16 districts had CETs (72.7%), up from 15 last fiscal year.

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-nine counties from 20 districts are now involved in this process. This reflects increased involvement, up from the six districts that were involved when community services funding was at its recent lowest point 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 11, on the next page, 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.

³⁷ <http://www.aecf.org/initiatives/jdai>



Table 11. FY 2008-09 SB 94 Local Resources

District*	Community Evaluation Team	Juvenile Diversion	WRAP or Other/ Grant	JABG	Blended Funds	Initiative 1451
	Yes/No	Yes/No	Yes/No	Yes/No	Yes/No	Yes/No
1 st Jefferson	Yes	No	No	Yes	No	Yes
2 nd Denver	Yes	Yes	Yes	Yes	Yes	Yes
3 rd Huerfano	Yes	Yes	No	No	Yes	Yes
4 th El Paso	Yes	No	Yes	Yes	No	Yes
5 th Summit	Yes	Yes	No	No	Yes	Yes
6 th La Plata	No	Yes	Yes	Yes	No	Yes
7 th Montrose	Yes	Yes	Yes	Yes	No	Yes
8 th Larimer	Yes	Yes	No	Yes	Yes	Yes
9 th Garfield	Yes	Yes	No	No	No	Yes
10 th Pueblo	No	Yes	No	Yes	No	Yes
11 th Fremont	Yes	Yes	Yes	Yes	No	Yes
12 th Alamosa	No	Yes	Yes	Yes	No	Yes
13 th Logan	No	No	No	No	No	Yes
14 th Routt	Yes	No	No	No	Yes	Yes
15 th Prowers	No	No	No	No	No	No
16 th Otero	Yes	No	No	No	No	No
17 th Adams	Yes	Yes	No	Yes	No	Yes
18 th Arapahoe	Yes	Yes	No	Yes	No	Yes
19 th Weld	No	Yes	No	Yes	No	Yes
20 th Boulder	Yes	Yes	Yes	Yes	Yes	Yes
21 st Mesa	Yes	Yes	No	Yes	No	Yes
22 nd Montezuma	Y	Yes	No	Yes	No	Yes
Statewide FY09	16 (72.7%)	16 (72.7%)	7 (31.8%)	15 (68.2%)	6 (27.3%)	20 (90.9%)
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 JABG 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 2008-09 saw a continuing restoration of funding following budget reductions in FY 2003-04 and FY 2004-05. FY 2008-09 was also the fifth 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 within statutory limits (detailed previously in Section One), the evaluation surveyed the experience of districts related to service availability, the screening process, youth placements, and detention bed allocations.

- Recent trends regarding 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 capacity strain continues to be higher for districts who rate their bed allocation impact negatively.
- Need for additional community-based 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 to 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 source is each district's SB 94 Community-Based Detention Juvenile Services Plan that was due February 27, 2009. 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. That survey, the Performance Goals Resources and Practice



Survey (District Survey, see Appendix E for a copy) was completed along with the plan.

The timing of this survey accomplished two objectives.

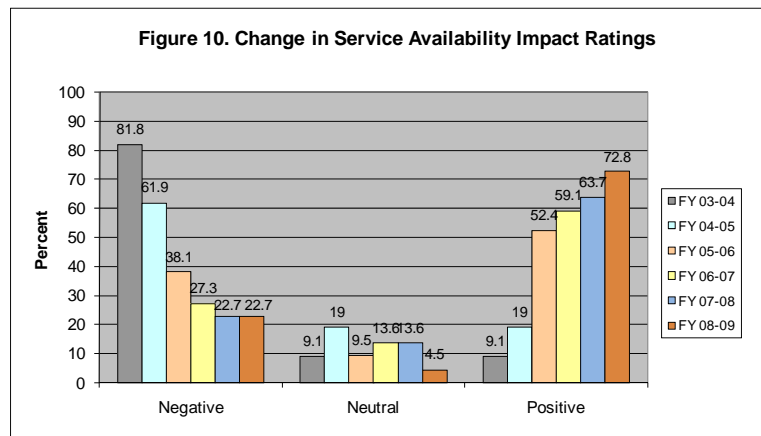
- The first objective was to enhance the coordination of district efforts to collect data and review it with their planning committees.
- The second objective was to have the survey data available for the DYC plan review and approval process.

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 2008-09 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.

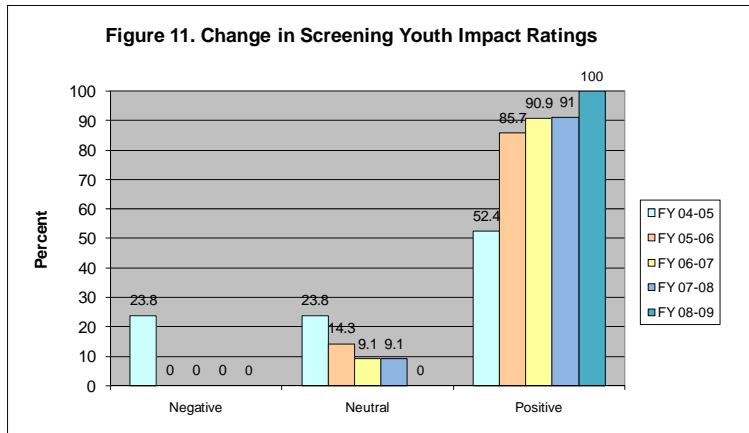
- With expenditures increasing for services for clients and families, a majority (72.8%) of the districts reported positive ratings for service availability in FY 2008-09.
- This improving trend has continued over the past four years and reflects a very positive outcome for SB 94 programs. Although the change in ratings from last year was not a statistically significant improvement ($t=0.59$, $df=21$, $p=0.56$), there have been noticeable changes in the trend of districts rating the impact positively in FY 2007-08 (Figure 10 below and Table F1 in Appendix F.).

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



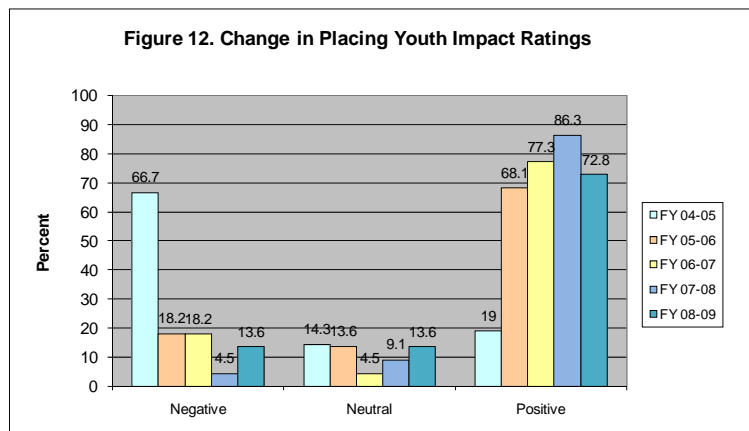
2. How Issues Related to the Screening Process Affect SB 94 Program Practices. For the last five years, districts have been asked to assess the impact of the screening process on the SB 94 Program’s ability to assess youth and their placement needs. Figure 11 (and Table F2 in Appendix F) shows the perceived impact of screening youth in the last five fiscal years. Figure 11 shows that overall the positive ratings of the impact of screening youth increased to 100% in FY 2008-09. The comparison of FY 2008-09 to FY 2007-08 showed that the increase from 91% to 100% was statistically significant ($t=2.5$, $df=21$, $p<.05$).

The distinctions made by the screening and placement rating differences over the past four 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.



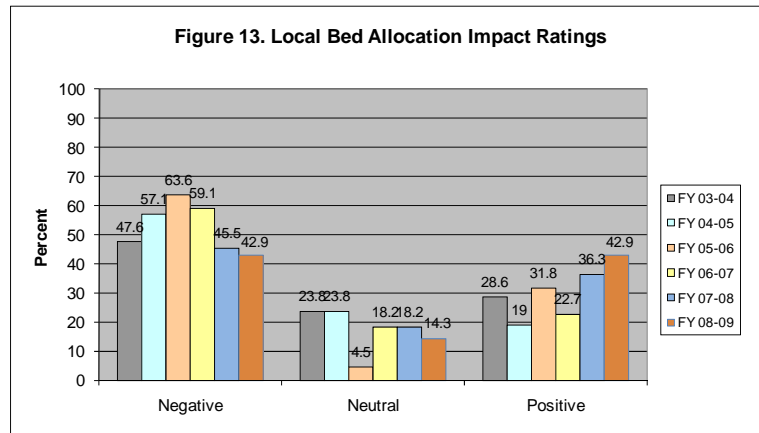
3. How Issues Related to the Placement Process for Youth Affect SB 94 Program Practices. Along with the screening impact ratings, for the past five years districts have been asked to rate the process of finding youth appropriate placements within the detention continuum. Therefore Figure 12 (and Table F3 in Appendix F) shows the impact ratings related to the process for placing youth, documenting that the positive ratings of the impact of placing youth decreased in FY 2008-09, although the change was not statistically significant ($t=2.0$, $df=21$, $p=.057$).

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. It is interesting to note that placement ratings decreased while screening impact ratings increased.



4. How Local Detention Bed Allocation Affects SB 94 Program Practices. Positive ratings of the impact of bed allocations continued to increase.

- In FY 2008-09, positive ratings increased to 42.9%, the highest they have been yet.
- This continues a trend of improvement in the past two years, as prior ratings through FY 2006-07 had been on average somewhat negative. The average rating for FY 2007-08 improved to essentially zero (-.05), neither positive nor negative. As shown in Figure 13 (and Table F4 in Appendix F) below, prior to FY 2007-08 most of the ratings were negative with a high point of 63.6% negative in FY 2005-06. In FY2006-07, negative ratings were down to 59.1% and in FY 2007-08 they decreased again, down to 45.5%. In FY 2008-09, negative ratings continued to decrease to 42.9%.
- While the changes from FY 2007-08 to FY 2008-09 did not reach the level of statistical significance ($t=.64$, $df=20$, $p=.53$), they indicate ongoing improvement in district perspectives on bed allocation.



Separate ratings were provided regarding the adequacy of secure detention bed capacity:

- In FY 2008-09, 51% of districts reported their capacity to be adequate.
- Another 36.4% rated their capacity as significant, but not sufficient.
- Finally, 13.6% 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 correlated with capacity strain in the past, measured as days at or above 90% of capacity. In FY 2008-09, impact ratings of bed allocation correlated significantly with days at or above 90% of capacity ($r=-.77$, $df=21$, $p<.05$). This negative correlation indicates that more favorable ratings of the impact of bed allocation in FY 2008-09 corresponded with lower percentages of days at or above 90% of capacity. Table 12 shows days at or above 90% capacity for FY 2003-04 through FY 2008-09. The table shows the average of the 22 districts at the bottom. On average, even though days at or above 90% capacity have continued to decrease since FY 2005-06, districts were still significantly higher in FY 2008-09 than in FY 2003-04 ($t=3.1$, $df=21$, $p<.05$). Compared with FY 2005-06, days at or above 90% capacity in FY 2008-09 were much lower, although failing to reach the level of statistical significance ($t=2.03$, $df=21$, $p=.055$).



Table 12. 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	FY 09
1 st Jefferson	35.0%	31.0%	66.8%	57.5%	14.5%	19.2%
2 nd Denver	32.5%	65.5%	72.6%	63.6%	91.5%	85.2%
3 rd Huerfano	99.6%	65.2%	98.6%	80.0%	83.9%	68.5%
4 th El Paso	31.8%	31.0%	50.1%	23.6%	31.0%	34.2%
5 th Summit	16.4%	22.7%	52.9%	42.7%	32.0%	34.5%
6 th La Plata	45.1%	24.9%	58.4%	64.7%	83.6%	56.4%
7 th Montrose	69.7%	39.7%	45.2%	73.2%	52.7%	87.4%
8 th Larimer	56.9%	71.0%	68.5%	72.1%	88.5%	90.1%
9 th Garfield	41.6%	18.9%	54.2%	32.6%	25.4%	61.9%
10 th Pueblo	24.8%	33.4%	49.9%	28.8%	60.4%	28.5%
11 th Fremont	40.5%	79.7%	82.2%	47.7%	59.8%	31.0%
12 th Alamosa	6.90%	48.5%	29.9%	40.0%	48.6%	23.0%
13 th Logan	32.1%	57.5%	66.3%	69.9%	67.5%	80.8%
14 th Routt	27.4%	24.9%	78.1%	91.2%	45.4%	52.1%
15 th Prowers	78.1%	54.8%	67.9%	98.9%	99.7%	89.0%
16 th Otero	27.4%	8.2%	67.2%	63.8%	58.7%	55.9%
17 th Adams	17.9%	54.0%	62.2%	56.4%	71.8%	54.3%
18 th Arapahoe	23.4%	39.7%	80.8%	77.8%	56.6%	55.5%
19 th Weld	60.9%	86.3%	95.6%	89.0%	92.3%	81.6%
20 th Boulder	7.7%	14.0%	56.4%	46.0%	39.3%	39.2%
21 st Mesa	59.5%	61.9%	52.3%	58.4%	44.5%	21.9%
22 nd Montezuma	66.8%	72.6%	98.1%	85.2%	86.3%	87.1%
District Average	40.7%	45.7%	66.1%	62.0%	60.6%	56.2%

Releases from secure 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.³⁸ 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 available detention beds. For FY 2008-09, the total number of releases reported by districts was about 336, just slightly higher than the 308 reported in FY 2007-08. This means that, of the 10,295 youth that were detained in secure or staff secure detention, only 3.3% were released prior to their

³⁸ 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.” However, 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.



otherwise scheduled release. This is about the same percent as in FY 2007-08 and down from the 4.6% reported in FY 2006-2007. This is a positive trend. In reviewing the data below for the past four fiscal years, the following trends in timing for releases can be seen:

- Districts most frequently report that they have approximately 25 to 72 hours (36.4%) to prepare for releases.
- The percent of districts who reported having less than 24 hours (27.3%) has decreased dramatically over the past year.
- Districts reporting having more than one week to prepare for releases increased to 13.6%.
- Only three districts reported having varying windows of time for releases.

Taken together, these data suggest that districts are increasingly able to proactively manage their secure detention resources. The range of planning times reported was as follows in the table below.

Table 13. Preparation/Planning Time to Release Youth from Secure Detention.

Planning Time	Fiscal Years							
	FY 2005-06		FY 2006-07		FY 2007-08		FY 2008-09	
	N	%	N	%	N	%	N	%
Less Than 24 Hours	7	31.8	10	45.5	7	35.0	6	27.3
25 to 72 Hours	6	27.3	5	22.7	8	40.0	8	36.4
73 Hours to One Week	2	9.1	2	9.1	3	15.0	2	9.1
Greater Than One Week	2	9.1	2	9.1	0	0.0	3	13.6
Varying Times	5	22.7	3	13.6	2	10.0	3	13.6
Total	22	100.0	22	100.0	20	100.0	22	100.0
NA/Missing	0		0		2		0	

These improvements further underscore the overall fact that 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.

- Seven (7) districts reported no emergency releases,
- Nine (9) more reported less than 10, and
- Only six (6) districts reported greater than 10, up to 74 for a maximum.

It should be kept in mind that 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 2008-09. To arrive at the 336 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.

TriWest 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.” Sixteen (16 out of 22 reporting) districts (73%) reported they could borrow beds when needed most of the time. Another three (3) or 14% indicated they could borrow some of the time. These figures are only slightly different that the 70% and 20% reported for these two categories in FY 2006-07. District ratings indicated that 68% (15 of 22 reporting) could loan beds most of the time when needed and that another 14% (3 of 22) could loan beds some of the time. In FY 2007-08, district ratings indicated that 57% could loan beds most of the time when needed and another 29% 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. Four districts (18% of 22 reporting) rated this as a problem “most of the time” and another eight districts (36%) 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 ongoing barrier for over half of the districts. 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.

Other Issues. In February of 2009, with the submission of their FY 2009-10 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.

Issue: Services for youth who use substances	13 districts – 13 separate examples
Example: Substance abuse continues to be a problem with our juvenile population. A majority of juveniles with delinquent charges have accompanying substance abuse in varying degrees.	
Issue: Detention continuum & sentence alternatives	12 districts – 21 separate examples
Examples:	
<ul style="list-style-type: none"> ▪ Several of our shelter care facilities (group homes, youth shelter and contracted shelter bed providers) have either closed their doors or have become so limited on space due to the other facilities closing that Senate Bill 94 is no longer able to place juveniles at a level three. 	



<ul style="list-style-type: none"> There is both a lack of funding for services and also a limited number of services available in the community. 	
Issue: Family involvement	4 districts – 5 separate examples
<p>Example: Family <u>concerns</u> for our juveniles have become more prevalent in our juvenile population. We have noticed an increasing number of cases in which Dependency and Neglect concerns in the family are interwoven with Delinquency concerns.</p>	
Issue: School concerns	6 districts – 6 separate examples
<p>Example: Schools are reporting <u>higher truancy and dropout rates</u>. We are also seeing a correlation between truancy and crime during the time that students are not in school.</p>	
Issue: Needs of specific populations	7 districts – 7 separate examples
<p>Example: The district has seen an increase in the number of youth who claim gang involvement and are committing crimes in the context of gang activity.</p>	
Issue: Mental health services	4 districts – 4 separate examples
<p>Example: The district is lacking in timely and effective mental health services. Services are often not available for at least 4-6 weeks or more.</p>	
Issue: Other Issues	12 districts – 14 separate examples
<p>Examples:</p> <ul style="list-style-type: none"> Geographical issues create <u>transportation problems and limits access</u> to services for juveniles and families that reside in smaller communities specifically. The Detention snapshot information has identified the issue statewide of <u>using technical violations for youth on probation</u>. System strain continues to be an overarching problem in our judicial district. The number of juvenile filings has continued to climb in the past year. <u>Economic issues</u> have started impacting families within the district with lost jobs or have reduced income. Probation violations are resulting juveniles' failure to pay fines, fees and restitution. 	



Conclusions and Recommendations

The SB 94 Program continues to be 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 combined effect of these systematic reforms has been striking:

- These critical system improvements, taken together, appear to have led to a sustained, simultaneous reduction in actual detention and commitment use for the third year in a row, the first time this has happened in the 17 years of data trended in this report.
- Detention use decreased for the third year in a row to 398.7 for FY 2008-09 from 426.3 in FY 2005-06.
- Statewide commitment rate for FY 2008-09 was 23.0, the fourth consecutive annual decrease in commitment use after a decade of unrelenting per capita increases.

This progress correlates directly with the implementation of the detention and broader continuum concept that has been deployed in multiple stages since FY 2003-04, as follows:

- Beginning in FY 2003-04, 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, and in FY 2007-08 extended implementation to the detention continuum and SB 94 Program. In FY 2008-09 the CJRA was required for any youth placed in secure detention. This report documented district progress in implementing the CJRA and presents initial CJRA data regarding risk of reoffense.
- Beginning in FY 2005-06 and continuing through the current fiscal year, reinstatement of funding for the extended detention continuum began, 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 by facilitating increased interagency collaboration across youth-serving agencies.

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 2008-09, 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 2008-09, on all but five days of the fiscal year (360 of 365) one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). Across all days, the system averaged about four and one half (38%) 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. 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.** The proportion of youth directly sentenced to a detention placement continues to be significant at 13%. This use of detention is not 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 result in further reductions in secure detention use.³⁹
- **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 (83%). 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 (13.6% of youth). Only about a third of these youth (36%) actually go home with services as an initial placement, with about 43%

³⁹ Beyer, M. (2003) Best Practices in Juvenile Accountability: Overview. JAIGB Bulletin. National Center for Juvenile Justice. Downloaded from www.ncsconline.org/WC/Publications.

Best Practices in Juvenile Accountability: Overview. April 2003. NCJ 184745. Downloaded from ojjdp.ncjrs.org.



placed in more restrictive settings and another 20% 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 four 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 86% 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 areas of progress has involved increases in interagency collaboration. The most common 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 remained about the same in FY 2007-08, with 15 districts (68.2%) having CETs, and was back to 17 districts in FY 2008-09. The number of districts participating in the statewide HB 04-1451 initiative (Collaborative Management of Multi-agency Services Provided to Children and Families) has increased, with counties from 20 districts (91%) 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, improve the detention continuum, manage bed allocations, and 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. 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 (1,446) compared with the number (834) who actually were placed at home with services. Of the 834 actually placed at home with services, 195 (23%) were screened to secure detention. Strikingly, many of the youth (595, or 41% of those screened to home) who were not placed at home with services were placed in secure detention instead, 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. Research shows that placing youth in secure detention does increase the likelihood that youth will be placed out of



their homes in the future. Concerns about over-reliance on secure detention are supported by evidence that housing non-delinquent young people with more serious offenders is harmful, leading to poorer outcomes for the youth in question and higher rates of recidivism.⁴⁰ 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 DYC prioritize future resource allocations to improve the responsiveness and capacity of the detention continuum.

2. 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 or decrease, 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 level 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, DYC adjustments in facility and district bed allocations have addressed 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).

Although days at or above 90% of capacity continues to have utility for monitoring detention bed use, we recommend that DYC refocus its monitoring going forward to include additional indicators. **For FY 2009-10, we recommend that the total client load indicator introduced in this report be further developed as an indicator of the flow of youth and the work load involved in serving youth.**

3. Further improve the reporting of district-specific performance outcome data. For the fifth 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. Overall, it appears that this process is working and that Districts are generally making good decisions about where to set their objectives.

⁴⁰ TriWest Group. (2003). Colorado in Context: State Detention Systems and Best Practices in Juvenile Detention Alternatives. Boulder, Colorado.



For the first time, performance on the New Charges objective for preadjudicated youth fell below 90% success for youth. It is not clear why this should be the case, but we recommend that DYC review this objective and discuss this with the districts to assist them in addressing difficulties that might be contributing to the change in performance.

In addition, since performance in most goal areas is consistently high, we recommend that DYC consider working more closely with the districts on their unique goals and objectives. Successful performance for those goals and objectives is much lower, likely because the districts are attempting to implement new programs or to extend programs to multiple counties. This may be an opportunity to work with districts more closely on evidence based practice efforts.



Appendices

Appendix A. Detention and Commitment Bed Use

Appendix B. Capacity Strain

Appendix C. Detention Bed Use

Appendix D. Budget Allocations and Expenditures

**Appendix E. 2009 Performance Goals Resources and Practice
Survey**

Appendix F. Policy Issue Impact Ratings

Appendix G. Detention Bed Allocation

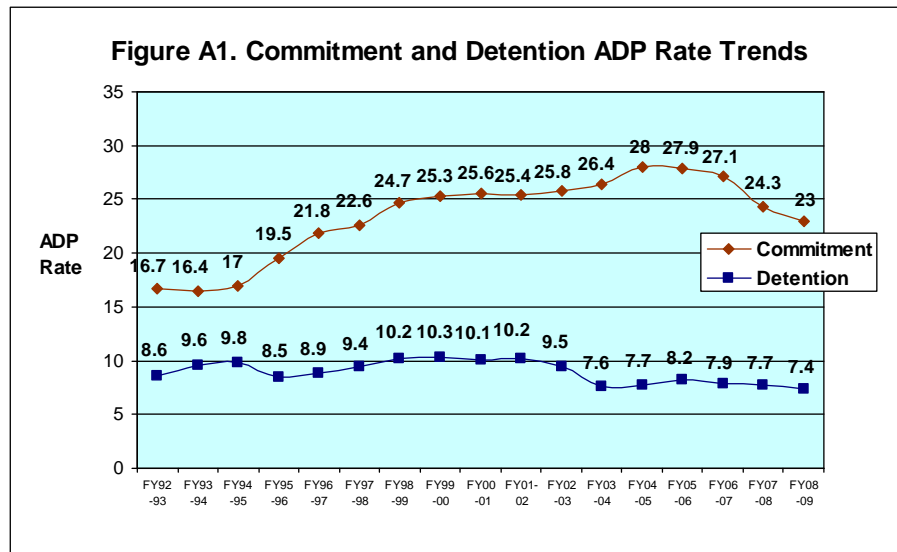




Detention and Commitment Bed Use

Trends in Statewide Detention Bed Use. To examine bed use over multiple years, average daily population (ADP) rates were calculated in terms of the number of youth in detention for every 10,000 youth ages 10-17 in the general population. ADP has been the primary indicator used over time to track use of secure detention. Data provided by DYC’s Research and Evaluation unit shows that the detention ADP rate for FY 2008-09 was down to 7.4 (fewer than eight youth in detention each day on average for every 10,000 youth in the general population.). Looking at ADP as one indicator of detention use trends, we see that:

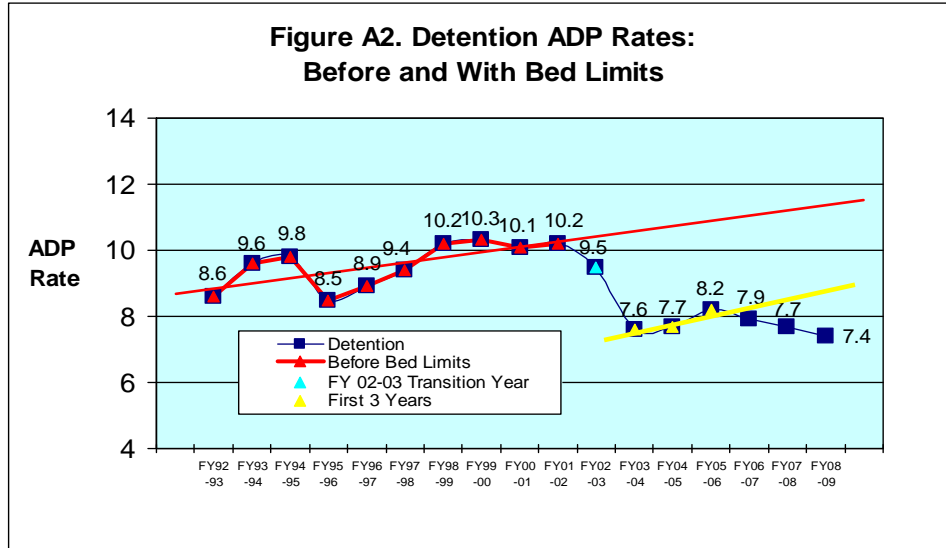
- **Over the past three years, ADP has fallen each year for a cumulative decrease of 9.8%** from the post-cap high point of 8.2 ADP rate reported in FY 2005-06.
- **Over the past 15 years, this is the lowest detention ADP rate ever achieved** since the SB 94 Program was implemented statewide in 1994 (see Figure A1 below).



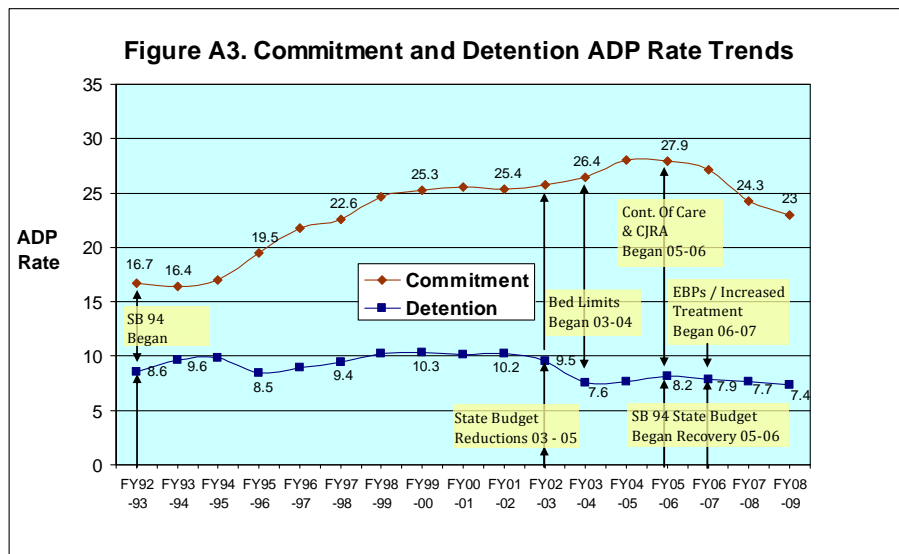
One key contributing factor to this reduction was clearly the passage by the Colorado General Assembly of Senate Bill 03-286 in FY 2002-03, which imposed a limit of 479 State-funded detention beds beginning in FY 2003-04. As shown in Figure A2 below, initial reductions began prior to actual implementation in FY 2002-03, the transition year that preceded the implementation of bed limits in FY 2003-04, during which districts planned and prepared for the impending change. The ADP rate decreased that preceding year to 9.5 and when bed limits went into effect, the ADP rate further decreased to 7.6. However, these gains were more than reversed the next two years (FY 2005-06 and FY 2006-07), as ADP again began to increase at a rate of growth even sharper than the rate of the previous 10 years, as



shown by the yellow trend line in the figure below for the first three years post-implementation of caps. Then, in the last three years, that initial increase has undergone its own striking reversal, as DYC's detention continuum reforms and restoration of community-based services began to take effect.



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, especially in the areas of SB 94 treatment funding and local youth-serving partners, is clearly shown in Figure A3 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 below.



While the statewide detention ADP has returned to the FY 2003-04 historical low point, district level ADP has been more variable.

- Overall, districts are managing their bed use to adhere to their bed limits or caps. Districts whose bed use has increased over the past few years have received increases in their bed limits. An example of this is the 18th Judicial District, whose ADP increased to 77.3 in FY 2008-09 as a result in the increase in needed beds to 84.
- As shown in greater detail in Table A2, statewide average LOS has remained relatively consistent over the past few years, at an average of 13.9 days in FY 2008-09. However, this is not the case for all districts, and, as with ADP, district LOS changes may raise questions for some districts, but should be considered individually within the context of regional and statewide trends.

District and Region Detention ADP is shown in Table A1 for districts and regions for the past six fiscal years (FY 2003-04 through FY 2008-09). The directionality (i.e., increase or decrease) and magnitude of change in ADP and LOS over that period is also noted for each district. Statewide, ADP appears to have stabilized in the fifth year following the implementation of detention bed limits in the fall of FY 2003-04: the 398.7 ADP was approximately the same as the low point of 395.7 reached in FY 2003-04, and it represents the third yearly decrease in a row since FY 2005-06.

While the statewide detention ADP has returned to the FY 2003-04 historical low point, district level ADP is more variable. Twelve district ADPs remain higher in FY 2008-09 than they were in FY 2003-04, while ten are lower. Basically, district ADP correlates highly with each district's bed cap. For example, the district with the largest increase was the 18th, whose ADP increased to 73.7 in FY 2007-08 from 60 in FY 2003-04. However, it should be noted that the 22.8% ADP increase in the 18th District corresponded with a 15.1% increase in their bed limit from 73 in FY 2003-04 to 84 in FY 2008-09 as a result of the Working Group's adjustment of detention beds to reallocate resources to better meet the needs in the system. This can also be seen by the large decrease in ADP in the 2nd Judicial District. Their ADP decreased from 77.5 in FY 2003-04 to 67.2 in FY 2008-09. That decrease correlates with a reduction in their bed cap from 92 to 73 over that same time period. The bottom line is that districts are managing their ADP to their cap. The level of effort to accomplish this will be discussed in the section below that addresses capacity strain.

When translating ADP change to a percentage, the average statewide percent difference across the five years was 0.8%. Again, as with ADP change, there was considerable variability in percent change across districts, particularly in districts with lower overall use where small ADP changes result in much larger percent changes. For example, the ADP in the 7th Judicial District increased from 4.5 in FY 2003-04 to 6.2 in FY 2008-09, a 32.3% increase, even though the bed limit for the 7th 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 A1. FY 2003-04 to FY 2008-09 Detention ADP and Change Over That Time Period.

Region	ADP							
District	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	Change	Percent
Central Region	184.1	187.2	205.6	201.2	190.4	186.4	2.3	1.2%
1 st Jefferson	46.5	43.7	49.2	48.1	42.8	42.5	-4.1	-8.7%
2 nd Denver	75.5	80.6	78.9	77.5	75.6	67.2	-8.3	-10.9%
5 th Summit	2.0	3.2	3.4	3.0	2.7	3.0	1.0	50.5%
18 th Arapahoe	60.0	59.6	66.6	66.6	69.3	73.7	13.7	22.8%
Northeast Region	90.2	91.4	95.9	96.0	101.0	97.5	7.3	8.1%
8 th Larimer	18.6	17.8	17.4	17.0	19.2	20.0	1.4	7.5%
13 th Logan	7.2	7.6	7.4	6.8	6.7	6.3	-0.9	-12.6%
17 th Adams	26.5	27.3	26.7	28.3	32.0	29.1	2.6	9.7%
19 th Weld	23.5	24.5	25.0	25.3	28.1	27.0	3.5	14.7%
20 th Boulder	14.5	14.3	16.4	15.7	15.0	15.2	0.7	4.5%
Southern Region	85.6	83.3	91.2	84.12	83.1	79.7	-5.9	-6.9%
3 rd Las	2.7	2.2	3.2	2.6	2.5	1.9	-0.8	-30.0%
4 th El Paso	50.4	44.9	47.8	43.8	45.3	46.0	-4.4	-8.7%
10 th Pueblo	18.5	18.8	19.9	18.1	19.0	15.7	-2.9	-15.4%
11 th Fremont	5.6	7.8	8.3	6.5	7.5	8.0	2.4	42.3%
12 th Alamosa	3.4	4.9	4.2	3.9	4.1	3.0	-0.4	-11.8%
15 th Prowers	2.6	2.9	2.4	3.3	2.0	1.7	-0.9	-33.1%
16 th Otero	2.5	1.9	2.7	2.7	2.7	3.4	0.9	36.4%
Western Region	34.1	33.2	33.6	33.49	30.2	32.9	-1.2	-3.5%
6 th La Plata	4.5	4.2	4.5	4.6	5.8	4.8	0.3	6.2%
7 th Montrose	4.7	5.1	4.2	5.0	4.7	6.2	1.5	32.3%
9 th Garfield	5.4	4.7	5.5	3.6	3.1	4.9	-0.5	-8.9%
14 th Routt	2.2	2.7	3.0	4.0	2.2	2.5	0.3	11.8%
21 st Mesa	14.6	13.5	12.8	12.8	12.7	11.5	-3.1	-21.2%
22 nd Montezum	2.8	2.9	3.0	2.7	1.7	3.0	0.2	5.7%
Statewide	395.7	402.0	426.3	414.9	408.8	398.7	3.0	0.8%

* 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 A2 below, statewide average LOS has remained relatively consistent over the past few years, at an average of 13.9 days in FY 2008-09.

When translating LOS change to a percentage, the average percent increase from FY 2003-04 was 11.2%, but there was considerable variability in percent change across districts. The rate of district LOS change from FY 2003-04 was dramatic in a few districts. For example, the 14th increased by almost 46% from about 23 days on average in FY 2003-04 to 34 days in FY 2008-09. An example of a large decrease comes from the 3rd Judicial District, which saw its LOS drop by 50%, from an average of almost 26 days in FY 2003-04 to just under 13 days in



FY 2008-09. As with ADP, district LOS changes may raise questions for some districts, but should be considered individually within the context of regional and statewide trends.

Table A2. FY 2003-04 to FY 2008-09 Detention Average Length of Stay LOS in Days.
Change from FY 2003-04 to FY 2008-09 and percent change are also shown.

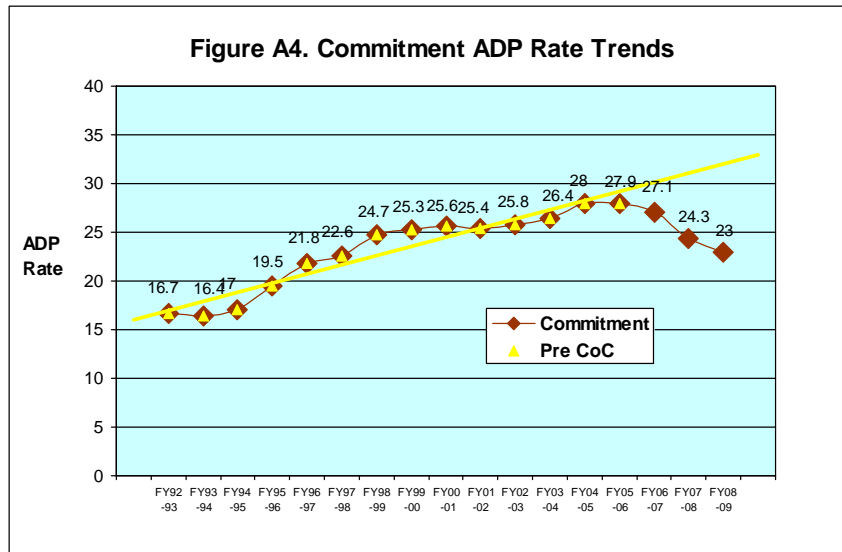
Region	LOS*							
District	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	Change	Percent
Central Region	14.3	14.9	16.2	16.6	16.5	16.9	2.6	18.2%
1 st Jefferson	15.6	15.5	17.8	16.9	15.0	15.0	-0.6	-4.0%
2 nd Denver	14.2	16.6	16.2	17.4	19.2	18.7	4.5	31.9%
5 th Summit	14.9	16.7	22.4	14.8	13.9	16.4	1.5	10.4%
18 th Arapahoe	13.6	14.4	15.4	16.8	17.9	16.6	3.0	22.1%
Northeast Region	11.7	11.6	11.9	12.3	13.0	11.0	-0.7	-6.0%
8 th Larimer	13.3	13.0	11.9	10.7	10.1	9.4	-3.9	-29.0%
13 th Logan	17.2	18.2	20.2	17.4	17.8	18.0	0.8	4.9%
17 th Adams	12.5	13.2	12.2	13.5	12.0	10.3	-2.2	-17.7%
19 th Weld	11.5	12.2	14.6	14.8	15.2	13.8	2.3	19.9%
20 th Boulder	8.1	7.7	8.9	9.6	9.7	9.3	1.2	14.8%
Southern Region	11.1	11.4	12.5	11.5	16.3	10.4	-0.7	-6.3%
3 rd Las Animas	25.9	23.3	21.8	21.0	16.0	13.2	-12.7	-49.1%
4 th El Paso	10.5	11.1	11.6	11.5	11.9	10.7	0.2	2.2%
10 th Pueblo	11.6	11.7	13.9	11.9	12.7	8.6	-3.0	-25.6%
11 th Fremont	8.5	10.2	13.5	10.6	9.4	9.7	1.2	14.2%
12 th Alamosa	12.6	15.6	16.2	11.6	14.4	12.1	-0.5	-4.0%
15 th Prowers	18.9	36.7	26.6	35.0	32.0	26.3	7.4	39.2%
16 th Otero	13.6	9.2	22.7	12.2	18.0	13.6	0.0	-0.1%
Western Region	13.5	13.9	15.1	14.1	17.2	13.8	0.3	2.2%
6 th La Plata	12.3	12.8	18.5	13.0	16.0	15.3	3.0	24.4%
7 th Montrose	17.4	23.0	19.1	14.7	20.3	15.8	-1.6	-9.1%
9 th Garfield	22.1	17.1	23.2	14.4	16.3	19.6	-2.5	-11.2%
14 th Routt	23.3	16.4	18.0	38.1	21.7	34.0	10.7	45.8%
21 st Mesa	10.9	11.7	11.4	12.0	13.2	9.6	-1.3	-11.6%
22 nd Montezuma	12.4	19.0	22.7	19.4	15.6	16.7	4.3	34.4%
Statewide	12.5	13.1	14.1	14.0	13.7	13.9	1.4	11.2%

Trends in Statewide Commitment ADP. The statewide commitment ADP rate for FY 2008-09 was 23 (an average of 23 youth in commitment each day for every 10,000 youth in the general population).

- **This continues a dramatic decreasing trend in commitment ADP for the fourth consecutive year**, bringing the commitment ADP rate down to below FY 1998-99 level (shown in Figure A4 below).
- The decrease **coincides with implementation of DYC’s broader continuum of care redesign and targeted restoration of both commitment and detention funding for more evidence based community programs**, beginning in FY 2005-06. For contrast,



the yellow trend line shows the increasing ADP prior to implementation of the Continuum of Care Initiative (referred to as “CoC” in the figure).



Judicial District and Region commitment ADP and length of stay (LOS) are described in additional detail below for districts and regions for the past six fiscal years (FY 2003-04 through FY 2008-09). The directionality (i.e., increase or decrease) and magnitude of change in ADP and LOS over those years is also noted. Key trends observed include:

- Statewide, commitment ADP decreased for the fourth year in a row to 1,229.2.
- Individual district ADPs are variable and have both increased and decreased depending on the district. In FY 2008-09, district commitment ADP was more consistently below FY 2003-04 levels, with 16 districts below the FY 2003-04 level.
- Statewide, average LOS has fluctuated slightly since FY 2003-04, but overall has remained stable.
- Individual district average LOS has shown both increases and decreases, depending on the district.

Individual district LOS change over time and the relationship between LOS and ADP should be considered individually and within the context of regional and statewide trends. Commitment ADP and length of stay (LOS) are shown in Tables A3 and A4 respectively, for districts and regions for the past six fiscal years (FY 2003-04 through FY 2008-09). The directionality (i.e., increase or decrease) and magnitude of change in ADP and LOS over those years is also noted.

When translating ADP change to a percentage, the average percent change between FY 2003-04 to FY 2008-09 was a 10.8% decrease (148.2 youth overall). Because of the increase between FY 2003-04 and FY 2006-07, the change between FY 2006-07 and FY 2008-09 has been dramatic, decreasing from 1,424.9 to 1,229.2, a decrease of 195.7 ADP or 13.7%.



Individual 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 A3. Commitment ADP and Change: FY 2003-04 to FY 2008-09.

Region	ADP							
District	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	Change	Percent
Central Region	626.5	644.8	652.7	622.0	545.4	529.0	-97.5	-15.6%
1 st Jefferson	141.2	124.5	126.9	142.3	128.0	120.8	-20.4	-14.5%
2 nd Denver	315.7	328.5	322.1	257.5	197.7	208.0	-107.7	-34.1%
5 th Summit	6.0	6.6	9.2	9.8	12.2	10.5	4.5	75.5%
18 th Arapahoe	163.6	185.1	194.7	212.5	207.5	189.7	26.1	16.0%
Northeast Region	305.1	341.9	363.6	367.6	341.7	326.3	21.2	6.9%
8 th Larimer	80.2	114.2	129.9	119.5	94.7	79.5	-0.7	-0.9%
13 th Logan	23.1	16.4	15.4	17.7	18.1	11.6	-11.5	-49.7%
17 th Adams	87.6	101.0	95.7	105.3	109.6	123.6	36.0	41.1%
19 th Weld	97.2	91.0	99.6	104.4	98.8	88.0	-9.2	-9.4%
20 th Boulder	17.1	19.3	22.8	20.7	20.5	23.5	6.4	37.4%
Southern Region	286.4	300.9	290.9	304.8	282.9	252.1	-34.3	-12.0%
3 rd Las Animas	2.0	3.6	6.5	9.9	6.4	3.3	1.3	63.9%
4 th El Paso	190.8	219.8	199.3	186.6	173.1	164.2	-26.6	-13.9%
10 th Pueblo	38.8	34.6	44.5	59.4	50.6	37.0	-1.8	-4.6%
11 th Fremont	21.7	18.0	17.4	25.1	27.5	19.8	-1.9	-9.0%
12 th Alamosa	9.0	11.6	15.6	14.5	10.9	12.4	3.4	37.8%
15 th Prowers	5.5	2.5	1.9	0.8	2.4	4.8	-0.7	-12.9%
16 th Otero	18.5	10.8	4.5	8.6	11.9	10.6	-7.9	-42.7%
Western Region	159.3	165.9	146.2	130.4	117.8	121.8	-37.5	-23.5%
6 th La Plata	24.2	24.8	21.0	15.5	16.6	20.5	-3.7	-15.5%
7 th Montrose	26.1	24.6	25.8	20.0	14.2	11.5	-14.6	-55.8%
9 th Garfield	16.9	16.9	15.1	16.5	10.0	11.0	-5.9	-34.8%
14 th Routt	9.6	7.7	8.9	8.2	5.8	6.9	-2.7	-28.0%
21 st Mesa	65.7	78.4	67.1	58.4	59.2	61.5	-4.2	-6.3%
22 nd Montezuma	16.9	13.5	9.7	11.8	12.1	10.4	-6.5	-38.3%
Statewide	1377.4	1453.5	1453.4	1424.9	1287.8	1229.2	-148.2	-10.8%

Statewide, average LOS has fluctuated slightly since FY 2003-04, but overall has remained stable. Individual district average LOS (Table A4) has shown both increases and decreases, depending on the district. Individual district LOS change over time and the relationship between LOS and ADP may raise questions for some districts, but should be considered individually and within the context of regional and statewide trends. For example, over these years, as the 2nd Judicial District ADP has gone down, the LOS has gone up. In the 17th Judicial District, the trend has shown increasing LOS and increasing ADP.



Table A4. FY 2003-04 to FY 2008-09 Commitment Average Length of Stay LOS in Months. Change from FY 2003-04 to FY 2008-09 and percent change are also shown.

Region	LOS							
District	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	Change	Percent
Central Region	19.6	19.8	18.5	19.0	18.5	19.8	0.2	1.0%
1 st Jefferson	20.5	21.0	18.0	18.0	18.3	17.7	-2.8	-13.8%
2 nd Denver	19.9	19.0	18.9	19.4	20.4	20.9	1.0	5.0%
5 th Summit	17.9	16.6	15.2	20.6	15.9	18.4	0.5	2.8%
18 th Arapahoe	18.5	20.7	18.7	19.1	19.4	19.1	0.6	3.0%
Northeast Region	19.6	18.2	18.1	18.3	16.2	17.7	-1.9	-9.7%
8 th Larimer	20.2	17.3	16.1	17.8	15.4	16.0	-4.2	-20.6%
13 th Logan	13.8	15.2	15.8	16.4	11.5	17.8	4.0	28.9%
17 th Adams	17.4	18.3	18.2	18.9	18.3	20.6	3.2	18.3%
19 th Weld	21.8	20.4	20.7	19.8	17.4	17.4	-4.4	-20.0%
20 th Boulder	20.6	13.7	22.5	21.5	18.4	18.6	-2.0	-9.6%
Southern Region	18.2	18.4	19.4	21.2	16.1	20.1	1.9	10.4%
3 rd Las Animas	14.4	N/A	15.9	17.4	18.2	20.7	6.3	43.8%
4 th El Paso	18.8	20.6	20.4	22.1	21.2	21.8	3.0	15.9%
10 th Pueblo	16.9	16.2	14.7	18.1	18.9	18.5	1.6	9.5%
11 th Fremont	16.6	17.5	19.3	16.1	20.7	17.9	1.3	7.7%
12 th Alamosa	15.2	17.1	14.2	17.6	17.5	14.9	-0.3	-2.0%
15 th Prowers	18.1	13.9	11.3	7.7	6.8	11.1	-7.0	-38.6%
16 th Otero	20.7	15.5	16.6	16.3	9.3	14.0	-6.7	-32.4%
Western Region	16.8	17.3	15.3	17.6	15.2	17.2	0.4	2.4%
6 th La Plata	16.3	16.8	13.8	17.0	13.0	16.3	0.0	-0.1%
7 th Montrose	18.5	17.7	14.7	18.1	14.7	14.9	-3.6	-19.4%
9 th Garfield	18.8	15.5	14.9	17.7	18.9	16.8	-2.0	-10.4%
14 th Routt	20.4	17.0	15.2	16.4	14.4	12.6	-7.8	-38.2%
21 st Mesa	15.0	17.8	16.2	17.3	17.8	20.1	5.1	33.7%
22 nd Montezuma	12.4	16.4	13.5	16.5	12.3	18.3	5.9	47.9%
Statewide	18.9	18.8	18.2	19.0	18.4	19.0	0.1	0.5%

* 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.



Appendix B

Capacity Strain

Capacity Strain Model. Since the implementation of detention bed limits, strain on the system's capacity to manage within secure detention bed limits has emerged as an important concept when discussing and evaluating detention bed use. In addition to maximum bed use, reporting of the number of days that maximum bed use was at or above 90% of bed capacity has been and continues to be utilized in this report to inform that discussion and to provide additional quantitative indicators of detention bed use and capacity strain. TriWest's evaluations of multiple inpatient and residential service programs over the past decade have suggested two relevant benchmarks against which to measure use of program capacity. The first is an indicator of program strain, with maximum bed use of 90% or more of existing capacity established as a benchmark above which program efficacy begins to be affected by crowding. The second benchmark is 80%, the point below which efficiency of facility use begins to come into question. Optimal use should fall between these two benchmarks.

When reported in isolation, ADP or average beds used provides only a look at the percent of capacity used, without addressing workload or program efficacy or seasonal variability. For example, ADP does not factor in the need for transition time between youth occupying a given bed to prepare for the next youth. Multiple variables can impact the amount of time required to admit or release a client. These can include answering all the incoming phones, facilitating/monitoring family/professional visits, medication administration, completing room checks on residents in the isolation rooms, errors in required paperwork, multiple simultaneous intakes or releases, and coordinating all inter-agency transports, as well as intra-agency transports (e.g. medical, mental health, court transports, etc.) There may also be a delay on the admission if the resident is uncooperative or has recently been or is under the influence of drugs or alcohol.

Initial estimates indicate that just the process of admission takes up to about one hour. That time is not currently included in the ADP count. Because of this, the maximum practical ADP is significantly less than 100%, as some time must be dedicated to transitions between youth. To paint a fuller picture, adding the indicator of maximum beds used per day factors in the maximum number of youth that were in detention at any point on any given day, and further adding the number of days that the maximum beds used was at or above 90% of bed capacity documents the potential impact on program efficacy. Together, these two indicators are used to more fully describe the strain associated with managing detention beds. The need for these indicators has emerged as 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.

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 five indicators. Apparent indicators of capacity strain at the district and facility level include the first three of the four below. The third factor influences capacity strain to the extent that community detention continuum placements are available and result in lowered use of detention, whereas unavailability results in increased use of secure or staff secure detention. The fourth factor (positive impact ratings) is a subjective indicator of the perceived ability of districts to manage their detention continuums. One additional potentially important factor is the total number of youth served in detention per day. Unlike the maximum number of beds in use at any point during the day, the total number served, or total client load as was discussed in Section One, would provide additional information not only about the strain of management of the detention beds, but also about bed turnover during the day.

- Indicator One – Maximum beds in use at any given point per day and average maximum bed use over time.



- Indicator Two – High facility and district secure detention use, as measured by the percent of days that maximum facility and district bed use is at or above 90% of their capacity allocations.
- Indicator Three – The frequency of when placement options recommended by a youth’s screening are available in the community and thereby able to reduce the use of secure detention. When community placements are unavailable, secure or staff secure detention placements are often used instead (see Section 2, Profiles of Youth Screened, for information on this topic).
- Indicator Four – Positive impact ratings by local juvenile justice system leaders regarding services availability, screening outcomes, placement availability overall, and bed allocation (see Section 5, Potential Program Practice Issues, for analysis of these ratings).
- Indicator Five – The total client load adds important information about the flow of youth into and out of detention and the workload involved in managing detention beds.

Evaluation of these factors over recent years and within FY 2008-09 suggests that strain in a given district may be mitigated (that is, placement resources and services are available and able to be matched consistently with youth needs) when the following conditions are met:

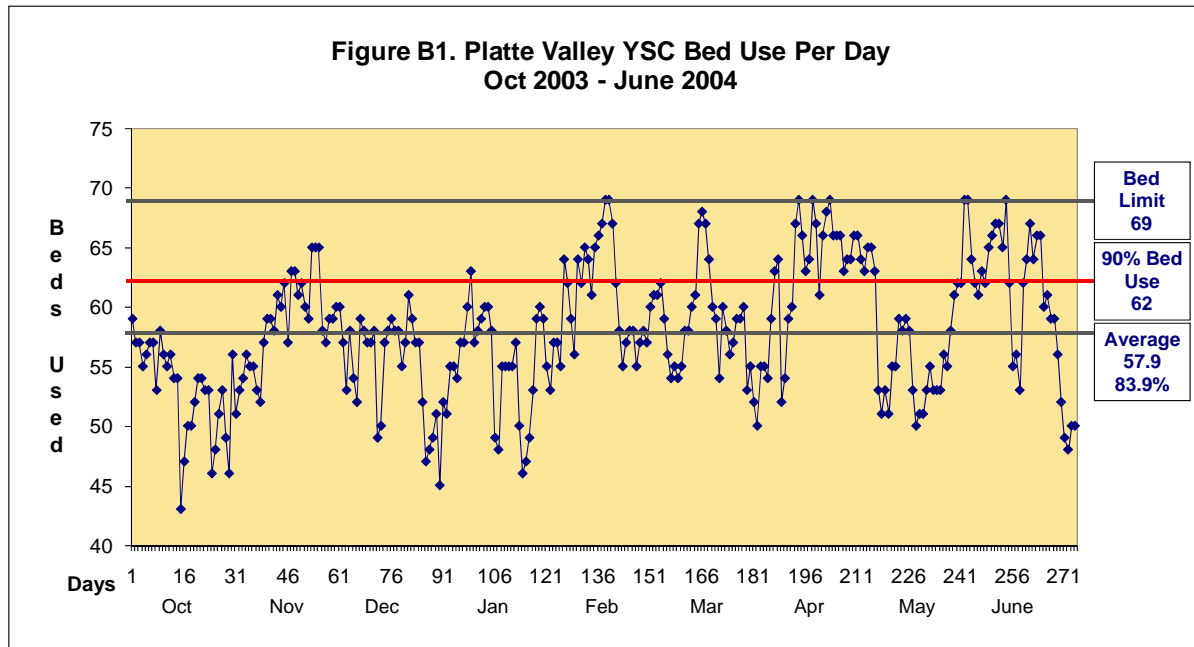
- Sufficient SB 94 detention resources across the continuum are available to enable programs to more effectively match youth need and minimize perceived risk to the youth and community;
- More effective movement of youth occurs through the continuum as youth are able to leave more secure placements and 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. If practicable, adding the additional indicator noted above of youth served would yield a measure of occupancy that could exceed the bed limit and serve as a workload indicator of bed use.

Capacity Strain Illustration. The figures below illustrate some of the points about detention bed use that the evaluation uses to inform our understanding of the use of secure detention capacity and the accompanying impact on program operations and efficacy. Maximum bed use data has provided information on two important indicators; levels of average use by youth and 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 because they show the fullest measure of productive use of the beds, in addition to the proportion of time



when use is being strained. In this example, Figures B1 below and B2 below show daily maximum bed use at the Platte Valley Youth Services Center (PVYSC) in the DYC Northeast Region for FY 2003-04 (Figure 4a) and for FY 2008-09 (Figure 4b). They are followed by a summary of change in days above 90% use across the four years.



Figures B1 (and B2 below) illustrate the change in bed use and increased 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 B1 below for a summary of capacity strain indicators across all facilities and Appendix A for similar FY 2008-09 daily usage graphs and indicator summaries for all judicial districts, facilities, and regions).

Figure B1 (above) showed 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 B2 (below) 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 increasingly up against the limit. In FY 2008-09, Platte Valley was at 100% capacity 42.3% 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 maximum bed use in the facility averaged 67.2 youth. Full capacity⁴¹ (69 youth) was reached on 42.3% of the days (about 3 days per week on average), and maximum bed use was at or

⁴¹ 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.



above 90% capacity 86.8% of the days (almost 6.1 days per week). This is particularly noticeable in the last four months of the fiscal year. For contrast purposes, ADP over the course of the year was 62.8, or about 91% of capacity. This is still high, but taken alone it underestimates the use pattern of Platte Valley because it only indicates the average capacity used, and not the variability in maximum number of youth in detention at any given time or the total youth served across days.

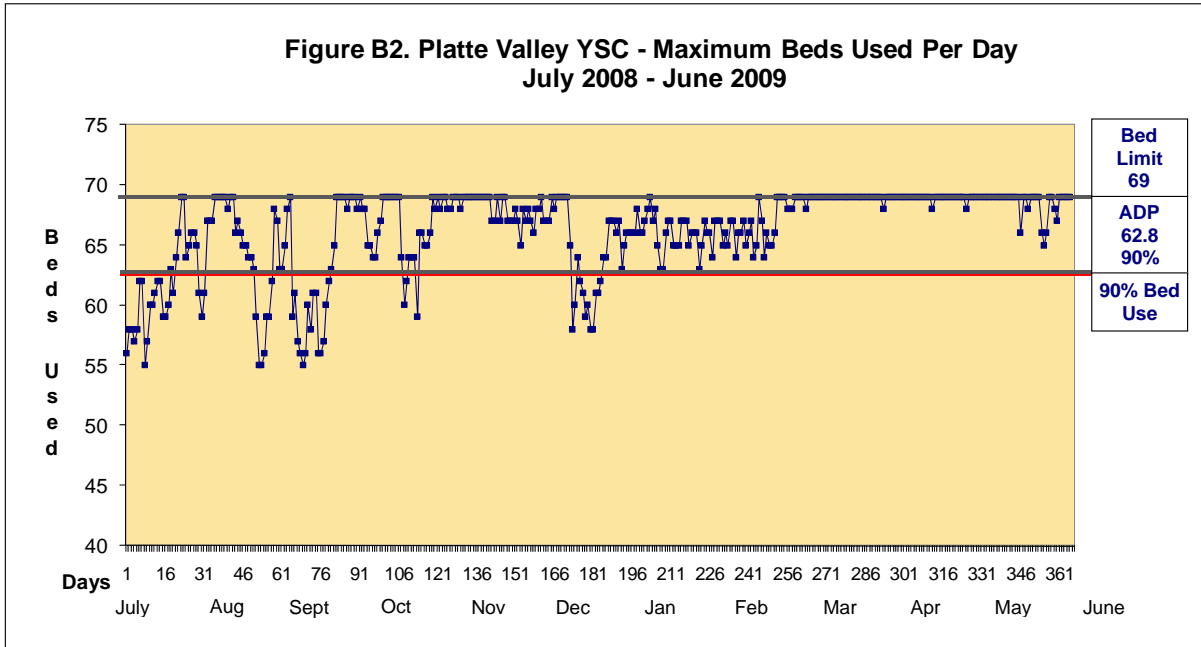
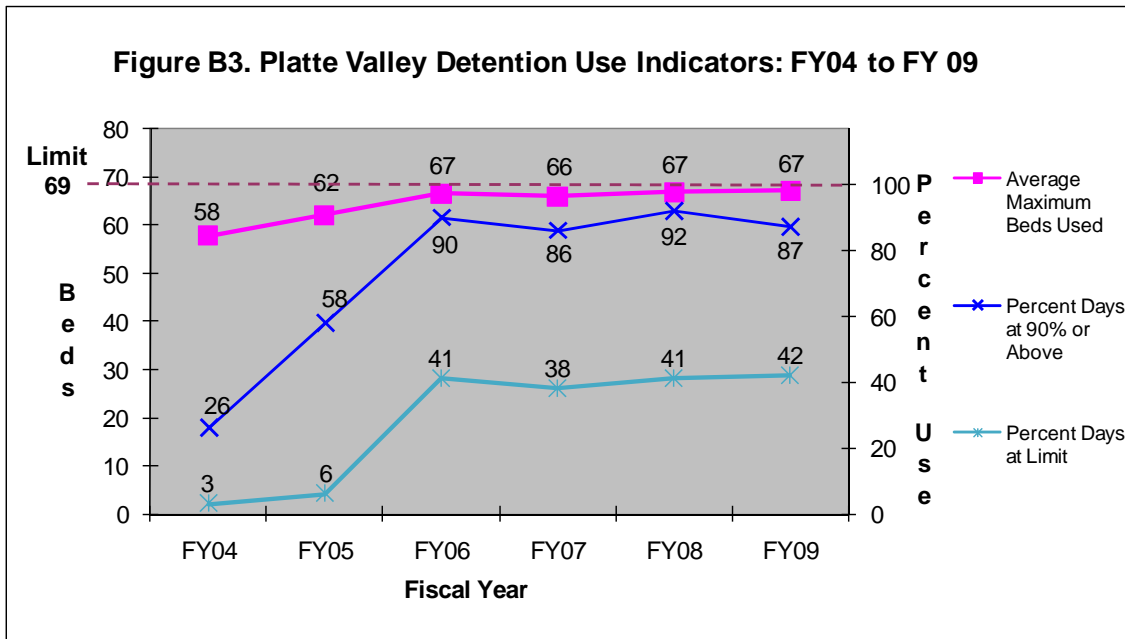


Figure B3 below presents these indicators of capacity use (strain in this case) over time for Platte Valley. Looking at use across years, from FY 2003-04 to FY 2005-06, average maximum use increased from 58 (about 84% of the total bed limit) to 67 per day (about 97% of the total limit) and has remained at about that level since then. Since FY 2006-07, capacity strain has remained high with days when the maximum bed use reaches 90% capacity or above in the 86 to 92 percent range and days at 100 percent of limit in the 38 to 42 percent range.





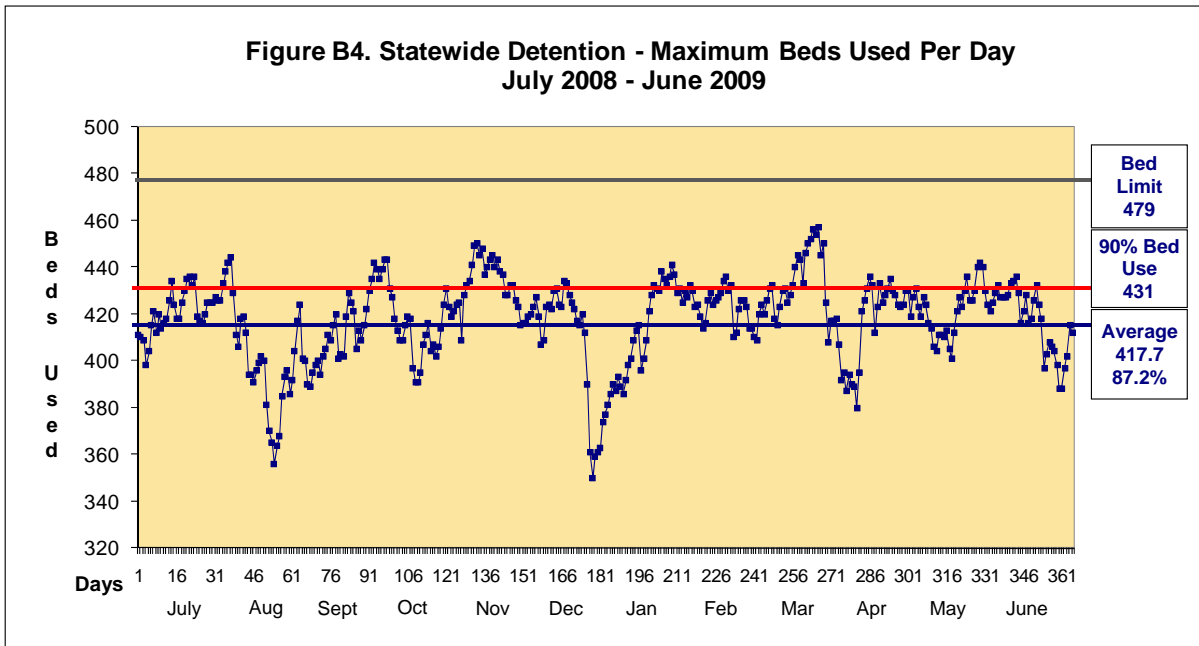
In FY 2003-04, Platte Valley was at or above 90% of available capacity about 26% of the time. Stated another way, the facility was at or above 90% capacity an average of 1.8 days every week. Use indicators continued to increase through FY 2005-06, when days with such high use had increased to the point where bed use was at or above 90% capacity an average of 6.3 days per week. In FY 2008-09, days with such high use continued with 63 (91%) or more youth in beds about 87% of the time, an average of about 6.1 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 2008-09) or actually at capacity (2.9 days per week on average), factors associated with capacity strain come increasingly 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.



Facility Capacity Strain. Looking across facilities, we see that on the vast majority of days one or more facilities experienced high capacity strain. In FY 2008-09, on average, 4.5 facilities (37.5%) were at or above 90% capacity on any given day. This is a continued decrease from 4.9 (40.8%) facilities in FY 2007-08, 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. This represents about the same level as in FY 2004-05, when 4.5 (37.5% of facilities) that were at or above 90% capacity on any given day. Looked at another way, in FY 2008-09, while the overall the incidence of high use is decreasing, there were very few days (only five all year) 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 2008-09, as shown in Figure B4 below. Maximum beds used at any given point in the day averaged 417.7, an average of 87.2% of capacity.



And although the limit was never exceeded, statewide the 90% bed use level was exceeded on 22.7% of days, as shown in Figure 6 (see page 21).

As mentioned above, Appendix C provides similar FY 2008-09 daily usage graphs and indicator summaries for all judicial districts, facilities, and regions. A review of the district-level and facility graphs of bed use per day in Appendix C 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 2nd District’s use of Gilliam, the



17th District's use of Adams, the 4th District's use of Spring Creek, and the 12th District's use of staff secure in the Southern Region), 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 the capacity strain data, Table B1 below presents the capacity and days at or above 90% capacity for each region and 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. As was the case in FY 2007-08, five of the nine secure facilities experienced capacity strain more than 50% of the time in FY 2008-09, as opposed to eight of nine in FY 2005-06. Capacity strain for all staff secure facilities was below 50%.

Table B1. Detention Facility Percent Days At or Above 90% of Cap:
October 2003 Through June 2004 (FY 04) and FY 2004-05 Through 2008-09.

Facility And Region	Districts Served FY 09	Beds & Use						
		Bed Cap FY 09	Percent Days At Or Above 90% of Cap ¹					
			FY 04	FY 05	FY 06	FY 07	FY 08	FY 09
Central Region	1, 2, 5, 18	217 ²	7.7%	31.5%	73.7%	58.1%	48.6%	49.6%
Gilliam YSC	2	73	37.6%	58.1%	68.8%	60.3%	82.2%	79.2%
Marvin Foote YSC	2, 5, 18, 17	96	20.4%	42.2%	77.5%	74.0%	60.4%	56.4%
Mount View YSC	1, 5	60	16.4%	29.6%	57.5%	44.7%	15.3%	17.3%
Northeast Region	8, 13, 17, 19, 20	113	11.7%	50.7%	77.8%	66.0%	79.5%	59.2%
Adams YSC	17 ²	29	25.2%	63.0%	71.5%	62.5%	66.6%	50.1%
Platte Valley YSC	8, 13, 19, 20	69	26.3%	58.1%	89.6%	86.0%	92.1%	86.8%
Remington	8, 13, 19, 20	8	16.4%	37.5%	41.4%	42.5%	50.3%	46.8%
Southern Region	3, 4, 10, 11, 12, 15, 16	107	7.7%	21.1%	40.5%	17.3%	19.4%	4.9%
Pueblo YSC	3, 10, 11, 15, 16	40	17.2%	28.5%	47.1%	18.9%	48.1%	11.2%
Spring Creek YSC	4	58	23.0%	38.9%	57.8%	37.0%	32.2%	35.3%
Staff Secure	12	6	54.7%	81.4%	78.1%	45.5%	44.3%	22.7%
Western Region	6, 7, 9, 14, 21, 22	40	21.5%	23.3%	28.8%	40.8%	16.9%	27.7%
Grand Mesa YSC	7, 9, 14, 21	24	39.8%	49.6%	57.8%	52.3%	24.6%	34.2%
Denier YSC	6, 22	9	27.4%	53.2%	61.4%	58.9%	87.2%	75.1%
Staff Secure	7, 9, 14, 21	8	50.0%	40.5%	20.5%	55.6%	24.9%	21.4%

¹ The 90% threshold for each region and facility 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.

² One (1) of the 96 beds at Marvin Foote is used by the 11th Judicial District from the Southern Region and seven (7) are used by the 17th Judicial District in the Northeast Region. Those beds are reported in the regions of the respective judicial districts.

Capacity strain, as measured by the percent of days at or above 90% capacity, stayed about the same or decreased for 9 of the 12 facilities. Compared with previous years, facility average for percent days at or above 90% capacity in FY 2008-09 was lower than any other except FY 2003-04. However, the only comparison that reach statistical significance was the comparison of FY 2008-09 to FY 2005-06 ($t=2.56$, $df=11$, $p<.01$). FY 2005-06 was the highest year to date with percent of days at or above 90% capacity gradually decreasing since then.





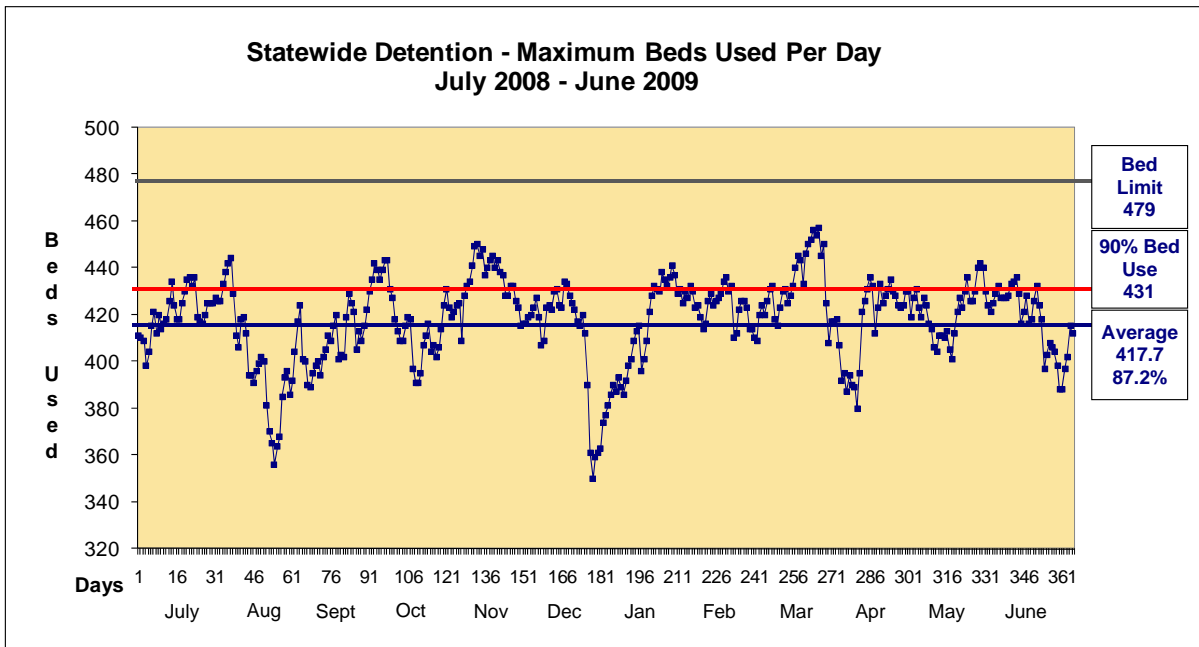
Appendix C

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 2008-2009. The graphs are organized by DYC regional catchment areas with a summary table at the beginning of each section. Graphs present maximum beds used per day over the course of the fiscal year as well as the average for the year.

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

Statewide	Beds & Use Indicators FY 2008-09				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
	479	431	398.7	83.2%	22.7%

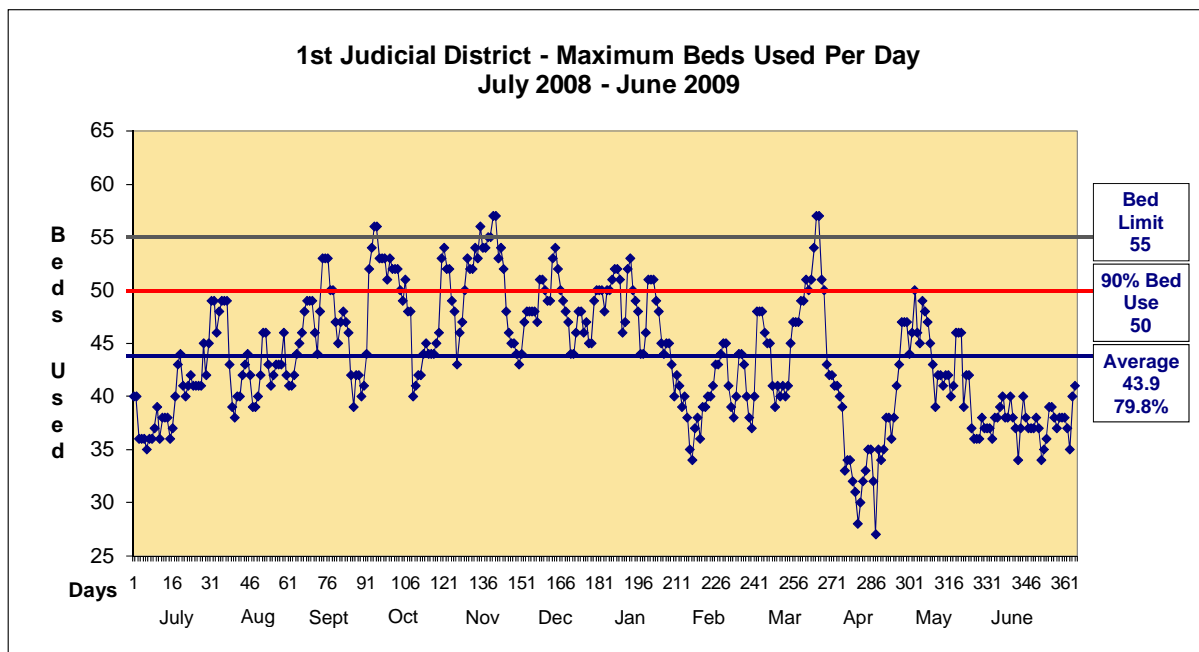


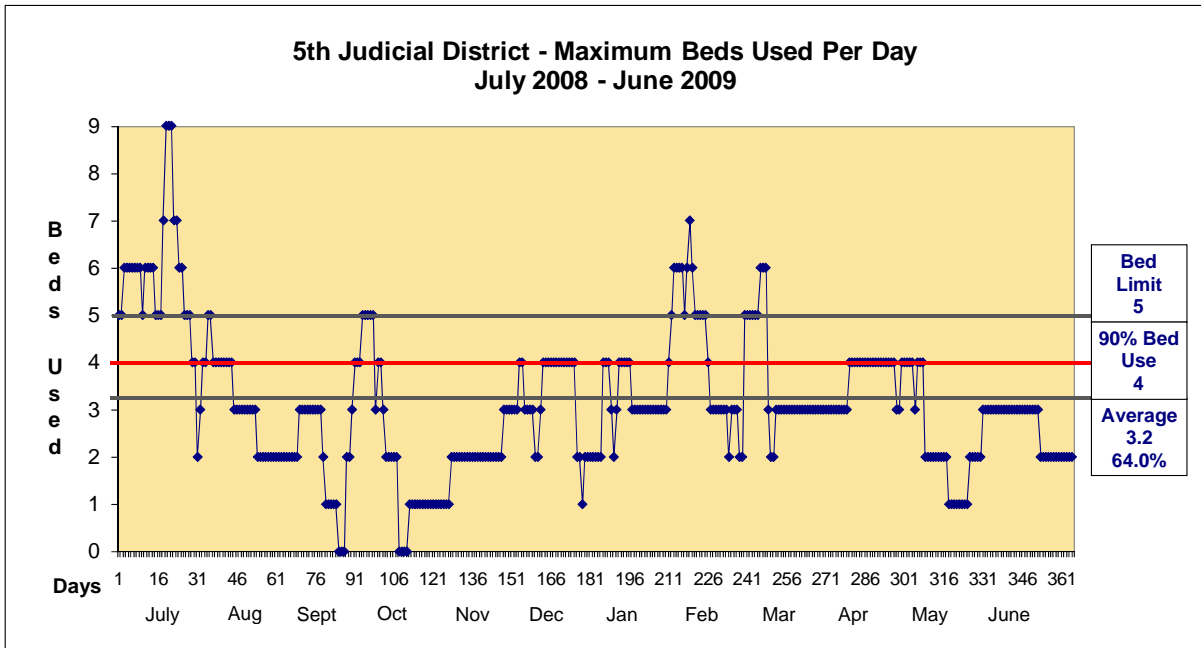
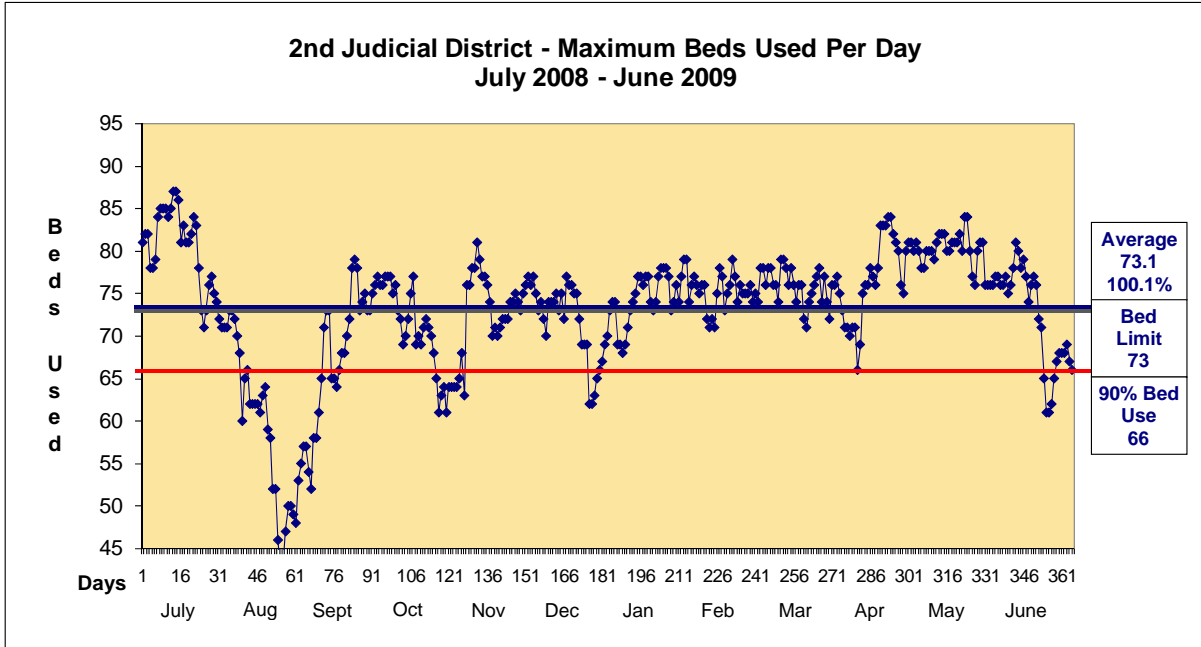
Central Region

Central Region Bed Use for FY 2008-09 (July 2008 Through June 2009): 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. Graphs present maximum beds used per day over the course of the fiscal year as well as the average for the year.

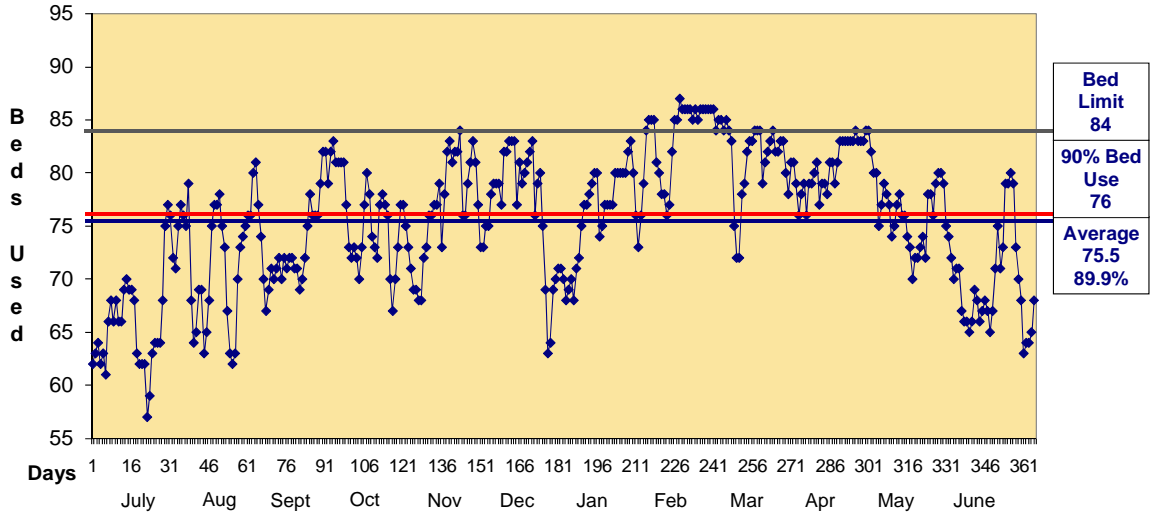
Central Region: Districts & Facilities	Beds & Use Indicators FY 2008-09				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
1 st Jefferson	55	50	42.5	77.3%	19.2%
2 nd Denver	73	66	67.2	92.0%	85.2%
5 th Summit	5	4	3.0	60.0%	34.5%
18 th Arapahoe	84	76	73.7	87.7%	55.5%
Central Region	217	196	186.4	85.9%	49.6%
Gilliam YSC	73	66	67.1	91.9%	79.2%
Marvin Foote YSC*	92	83	81.2	88.3%	56.4%
Mount View YSC	60	54	46.5	77.5%	17.3%

* 7 beds in Marvin Foote YSC are used by the 17th Judicial District in the Northeast Region

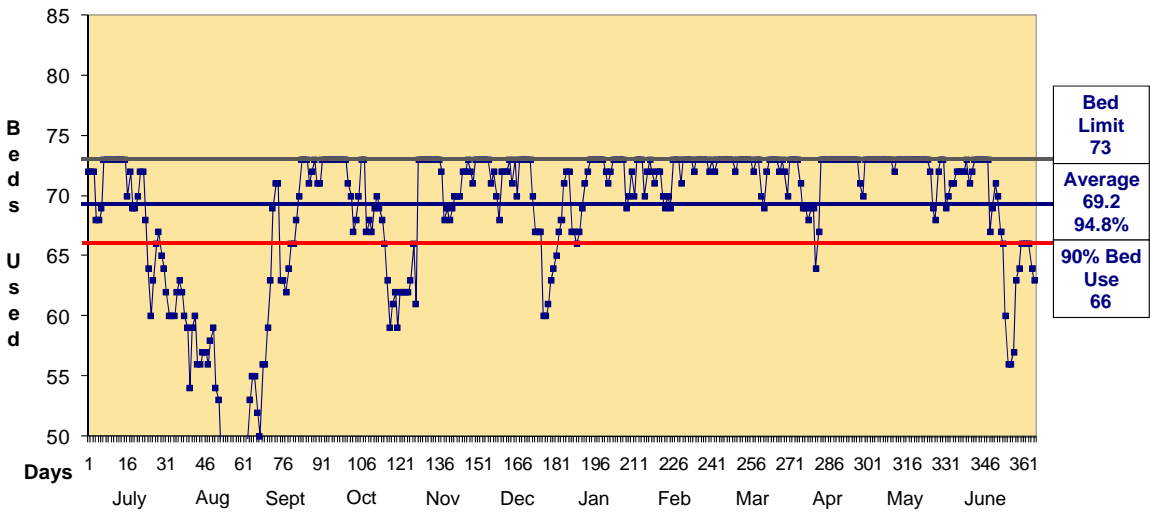




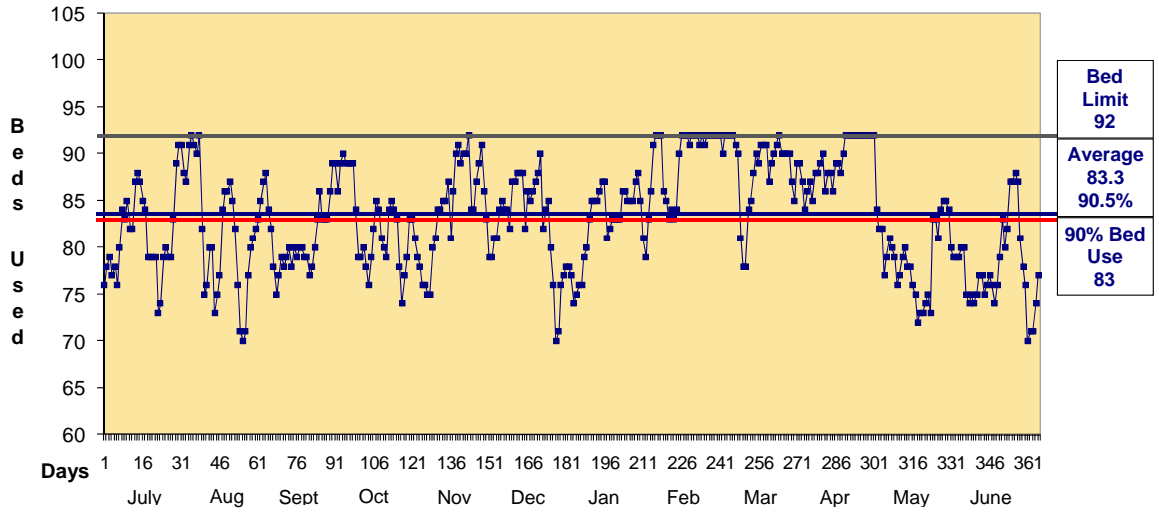
**18th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



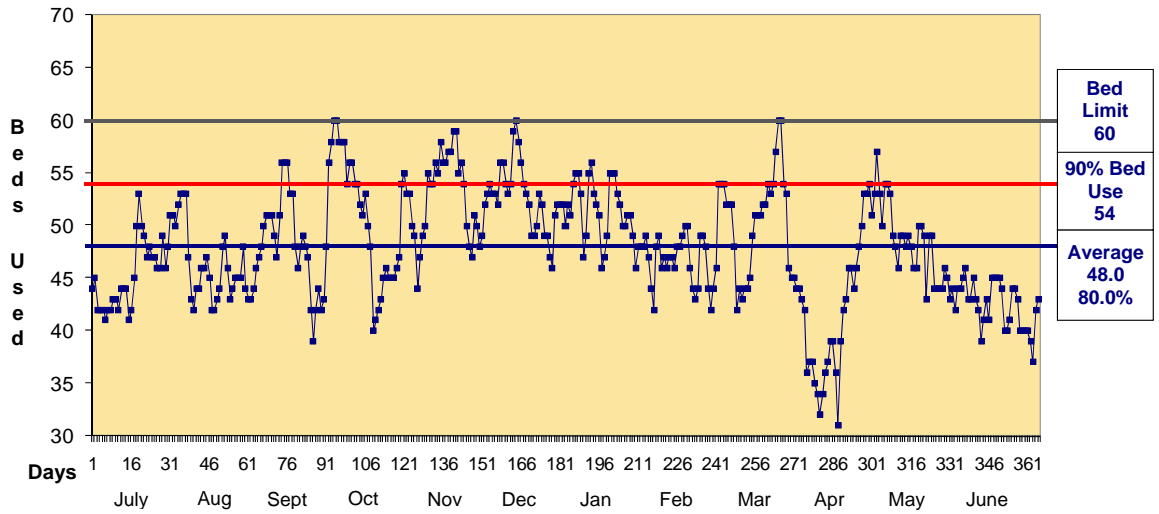
**Gilliam Youth Services Center - Maximum Beds Used Per Day
July 2008 - June 2009**



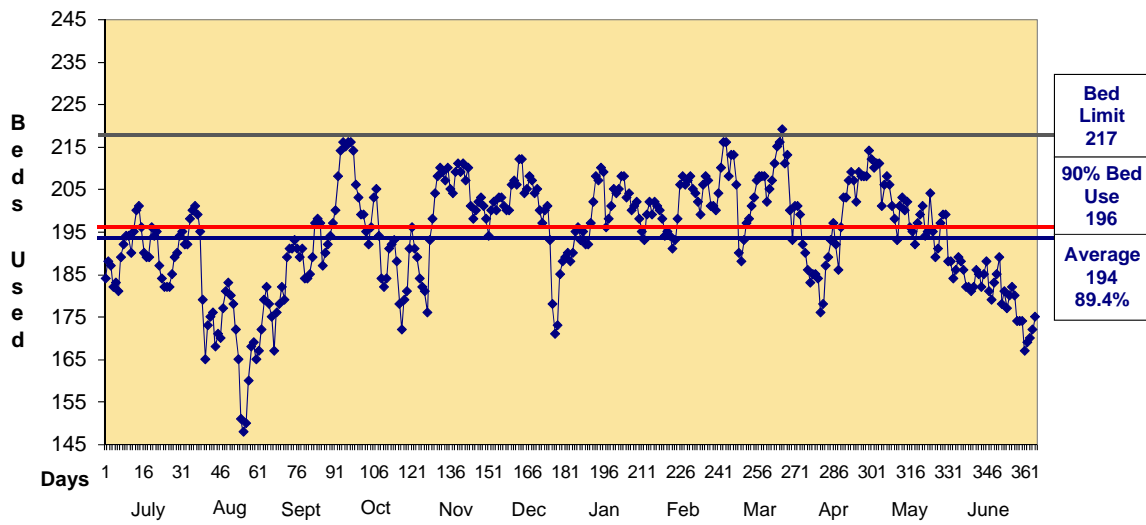
**Marvin Foote Youth Services Center - Maximum Beds Used Per Day
July 2008 - June 2009**



**Mount View Youth Services Center - Maximum Beds Used Per Day
July 2008 - June 2009**



**Central Region - Maximum Beds Used Per Day
July 2008 - June 2009**

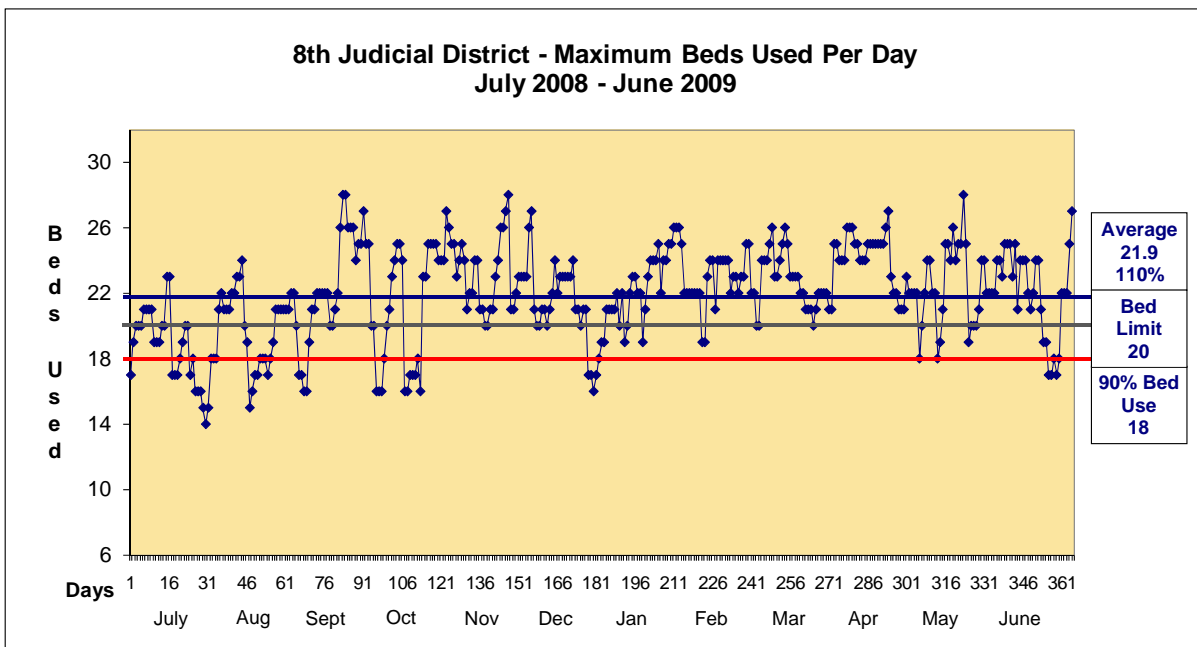


Northeast Region

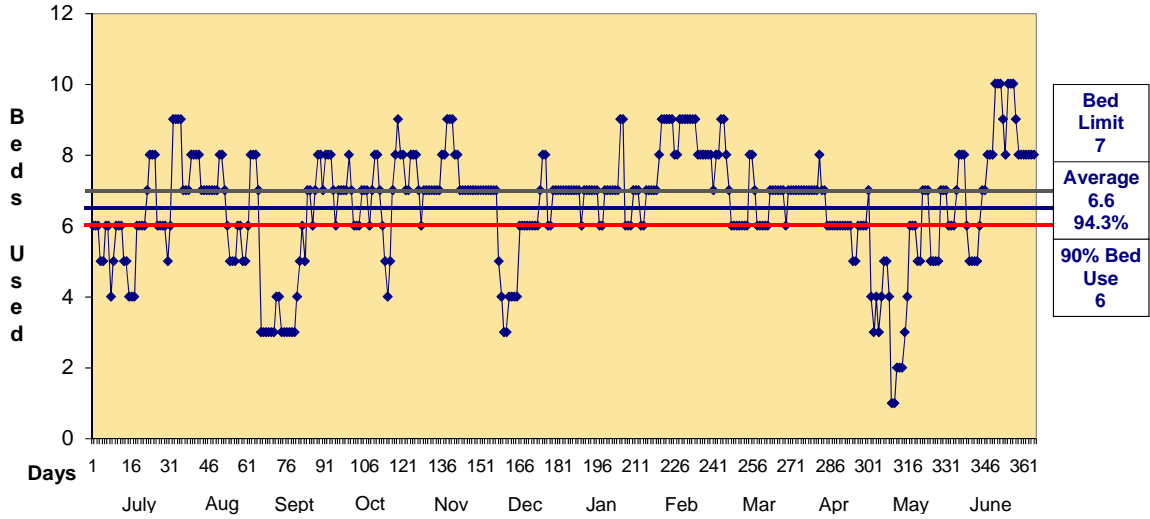
Northeast Region Bed Use for FY 2008-09 (July 2008 Through June 2009): Region, Districts and Facilities. Indicators include average daily population (ADP), ADP as a percent of the bed limit (average use), and percent of days at or above 90% of the bed limit. Regional ADP figures may differ from the sum 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. Graphs present maximum beds used per day over the course of the fiscal year as well as the average for the year.

Northeast Region: Districts & Facilities	Beds & Use Indicators FY 2008-09				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
8 th Larimer	20	18	20.0	100.0%	90.1%
13 th Logan	7	6	6.3	89.9%	80.8%
17 th Adams *	36	32	29.1	80.8%	54.3%
19 th Weld	29	25	27.0	92.9%	81.6%
20 th Boulder	21	19	15.2	72.1%	39.2%
Northeast Region *	113	102	97.5	86.3%	59.2%
Adams YSC	29	26	23.5	81.2%	50.1%
Platte Valley YSC	69	62	62.8	91.0%	86.8%
Remington House	8	7	5.4	67.4%	46.8%

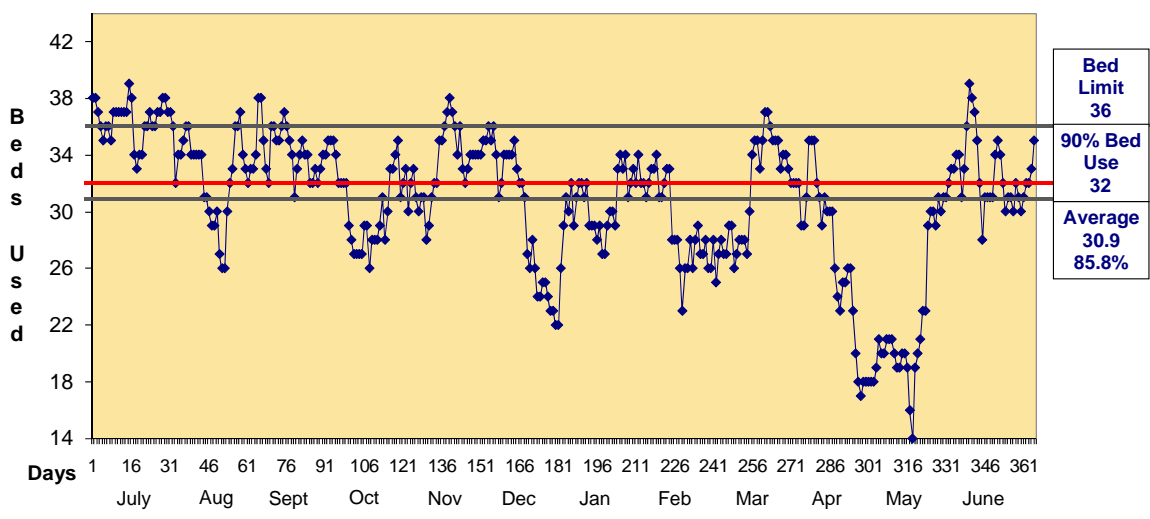
* The 17th Judicial District has access to 7 beds at Marvin Foote YSC in the Central Region.



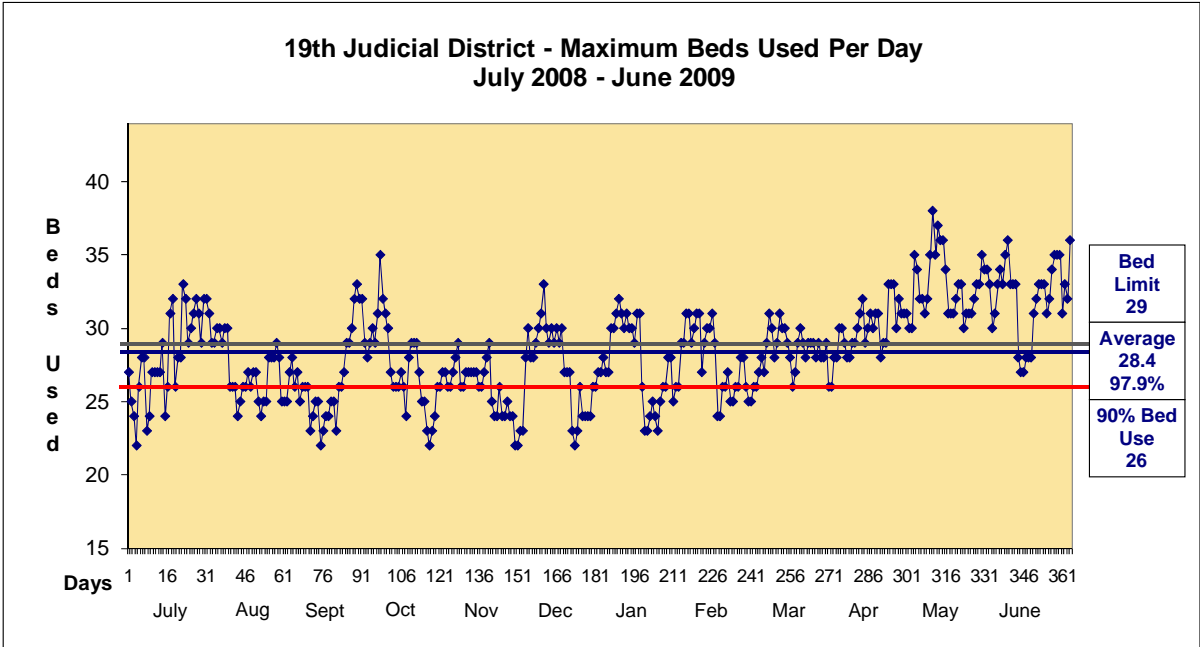
**13th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



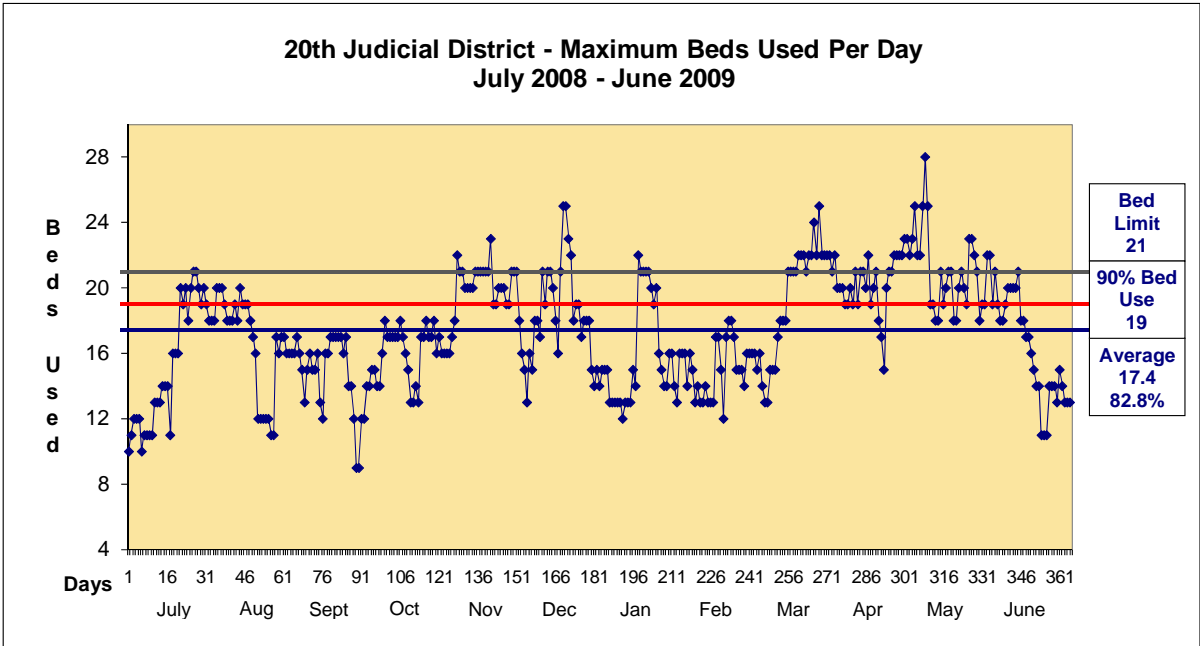
**17th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



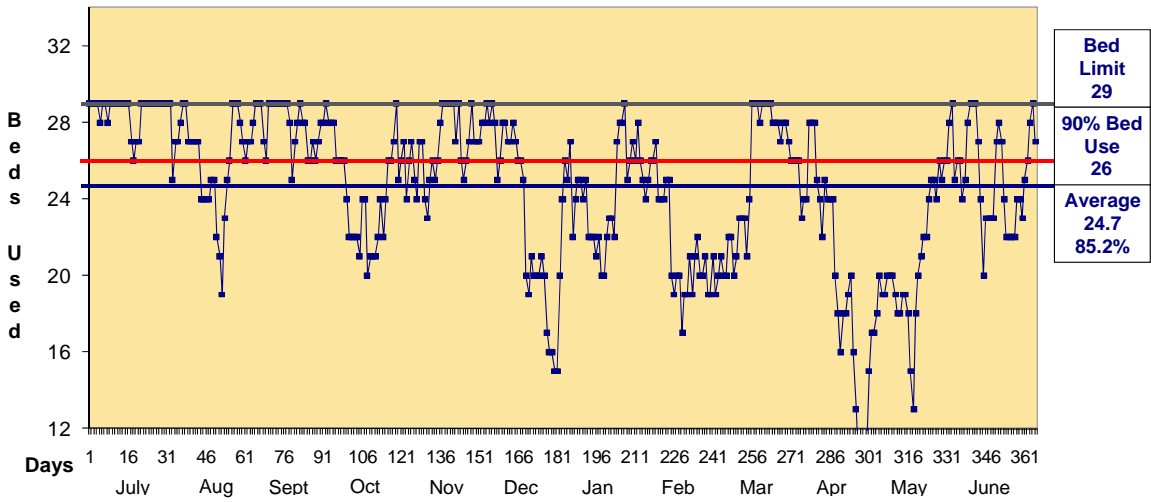
**19th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



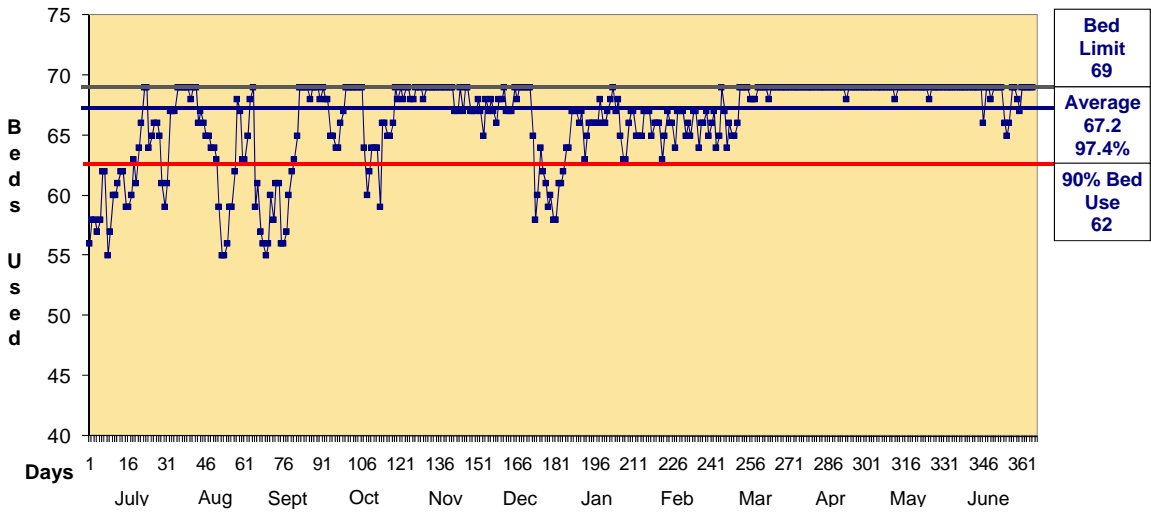
**20th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**

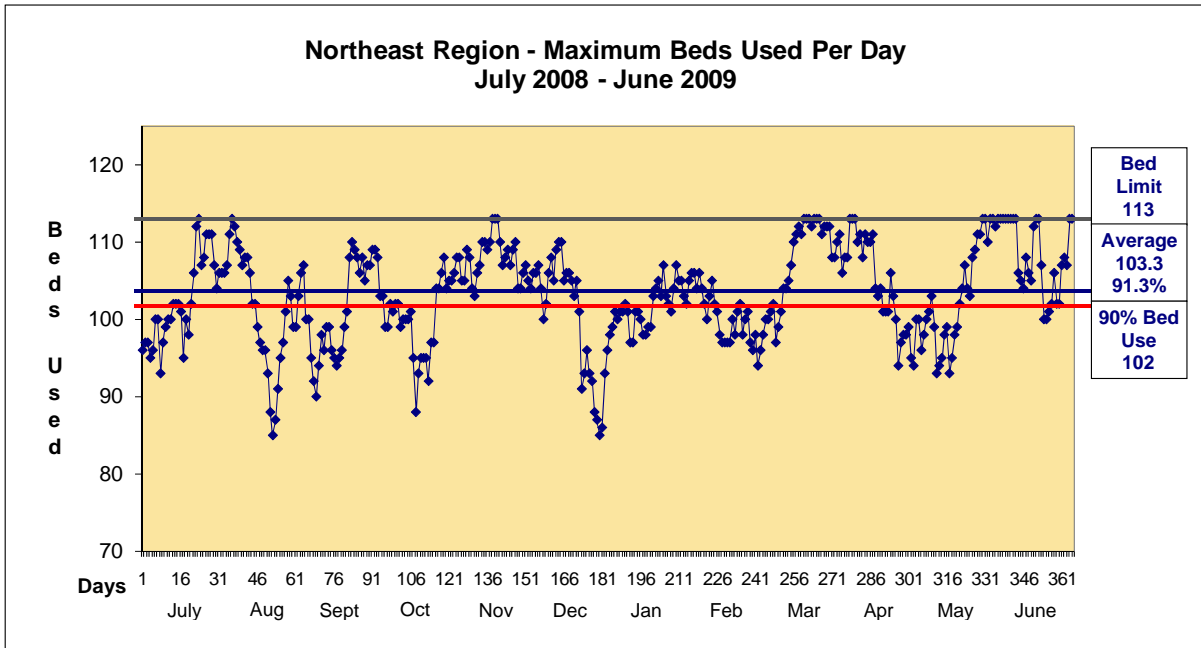
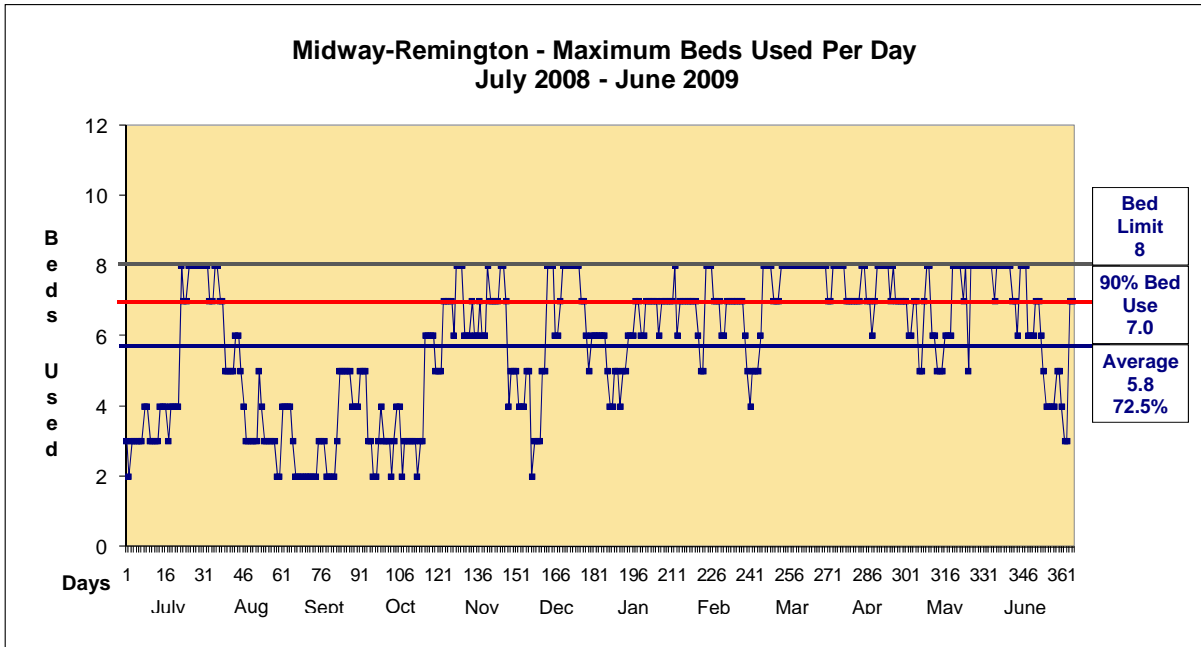


**Adams Youth Services Center - Maximum Beds Used Per Day
July 2008 - June 2009**



**Platte Valley YSC - Maximum Beds Used Per Day
July 2008 - June 2009**

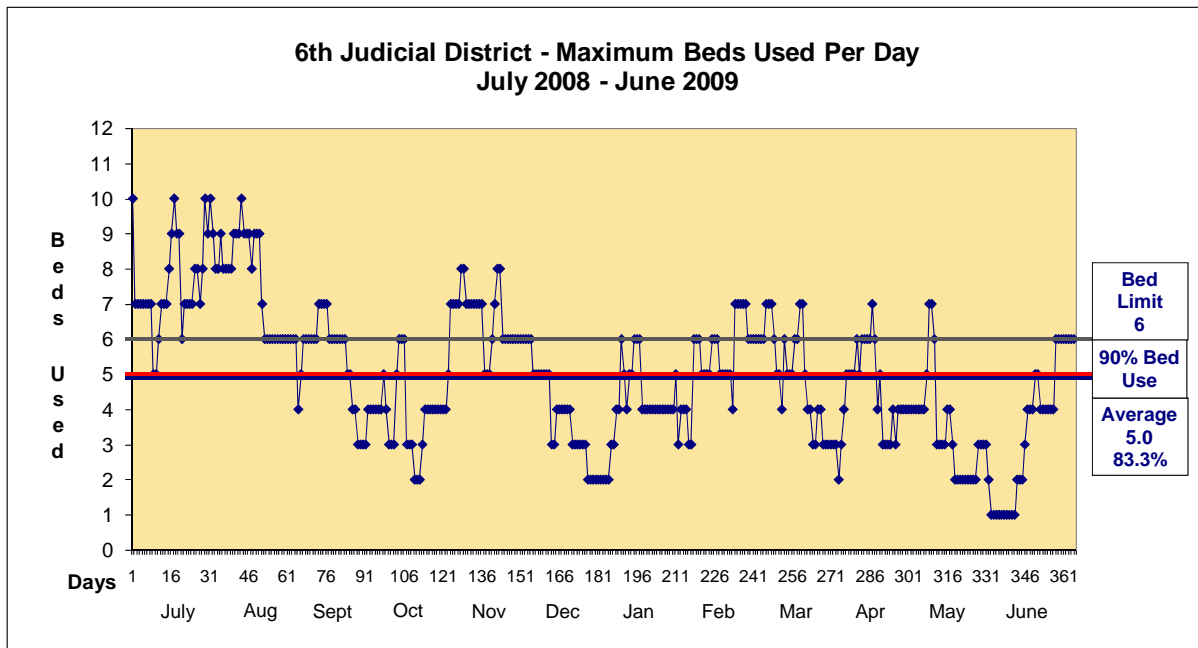




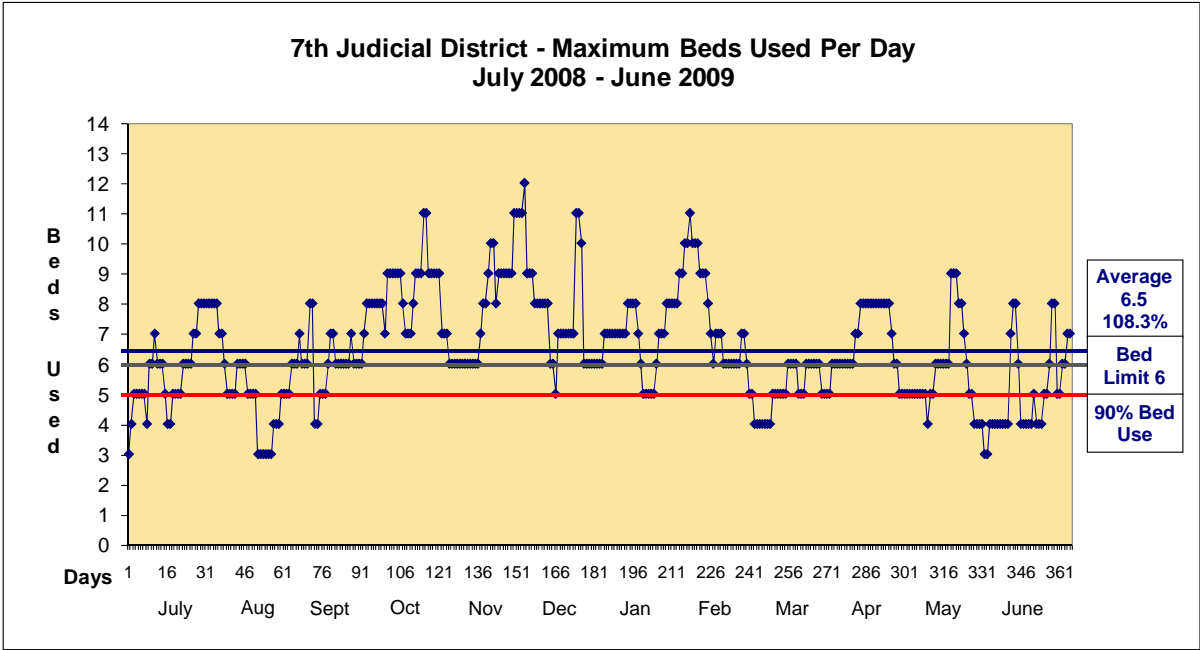
Western Region

Western Region Bed Use for FY 2008-09 (July 2008 Through June 2009): 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. Graphs present maximum beds used per day over the course of the fiscal year as well as the average for the year.

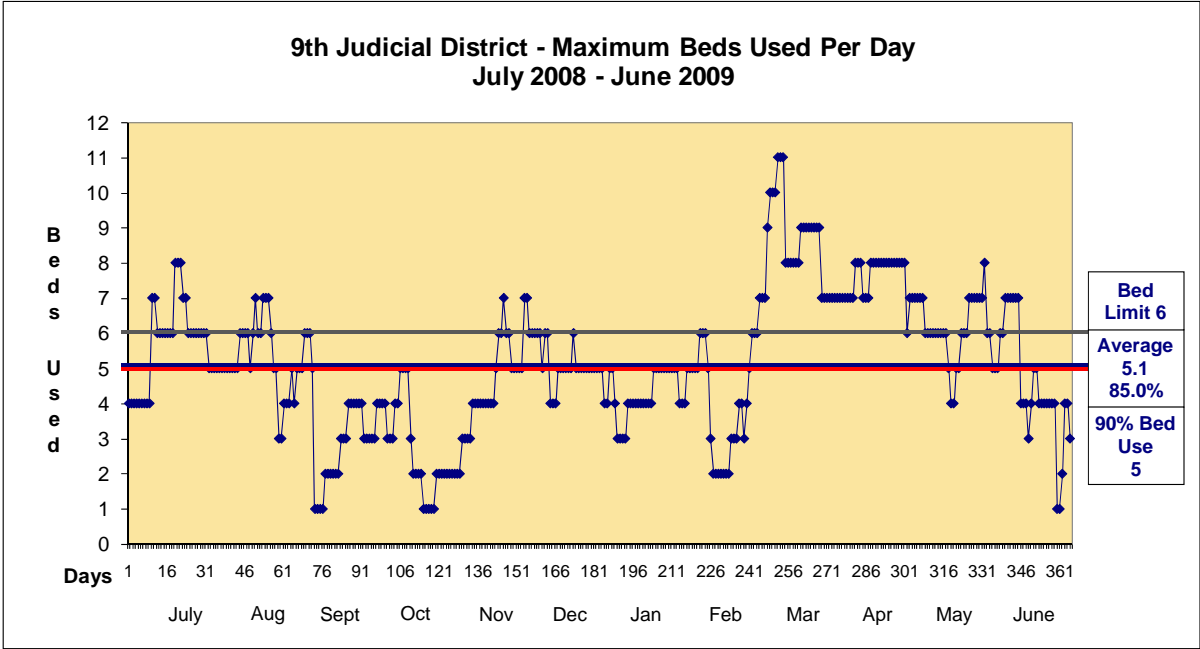
Western Region: Districts & Facilities	Beds & Use Indicators FY 2008-09				
	Beds		Use Indicators		
	Limit	90%	ADP	ADP As % of Limit	% Days At / Above 90%
6 th La Plata	6	5	4.8	79.7%	56.4%
7 th Montrose	6	5	6.2	103.7%	87.4%
9 th Garfield	6	5	4.9	82.0%	61.9%
14 th Routt	4	3	2.5	61.5%	52.1%
21 st Mesa	17	15	11.5	67.7%	21.9%
22 nd Montezuma	3	2	3.0	98.7%	87.1%
Western Region	42	38	32.9	78.3%	27.7%
Grand Mesa YSC	24	22	19.3	80.6%	34.2%
Robert Denier YSC	9	8	7.9	87.7%	75.1%
Other Staff Secure	9	8	6.7	74.4%	21.4%



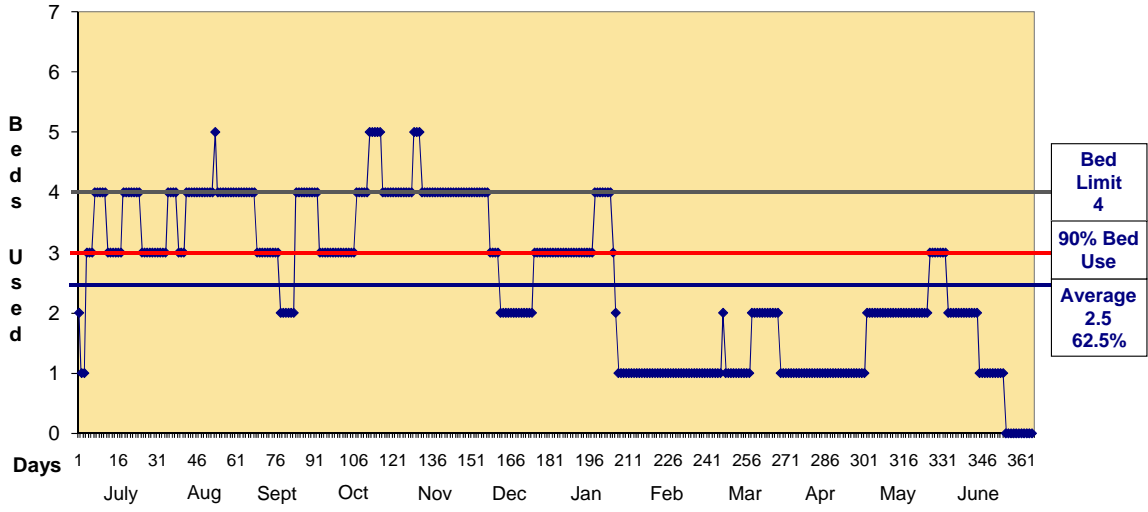
**7th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



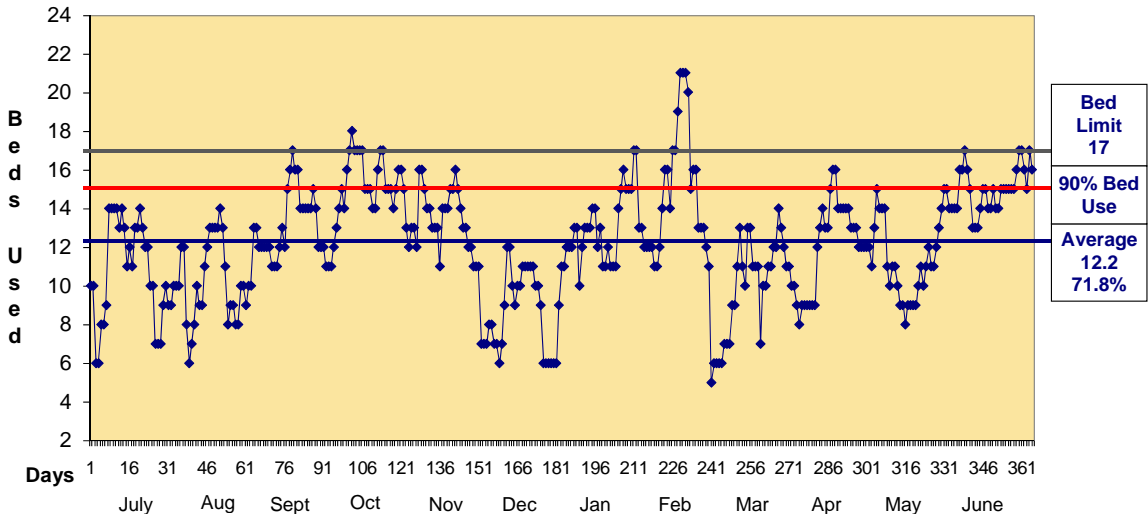
**9th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**

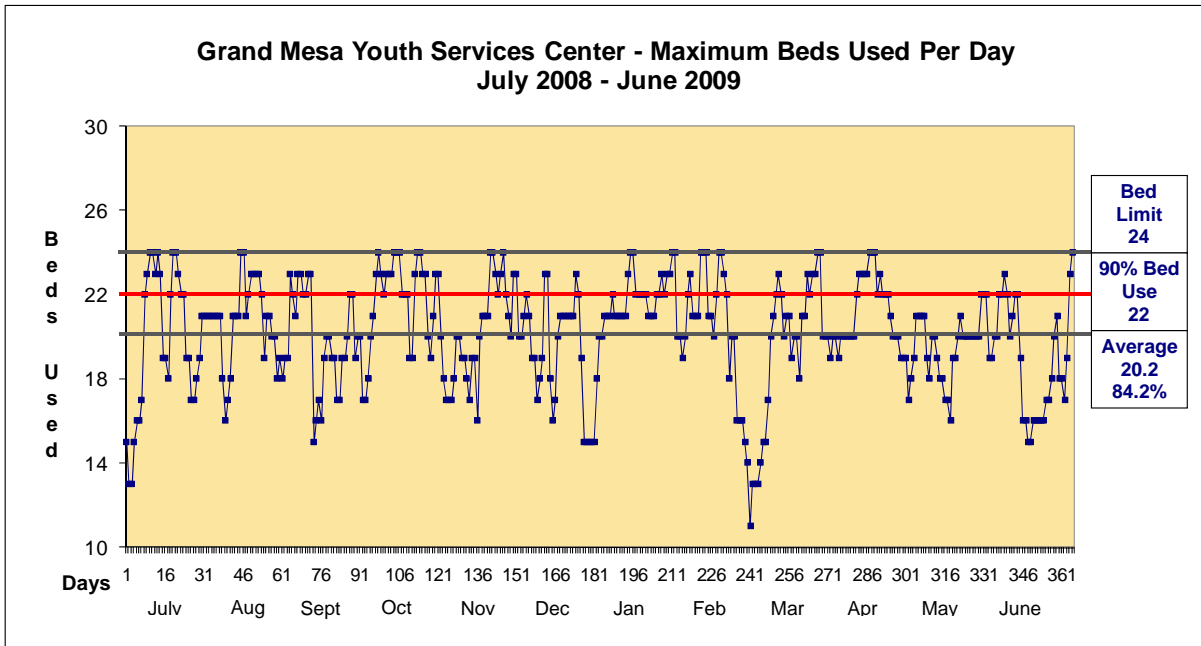
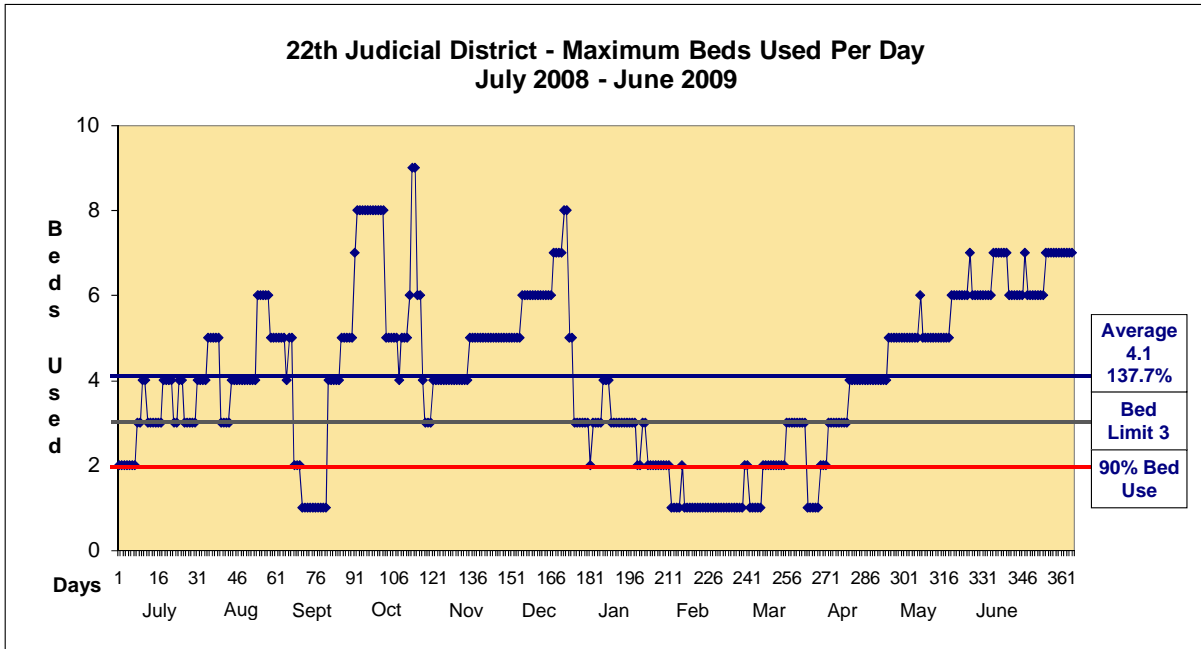


**14th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**

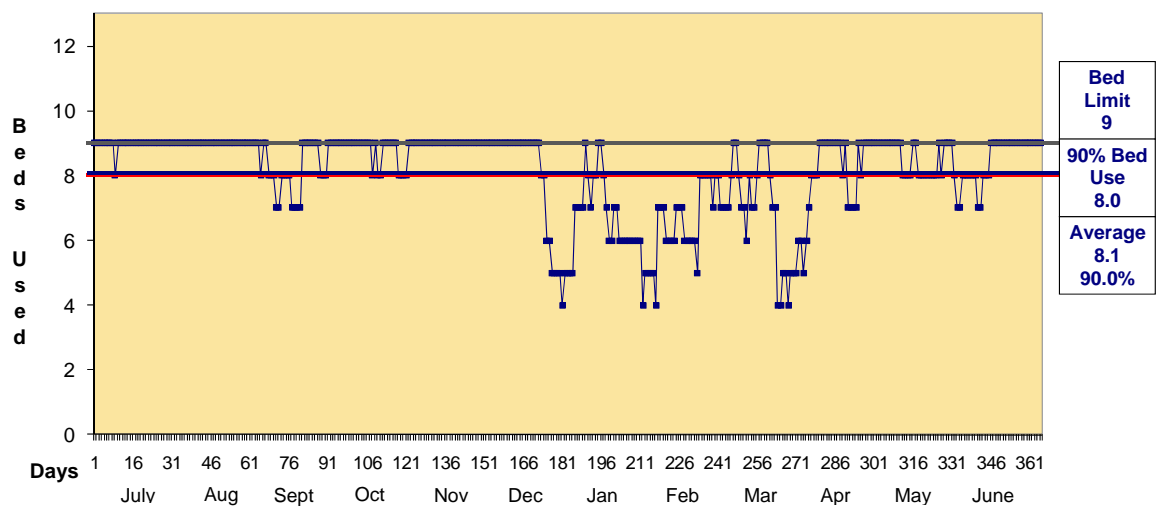


**21st Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**

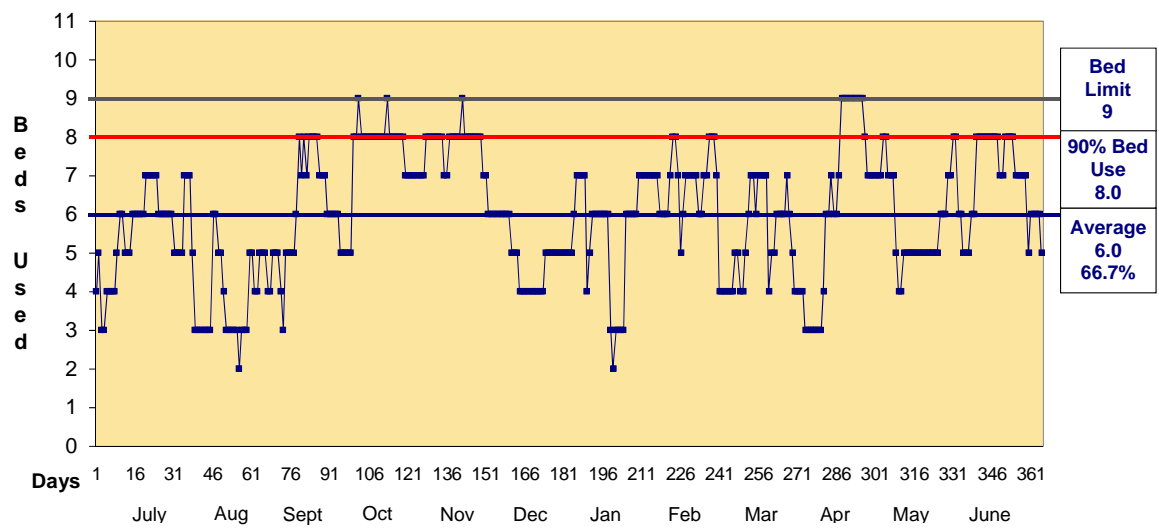




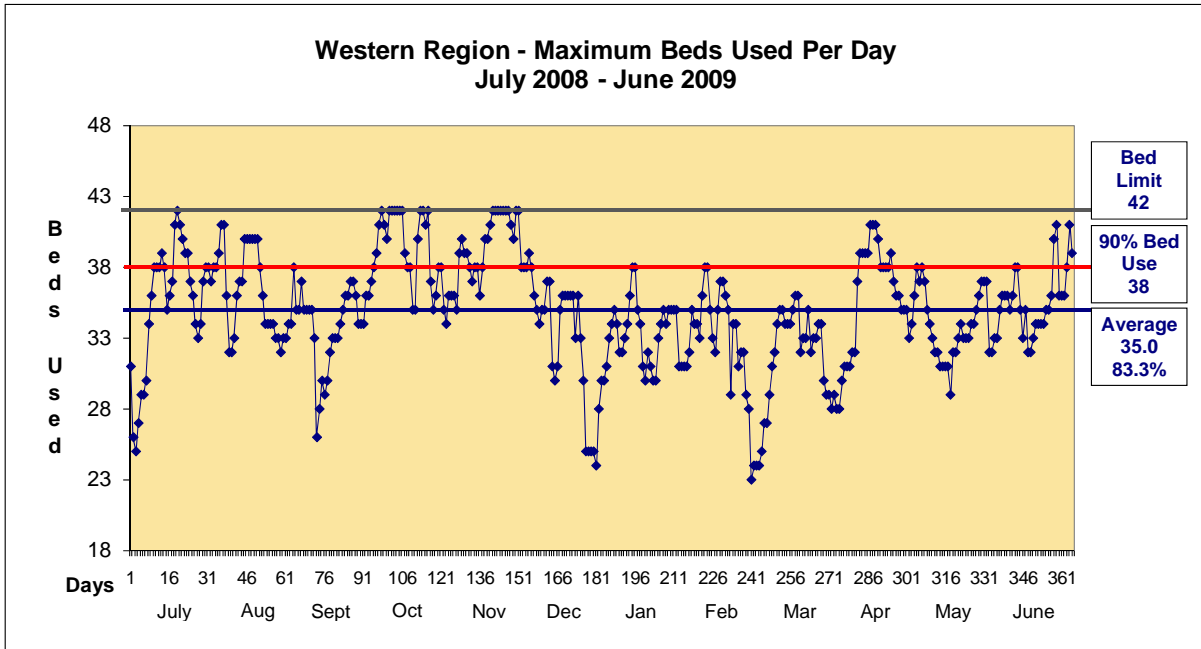
**Robert Denier - Maximum Beds Used Per Day
July 2008 - June 2009**



**Robert Brown & Hilltop - Maximum Beds Used Per Day
July 2008 - June 2009**



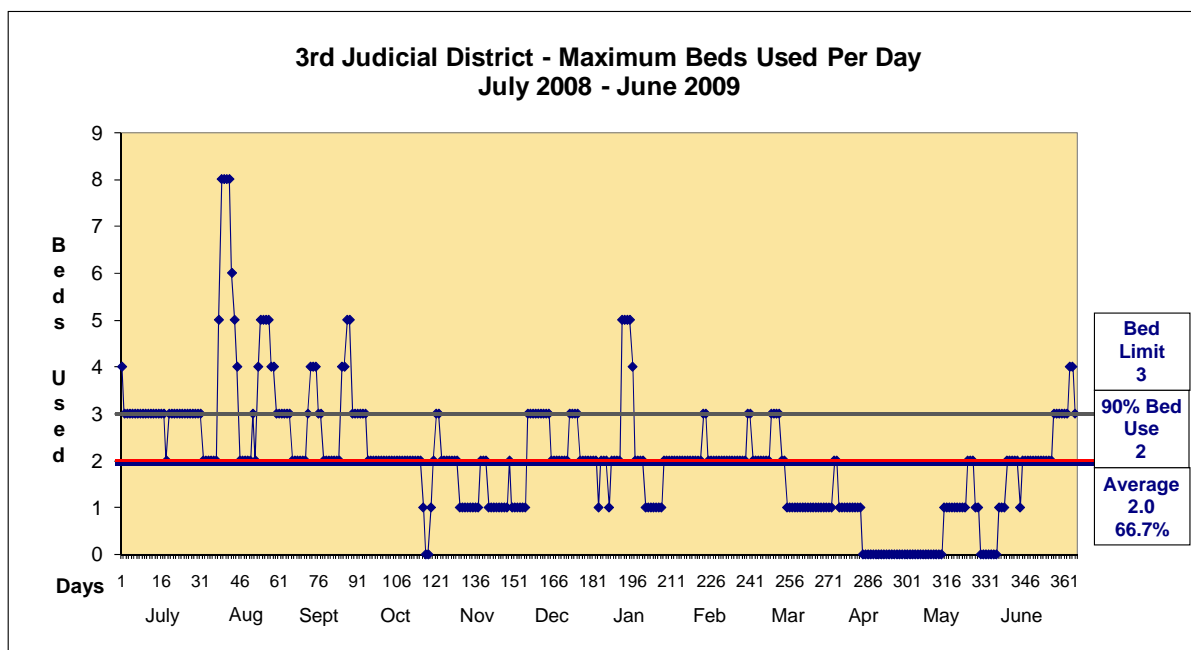
**Western Region - Maximum Beds Used Per Day
July 2008 - June 2009**



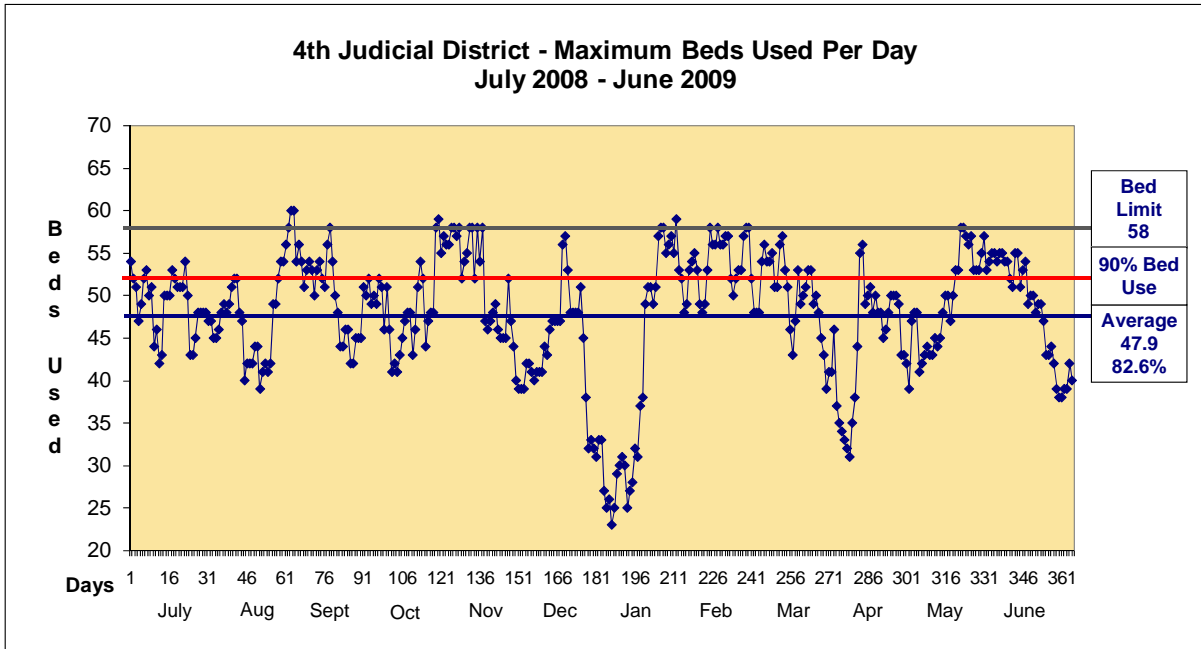
Southern Region

Southern Region Bed Use for FY 2008-09 (July 2008 Through June 2009): 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. Graphs present maximum beds used per day over the course of the fiscal year as well as the average for the year.

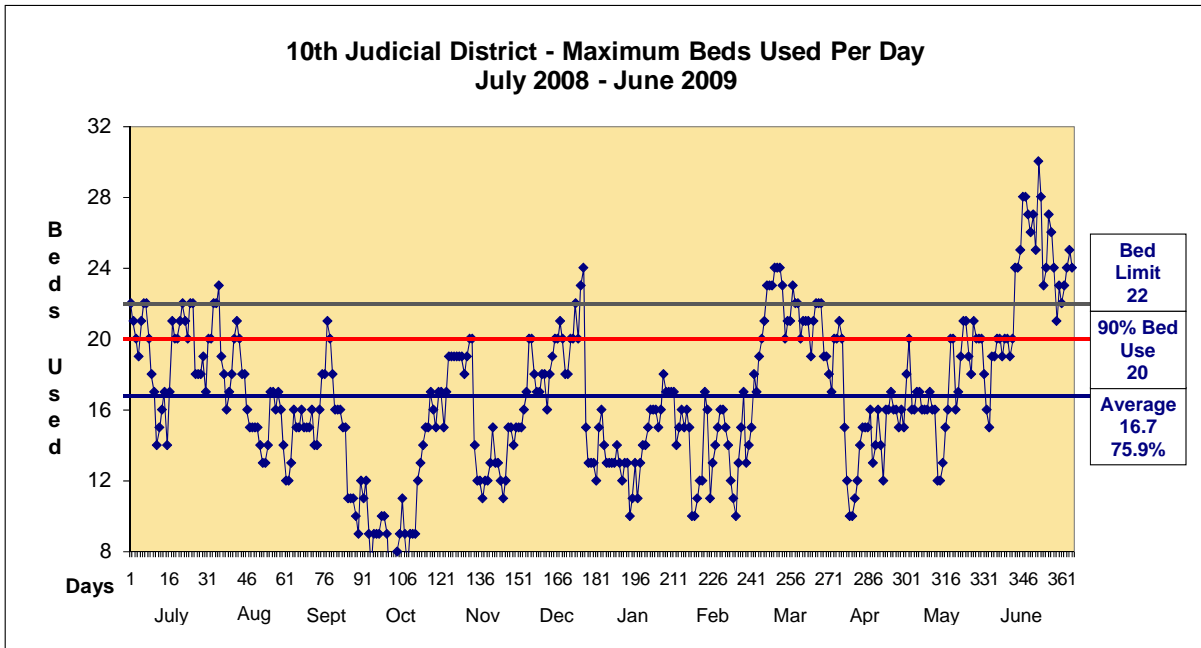
Southern Region: Districts & Facilities	Beds & Use Indicators FY 2008-09				
	Beds		Use Indicators		
	Cap	90%	ADP	ADP As % of Cap	% Days At / Above 90%
3 rd Las Animas	3	2	1.9	63.0%	68.5%
4 th El Paso	58	52	46.0	79.3%	34.2%
10 th Pueblo	22	20	15.7	71.1%	28.5%
11 th Fremont	11	10	8.0	72.5%	31.0%
12 th Alamosa	6	5	3.0	50.0%	23.0%
15 th Prowers	2	1	1.7	87.0%	89.0%
16 th Otero	5	4	3.4	68.2%	55.9%
Southern Region	107	97	79.7	74.5%	4.9%
Pueblo YSC	42	38	30.3	72.2%	11.2%
Spring Creek YSC	58	52	46.0	79.4%	35.3%
Staff Secure	6	5	3.0	49.8%	22.7%



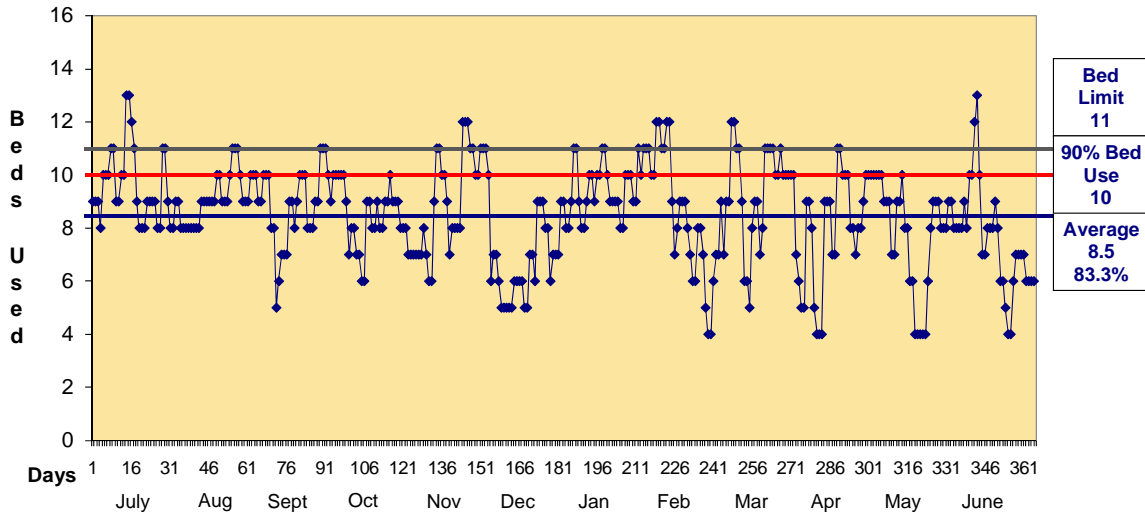
**4th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



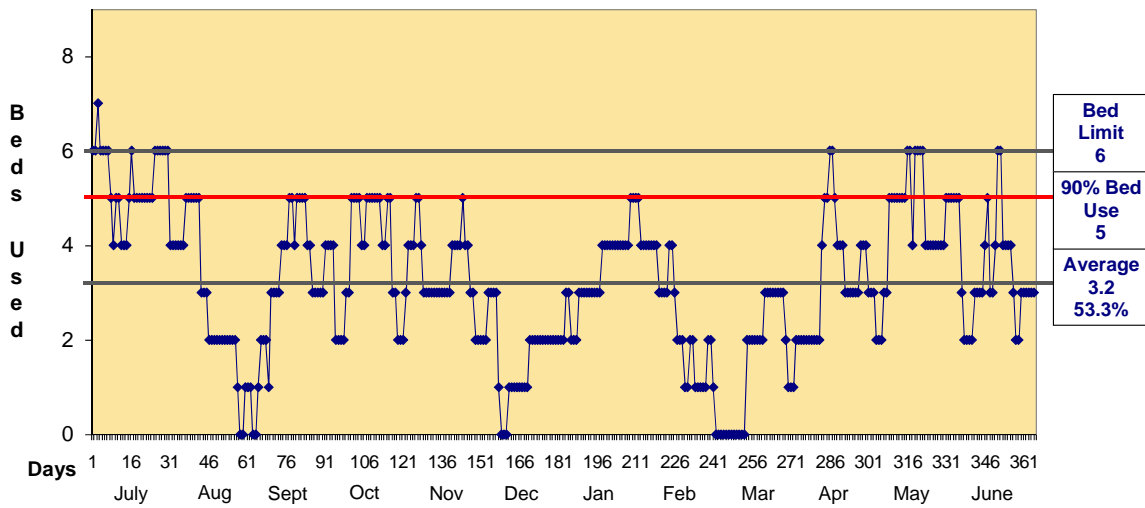
**10th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



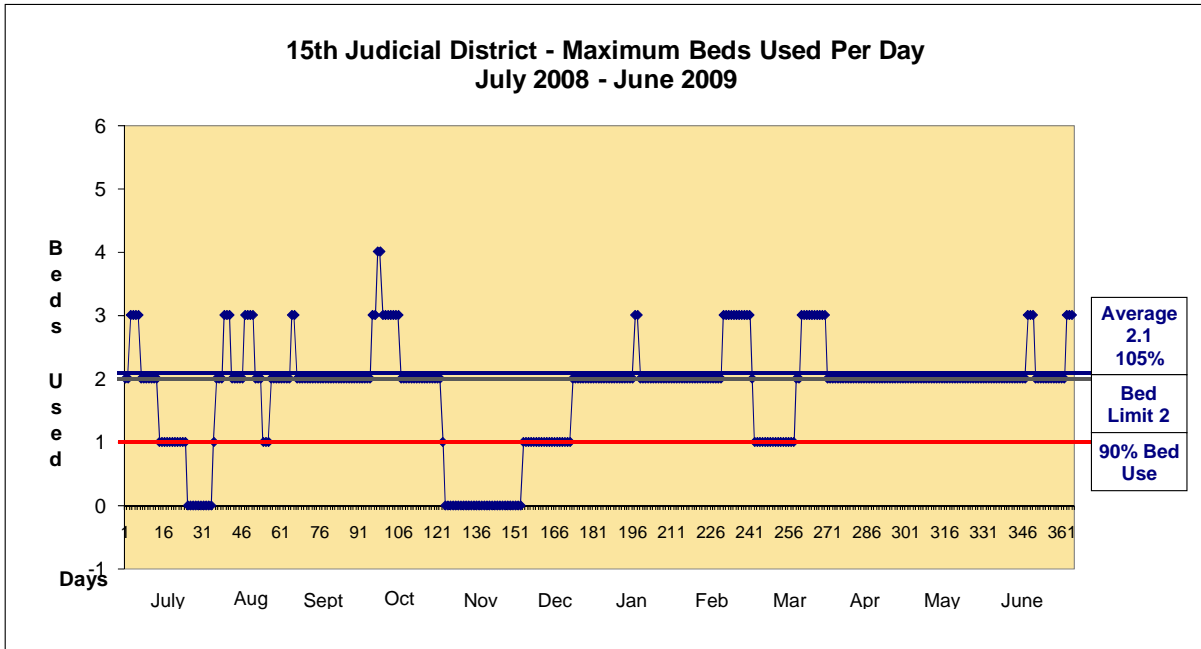
**11th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



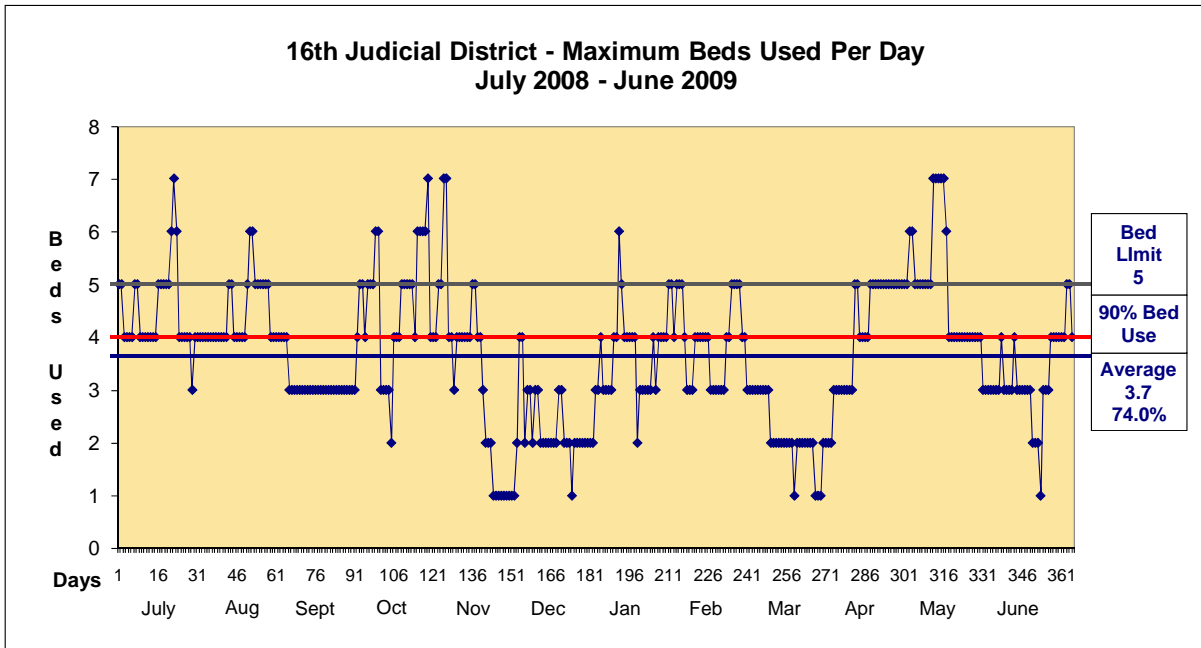
**12th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



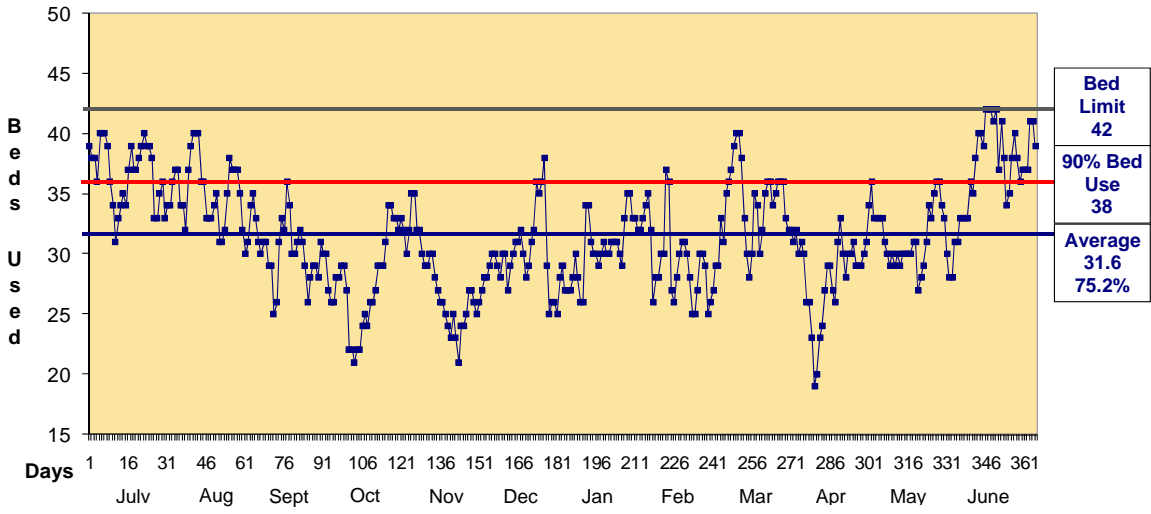
**15th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



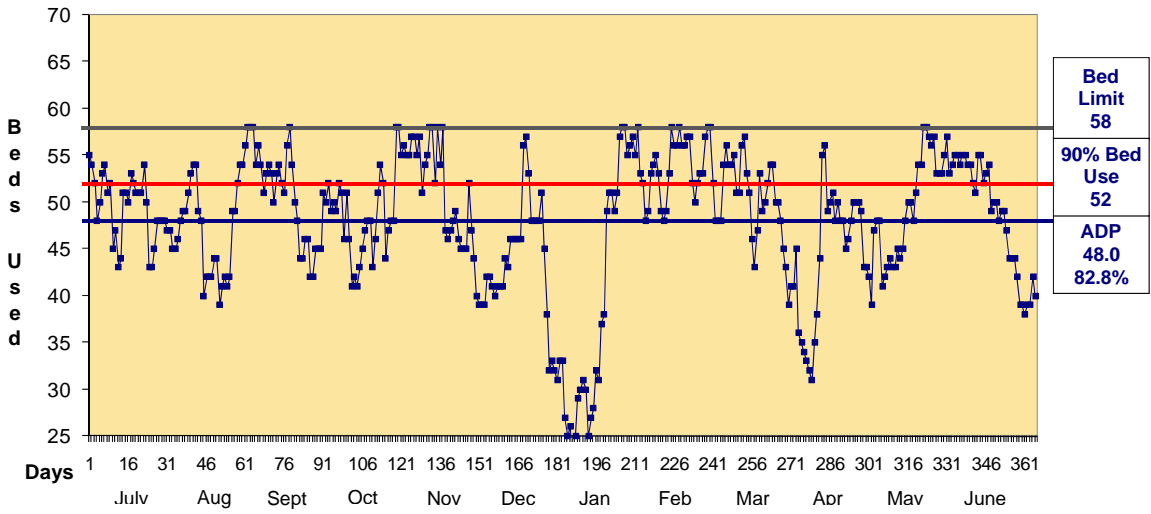
**16th Judicial District - Maximum Beds Used Per Day
July 2008 - June 2009**



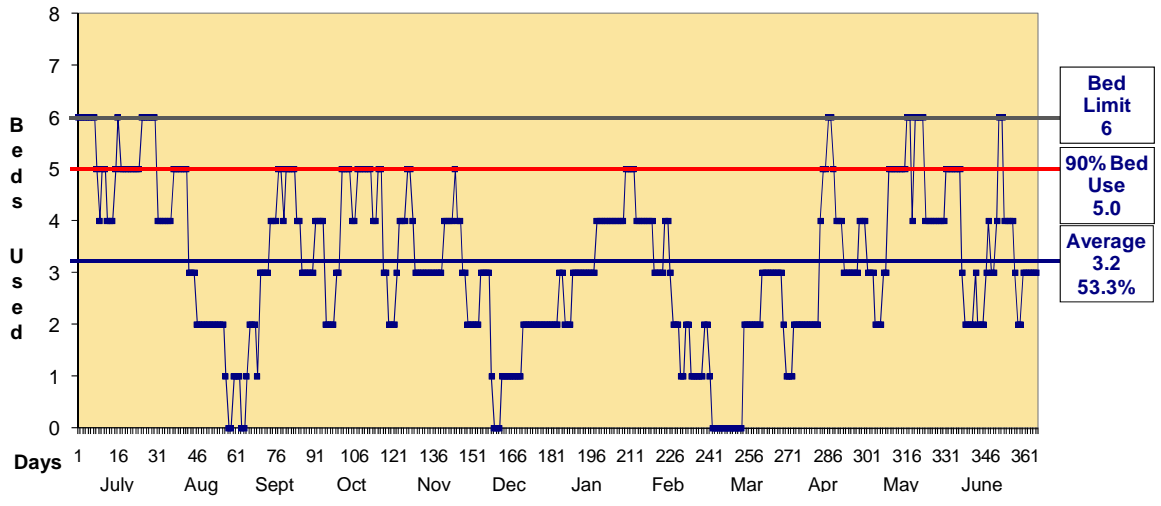
**Pueblo Youth Services Center - Maximum Beds Used Per Day
July 2008 - June 2009**



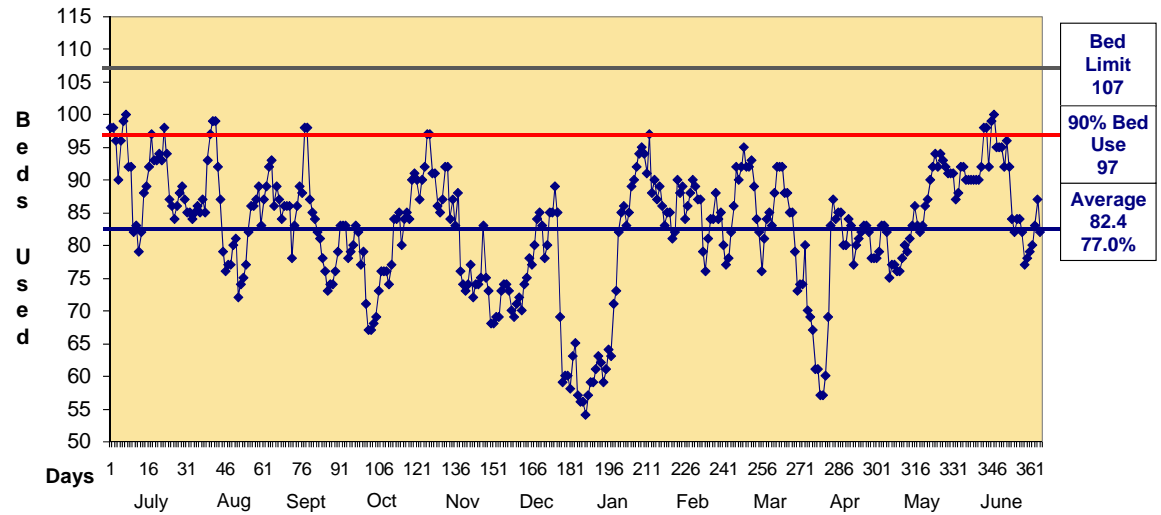
**Spring Creek Youth Services Center - Maximum Beds Used Per Day
July 2008 - June 2009**



**Youthtrack Youth Center - Maximum Beds Used Per Day
July 2008 - June 2009**



**Southern Region - Maximum Beds Used Per Day
July 2008 - June 2009**





Budget Allocations and Expenditures

Budget Allocations. Table D1 presents Judicial District budget allocations from FY 2002-03 through FY 2009-10. 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%.

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.⁴² 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.

⁴² SB 94 COLA and Allocation Increase for FY 06-07. May 18, 2006. Memorandum to SB 94 Advisory Board, Coordinators and Chairpersons.



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 response⁴³ 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 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.

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. This funding level also reflects a level 8.5% above the FY 2002-03 funding level, just prior to the previous reduction of funding that carried through to FY 2004-05. Individual district allocations for FY 2008-09 were determined by the funding approach described above.

Funding and district allocation for FY 2009-2010 will remain the same as for FY 2008-09.

Expenditures. Throughout the years of budget decrease and then recovery there has been differential change across the service categories, as shown in Table D2. 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 and FY 2008-09 supervision was just over 42%, 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 28% of expenditures in FY 2008-09, the highest actual proportion that it has been. This is consistent with legislative directives to increase the investment in the screening process, as a primary reason for this increase has been the implementation of the CJRA to improve the

⁴³ SB 94 Allocation Letter. May 23, 2007 letter to JSPC Chairpersons and SB 94 Coordinators



decision support to the courts regarding youth placement. 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% for the past three years. This increase enables the SB 94 Program to provide treatment services to more, if not most, youth served.

Restorative services, direct support and training for clients and families are fourth through sixth in percent of expenditures. These show a different trend than treatment services expenditures over time. With decreases in all three areas in FY 2008-09, all three services are either lower than or at about the same level as in FY 02-03.

Expenditures for plan administration, as a percent of total spending remained at about 8.4% in FY 2008-09, lower than in FY 2002-03.

Following Table D2 on the following page, Table D3 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 74.1%. This pattern is slightly higher than FY 2007-08 when 66.2% was the highest percent expended on supervision. These changes represent about the same average per district in FY 2008-09 of their percent of expenditures that were for supervision ($t=.46$, $df=21$, $p>.05$).

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 D1.** FY 2002-03 to FY 2009-10 Judicial District SB 94 Budget Allocation and Total Appropriation.

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

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

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

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

**Table D2.** Service Category Expenditures and Change from FY 03 to FY 09.

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	FY 08-09 Expenditures	Expenditure Change FY 02-03 to FY 08-09
	Percent of Total	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	\$5,656,414.63	12.8%
	45.4%	46.8%	50.3%	48.3%	44.6%	42.3%	42.1%	
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	\$3,804,456.98	45.6%
	23.6%	26.0%	25.2%	25.1%	25.2%	26.1%	28.3%	
Treatment	\$1,120,636.2	\$621,743.8	\$548,610.46	\$752,144.62	\$1,129,585.58	\$1,287,783.93	\$1,543,685.72	37.8%
	10.1%	7.6%	7.0%	8.7%	11.7%	11.2%	11.5%	
Restorative Services	\$874,056.3	\$555,560.6	\$418,050.28	\$554,298.14	\$713,105.67	\$762,887.41	\$750,017.82	-14.2%
	7.9%	6.8%	5.4%	6.4%	7.4%	6.7%	5.6%	
Direct Support	\$224,424.8	\$116,356.9	\$132,992.49	\$100,024.70	\$131,954.98	\$350,075.60	\$317,770.38	41.6%
	2.0%	1.4%	1.7%	1.2%	1.4%	3.1%	2.4%	
Training Clients & Families	\$204,803.0	\$155,415.5	\$102,673.52	\$159,271.67	\$238,429.10	\$259,710.99	215,747.82	5.3%
	1.9%	1.9%	1.3%	1.8%	2.5%	2.3%	1.6%	
Plan Administration	\$996,850.3	\$773,665.4	\$706,633.30	\$728,120.03	\$686,063.15	\$959,953.34	\$1,133,387.63	13.7%
	9.0%	9.5%	9.1%	8.5%	7.1%	8.4%	8.4%	
Total ¹	\$11,704,539	\$8,717,935	\$7,791,533	\$8,925,650	\$10,146,514	\$12,012,419	\$13,421,481	14.7%
	100.0%	100.0%	100.0%	100.0%	100%	100%	100%	

¹ The Statewide Total amounts reflect the total SB 94 allocation as shown in Table D1.



Table D3. 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
		%	%	%	%	%	%	%	%
6th	La Plata	74.1%	16.9%	1.5%	0.1%	0.0%	0.4%	7.1%	100%
14th	Routt	73.0%	8.8%	1.1%	0.0%	8.1%	0.0%	8.9%	100%
16th	Otero	65.3%	11.3%	7.2%	0.3%	1.2%	6.7%	8.1%	100%
10th	Pueblo	62.4%	16.2%	9.9%	0.0%	1.7%	0.0%	9.8%	100%
5th	Summit	60.8%	3.7%	13.4%	9.1%	0.0%	0.0%	13.0%	100%
7th	Montrose	55.8%	21.3%	10.8%	2.3%	2.1%	0.0%	7.7%	100%
22nd	Montezuma	55.5%	21.5%	16.6%	0.5%	0.0%	0.0%	5.9%	100%
19th	Weld	54.0%	21.3%	11.1%	5.0%	1.0%	0.0%	7.6%	100%
17th	Adams	51.6%	19.3%	6.5%	0.6%	10.2%	2.2%	9.6%	100%
13th	Logan	51.5%	11.7%	22.9%	4.0%	0.0%	1.5%	8.4%	100%
15th	Prowers	51.4%	17.2%	4.4%	3.6%	13.0%	0.0%	10.4%	100%
8th	Larimer	45.1%	28.8%	18.2%	0.0%	0.1%	0.0%	7.9%	100%
2nd	Denver	42.5%	38.7%	8.1%	2.4%	1.3%	1.0%	5.9%	100%
1st	Jefferson	42.4%	27.1%	8.6%	12.7%	0.0%	0.9%	8.4%	100%
Statewide Average For Supervision 42.1%				Higher Than Average ↑			Lower Than Average ↓		
18th	Arapahoe	38.6%	26.2%	3.3%	18.7%	0.0%	4.8%	8.4%	100%
9th	Garfield	37.2%	39.1%	15.8%	0.0%	0.3%	0.0%	7.5%	100%
11th	Fremont	36.8%	30.8%	2.5%	13.7%	6.7%	2.6%	6.8%	100%
21st	Mesa	36.1%	40.0%	8.4%	1.5%	4.2%	0.0%	9.9%	100%
20th	Boulder	32.9%	27.6%	18.0%	2.9%	2.7%	5.1%	10.9%	100%
4th	El Paso	31.8%	37.2%	20.7%	0.0%	1.7%	0.0%	8.6%	100%
12th	Alamosa	25.5%	25.5%	2.2%	13.6%	18.7%	8.8%	5.7%	100%
3rd	Huerfano	25.2%	29.2%	5.2%	21.2%	4.8%	6.9%	7.4%	100%
Statewide Average		42.1%	28.3%	11.5%	5.6%	2.4%	1.6%	8.4%	100%

Appendix E

Fiscal Year 2008 - 2009 Performance Goals Resources and Practice Survey

About the Survey – The 2008-2009 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 2008) of the 2008-2009 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 2009.

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 2008-09.

Resources or Collaboration from Non-SB 94 Sources	Used in FY2008-09? Check One	Comments
Blended Funds	Yes or No	
WRAP	Yes or No	
Diversions	Yes or No	
JAIBG	Yes or No	
Community Evaluation Team (may be under another name) – for interagency case review, planning and placement	Yes ___ or No ___	
Other Grants:	Yes or No	
Others: Names:		

How have resources from other sources been used, and how did their use affect your SB 94 program in FY2008-09?

Resources Continued.



Placement Resources Capacity. For each section below, please rate your overall program capacity (ability to place youth in each level) in FY2008-09 and change in capacity between FY2007-08 and FY2008-09. For each rating, please check the number above the capacity and change descriptions.

Secure Detention					
What was its capacity for FY2008-09 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY08 and FY09?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

Staff Secure Detention					
What was its capacity for FY2008-09 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY08 and FY09?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

Residential/Shelter Services					
What was its capacity for FY2008-09 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY08 and FY09?	-2 ____	-1 ____	0 ____	+1 ____	+2 ____
	Decreased greatly	Decreased somewhat	Little or no change	Increased somewhat	Increased greatly

Comments:

Home Detention / Services					
What was its capacity for FY2008-09 overall?	0 ____	1 ____	2 ____	3 ____	4 ____
	None	Some, but much less than needed	Significant amount, but not enough	Adequate Capacity	Excess Capacity
How did capacity change between FY08 and FY09?	-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 2008-09.

1. In FY 2008-09, 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 2008) 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 2008) 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 FY07-08 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 FY07-08 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 FY07-08 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 style="width: 40px; height: 20px;" type="text"/>	+1	<input style="width: 40px; height: 20px;" type="text"/>	0	<input style="width: 40px; height: 20px;" type="text"/>	-1	<input style="width: 40px; height: 20px;" type="text"/>	-2	<input style="width: 40px; height: 20px;" type="text"/>
Strong Positive Impact		Some Positive Impact		Neither Positive nor Negative		Some Negative Impact		Strong Negative Impact	

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

Please explain your rating and note any dissenting JSPC views:

<div style="border-bottom: 1px solid black; margin-bottom: 5px;"></div>	
Other Practice/Policy Issue: _____.	
▶ Explanation	-.



Appendix F

Policy Issue Impact Ratings

This appendix contains tables of ratings for four of the most important issues that have affected SB 94 programs over time. The tables in this appendix present ratings of:

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

The ratings in these tables come from a survey of each district's program that was included as an addendum to the plan. That survey, the Performance Goals Resources and Practice Survey (see Appendix E for a copy) was completed along with the annual SB 94 plan.

Table F1. Impact Ratings of Service Availability: FY 2003-04 Through FY 2008-09.

District Impact Ratings	FY04 Districts *		FY05 Districts		FY06 Districts		FY07 Districts		FY08 Districts		FY09 Districts	
	N	%	N	%	N	%	N	%	N	%	N	%
(+2) Strong Positive	2	9.1	2	9.5	3	14.3	4	18.2	8	36.4	8	36.4
(+1) Some Positive	0	0.0	2	9.5	8	38.1	9	40.9	6	27.3	8	36.4
(0) Not Pos, Not Neg	2	9.1	4	19.0	2	9.5	3	13.6	3	13.6	1	4.5
(-1) Some Negative	4	18.2	10	47.6	7	33.3	6	27.3	4	18.2	5	22.7
(-2) Strong Negative	14	63.6	3	14.3	1	4.8	0	0.0	1	4.5	0	0.0
Missing/Did Not Rate	0	NA	1	NA	1	NA	0	NA	0	NA	0	NA
Totals	22	100	21	99.9	21	100	22	100	22	100	22	100
Average Score	-1.27		-0.48		0.24		0.50		0.73		0.86	



Table F2. Impact Ratings for Screening: FY 2004-05 Through FY 2008-09.

District Impact Ratings	FY05 Districts *		FY06 Districts		FY07 Districts		FY08 Districts		FY09 Districts	
	N	%	N	%	N	%	N	%	N	%
(+2) Strong Positive	6	28.6	6	28.6	6	27.3	10	45.5	13	59.1
(+1) Some Positive	5	23.8	12	57.1	14	63.6	10	45.5	9	40.9
(0) Not Pos, Not Neg	5	23.8	3	14.3	2	9.1	2	9.1	0	0.0
(-1) Some Negative	5	23.8	0	0.0	0	0.0	0	0.0	0	0.0
(-2) Strong Negative	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
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	0.57		1.14		1.18		1.36		1.59	

Table F3. Impact Ratings of Placing Youth: FY 2004-05 Through FY 2008-09.

District Impact Ratings	FY05 Districts *		FY06 Districts		FY07 Districts		FY08 Districts		FY09 Districts	
	N	%	N	%	N	%	N	%	N	%
(+2) Strong Positive	2	9.5	7	31.8	8	36.4	12	54.5	9	40.9
(+1) Some Positive	2	9.5	8	36.4	9	40.9	7	31.8	7	31.8
(0) Not Pos, Not Neg	3	14.3	3	13.6	1	4.5	2	9.1	3	13.6
(-1) Some Negative	11	52.4	4	18.2	4	18.2	1	4.5	3	13.6
(-2) Strong Negative	3	14.3	0	0.0	0	0.0	0	0.0	0	0.0
Missing/Did Not Rate	1	NA	0	NA	0	NA	0	NA	0	NA
Totals	21	100	22	100	22	100	22	100	22	100
Average Score	-0.52		0.84		0.95		1.36		1.00	

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



Table F4. Impact Ratings of Local Detention Bed Allocations: FY 03-04 Through FY 08-09.

District Impact Ratings	FY04 Districts *		FY05 Districts		FY06 Districts		FY07 Districts		FY08 Districts		FY09 Districts	
	N	%	N	%	N	%	N	%	N	%	N	%
(+2) Strong Positive	0	0.0	0	0.0	4	18.2	1	4.5	3	13.6	3	14.3
(+1) Some Positive	6	28.6	4	19.0	3	13.6	4	18.2	5	22.7	6	28.6
(0) Not Pos, Not Neg	5	23.8	5	23.8	1	4.5	4	18.2	4	18.2	3	14.3
(-1) Some Negative	6	28.6	7	33.3	9	40.9	10	45.5	8	36.4	8	38.1
(-2) Strong Negative	4	19.0	5	23.8	5	22.7	3	13.6	2	9.1	1	4.8
Missing/Did Not Rate	1	NA	1	NA	0	NA	0	NA	0	NA	1	NA
Totals	21	100	21	100	22	100	22	100	22	100	21	100
Average Score	-0.38		-0.62		-0.32		-0.43		-0.05		0.10	

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





Appendix G

DYC Detention Bed Allocations

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 allocations for FY 2008-09 were provided by DYC and are included here.



FY 2008-2009 Detention Bed Allocations by Region, Facility, and Judicial District

Central	Region	FY 08	FY 09
Gilliam YSC	2 nd JD	73	73
	Total	73	73
Marvin Foote YSC	2 nd JD	9	0
	17 th JD	7	7
	18 th JD	80	84
	11 th JD	0	1
	Total	96	92
Mount View YSC	1 st JD	55	55
	5 th JD	5	5
	Total	60	60
Central	Total	229	225

Northeast	Region	FY 08	FY 09
Adams YSC	17 th JD	29	29
	Total	29	29
Platte Valley YSC	8 th JD	18	18
	13 th JD	8	7
	19 th JD	25	26
	20 th JD	18	18
	Total	69	69
Staff Secure	8 th JD	2	2
	17 th JD	2	0
	19 th JD	2	3
	20 th JD	3	3
	Total	8	8
Northeast	Total ⁴⁴	106	106

Southern	Region	FY 08	FY 09
Pueblo YSC	3 rd JD	3	3
	10 th JD	22	22
	11 th JD	9	10
	15 th JD	2	2
	16 th JD	4	5
	Total	40	42
Spring Creek YSC	4 th JD	58	58
	Total	58	58
Staff Secure	12 th JD	6	6
	Total	6	6
Southern	Total ⁴⁵	104	106

Western	Region	FY 08	FY 09
Grand Mesa YSC	7 th JD	4	4
	9 th JD	5	5
	14 th JD	3	3
	21 st JD	12	12
	Total	24	24
Denier YSC	6 th JD	6	6
	22 nd JD	3	3
	Total	9	9
Staff Secure	7 th JD	2	2
	9 th JD	1	1
	14 th JD	1	1
	21 st JD	3	5
	Total	7	9
Western	Total	40	42

⁴⁴ The 17th Judicial District was allocated 7 beds at Marvin Foote YSC in the Central Region.

⁴⁵ The 11th Judicial District was allocated 1 bed at Marvin Foote YSC in the Central Region

