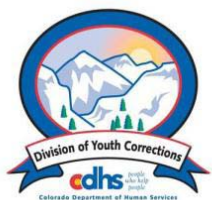


Evaluation of the Senate Bill 94 Program: From Innovation to Integration

Annual Report: Fiscal Year 2010-2011



Prepared for:
Colorado Department of Human Services
Office of Children, Youth and Families
Division of Youth Corrections

*By: The Center for Research Strategies
and the Aurora Research Institute*

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Annual Report: Fiscal Year 2010 - 2011

Submitted to:

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

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List of Acronyms

CJRA	Colorado Juvenile Risk Assessment
DYC	Division of Youth Corrections
EBP	Evidence-Based Principles
FY	Fiscal Year
HB 1451	House Bill 04-1451 established collaborative management of multi-agencies services provided to youth and families.
JD	Judicial District
JDSAG	Juvenile Detention Screening and Assessment Guide
JSPC	Juvenile Services Planning Committee
LOS	Length of Service (Stay)
SB 94	Senate Bill 94
TRAILS	Automated data system used by DYC

Executive Summary

This report is in response to the request for information sent to the Department of Human Services pursuant to item 8 included in Appendix I of the Long Bill narrative (H.B. 11-209). Item 8 in that list was specific to SB 94 and is shown below.

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.

Twenty years ago, the Colorado Legislature passed legislation that initiated SB 94. Since then the program has grown from a local pilot project to a state-wide initiative serving thousands of youth. SB 94 is now an integrated and irreplaceable component of the juvenile justice continuum. Local communities rely on the program to provide needed services to youth and to avoid placing these youth in secure detention facilities which are often located outside of the youth's own community. The implementation of SB 94 helped propel Colorado's juvenile justice system toward an evidence-based model where screening and assessment are used to make treatment and placement decisions and the majority of clients are served in the community. This SB 94 evaluation report highlights five main themes regarding SB 94's practices, challenges, and successes.

Theme 1: The SB 94 program impacts real youth and families.

SB 94 services impacted 8,152 *unique* youth during FY 2010 – 11, through screening for appropriate placement along the detention continuum, re-offending risk assessment, planning for community-based services while the youth is in secure detention and the provision of community-based services when youth are not in secure detention.

Through SB 94, 9,399 JDSAG screens were administered during FY 2010 – 11. The JDSAGs were administered to 6,045 unique youth.

- Approximately one third of screened youth received more than one JDSAG screen during the fiscal year. These youth accounted disproportionately for 56.5% of all screens
- A large proportion of detention resources are being used to repeatedly screen and securely detain a minority (one third) of youth who represent the highest public safety risk.

JDSAG screenings resulted in 8,435 secure detention admissions. There were 4,882 unique youth admitted to secure detention during FY 2010 – 11.

- The number of secure detention admissions per youth ranged from 1 to 12 and almost two-thirds of admitted youth were placed in secure detention on more than one occasion.
- Repeat secure detention admissions can occur for a variety of reasons and do not necessarily reflect new offenses committed.

SB 94 utilizes the Colorado Juvenile Risk Assessment (CJRA) Prescreen to assess youth risk of reoffending using two separate domains: criminal history and social history. CJRA prescreening occurs shortly after admission to secure detention.

- The CJRA assigns a risk level of low, moderate, or high to each youth. These risk levels are applicable to the juvenile justice population, not the general population. Thus, “Low” risk implies that an individual youth’s risk of reoffending is low relative to other delinquent youths’ risk of reoffending.
- Upon further examination of “Low” risk youth detained without a mandatory hold factor (n=653), it was found that 34.6% of these youth had a prior history of violence and 30.8% had a history of committing crimes against persons, arson, or a weapons offense.

Young adults who received services through SB 94 provide an alternative viewpoint for understanding the SB 94 program. Throughout the report, case histories of three young adults previously involved with SB 94 illustrate key characteristics of the program.

- Elaina’s early history of violence, isolation, poverty, and instability led to gang involvement and truancy.
- John came from a loving family, but had minimal adult supervision. Without parental guidance he made a lot of bad decisions including burglary, dropping out of high school and early and heavy drug use.
- A neglectful and abusive family made Zach an easy target for the local drug dealer.

Theme 2: SB 94 enabled the implementation of an evidence-based juvenile justice model.

The utilization of a continuum of services rather than primary dependence on secure detention is supported by a large body of juvenile justice and adolescent behavioral research. Since FY 2003 – 04, the SB 94 program has instituted programmatic changes that resulted in a dramatic shift in the provision of community based services for youth who also have secure detention stays.

- Nearly all youth receive some community based services funded by SB 94. These services are either in lieu of detention or in combination with a secure detention admission to aid the transition back to the community.
- On any given day, the vast majority of youth in the detention system are served in the community (82.3% in FY 2010 - 11).
- While the percent of youth receiving *community* services without a secure detention stay remained constant, the proportion of youth with secure detentions stays who *did not* receive SB 94 community based services dropped from 24.2% in FY 2003 – 04 to 5.9% in FY 2010 – 11.
- This shift reflects a growing reliance on the evidence-based principle that dictates the inclusion of community based support for all youth in effective juvenile justice practice.

Using empirically validated screening and assessment tools is an evidence-based practice that both DYC and SB 94 have implemented state-wide. The JDSAG is used to determine the appropriate level of detention continuum placement.

- Local over-ride of JDSAG placement recommendations provides local communities the flexibility adapt the recommendation to individual youth needs and local resources.
- A positive indicator of appropriate placement decisions utilizing the JDSAG would be a high degree of agreement between the screening and actual placements, suggesting local over-ride is conservatively utilized as needed.
 - In FY 2010 – 11, screening recommendations and actual placement were identical for 84.4% of youth with a completed JDSAG.

Theme 3: The SB 94 funding allocation directly impacts the ability to adhere to evidence-based best practices.

Annual fluctuations in funding may impact the resources available to implement the most effective services. The Washington Institute of Public Policy has stated definitively that supervision models do not result in savings to society long term¹. Youth are not less likely to continue involvement with the juvenile and adult criminal justice systems after participating in supervision only programs.

- In general, Client Assessment/Evaluation, Restorative Services, and Treatment Services include evidence based components that have been consistently linked to positive youth outcomes and life-time cost savings to social systems.

Trends in funding allocations indicate that as funding increases so does the percentage of the SB 94 budget that is spent on treatment services.

- As the SB 94 budget decreased in FY 2003 – 04 and FY 2004 – 2005, the percentage of funding spent on treatment decreased while the percentage spent on supervision increased.
- As the budget increased in subsequent years, this trend was reversed and a lower percentage of the budget was spent on supervision while a higher percentage was spent on evidence-based treatment.

¹ Drake, E. (2007). Evidence-based juvenile offender programs: Program description, quality assurance, and cost. Washington Institute for Public Policy. Document No. 07-06-1201 Accessed at www.wsipp.wa.gov, September 15, 2011.

- The percentage of the budget spent on treatment services across the state, reached its highest level during the most recent fiscal year at 17.0% of the total budget.

The expenditure data suggest that in lean budget years, communities are forced to address only short term public safety needs (by monitoring the youth in the community) and not the long term benefits of providing treatment to these youth. This finding points to the critical importance of maintaining SB 94 funding at levels where both treatment and supervision needs can be met.

Theme 4: Local flexibility allows the program to meet diverse youth needs within varied community resources.

Since the introduction of SB 94 legislation, both state and local officials have contributed to the development of the program. State oversight encourages collaboration, consistency, and accountability across the 22 Judicial Districts in Colorado.

- Every year the SB 94 Advisory Board reviews the planned activities of each JD for the upcoming year.
- DYC established an evidence-based-principles-committee that subsequently developed an inventory tool that can be utilized by local JDs to evaluate the extent to which local programming efforts incorporate evidence-based principles
- A contracted fiscal “monitor” visits all JDs to assist them in the use of SB 94 resources to achieve the most effective programming possible.

While the state provides oversight, each JD is able to operate with a great deal of autonomy to best meet the need of the youth in their community. Individuals in the communities come together to write their plans and execute them. They are able to establish some of their own goals and work toward accomplishing the standardized goals.

- Each JD is required to have a Juvenile Services Planning Committee (JSPC) to set JD funding priorities.
- The JSPCs include members from a variety of agencies that collaborate to deliver an integrated array of services to youth at risk of further involvement with the juvenile justice system.

- Local control has translated into statewide success. JDs have consistently performed extremely well on three identified objectives:
 - High rates of youth who complete services without failing to appear at court hearings (98.0%).
 - High rates of youth who complete services without incurring new charges (97.0%).
 - High rates of youth who complete services with positive or neutral reasons for leaving SB 94 programming (91.5%).
- Overwhelming JD success in achieving current goals suggest that it may be time to focus JD attention on new areas for improvement and progress.

Theme 5: An effective detention continuum utilizes far more than secure detention.

The intent of the SB 94 legislation was to reduce the reliance on secure detention and provide a greater proportion of services in the community. SB 94 is achieving this objective by serving 82.3% of youth in community settings on any given day. In addition since FY 2006 – 07, the use of secure detention has consistently declined.

- This steady decline has continued despite juvenile population growth and cannot be fully accounted for by the statewide decrease in juvenile arrest rates.
- For example, from FY 2008 – 09 to FY 2009 – 10, juvenile arrests declined by 3.6% while secure detention admissions declined by 14.9%.

In 2004, the legislature imposed a cap on the number of detention beds that can be utilized on any given day. The SB 94 program assists DYC in effectively managing detention bed utilization by funding community-based services for youth that are not a threat to public safety. Community services provision enhances the detention continuum capacity, ensuring that detention beds are available when needed. Indices of secure bed utilization suggest that capacity was successfully managed during FY 2010 – 11.

- The maximum of the daily maximum count was 416 beds used (86.8% of the 479 bed detention cap).

- On average, 2.5 (21.2%) of facilities were at or above the 90% capacity on any given day and there was at least one facility at or above 90% of cap on 307 days (84.1%).
- During FY 2010 – 11, the total client load averaged 417.6 youth per day. This is down 4.4% from FY 2009 – 10, and represents an average client load that is 87.2% of the secure detention cap.
- Median LOS has been stable over the past five years. The fiscal year 2011 median of 7.1 days is only slightly below the five-year high of 7.3 days, and slightly above the five-year low of 7.0 days.

Conclusion and Recommendations

In the 20 years since the initial legislation, SB 94 has become a critical component of the juvenile justice system. SB 94’s adoption of evidence-based principles has resulted in a better understanding of the service and treatment needs of youth. The combination of local administration and state oversight has promoted quality and consistency while honoring local values and resources.

- Due to the overwhelming success JDs have exhibited in meeting the system wide performance goals JDs should focus their attention on new and more meaningful goals to heighten effective implementation.
- In coming years it might prove valuable to look more closely at the provision of “right service at the right time” across the detention continuum by comparing service delivery and risk levels.
- Another goal would be to explore subgroups of youth who participate in the program (e.g. youth who are placed in secure detention, youth who only receive community based services, youth who vary in their risk of reoffending, youth who are screened and placed at discrepant levels) to determine if outcomes differ.
- It might prove valuable to look at profiles and trajectories of all youth who are arrested to ensure that all at risk youth are receiving needed services, whether through DYC, SB 94, or other community systems.

Introduction

Colorado has been an innovator in juvenile justice for two decades. Responding to an alarming increase in the number of juveniles detained through the late 1980s and the anticipated need for 500 additional detention beds, the state legislature passed Senate Bill 91-94 (SB 94). SB 94 provided funding for local judicial districts to *“prevent the juvenile from being held in detention prior to adjudication, sentenced to detention, or committed to the Department of Human Services or to reduce the length of time the juvenile is held in pre-adjudication or post-adjudication detention or held in a commitment facility.”* At its inception SB 94 was an innovative program incorporating cross system collaboration with best practices in juvenile justice programming. Twenty years later, SB 94 is an irreplaceable component of the juvenile justice continuum. On any given day, only about 20% of youth are detained in a secure or staff-secure setting. The vast majority of detained youth are instead served in the community through SB 94 programming.

The SB 94 program has evolved from a pilot initiative designed to divert youth from secure detention, to an integrated and largely evidence based component of the detention continuum. The SB 94 report has historically focused on the secure detention data elements that indicate a reduced reliance on secure detention. This year’s report marks the 20th anniversary of the passage of the SB 94 legislation and will focus on the program’s role in providing a broad array of services to youth both in secure settings and in their own communities.

The primary theme of this report is to address how Colorado has made strides, through the SB 94 program, to adhere to a best practices model for serving youth involved with the juvenile justice system. The first component of implementing an evidence based program is to fully understand the characteristics of the youth being served. The first section of the report will provide a profile of the characteristics of youth being served across the entire detention continuum. The next section will describe how Colorado’s detention continuum fits with a best practice model, the effects of funding allocations on service provision and how screening and assessment is used to make data driven decisions. The SB 94 program

has since its onset been locally administered. This allows for local flexibility within broad statewide policy. The third section of the report will describe the role of the Division of Youth Corrections (DYC) in providing state wide oversight and local Juvenile Services Planning Committees (JSPC) in allocating service resources. The final section of the report presents historic indices of SB 94 performance by looking at trends in secure bed utilization.

The report will focus on five main themes:

1. The SB 94 program impacts real youth and real families
2. SB 94 has enabled a shift to the implementation of an evidence-based juvenile justice model
3. Funding allocation directly impacts the ability to adhere to best practices
4. Local flexibility allows the program to meet diverse youth needs within varied community resources and
5. An effective detention continuum utilizes far more than secure detention.

The report will address these themes through a combination of traditional data elements historically included in the SB 94 Evaluation report and new and varied data elements that give a new perspective on the program and its oversight and implementation at the state, local, and youth level. The youth level perspective is illustrated through the stories of three youth: Elaina, John, and Zach. These are youth who participated in SB 94 program several years ago and shared their individual stories and experiences with the program and in the years since their involvement. Their names have been changed but the details of their history, participation in the program, and subsequent outcomes are as reported. Their perspective provides an opportunity to bring greater personal meaning to the population summaries and program descriptions throughout the report.

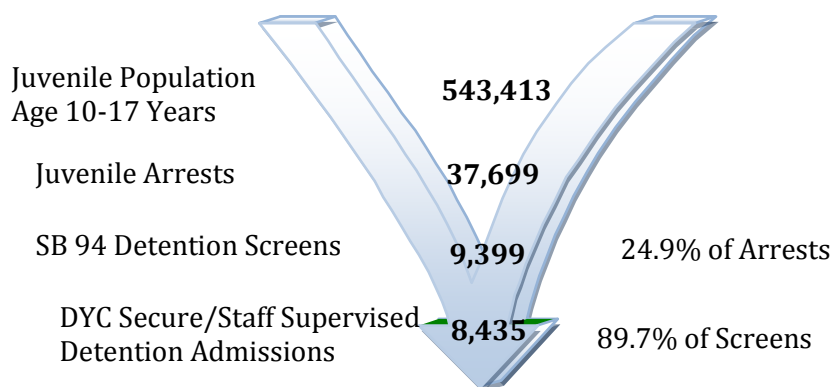
Profiles of Youth

SB 94 Services Impact Thousands of Youth Annually

During FY 2010 – 11, there were 37,699 juvenile arrests across the state of Colorado.

Figure 1 displays the flow of youth from arrest to admission in a secure or staff secure juvenile detention facility. Approximately one-fourth of arrests resulted in the youth being screened for detention placement and 22.4% of those arrests resulted in a secure detention admission.

Figure 1. Fiscal Year 2010-11 Juvenile Justice Filtering Process to Detention²



SB 94 services impacted 8,152 *unique* youth during FY 2010 – 11. The vast majority of youth fell into two categories: youth receiving SB 94 funded community-based services *without a stay in secure detention* or those receiving SB 94 funded community-based services *in addition to a stay in a secure detention facility*.

YOUTH SCREENED FOR DETENTION CONTINUUM PLACEMENT

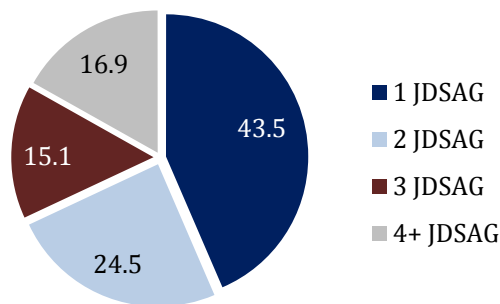
By the time youth are admitted to a secure detention facility they have received two screens, the Juvenile Detention Screening and Assessment Guide (JDSAG) and the Colorado Juvenile Risk Assessment (CJRA) Prescreen. These screens serve different purposes. The JDSAG was designed to predict youth failure to appear for their court hearing and to determine whether youth pose an immediate risk to the community if released. In contrast, the CJRA pre-screen assesses youth risk of reoffending; assigning a risk level of low,

² The Juvenile Population count reflects unique youth while Arrests, Screens, and Detention Admission counts include multiple counts for youth arrested, screened, and/or detained more than once during the year.

moderate, or high to each youth. SB 94 uses the JDSAG at time of arrest to determine appropriate youth placement along the detention continuum of services. Structured as a decision tree, the JDSAG produces a placement recommendation based upon responses to questions about mandatory hold factors³, serious delinquency, risk of self-harm, public safety risk, family or community resources, presence of a responsible adult, and the type of offense. The JDSAG is not administered to every youth arrested. Youth arrested for minor offenses may be released without completing a JDSAG; particularly if the youth is arrested for a more minor offense that would be unlikely to lead to admission in a secure detention facility. It is possible that the detention cap had the deleterious effect of reducing screenings for these youth with minor offenses. It is best practice to screen all youth arrested, regardless of current offense to ensure that youth are screened both in *and out of* detention placements based on standardized and validated instrument scores.

As shown in Figure 1, there were a total of 9,399 JDSAG screens administered during FY 2010 – 11. The JDSAGs were administered to 6,045 unique youth. Youth with a single JDSAG during FY 2010 – 11 accounted for 43.5% of the detention screens completed. Approximately one third of screened youth received more than one screen during the fiscal year. These youth accounted disproportionately for 56.5% of all screens (see Figure 2).

Figure 2. Percent of Total Detention Screens Administered Accounted for by Youth with One or More JDSAGS

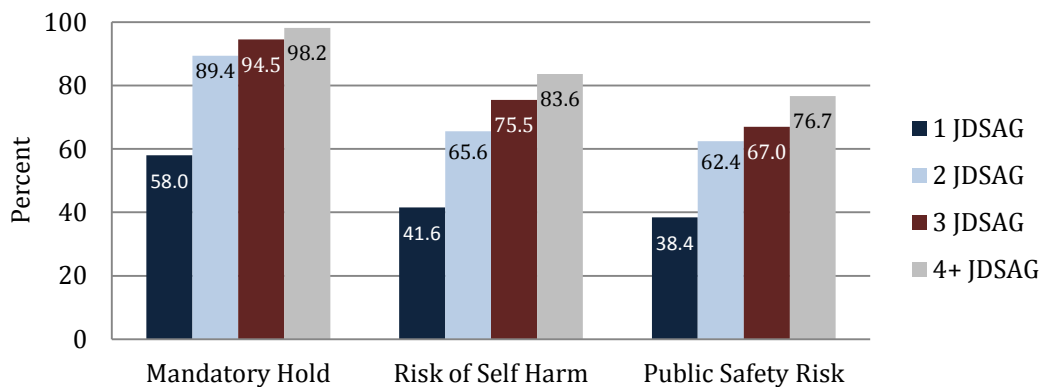


Youth with a single JDSAG within the FY exhibited lower risks than youth with more than one JDSAG (see Figure 3). Youth with two or more JDSAG screens were much more likely to

³ There are three mandatory hold factors that, if present, mandate placement in secure detention: a current crime of violence or weapons charge, DYC warrant or escape from secure, and district court warrant or order.

be identified as a risk to public safety or a risk to themselves on at least one JDSAG screen, increasing the likelihood of placement in secure detention following the screen. In addition, youth who received multiple JDSAGs were more likely to have an outstanding warrant or to have been arrested for a crime that mandated placement in secure detention (Figure 3). In essence, a large proportion of detention resources are being used to repeatedly screen and securely detain a minority (one third) of youth who represent the highest public safety risk. This is an indication that the limited number of secure detention beds are appropriately being reserved for those youth who are unable to succeed in the community setting.

Figure 3. Percent of Youth with Mandatory Hold, Risk of Self Harm, or Public Safety Risk on at least One JDSAG Screen by Number of Screens



Youth Admitted to Secure Detention

During FY 2010 – 11, 4,882 unique youth accounted for the 8,435 new secure detention admissions. The number of secure detention admissions per youth ranged from 1 to 12 and almost two-thirds of admitted youth were placed in secure detention on more than one occasion. Repeat secure detention admissions can occur for a variety of reasons and do not necessarily reflect new offenses committed.

Since FY 2008 – 09, the reason for secure detention admissions has been tracked in the TRAILS database utilizing six general categories for secure detention admission. These categories include:

- Preadjudicated – Youth who committed a felony or misdemeanor and were screened to secure/staff secure placement.

- Sentenced to Probation – Youth who had a technical violation of probation or new charges while on probation.
- Detention Sentence – Youth sentenced to secure detention as part of their probation sentence or those only sentenced to detention. This category includes youth truancy detention sentences and detention stays while awaiting a social services placement.
- Warrants/Remands – Youth who failed to appear for court appearances or to comply with court ordered sanctions.
- Other – Youth held for other reasons including immigration, inability to post bond, or out of county warrants.
- DYC Committed – Youth who were committed to DYC or on parole.

Table 1 details the reason for each secure detention admission, with data from the prior two fiscal years provided for comparison purposes.

Table 1. Detention Reason for Secure Detention Admissions

Reason ⁴	FY 2008 - 09	FY 2009 -10	FY 2010 -11
Number of Secure Detention Admissions	10,295	9,102	8,435
Preadjudicated	39.7	38.8	37.7
Felony	26.9	23.7	23.2
Misdemeanor	12.8	15.1	14.5
Sentence to Probation	3.4	2.4	1.9
Technical Violation	2.1	1.4	1.1
New Charges	1.3	1.0	0.8
Detention Sentence	12.7	15.4	13.8
Probation Sentence	1.8	2.1	1.0
Detention Sentence	7.4	8.7	8.9
Valid Court Order Truancy	3.3	4.3	3.9
Awaiting DSS Placement	0.2	0.3	0.0
Warrants/Remands	42.0	42.7	45.9
Failure to Appear (FTA)	10.3	9.9	10.2
Failure to Comply (FTC)	31.7	32.8	35.7
Other	1.6	0.5	0.5
DYC Committed	0.6	0.3	0.2

During the FY 2010-11 fiscal year, almost half of secure detention admissions resulted from warrants issued because the youth failed to comply with court ordered sanctions or failed

⁴ Charges associated with each unique detention admission were not available for all cases. To enable comparisons with prior years, only valid percent values are reported in Table 1.

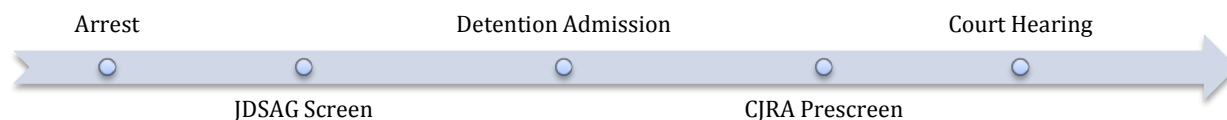
to appear for a court hearing. Secure detention admissions related to warrants and remands increased slightly over values from the prior two fiscal years⁵. Preadjudicated detention admissions accounted for 37.7% of secure detention admissions. This value has declined slightly over the past three FYs. These changes should be interpreted cautiously. This figure is included to provide readers with a general picture of the detained population.

Detention Admission Screening and Reoffending Risk Assessment

The kinds of risks that youth pose to society and the kinds of services they require to prevent escalating delinquent or criminal behavior vary tremendously. SB 94 has worked diligently to create a system that includes objective screening/assessment at multiple time points. As noted previously, youth admitted to a secure detention facility receive, at a minimum, two screens: the JDSAG and CJRA. These screens serve different purposes, with the JDSAG used to predict youths’ overall risk of failing to appear for their court hearing and to determine whether youth, if released, would pose an immediate risk to the community. In contrast, the CJRA prescreen assesses youth risk of reoffending using two separate domains: criminal history and social history.

At the time of secure detention admission, only the screening placement recommendation from the JDSAG is available to influence the placement decision (see Figure 4). The CJRA is used later in the detention process. In the majority of cases, youth are placed in a secure facility because of a mandatory hold factor.

Figure 4. Typical Sequence of Screening for Youth Admitted to Secure Detention⁶



⁵ An error in the linking of records in the Trails database resulted in offense records aligning incorrectly with detention admission records. The error was first detected this year, but affected data from prior years. Correcting the error may explain some or all of the increase in detention admissions due to warrants/remands.

⁶ There is great variability in the way youth move along the detention continuum. Figure 5 is presented for illustrative purposes only and to show why the JDSAG is the screen score used to make placement decisions.

Since FY 2008 – 09, JDs have been required to use the CJRA Prescreen for every youth admitted to a secure detention facility. Use of the CJRA Prescreen has improved since it was first implemented. In FY 2010 – 11, 89.8% of all youth received a CJRA Prescreen shortly after admission to a secure detention facility (see Table 2). The CJRA assigns a risk level of low, moderate, or high to each youth.

In interpreting the Prescreen result categories, it is important to remember that “Low” risk is a relative term that simply describes an individual’s risk of reoffending relative to other delinquent youths’ risk of reoffending. The CJRA Prescreen is a short, initial screen that does not cover all domains associated with risks of youth re-offense.

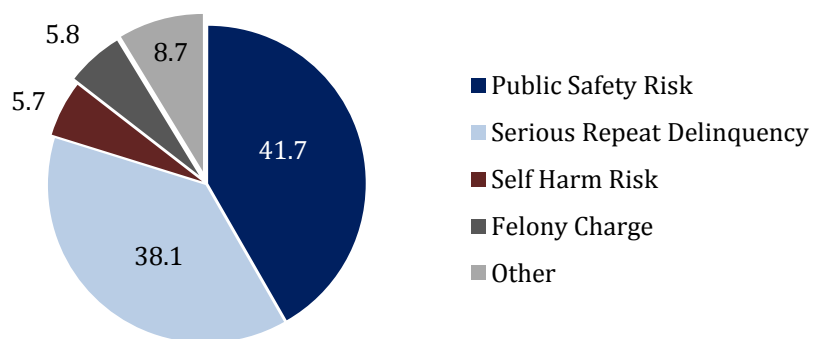
Table 2. CJRAs Completed and Levels of Risk

Fiscal Year	Total Admissions	CJRAs Completed	Percent of Total	High Risk	Moderate Risk	Low Risk
FY 2008 – 09	10,295	8,445	82.0	35.0	31.4	33.6
FY 2009 – 10	9,102	7,471	82.1	36.2	32.4	31.3
FY 2010 – 11	8,435	7,577	89.8	34.0	29.5	36.5

Among youth at low risk of reoffending (CJRA finding), mandatory holds accounted for 72.4% of secure detention admissions. Figure 5 displays the reasons why low risk (of reoffending) youth with no mandatory hold factor (n= 653) were placed in secure detention⁷. Upon further examination of the reasons these youth were detained, it was found that eighty percent were deemed to be a risk to public safety or displayed indicators of serious repeat delinquency. In fact, 34.6% of these youth had a prior history of violence and 30.8% had a history of committing crimes against persons, arson, or a weapons offense.

⁷ Detention admissions records that include CJRA scores are maintained in a separate database from JDSAG screening data. These databases were combined for the first time for this evaluation. Approximately 78% of the detention admission records could be matched to a unique JDSAG record. Thus the comparison of JDSAG and CJRA data includes only a subset of all youth with completed CJRA assessments.

Figure 5. Reasons Low Risk Youth without a Mandatory Hold were Detained



REGIONAL VARIATION IN YOUTH SECURE PLACEMENT REASONS AND RISK OF REOFFENDING

Reasons for secure detention placement and risk of reoffending varied by region of the state (see Figures 6 and 7). The Southern and Western regions had the highest percent of youth admitted to secure detention due to the fact that there was no responsible adult to whom the youth could be released. The Western region had several interesting trends. While that region had the lowest percent of admissions due to mandatory holds, they had the highest percent of youth who posed a public safety risk (Figure 6) and they had the highest percentage of admissions of high risk youth (Figure 7).

Figure 6. Placement Level Determined by JDSAG Screen by Region

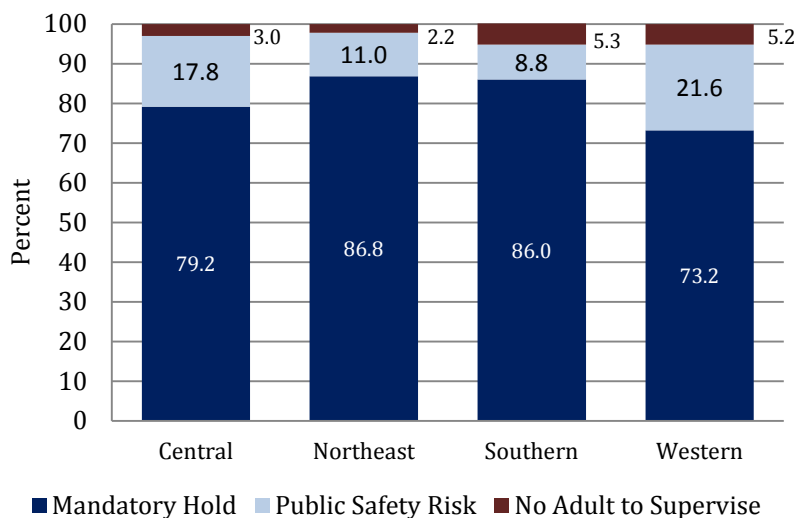
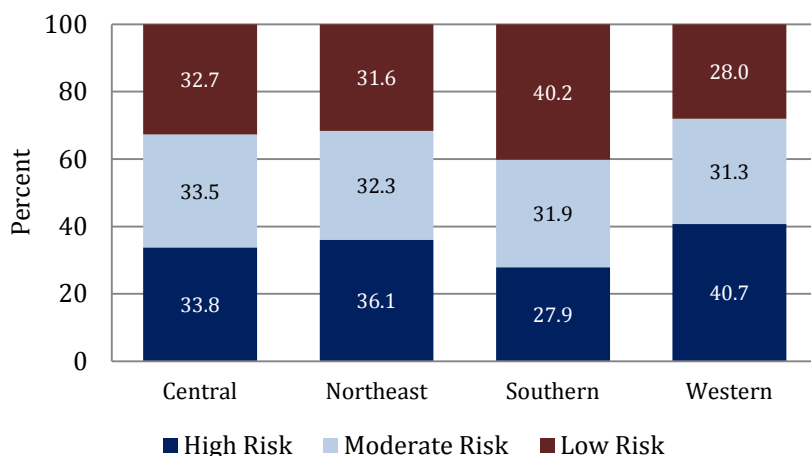


Figure 7. CJRA Risk Level by Region



This may be an important trend for service providers in all the regions to monitor. These differences may be primarily based on external policy decisions and judicial discretion, but they could also indicate regional youth population differences indicating a need to support different levels/types of services for youth in this area.

WHO ARE THE YOUTH RECEIVING SB 94 SERVICES?

Youth who become involved with the juvenile judicial system are not homogeneous. For some youth, the arrest is part of a pattern of persistent delinquent or criminal behavior. As of yet, there has been no justice system that has been able to completely re-habilitate all youth, and in some cases, the mitigation of anti-social behaviors is the most optimal, realistic outcome. For those youth, placement in secure detention may be the best solution to ensure public safety and develop a plan to stop the escalation of criminal behavior upon release. However, there is a much larger subset of youth who are very likely to benefit from intervention. Not all arrested youth represent high risk to public safety, and in fact, thrill-seeking, experimentation, and rebellion are all typical components of adolescent development. These behaviors are often restricted to specific developmental time windows and do not put the public at great risk. They are behaviors, however, that can often result in juvenile justice contact. SB 94 funds a continuum of services beyond secure detention that address the needs of different youth whose behavior, while problematic, does not

represent an immediate threat to society and can be most effectively treated in community settings.

Case Examples: Elaina, John, and Zach. Interpreting tables and figures of risk scores, reasons detained, and placements is a valuable approach to understanding youth involved in the juvenile justice system. What can be lost in this approach, however, is the impact policies and services on actual youth and families. In an effort to illustrate SB 94 impacts, the evaluation team interviewed several youth who are currently at varying points in their post-SB 94 life trajectories. These now young-adults, and in one case his parent, answered questions about their experiences with SB 94 and about their perceptions of its impact on their lives. This section introduces the reader to several of these young adults with a short description of factors that likely contributed to their eventual arrest and participation in SB 94 services. Later report sections highlight more about their SB 94 experiences and outcomes within the context of a larger description of the nature of local SB 94 implementation. Each of these young adults received SB 94 services within the past five years. Names of youth have been changed pictures are not of these youth and are included simply to reinforce the personal nature of the stories. When necessary, identifying information was omitted to protect the privacy of youth who agreed to allow their stories and voices to be used to explain the dynamics of the SB 94 program.

Elaina.



From Violence and Loss to Gangs and Truancy

Elaina is one of thousands of youth exposed to political violence or war in their home country. By the age of four, a civil war claimed the life of her father. She fled the violence with her mother and siblings, living in a refugee camp, and then hotels in the Eastern US before her family was relocated to Colorado. The early years of violence, isolation, poverty, and instability affected Elaina's sense of identity as well as her peer and family relationships.

Elaina eventually found a family...in a gang. Gang loyalty led to fights with opposing gang members. School, which had never captured her attention, became more challenging when she had to be escorted to classes to prevent the fighting. Elaina thought she was just “*at the wrong place at the wrong time*”, but arrests for criminal mischief, criminal trespassing, and alcohol combined with chronic truancy, triggered an array of SB 94 services.

While Elaina’s early years involved exposure to violence and instability, John’s early years were spent with a stable and loving family. His parents had strong work ethics but limited resources and both spent long hours at work. Despite disparate beginnings, both youth made choices that led to encounters with the juvenile justice system.

From Loving but Absent Parents to Bad Decisions

John.

Wondering what went wrong; John’s parents sat in the court room supporting their son through every court hearing. John had a good childhood and a loving family. Unfortunately, John’s parents were rarely home. They didn’t know John spent most of his day smoking pot instead of attending school. By 14, John was a high school dropout heading in the wrong direction.



Looking back, John is amazed that so many people helped him, even when he refused their help. Burglarizing a house resulted in a two-year probation sentence that got longer and longer each time he made another bad decision. With no vision for his future, smoking pot and having fun with his friends was all that really mattered to John. Luckily, his parents and probation officer saw a brighter future for him.

In sharp contrast to John’s experiences within a loving family, Zach experienced abuse and neglect from an early age. His path to the juvenile justice system was one of trauma and then drug use.

Zach.

From Neglect and Abuse to Early Drug Use



Memories are fuzzy, but Zach's family says he was neglected early. After the divorce, there were few good home options. Zach's father beat him with a belt and his step-mother threw him down the stairs. Living with his mom was marginally better. His step-father was verbally abusive and Zach continued to feel abandoned by his mother. After years of abuse and neglect, Zach was befriended by a drug dealer. His parents had no idea their 13 year old son, alone in his room, dropped acid daily.

School is where it all started for Zach, who met his dealer in the school parking lot. Curiosity about cigarettes led to an offer of LSD. Teachers were concerned, but Zach could always explain his dilated eyes and zoned out behavior. By the time he was arrested for having drug paraphernalia on school grounds, he was an addict and skipping school most of the day. The threat of secure detention wasn't enough to stop the addiction. Zach failed his drug tests, again, and again, and again.

These youth stories are incorporated throughout the remainder of the report to illustrate the impact of policies and practices on actual youth involved in the juvenile justice system⁸.

⁸ Pseudonyms are used to protect the privacy of these youth who were brave enough to share their stories. Images are **not** of actual youth but are stock photos provided as a reminder to readers that policies and services affect real youth and real families.

Successful Utilization of the Detention Continuum

Evidence-Based Juvenile Justice Practices

Although the genesis of SB 94 came from a fiscal need to reduce reliance upon secure detention beds, the practice of establishing a community-based detention component is now recognized as not only fiscally responsible, but also evidence-based. SB 94 is no longer an initiative; it is an integrated and essential component of the juvenile justice service system that is used to serve the majority of detained youth. Given the cap on secure detention, it is clear that changes to SB 94 resources would disrupt the success of entire continuum.

DYC uses Five Key Strategies to guide its implementation of evidence-based juvenile justice practice: The Division will provide (1) The Right Services at the Right Time delivered by (2) Quality Staff using (3) Proven Practice in (4) Safe Environments embracing (5) Restorative Community Justice Principles. The SB 94 program enables DYC to successfully implement these strategies by utilizing the entire continuum of detention services and ensuring that the right level of restriction and services are available to youth of widely varying needs. The SB 94 program funds placement screening, and community-based services. This continuum of services provides the opportunity to maximize positive youth outcomes by reserving limited secure detention beds for youth who are a real risk to community safety and by providing less dangerous youth with individualized, need-based services in less restrictive, community-based settings.

The utilization of a continuum of services rather than primary dependence on secure detention is supported by a large body of juvenile justice and adolescent behavioral research. Longitudinal juvenile justice research has identified a strong association between juvenile justice entanglement in adolescence and an increased likelihood of an adult criminal career⁹, with stronger effects associated with more restrictive placements. Further, “negative peer contagion” is most potent when youth who are slightly deviant are

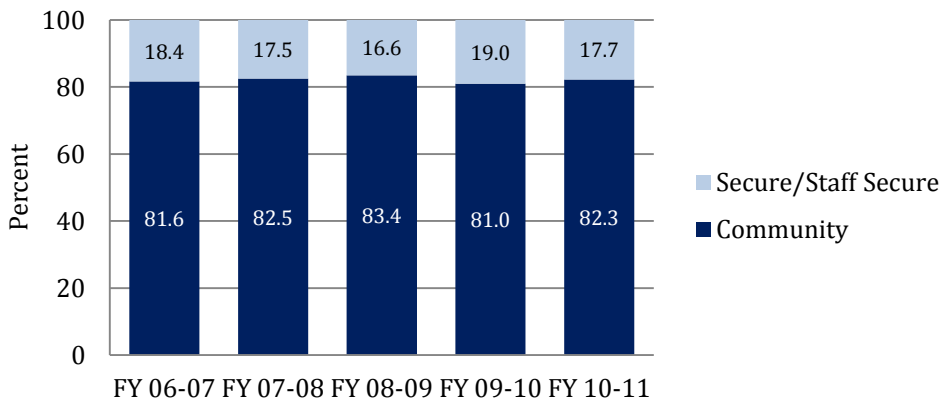
⁹ Gatti, U, Tremblay, R.E., & Viatro, F. (2009). Iatrogenic effect of juvenile justice. *The Journal of Child Psychology and Psychiatry*, 50:8, pp 991-998.

“The most beneficial measures in juvenile delinquency matters appear to be the ones that are centered on the youths’ pre-trial environment and which do not require placement in detention facilities” – Cécile & Born (2009)

grouped with highly deviant youth¹⁰. While NYC’s mission includes the charge to protect, restore, and improve public safety, the adjacent quote underscores the importance of meeting this mission with a continuum of services such as those available through SB 94.

On an average day in FY 2010 – 11, 82.3% of youth received community-based services, while the remaining youth received secure/staff secure detention services (see Figure 8). NYC in conjunction with SB 94 has consistently maintained this high rate of community-based service provision and used secure detention settings to serve less than 20.0% of the detention population over the past five years. This is been possible in large part because of state and community commitment to evidence-based principles.

Figure 8. Percent of ADP Served in the Community and Secure Detention



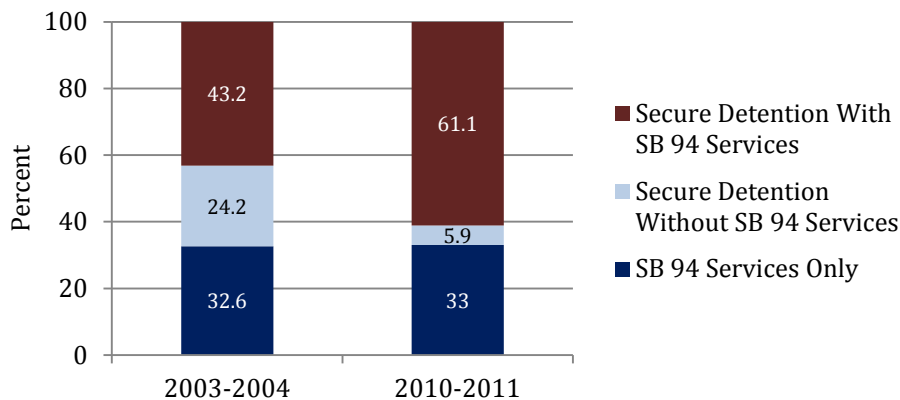
Community based services support two categories of youth: youth transitioning back to the community after stays in secure facilities, and youth participating in community programs instead of confinement. Alternatives to secure detention actually curb crime and recidivism better than secure detention. Research consistently shows that youth detained in secure facilities are more likely to return to secure detention and commitment than youth who received services in a community-based setting, or were not detained at all. Specific studies

¹⁰ Cecile, M., & Born, M. (2009). Intervention in juvenile delinquency: Danger of iatrogenic effects? *Children & Youth Service Review* 31: 12, pp 1217-1221.

cite recidivism rates for juvenile detainees that are about double those for youth served in the community. The literature demonstrates that secure detention alone without supportive community services is not an effective juvenile justice practice. “The... unnecessary use of secure detention exposes troubled young people to an environment that more closely resembles adult prisons and jails than the kinds of community and family-based interventions proven to be most effective.”¹¹

SB 94 is committed to avoiding fiscal expenditures on services known to have minimal positive impact on public safety or youth behavior. Since FY 2003 – 04, the SB 94 program has instituted programmatic changes that resulted in a dramatic shift in the provision of community based services for youth who also have secure detention stays. Figure 9 demonstrates this change in practice. While the percent of youth receiving *community* services without a secure detention stay remained constant, the proportion of youth with secure detentions stays who *did not* receive SB 94 community based services dropped from 24.2% to 5.9%. This shift reflects a growing reliance on the evidence-based principle that dictates the inclusion of community based support for all youth in effective juvenile justice practice.

Figure 9. Provision of Community Based Services and Secure Detention

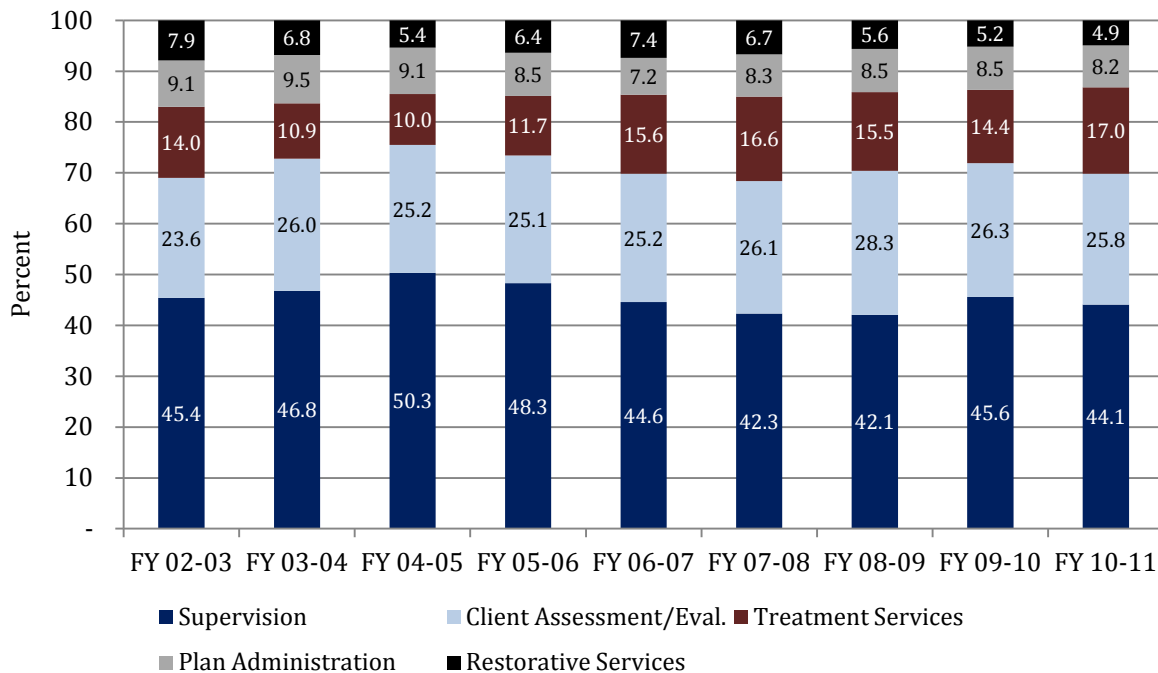


¹¹ Holman, B. & Ziedenberg, J. (2006). [The dangers of detention: The impact of incarcerating youth in detention and other secure facilities.](http://justicepolicy.org) Justice Policy Institute Report, Accessed at <http://justicepolicy.org> on September 14, 2011.

LEVEL OF FUNDING AND EXPENDITURES

Community-based services vary in cost and effectiveness. Unfortunately, the most effective services are often the most costly. Annual fluctuations in funding may impact the year to year expenditures for the most effective practices. It is clear from Figure 10 below that the percentage of the overall budget spent on each type of expenditure is closely related to the overall SB 94 budget. In general, Client Assessment/Evaluation, Restorative Services, and Treatment Services include evidence based components that have been consistently linked to positive youth outcomes and life-time cost savings to social systems¹². As the SB 94 budget decreased in FY 2003 – 04 and FY 2004 – 2005, the percentage of funding spent on supervision increased while the percentage spent on treatment decreased. As the budget increased in subsequent years, this trend was reversed and a lower percentage of the budget was spent on supervision while a higher percentage was spent on evidence-based treatment.

Figure 10. Percent of Allocated Funds by Fiscal Year

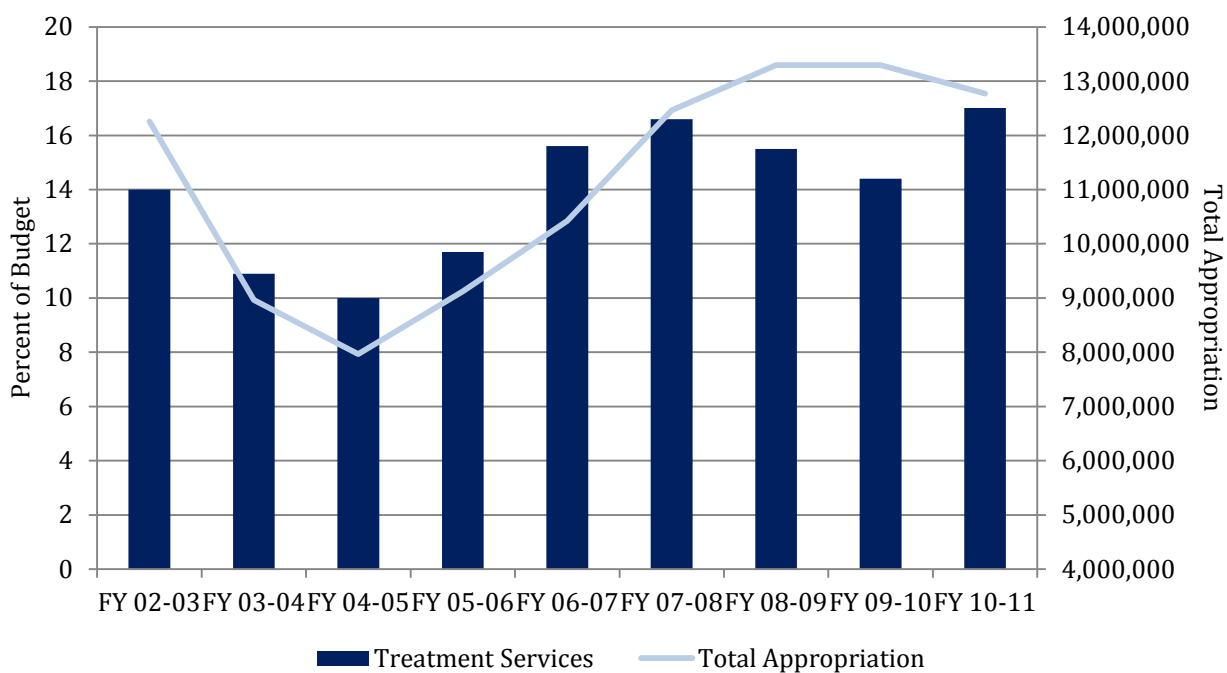


¹² Drake, E. (2007). Evidence-based juvenile offender programs: Program description, quality assurance, and cost. Washington Institute for Public Policy. Document No. 07-06-1201 Accessed at www.wsipp.wa.gov, September 15, 2011.

Supervision’s proportion of the budget decreased from last year but was not a historic low. Expenditures on restorative services have undergone a fairly steady decline in the past five fiscal years. While restorative services are not associated with as large of a life-time cost savings as treatment services, they are an evidence-based component of effective juvenile justice practice and this decline should be closely monitored.

Figure 11 displays the relation between the total SB 94 appropriation and the proportion of the budget expended on services categorized by each JD as treatment. The percentage of the budget spent on treatment services across the state, reached its highest level during the most recent fiscal year at 17% of the total budget.

Figure 11. SB 94 Appropriation and Treatment Expenditures



USING DATA TO MAKE SERVICE DECISIONS

Juvenile Detention Screening and Assessment Guide (JDSAG)

Using empirically validated screening and assessment tools is an evidence based practice that both NYC and SB 94 have implemented state wide. Part of the SB 94 program’s efforts to provide the right service at the right time includes using the JDSAG to determine the appropriate level of placement. A critical element for successful implementation of the

JDSAG is the ability for local staff to over-ride placement decisions. The strength of this model is that it provides an objective data-driven placement recommendation, but allows local communities the flexibility adapt the recommendation to individual youth needs and local resources. No instrument can capture every element of risk; local flexibility becomes particularly important for outlying cases, i.e. a young youth who is screened home, but who has no stable adult or home to which he can release.

A positive indicator of appropriate placement decisions utilizing the JDSAG would be a high degree of agreement between the screening and actual placements. Fiscal year 2010-11 indicators look strong, with an overall agreement of 84.4% between screening recommendation and actual placement. Similar to last fiscal year, the lowest levels of screening/placement agreement were for youth screened to ‘staff-secure detention’ or ‘residential/shelter’. In both cases, the majority of youth were placed in secure detention which likely reflects SB94 staff utilizing the next best option in locally available placement. During FY 2010-11 there were not a large number of staff-secure beds available for actual placement. There were none available in the Central region, eight available in the Northeast, five in the South and three in the West. The statewide total of 16 beds means that only 3.3% of the overall detention cap beds were staff-secure. This goes a long way to explaining why this placement recommendation was rarely followed. The number of existing shelter beds placements was not available. Table 5 below depicts the percent of youth whose placement matched their screening recommendation, or who were placed instead, in a more or less restrictive environment.

Table 3. Agreement between JDSAG Screening Level and Actual Initial Placement

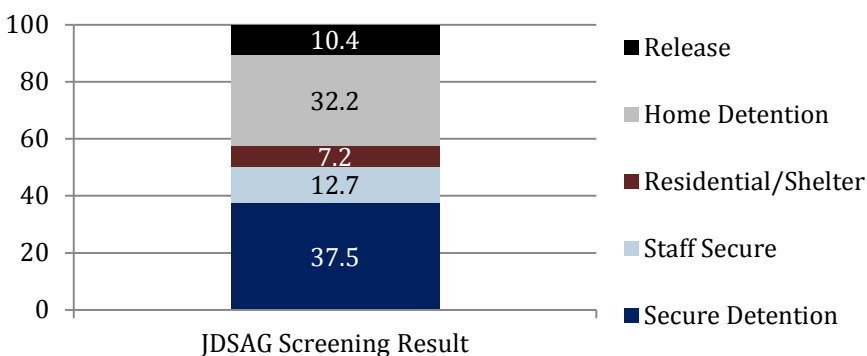
Screening Level	Percent Placed In:		
	Match	More Secure	Less Secure
Secure Detention – Level 1	94.1	0.0	5.9
Staff Secure Detention – Level 2	3.4	88.2	8.4
Residential/Shelter – Level 3	4.6	45.6	49.8
Home Services – Level 4	37.7	43.6	18.7
Release – Level 5	49.8	50.2	0.0

Colorado Juvenile Risk Assessment (CJRA)

As mentioned earlier, the CJRA pre-screen is a measure of the youth's risk of reoffending and is completed for youth who enter secure or staff-secure detention. The CJRA pre-screen risk score is not usually available when making a placement decision and has not until this year been compared to JDSAG placement recommendations. These two instruments measure very different constructs but looking at the two together may inform over-ride practices by local jurisdictions. Of particular interest are youth who are placed in secure detention, but appear not to need this level of placement based on two major indicators of high security needs: mandatory holds and high risk CJRA pre-screen score.

Figure 12 below depicts the JDSAG *recommended* placement of a specific subset of youth who were actually placed in secure detention. These 653 youth scored as low risk on the CJRA pre-screen and did not have a mandatory hold. Youth represented in the 'Secure Detention' category are youth whose JDSAG recommended placement matched their actual placement. The remaining 62.5% of youth were screened as needing a less secure placement (Staff-Secure 12.7%; Residential/Shelter 7.2%; Home Detention 32.2%; and Release 10.4%) but were instead, placed in secure detention.

Figure 12. Recommended Placement for Securely Detained Youth with Low-Risk¹³ CJRA and without a Mandatory Hold



It may be quite beneficial to take a more in-depth look at these youth to determine if the over-rides were due to youth characteristics at the time of placement or to lack of local

¹³ As previously noted, the CJRA pre-screen outcome category of 'Low-Risk' simply assesses a youth's risk of re-offense based on a very short screening tool. It does should not be interpreted to mean that youth are at low-risk to public safety as compared to risks posed by the general public.

resources available to place youth in the level of care to which they had been screened. Furthermore, it might be beneficial for those completing the JDSAG to understand to a greater extent the results of assessments that occur downstream in the detention process.

Local Administration of State-Wide Initiative

From Conceptualization to Implementation

Local administration is critical for the success of SB 94 for the state, local communities, and the youth. Since the introduction of SB 94 legislation, both state and local officials have contributed to the development of the program. This collaboration was unique 20 years ago and remains an innovative approach that many newer programs have tried to emulate with varying degrees of success.

Colorado's governor has prioritized support for programming that is "efficient, effective, and elegant". The structure and operation of SB 94 makes all three of these objectives possible. System efficiency is increased through the utilization of fiscal agents at the local level who contract with individual service providers. This eliminates the need for DYC to administer contracts with each service provider. Efficiency is also maximized by having a local coordinator and Juvenile Services Planning Committees (JSPC) who are familiar with services in their community and able to access those services for youth. Effectiveness is insured through state oversight and local commitment to the delivery of quality services that employ evidence-based principles and through tracking progress via annual evaluations and legislative reporting. Finally, SB 94 is truly an elegant program that marries local values, culture and youth needs with legislative intent of avoiding or reducing secure detention stays.

*"When the Bill passed our legislators met with the juvenile and criminal justice decision makers locally and asked that we all give it a chance and participate in the fledgling program; which we did with some trepidation."
-SB 94 Original Local Stakeholder*

SB 94 STATE LEVEL OVERSIGHT AND DIRECTION

DYC has authority over the administration of SB 94. DYC provides both programmatic and fiscal oversight. This oversight encourages collaboration, consistency, and accountability across the 22 Judicial Districts in Colorado. Recent oversight activities include JD plan reviews, coordination of statewide meetings, an inventory of evidence-based principles, and fiscal auditing.

Plan Reviews and Local Coordinator Meetings

Every year the SB 94 Advisory Board reviews the planned activities of each JD for the upcoming year. This in-person plan review provides an opportunity for board members, the local JD coordinator, and other stakeholders to discuss JD priorities and available state and local fiscal support. In addition, quarterly coordinator meetings bring together the local coordinators from each of the districts. During these meetings, state and local officials share ideas about best and promising practices, service availability, and effective local innovations.

Evidence-Based Principles (EBP) Inventory

DYC established a committee to identify evidence-based principles in the juvenile justice literature. The committee subsequently developed an inventory that can be utilized by local JDs and their SB 94 partners to evaluate the extent to which local programming efforts incorporate evidence-based principles. To date, three JDs (the 1st, 11th, and 21st) have completed the inventory. The inventory is designed to be informative, not punitive, providing JDs with information that can be utilized to improve service delivery and outcomes.

Fiscal Oversight

DYC implemented a fiscal monitoring process in FY 2008 – 09. A contracted “monitor” visits all JDs to assist them in the use of SB 94 resources to achieve the most effective programming possible. The DYC monitor reviews each district using three sets of records:

- Client files – review ensures that youth are properly assessed (JDSAG and CJRA pre-screen) and are eligible for SB 94 services
- Employee files – review ensures adherence to state employment guidelines for individuals (e.g. local coordinator, case managers) employed by the local fiscal agent.
- Financial records - review ensures that generally accepted accounting principles are employed and that supporting documentation is in place for all SB 94 expenditures. Funds are tracked down to the individual youth on whom they were spent.

“Local control allows each juvenile services planning committee to design a menu of services that best fits the needs of their district and their allocated resources.”
 -Former SB 94 Statewide Coordinator

The monitor compiles all information into a report and requests an action plan from the JD to address anything that does not meet contracting guidelines. The monitor also provides training and technical assistance to the JDs to help improve and enhance business practices at the local level.

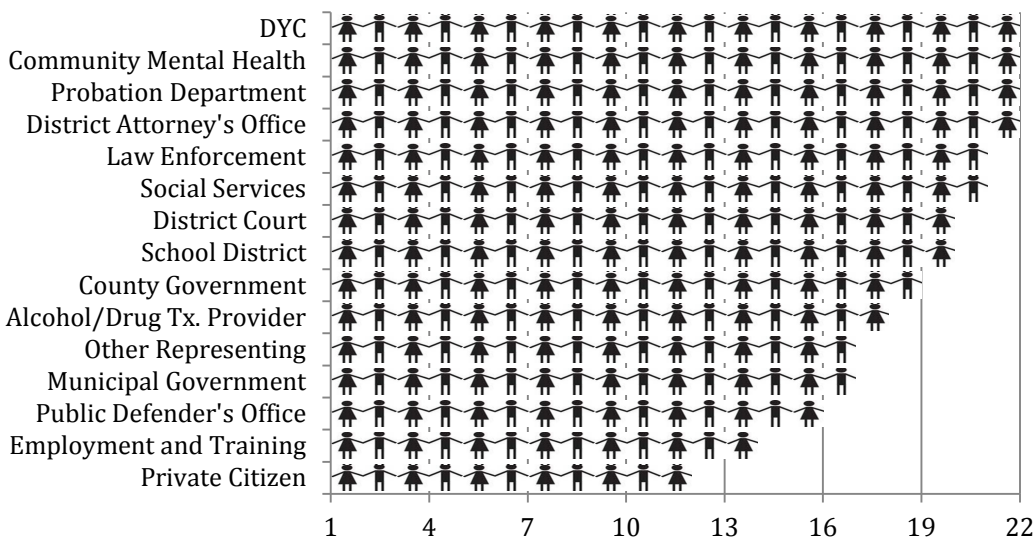
LOCAL ADMINISTRATION: REFLECTING THE VALUES AND STRENGTHS OF LOCAL COMMUNITIES

While the state provides oversight, each JD is able to operate with a great deal of autonomy to best meet the need of the youth in their community. Individuals in the communities come together to write their plans and execute them. They are able to establish some of their own goals and work toward accomplishing the standardized goals.

Interagency Collaboration

Each JD is required to have a JSPC. These planning committees set the JD funding priorities that are submitted in their annual plan. The JSPCs are comprised of members from a variety of agencies that collaborate to deliver an integrated array of services to youth at risk of further involvement with the juvenile justice system. Figure 13 shows the number of JDs with each agency type represented on their JSPC.

Figure 13. JSPC Membership Across Districts



The JSPC in every JD has representation from The District Attorney's Office, Probation, DYC, and Community Mental Health. Other agency types are represented on the majority of JSPCs. This interdisciplinary approach is critical to the effectiveness of SB 94 at the local level because it provides an opportunity for interagency communication and collaboration around the complex needs of the youth served by SB 94.

*"While it is important to ensure local jurisdictions are held accountable to utilizing resources responsibly it is necessary to ensure that there is flexibility regarding how local jurisdictions utilize SB 94 resources to meet the community's and youth's needs most appropriately."
-Juvenile Court Judge*

Other legislative initiatives such as HB1451 have sought to emulate this kind of cross system dialog¹⁴. In areas where HB1451 is funded, there is a great deal of collaboration between the two initiatives to provide the best services possible to the youth in those communities.

Progress in Achieving Judicial Goals

Previous annual reports have indicated a great deal of success in accomplishing the three program goals historically measured. Statewide data indicate that the JDs performed extremely well on three identified objectives:

1. High rates of youth who complete services without failing to appear at court hearings (98.0%)
2. High rates of youth who complete services without incurring new charges (97.0%)
3. High rates of youth who complete services with positive or neutral reasons for leaving SB 94 programming (91.5%)

The current goals for the programs have been consistently met over the past few years and are so close enough to 100% that there is little room for improvement. It appears time to revisit the definitions and focus district attention on new areas for improvement and progress.

¹⁴ HB1451 supports a collaborative management process for services addressing the needs of youth involved in multiple community based agencies.

The following two figures display the categories of leave reasons for all youth who completed SB 94 services (Figure 14) and then the specific leave reasons associated with negative terminations (Figure 15).

Figure 14. Statewide Leave-Reason Categories

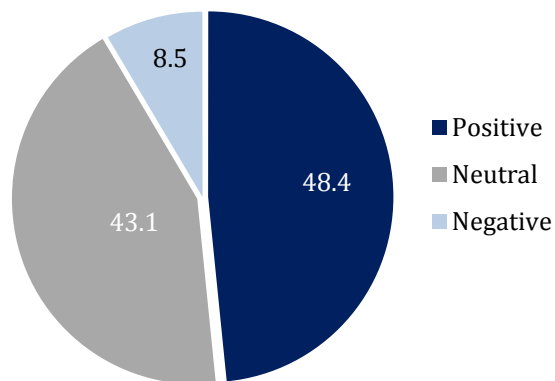
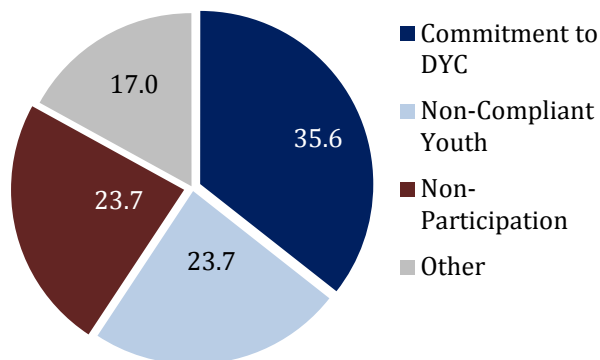


Figure 15. Specific Leave Reasons: Negative Terminations*



*Specific Leave Reasons presented for the 8.5% of youth with 'Negative' Leave Reasons statewide.

LOCAL CONTROL ENHANCES ABILITY TO TAILOR SERVICES TO YOUTH'S SPECIFIC NEEDS

In the previous section three youth were introduced to describe the heterogeneity of the individuals served by SB94. In this section, the experiences of these same three youth will be used to illustrate the nature of the services provided through the program. Each JD has the ability to contract with service providers to ensure that the youth in their community are provided with the specific set of services they need. This allows districts to focus resources on the specific needs of their local populations, but is somewhat limited by the fact that not all services are available in all areas and traveling for services may not be possible for all families.

Elaina.

From a Bad Crowd; Now Believing in Herself, At Age 21

"I had hit a point in life where I wanted to just give up and not move forward, but my BEST officer, Curt, didn't give up on me like everyone else." –Elaina

When Elaina's family moved to Colorado they settled in a low income housing development in a fairly large city. It was in this neighborhood that Elaina first met friends who were getting in trouble. She was not swayed by some early attempts to change her behavior, and it was not until after her first weekend detention stay that Elaina was able to accept the help that was being offered to her.

Elaina was connected with a mentoring program and bonded with her mentor. He visited her at school and made sure she was attending. He instilled in her that she was worth something and could succeed. Eventually, Elaina graduated from the mentoring program, from high school and probation. She has gone on to earn an associate's degree in criminal justice. While in college, she did an internship with her former probation officer. Elaina is looking forward to enlisting in the army as an officer and pursuing a career in criminal justice.

Some SB94 services go beyond just youth services and help the family as well. Through SB94, families are linked to the services that they need most. John's mother was also willing to share her perspective on the services John and his family received.

From Involvement in a Complex System to GED and Job Corp

John.

John's mother Sofia moved to the United States from Guatemala. She was devastated to learn her son was getting into trouble. SB 94 connected the family with an array of services that helped them negotiate the court proceedings and the post-sentencing requirements placed on John.

*"Eventually I want to graduate Job Corp, save some money, and go to Mesa State College, maybe for construction management or psychology. My parents are proud of me now. Lately I've been doing really well and want to stay that way." –
John*

John, now age 21, has completed his GED and is a few months away from graduating from a Job Corp program with certificates in carpentry and facilities management. He has also returned to the SB 94 program.... This time John is acting as a volunteer providing mentoring for youth who will hopefully, avoid some of the mis-steps that he took on his road to a brighter future.

Many of the youth interviewed reported that it was one type of specific type of service or one individual who helped them turn the corner to a better life. Interagency collaboration at the local level makes it possible for youth to receive several types of services from the same provider.

Zach.

*Services Tailored to Zach's Needs;
Now with a Scholarship at Age 18*

*"I have a picture in my room that basically says 'no weed means a better life, but smoking leads to a hole' and it reminds me that it's not worth it."
-Zach*

Upon release from secure detention, Zach was enrolled in a program near his home that provided intense supervision, monitoring, and comprehensive educational and life skills to at risk juvenile offenders and their families. The aim of these services was to reduce recidivism, increase successful academic achievement and promote positive interventions for youth as they develop self-sufficiency skills within the community.

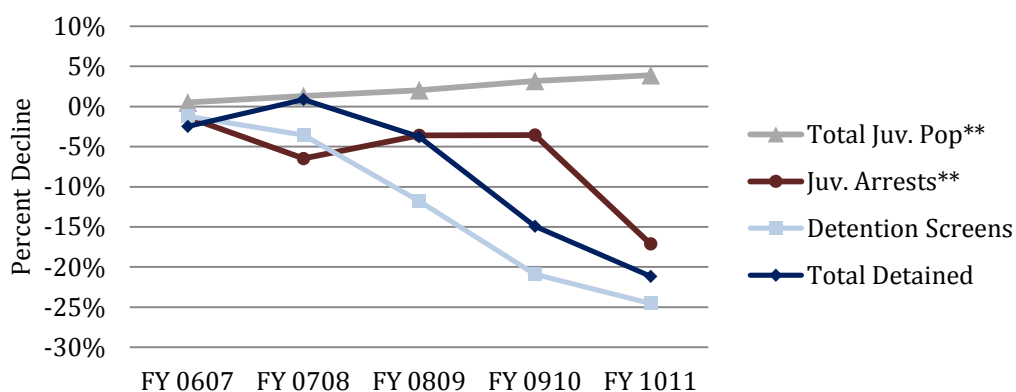
Zach completed his GED and finished a summer program with AmeriCorps that helped him get CPR certified and a grant for college. He is hoping to do another AmeriCorps program this fall that will provide him with a stipend and grant to attend a local community college.

Historic Indices of SB 94 Performance – Secure Bed Utilization

Trends in Secure Detention and Commitment

Since FY 2006 - 07, use of secure detention has consistently declined; a trend that coincides with the restoration of SB 94 funding. This steady decline has continued despite juvenile population growth and cannot be fully accounted for by the statewide decrease in juvenile arrest rates (see Figure 16). For example, from FY 2008 – 09 to FY 2009 – 10, juvenile arrests declined by 3.6% while secure detention admissions declined by 14.9%. While less dramatic, secure detention admissions also declined more than juvenile arrests between FY 2009 – 10 and FY 2010 – 11.

Figure 16. Percent Change Over Time



*Note that this figure denotes percent change from one year to the next; not actual values or rates. For example, the first data point in the FY 0607 Total Juvenile Population trend line is 0.5% indicating that the total juvenile population in Colorado had increased a half percent from the prior year.

**Data only available for calendar, not fiscal year

While the intent of the SB 94 legislation was to reduce the reliance on secure detention and provide a greater proportion of services in the community, the fact remains, that in the interest of public safety, placement in secure detention is sometimes necessary. The following section describes how secure beds have been used historically and in the past fiscal year.

INDICES OF SECURE BED UTILIZATION

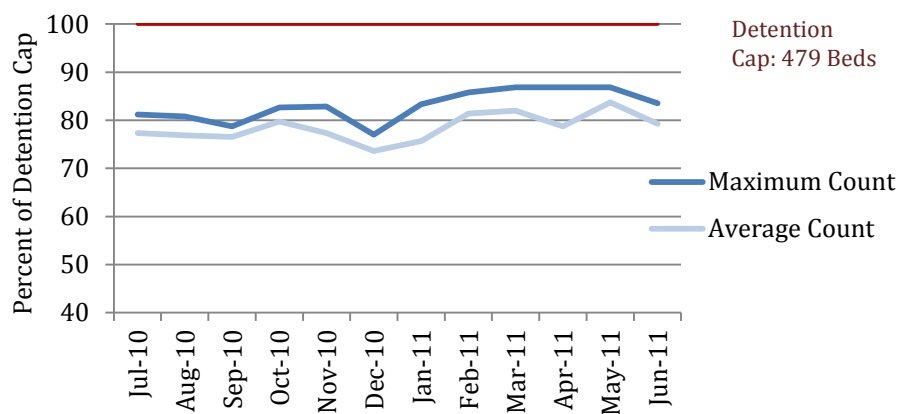
DYC developed a set of key indicators to describe the utilization of secure youth services across the state. Five indicators describe the secure end of the detention continuum.

- **Maximum Beds Used:** refers to the maximum number of beds used at any point during the day and describes day to day variability in bed use.
- **Days At or Above 90% of Bed Capacity:** serves as an indicator of the level of strain facilities and districts experience in managing secure 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 secure detention and the workload of processing those youth as they enter and leave the facility.
- **Length of Service (LOS):** measures the time that youth spend in secure detention between the point of admission and release.
- **Average Daily Population (ADP):** serves as a historical indicator of secure detention bed use. ADP documents trends over time in the use of secure detention

Maximum Beds Used

Both the maximum and the average of maximum beds used can be computed. The Maximum bed use is the highest number of youth in secure detention at the same time during the day. Statewide fiscal year data is presented using the *maximum* of the daily maximums; the highest maximum daily count across the year, and the *average* daily maximum; the annual average of each day's daily maximum.

Figure 17. Beds Used: Percent of Detention Cap

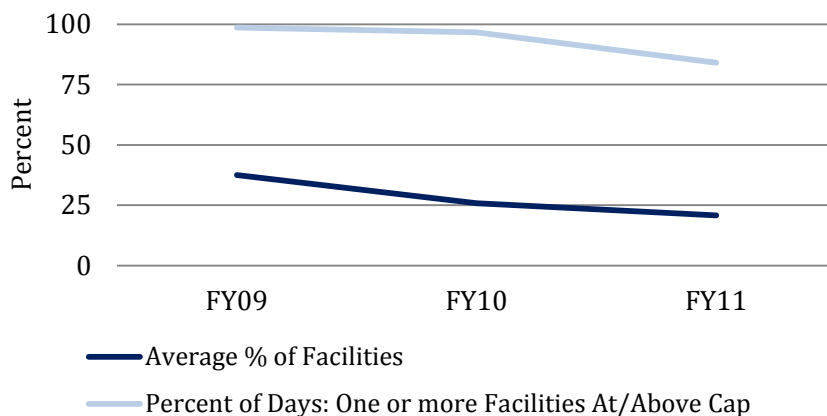


The maximum of the daily maximum count was 416 beds used (86.8% of the 479 bed detention cap). DYC reached this statewide high on three days during FY 2010-11; one day each in March, April, and May. Nine out of the top ten utilization days fell within these spring months. The average daily maximum was 376 beds use (78.5% of the detention cap). This represents very little change from last year's average daily maximum of 385 (80.3% of the detention cap). The minimum number of secure detention beds used at any one time was 297 (62.0% of the detention cap). This low occurred in late December. The ten lowest utilization days occurred in late December/early January.

Days At or Above 90% of Cap

This measure indicates the amount of time that the state, district, facility, or region was at or above 90% of its bed allocation. Greater percentages indicate that DYC is operating under a high degree of strain. The statewide maximum bed use did not reach 90% of the cap on any day of the fiscal year. There were, however, five districts (the 19th, 2nd, 15th, 8th and 13th) and two facilities (Platte Valley and Gilliam) that were operating under this high degree of capacity strain for the majority of the year¹⁵. On average, 2.5 (21.2%) of facilities were at or above the 90% capacity on any given day and there was at least one facility at or above 90% of cap on 307 days (84.1%). These figures add to a consistent trend in reduced utilization of secure/staff secure detention placements over the past few years. (Please see Appendix A for additional Tables and Figures).

Figure 18. At or Above Detention Cap



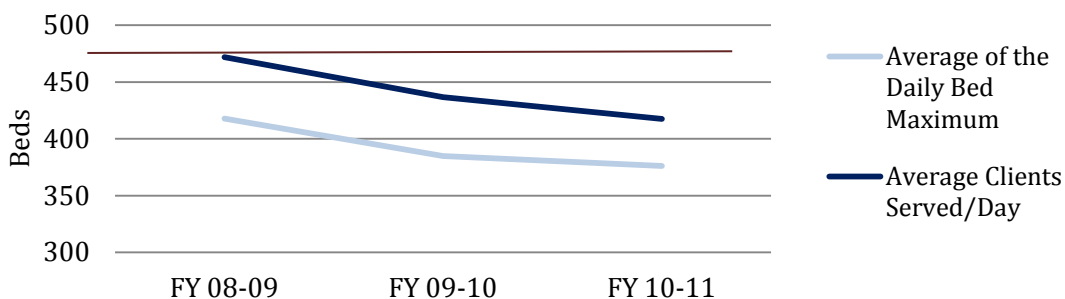
¹⁵ Days at or above 90% of the cap met or exceeded the majority of the year: defined as 183 days.

Total Client Load

This is a measure of the total number of youth served by DYC in a given time period. Statewide fiscal year data is presented using the total number of youth served annually, and the average number served each day of the fiscal year. It is important to pair Maximum Bed Use with Total Client Load because the overlay demonstrates that more clients are served *in total* each day that are being served *at any given time point* during the day (see Figure 19 below). The overall decrease in maximum bed use and client load over the past few years has continued. During this fiscal year, the total client load averaged 417.6 youth per day. This is down 4.4% from last fiscal year, and represents an average client load that is 87% of the secure detention cap. On average, DYC processed 46.1 new admissions/releases per day. The difference between Average Daily Maximum and Average Daily Clients Served represents not only the additional youth served in a day by DYC, but also the resources (i.e. screening, processing, facility management, etc.) needed to transition between multiple admissions and releases; as different youth may occupy the same bed at different times within one day. This is the third fiscal year for which total client load is available as a population indicator.

DYC previously identified 85% of maximum capacity as optimal for efficient operation. Maximum bed use and total client load indicated that statewide, DYC effectively operated near this optimal capacity.

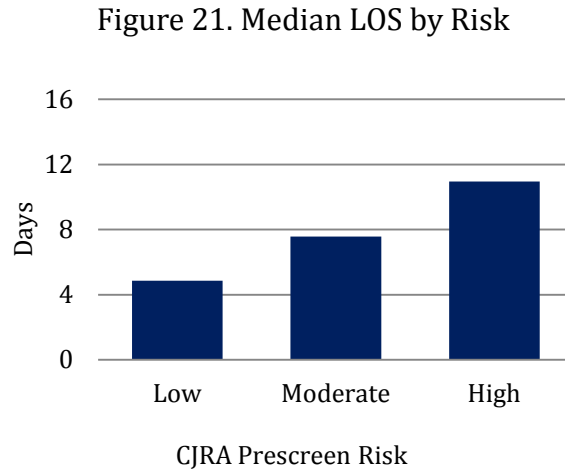
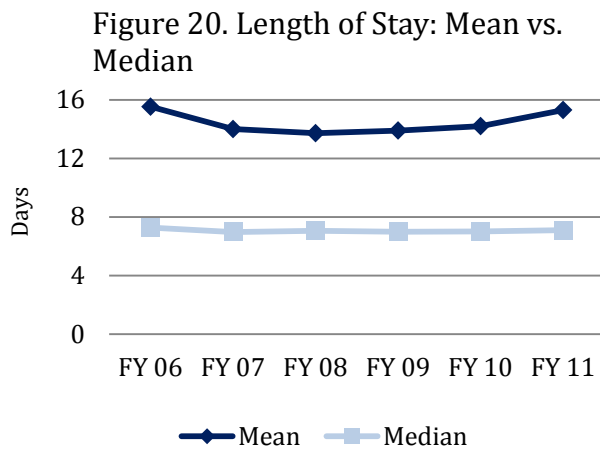
Figure 19: Detention Bed Use



Length of Service

In prior years, the secure detention length of services (LOS) has been reported as an average or mean. Because LOS data is statistically skewed, it is not appropriate to use the mean as a measure of central tendency. Using a *median* LOS provides a measure that is far less influenced by outliers and gives a more accurate depiction of LOS trends over time. There is a substantial difference in the LOS when the median is used in place of the mean. In the most current fiscal year, there was an average LOS of 15.3 days whereas the median LOS was 7.1 days. The average LOS is greatly inflated due to a small number of youth who remain in secure detention for extensive periods of time. There were 81 youth who had secure detention stays over 100 days with a maximum of 711.0 days. These relatively rare cases have undue influence on the interpretation of a “typical” secure detention stay. The LOS figure below shows that the *average* LOS has increased somewhat over the past few years. The *median* LOS, however, is stable across the past five years. The fiscal year 2011 median of 7.1 days is only slightly below the five-year high of 7.3 days, and slightly above the five-year low of 7.0 days.

Dividing youth into groups based on risk level provides a more complete picture of LOS. As expected, LOS was positively related to level of assessed risk. Youth whose CJRA pre-screen scores indicated ‘Low’ risk had a median LOS of 4.9 days, while youth with ‘Moderate’ and ‘High’ CJRA scores had median stays of 7.6 and 11.0 days respectively. Similarly, youth who were in secure detention based on a mandatory hold (indicating the District Courts and not NYC determines LOS) had a slightly longer median stay (8.0 days) than youth who were not detained on a mandatory hold (5.9 days). Median LOS also varied widely across judicial districts, ranging from a low of about 4 days to a high of almost 18 days, with a more narrow range seen across facilities (5.0 days to 14.0 days).



Average Daily Population

As indicated in past reports, within the constraints of the bed cap, Average Daily Population (ADP) is no longer a meaningful indicator of change in secure detention use by the state of Colorado. The existence of maximum allowable utilization dictates that a calculated average will always be below that set cap. The average daily population could only meet the cap if all districts relied heavily on emergency releases and operated at maximum capacity every day. The imposed constraint on the metric means that changes in secure detention ADP over time can no longer be interpreted as indicators of changing trends in need or policy. ADP does not capture the actual number of youth served in secure detention, nor the workload associated with moving youth in and out of secure detention. Further, the status of detention covers a continuum of settings and services. As this and prior reports have consistently shown, the majority of detained youth are served outside of secure detention facilities. Making budgeting decisions for an entire juvenile justice system based on the average, legally constrained size of the securely detained population (which is less than 20% of the population served) does not set the stage for accurate conclusions or evidence-based treatment of Colorado’s juvenile justice population. The ADP for the fiscal year is presented with other historical trends in the appendix simply to provide historical continuity.

The commitment ADP is not artificially constrained by a cap. The residential commitment ADP for FY 2010 – 11 was 1,041.3. Please see Appendix B for historical trends.

Conclusions & Recommendations

Twenty years ago, the Colorado Legislature initiated SB 94. Since then the program has grown from a local pilot project to a state wide initiative serving thousands of youth. Local communities rely on the program to provide needed services to youth and to avoid placing these youth in secure detention facilities which are often located outside of the youth's own community. The implementation of SB 94 helped propel Colorado's juvenile justice system toward an evidence base model where screening and assessment are used to make treatment and placement decisions and the majority of clients are served in the community.

On any given day the vast majority of youth in the detention system are being served in the community (82.3% this fiscal year). Additionally, nearly all youth receive some community based services funded by SB 94. These services are either in lieu of detention or in combination with a secure detention admission to aid with the transition back to the community. It is in the community that youth can access evidence-based treatment. Without these services available in the community it is quite likely that the reliance on secure detention would increase.

It is clear in looking at the trends in funding allocations that as funding increases so does the percentage of the SB 94 budget that is spent on treatment services. As funding decreases the proportion of the budget dedicated to supervision increases at the expense of treatment spending. This suggest that in lean budget years communities are forced to address only short term public safety needs (by monitoring the youth in the community) and not the long term benefits of providing treatment to these youth. The Washington Institute of Public Policy has stated definitively that supervision models do not result in savings to society long term¹⁶. Youth are not less likely to continue involvement with the juvenile and adult criminal justice systems after participating in supervision only

¹⁶ Drake, E. (2007). Evidence-based juvenile offender programs: Program description, quality assurance, and cost. Washington Institute for Public Policy. Document No. 07-06-1201 Accessed at www.wsipp.wa.gov, September 15, 2011.

programs. This finding points to the critical importance of maintaining SB 94 funding at levels where both treatment and supervision needs can be met.

RECOMMENDATIONS

For the past several years the JDs' successes in achieving the three system wide performance goals have been extremely high. It seems that now is the time to set forth new goals for JDs to achieve. To date, three JDs have voluntarily participated in the EPB inventory process. Other JDs likely would benefit from participation as well. While the process has been strictly informative to this point, it might be possible to incorporate into new goals for the Judicial Districts.

In coming years it might prove valuable to look more closely at the provision of "right service at the right time" across the detention continuum. It will be necessary to link both services and expenditures to individual youth and then compare them to their risk assessments. This would allow for a more systematic evaluation of whether youth are getting services and dosages that are tied to their needs as identified by validated risk assessments. One of last year's evaluation report recommendations was to assess the need for training on the full CJRA assessment. Completing the entire CJRA might aid the JDs in treatment planning that is focused on the youth's needs and also contribute to the evaluation of service delivery. The creation of "Detention Episodes" that follow a youth from arrest through discharge from SB94 programming and include all services a youth encounters (e.g. treatment, supervision, secure detention) would allow for a more comprehensive evaluation of how effective the detention continuum is at utilizing the least restrictive environment possible to ensure public safety.

Another goal would be to explore subgroups of youth who participate in the program. Questions could be answered regarding whether youth who are placed in secure detention, youth who only receive community based services, youth who vary in their risk of reoffending, youth who are screened and placed at discrepant levels have outcomes that differ from one another.

Only about a quarter of juvenile arrests result in a JDSAG screening. It might prove valuable to look at profiles and trajectories of all youth who are arrested to ensure that all at risk youth are receiving needed services, whether through DYC, SB 94, or other community systems. This addition could add to a more complete picture for an of the juvenile justice continuum.

Appendix A: Secure Detention Bed Use

DAYS AT OR ABOVE 90% OF CAP

Table A1. Percent Days at Cap for Districts, Facilities, and Regions

Figure A1. Percent Days at Cap for Districts, Facilities, Regions and Statewide

LENGTH OF SERVICE

Table A2. Median LOS by facility FY 2010-11

Table A3. Median LOS by JD FY RY 2010-11

AVERAGE DAILY POPULATION

Figure A2. Detention ADP: Historical Trends

Appendix B: Commitment Average Daily Population

Figure B1. Commitment ADP: Historical Trends

Appendix C: JDSAG Results

SCREENING VS. PLACEMENT

Table C1. JDSAG Screening vs. Actual Placement

Table C2. JDSAG Screening and Actual Placement Match

Table C3. JDSAG Level Key

Appendix D: Judicial District Goals and Outcomes

Table D1. Achievement of Plan Objectives by JD: Preadjudicated Youth

Table D2. Achievement of Plan Objectives by JD: Sentenced Youth

Table D3. Central Region Unique Goals: Target and Outcome by District

Table D4. Northeast Region Unique Goals: Target and Outcome by District

Table D5. Southern Region Unique Goals: Target and Outcome by District

Table D6. Western Region Unique Goals: Target and Outcome by District

Appendix E: Demographic Characteristics of Youth Served by SB 94

Appendix F: Copy of JDSAG

Appendix G: Copy of CJRA Prescreen

Appendix A: Secure Detention Bed Use



Table A1. Percent Days at or Above 90% of Cap for Districts, Facilities and Regions. The relative bed allocation and the percent days are used to obtain weighted averages for Districts and Facilities within Regions.

Percent of Days At or Above 90% of Cap																	
District/Facility and Region	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	FY 10	FY 11	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	FY 10	FY 11	
Cap	% Days	Cap	% Days	Cap	% Days	Cap	% Days	Cap	% Days	Cap	% Days	Cap	% Days	Cap	% Days	Cap*	% Days
Central Region																	
1st Jefferson	56	35.0%	56	31.0%	56	66.8%	56	57.5%	55	14.5%	55	19.2%	55	0.8%	55	1.1%	
2nd Denver	92	32.5%	92	65.5%	92	72.6%	91	63.6%	82	91.5%	73	85.2%	73	44.1%	73	81.6%	
5th Summit	5	16.4%	5	22.7%	5	52.9%	5	42.7%	5	32.0%	5	34.5%	5	8.5%	5	3.3%	
18th Arapahoe	73	23.4%	73	39.7%	73	80.8%	74	77.8%	80	56.6%	84	55.5%	84	34.8%	78	0.3%	
District Weighted Average	226	29.8%	226	47.7%	226	73.4%	226	66.3%	222	58.5%	217	55.8%	217	28.7%	211	28.7%	
Gilliam YSC	70	37.6%	70	58.1%	70	68.8%	70	60.3%	73	82.2%	73	79.2%	73	30.4%	73	63.0%	
Marvin Foote YSC	96	20.4%	96	42.2%	96	77.5%	96	74.0%	96	60.4%	92	56.4%	92	31.5%	89	4.1%	
Mount View YSC	60	16.4%	60	29.6%	60	57.5%	60	44.7%	60	15.3%	60	17.3%	60	0.0%	60	1.6%	
Facility Weighted Average	226	24.7%	226	43.8%	226	69.5%	226	62.0%	229	55.5%	225	53.4%	225	22.7%	222	22.8%	
Central Region	226	7.7%	226	31.5%	226	73.7%	226	58.1%	229	48.6%	225	49.6%	225	6.8%	222	1.1%	
Northwest Region																	
8th Larimer	20	56.9%	20	71.0%	20	68.5%	20	72.1%	20	88.5%	20	90.1%	20	99.2%	22	67.7%	
13th Logan	9	32.1%	9	57.5%	9	66.3%	8	69.9%	8	67.5%	7	80.8%	7	44.9%	6	57.3%	
17th Adams	32	17.9%	32	54.0%	32	62.2%	33	56.4%	36	71.8%	36	54.3%	36	27.7%	39	2.5%	
19th Weld	24	60.9%	24	86.3%	24	95.6%	25	89.0%	28	92.3%	29	81.6%	29	72.9%	29	86.3%	
20th Boulder	21	0.7%	21	14.0%	21	56.4%	21	46.0%	21	39.3%	21	39.2%	21	31.5%	19	9.6%	
District Weighted Average	106	32.8%	106	56.9%	106	70.2%	107	65.9%	113	73.5%	113	66.5%	113	53.7%	115	40.1%	
Adams YSC	28	25.2%	28	63.0%	28	71.5%	29	62.5%	29	66.6%	29	50.1%	29	22.7%	29	7.7%	
Platte Valley YSC	69	26.3%	69	58.1%	69	89.6%	69	86.0%	69	92.1%	69	86.8%	69	82.7%	68	69.3%	
Remington	9	16.4%	9	37.5%	9	41.4%	9	42.5%	8	50.3%	8	46.8%	8	41.4%	8	7.9%	
Facility Weighted Average	106	25.2%	106	57.6%	106	80.7%	107	76.0%	106	82.0%	106	73.7%	106	63.2%	105	47.6%	
Northwest Region	106	11.7%	106	50.7%	106	77.8%	107	66.0%	106	79.5%	106	59.2%	106	57.0%	105	25.5%	

Appendix A: Secure Detention Bed Use

Table A1 (Continued).
Percent Days at or Above 90% of Cap for Districts, Facilities and Regions. The relative bed allocation and the percent days are used to

District Facility and Region	Percent of Days At or Above 90% of Cap											
	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	FY 10	FY 11	Cap*	Days	%	
Southern Region												
3rd Huertano	2	2	2	2	3	3	3	3	3	3	67.4%	2
4th El Paso	58	58	58	58	58	58	58	58	58	58	28.2%	59
10th Pueblo	25	25	25	24	22	22	22	22	22	22	16.2%	20
11th Fremont	8	8	8	9	9	11	11	11	11	11	21.8%	12
12th Alamosa	6	6	6	6	6	6	6	6	6	6	47.7%	5
15th Prowers	3	3	3	2	2	2	2	2	2	2	72.3%	2
16th Otero	4	4	4	4	4	4	4	5	5	5	22.7%	6
District Weighted Average	31.8%	36.7%	53.4%	32.3%	44.6%	35.1%	44.6%	35.1%	107	107	27.8%	106
Pueblo YSC	36	36	36	42	40	40	42	42	42	42	3.3%	41
Spring Creek YSC	66	66	66	58	58	58	58	58	58	58	29.9%	59
Staff Secure	4	4	4	6	6	6	6	6	6	6	34.0%	5
Facility Weighted Average	22.2%	37.0%	54.9%	30.3%	39.0%	25.0%	39.0%	25.0%	106	106	19.6%	105
Southern Region	106	106	21.1%	106	40.5%	106	17.3%	104	19.4%	106	4.9%	106
Western Region												
6th La Plata	6	6	6	6	6	6	6	6	6	6	56.2%	7
7th Montrose	6	6	6	6	6	6	6	6	6	6	87.4%	7
9th Garfield	7	7	7	7	6	6	6	6	6	6	15.6%	7
14th Rout	4	4	4	4	4	4	4	4	4	4	6.8%	4
21st Mesa	15	15	15	15	15	15	15	17	17	17	30.7%	18
22nd												
Montezuma	3	3	3	3	3	3	3	3	3	3	89.9%	4
District Weighted Average	53.2%	43.1%	58.3%	63.0%	52.0%	49.4%	42	49.4%	42	42	39.0%	47
Grand Mesa YSC	24	24	24	24	24	24	24	24	24	24	4.4%	33
Denier YSC	9	9	9	9	9	9	9	9	9	9	46.3%	11
Staff Secure	8	8	8	8	7	7	7	7	7	7	74.8%	3
Facility Weighted Average	39.1%	48.6%	51.3%	54.4%	38.7%	40.2%	42	40.2%	42	42	16.7%	47
Western Region	41	41	23.3%	41	28.8%	40	40.8%	40	16.9%	42	27.7%	42

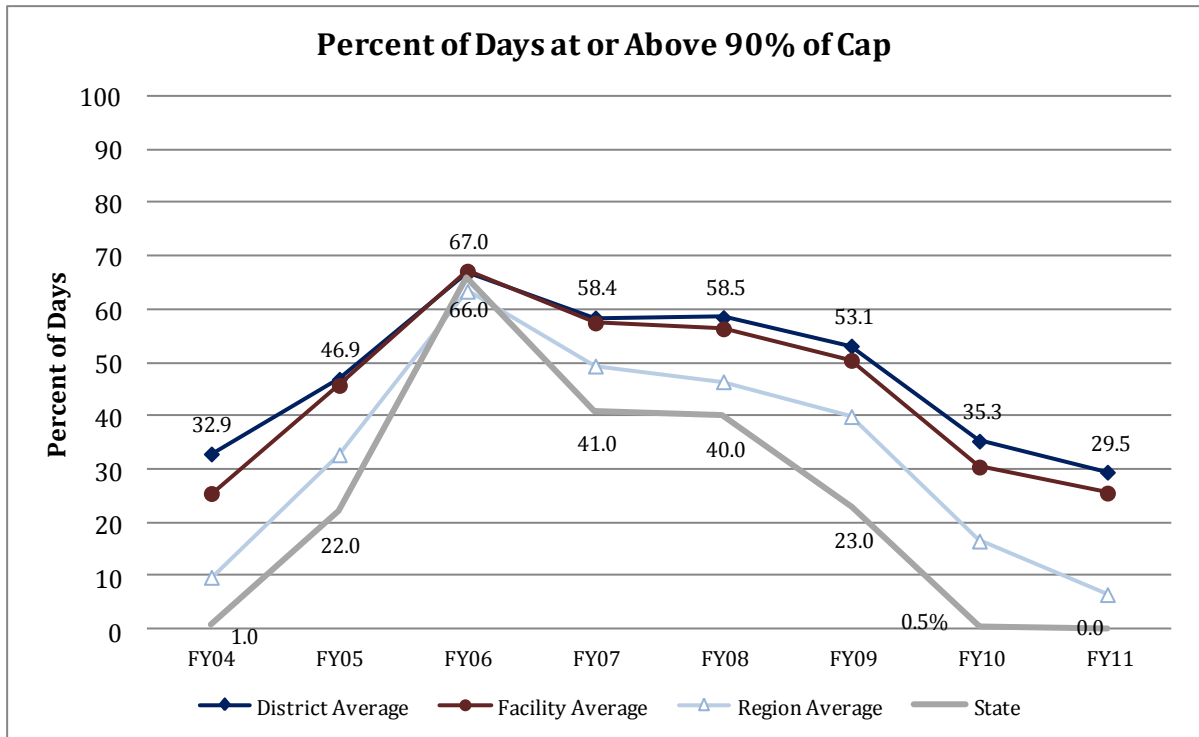
* Bed Allocations changed on Sept first of the 2011 fiscal year. The caps presented are the September through June limits. FY 10 caps were applied to July and August 2011 data

** FY 04 through FY 10 data from the 2010 SB 94 Report (TriWest, 2010)



Appendix A: Secure Detention Bed Use

Figure A2. Percent Days at or Above 90% of Cap for Districts, Facilities, Regions and Statewide.



Operational Strain. During the FY 2005-06 fiscal year, districts, facilities, regions, and the state as a whole operated at or above 90% of bed allocations for the majority of the year. The trend of increasing strain and reliance on secure detention over the prior fiscal years corresponds with decreases in funding for SB 94 services in FY 2003-04 (down 25.5% from prior fiscal year) and FY 2004-05 (down an additional 10.6% from prior fiscal year). It is likely that the effects of SB 94 funding restorations of FY 2005-06 are observed in following years as detention continuum reforms were implemented and a full continuum of detention options became part of normal operating procedures. Last fiscal year was the first year that indicators of strain returned to levels commensurate with those documented in FY 2004-05, and the current fiscal year marks an eight-year low for district, region, and state-wide strain.

Table A2. Median LOS by Facility

Median LOS (Days)	
Marvin Foote Youth Services Center	7.8
Gilliam Youth Services Center	8.0
Platte Valley Youth Services Center	7.0
Adams Youth Services Center	6.9
Pueblo Youth Services Center	5.0
Denier Center	5.8
Mount View Youth Services Center	5.0
Grand Mesa Youth Services Center	8.1
Spring Creek Youth Services Center	9.7
Youthtrack Alamosa	7.8
Brown Center	14.0
Midway Remington	9.6

Appendix A: Secure Detention Bed Use

Length of Stay/Service. In prior years, the detention length of services (LOS) has been reported as an average or mean. Because this year's and prior years' LOS data is statistically skewed, it is not appropriate to use the mean as a measure of central tendency. Using a median LOS provides a measure that is far less influenced by outliers and gives a more accurate depiction of LOS trends statewide and variations between districts.

Table A3. Median LOS by Judicial District

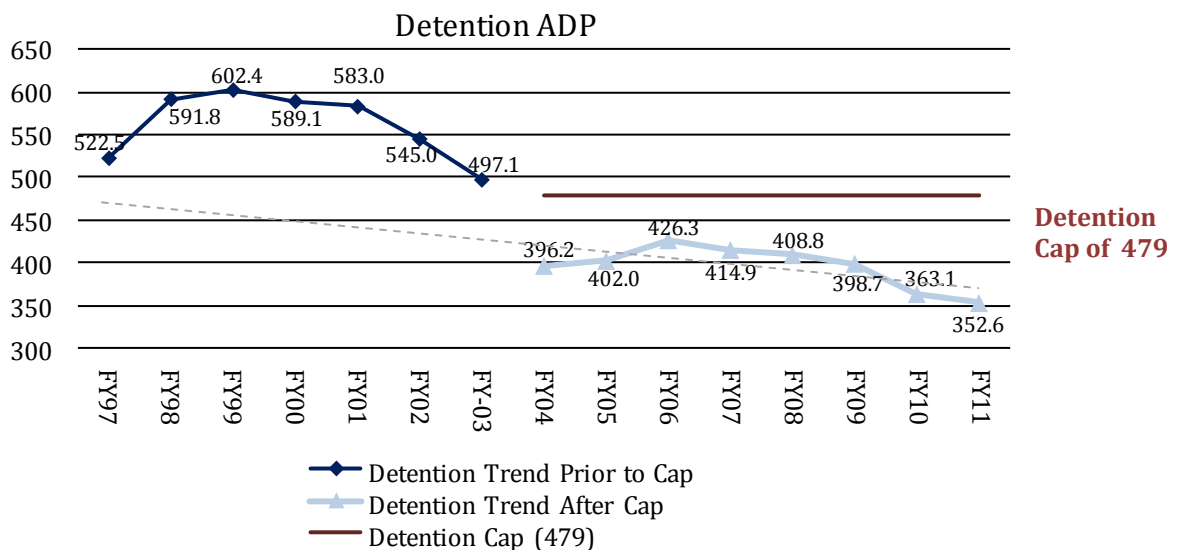
Primary JD	FY 06-07	FY 07-08	FY 08-09	FY 09-10	FY 10-11
1	7.0	5.0	6.7	5.3	4.9
2	10.9	12.1	11.4	8.5	8.0
3	8.6	6.7	4.8	7.5	4.7
4	7.5	8.9	8.8	7.1	9.9
5	7.3	7.1	12.0	10.0	5.8
6	7.3	8.0	7.0	6.9	6.5
7	7.9	12.0	8.4	12.9	12.1
8	6.9	7.0	6.9	7.8	7.3
9	8.0	11.3	13.4	10.0	8.6
10	4.7	5.3	4.0	4.2	4.3
11	5.0	4.7	5.0	5.6	4.0
12	5.1	8.3	6.7	5.0	7.7
13	6.3	10.0	9.4	7.9	7.4
14	21.8	15.8	20.7	12.6	4.3
15	26.6	21.3	14.0	12.6	17.6
16	5.0	4.5	3.9	5.7	8.6
17	7.4	7.8	7.1	7.3	7.9
18	7.4	7.6	7.8	8.9	7.3
19	7.8	8.1	7.8	9.0	7.9
20	7.0	7.0	6.9	7.0	5.9
21	5.1	5.0	5.7	6.1	7.9
22	16.3	8.0	10.6	9.0	3.9

Appendix A: Secure Detention Bed Use

Detention Average Daily Population (ADP). As previous reports have indicated, the existence of maximum allowable utilization mathematically *dictates* that a calculated average will always be below that set cap. The average daily population could only meet the cap if all districts relied heavily on emergency releases and operated at maximum capacity every day. The imposed constraint on the metric means that changes in secure detention ADP over time can no longer be interpreted as indicators of changing trends in need or policy.

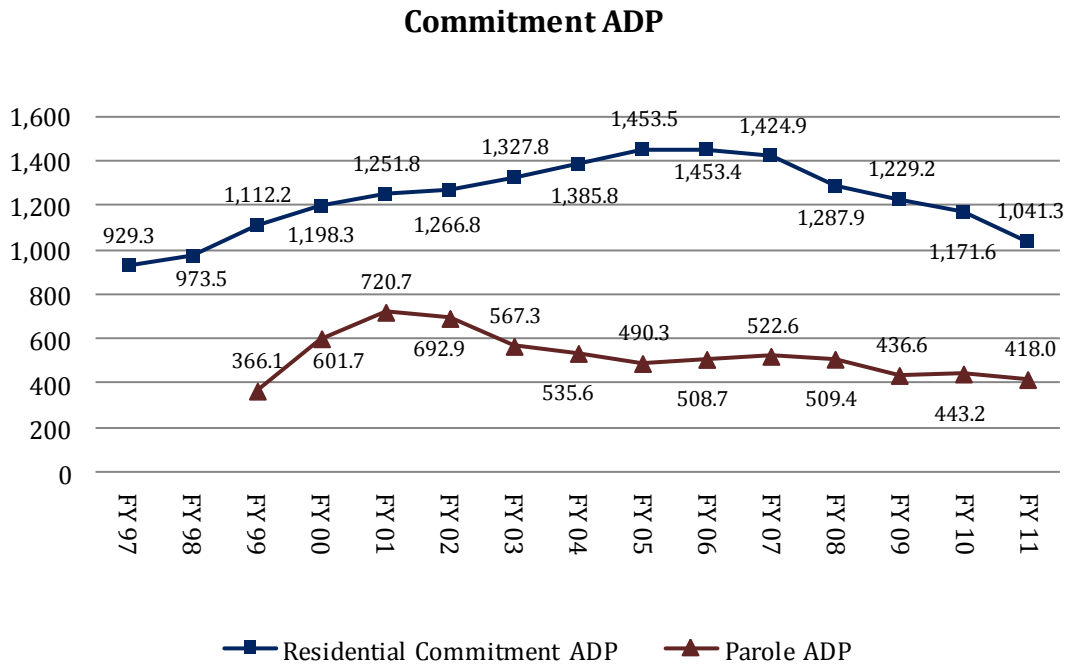
In addition to being a statistically inappropriate metric for secure detention use because of the artificial cap, ADP does not capture the actual number of youth served in secure detention, nor the workload associated with moving youth in and out of secure detention. Further, the status of detention covers a continuum of settings and services. As this and prior reports have consistently shown, the majority of detained youth are served outside of secure detention facilities. Making budgeting decisions for an entire juvenile justice system based on the average, legally constrained size of the securely detained population

Figure A2. Detention ADP: Historical Trends



Appendix B: Commitment Average Daily Population

Figure B1. Commitment ADP: Historical Trends



Appendix C: JDSAG Screening by Actual Placement

Table C1. JDSAG Screening vs. Actual Placement

Screening Result	Actual Placement											
	LEVEL 1		LEVEL 2		LEVEL 3		LEVEL 4		LEVEL 5		Placement Total	
	N	%	N	%	N	%	N	%	N	%	N	%
LEVEL 1	6,680	94.1%	79	1.1%	15	0.2%	218	3.1%	106	1.5%	7098	79.2%
LEVEL 2	231	88.2%	9	3.4%	3	1.1%	10	3.8%	9	3.4%	262	2.9%
LEVEL 3	102	43.0%	6	2.5%	11	4.6%	62	26.2%	56	23.6%	237	2.6%
LEVEL 4	449	42.3%	8	0.8%	6	0.6%	400	37.7%	199	18.7%	1,062	11.8%
LEVEL 5	85	27.7%	5	1.6%	0	0.0%	64	20.8%	153	49.8%	307	3.4%
Screening Total	7,547	84.2%	107	1.2%	35	0.4%	754	8.4%	523	5.8%	8,966	100.0%

**There were 9,399 screens during FY 10-11. 432 Cases Were Missing Actual Placement and one was missing screening level.*

Table C2. JDSAG Screening and Actual Placement Match

Screening Level	% Agreement with Initial Placement	
	FY 2009-10	FY 2010-11
Secure Detention - Level 1	94.5	94.1
Staff Secure Detention-Level 2	2.4	3.4
Residential/Shelter-Level 3	6.4	4.6
Home Services Level 4	32.3	37.7
Release - Level 5	48.4	49.8

Table C3. JDSAG Level Key

JDSAG Key	
LEVEL 1	Secure Detention
LEVEL 2	Staff-Secure Detention
LEVEL 3	Residential/Shelter
LEVEL 4	Home with Detention Services
LEVEL 5	Release

Appendix D: Judicial District Goals and Outcomes

Judicial District Common Objectives. Table D1 and D2 describe JD targets and FY 2010-11 accomplishments for the three common goals for pre-adjudicated (Table D1) and sentenced (Table D2) youth: Zero FTAs, Youth Completing Without New Charges, and Positive/Neutral Leave Reasons. The accomplishment values are measured for all SB 94 service terminations during the fiscal year for preadjudicated youth (N=5,236) and sentenced youth (N=4,188). This means that many youth are included more than once. For instance, a youth who had one detention episode with services delivered across three discrete weekends, who was successfully terminated from all three weekend service episodes, would count three times towards zero FTAs, three times towards no new charges, and three times towards positive/neutral leave reasons. This is how these accomplishments have been calculated in the past, so the method was used again for FY 10-11 to allow for comparison across years. The targets were pulled from the JD plans submitted in March of 2011 per the SB 94 Coordinator's direction.

The majority of districts have targets that are at or above 90%, and the majority of districts have been consistently meeting these high targets for years. This is a very positive indication of success in this area for the SB 94 program, and leaves very little room for improvement. A focus on the additional district goals will likely provide a more meaningful measure of forward progress in future years.

Judicial District Unique Objectives. Each JD was tasked with identifying at least one unique fiscal year goal with a specific, measurable target accomplishment. This goal was in addition to the three common goals that were set for pre-adjudicated and sentenced youth across all districts. Tables D3 through D5 describe JD targets and FY 2010-11 accomplishments for the unique district goals.

Appendix D: Judicial District Goals and Outcomes

Table D1. Achievement of Plan Objectives by JD: Preadjudicated Youth

District	Youth Completing Without Failing to Appear for Court Hearings			Youth Completing Without New Charges			Youth With Positive or Neutral Leave Reasons		
	Objective	Result		Objective	Result		Objective	Result	
	%	N	%	%	N	%	%	N	%
Central Region									
1st Jefferson	90.0	586	97.2	90.0	593	98.3	90.0	545	90.4
*2nd Denver	90.0	1,170	96.9	90.0	1,173	97.1	90.0	1,137	94.1
5th Summit	90.0	24	92.3	90.0	19	73.1	90.0	23	88.5
18th Arapahoe	90.0	764	95.7	90.0	755	94.6	90.0	700	87.7
Northeast Region									
8th Larimer	95.0	201	97.6	93.0	196	95.1	85.0	187	90.8
13th Logan	95.0	57	100.0	90.0	54	94.7	90.0	52	91.2
17th Adams	95.0	230	96.2	95.0	230	96.2	90.0	214	89.5
19th Weld	90.0	502	99.8	85.0	492	97.8	90.0	490	97.4
20th Boulder	98.0	117	99.2	98.0	113	95.8	90.0	105	89.0
Southern Region									
3rd Huerfano	90.0	3	100.0	85.0	2	66.7	90.0	2	66.7
4th El Paso	90.0	572	96.8	90.0	573	97.0	90.0	564	95.4
10th Pueblo	90.0	289	100.0	90.0	288	99.7	90.0	281	97.2
11th Fremont	90.0	159	100.0	90.0	158	99.4	90.0	159	100.0
12th Alamosa	90.0	16	72.7	90.0	19	86.4	90.0	14	63.6
15th Prowers	90.0	17	100.0	90.0	16	94.1	90.0	16	94.1
16th Otero	90.0	14	100.0	90.0	13	92.9	90.0	12	85.7
Western Region									
6th La Plata	95.0	73	98.6	90.0	72	97.3	90.0	70	94.6
7th Montrose	90.0	49	92.5	90.0	47	88.7	90.0	49	92.5
9th Garfield	95.0	51	100.0	95.0	46	90.2	95.0	43	84.3
14th Rout	95.0	23	100.0	90.0	22	95.7	95.0	22	95.7
21st Mesa	92.0	162	97.0	92.0	160	95.8	92.0	150	89.8
22nd Montezuma	90.0	15	93.8	90.0	15	93.8	90.0	14	87.5
State Total		5,094	97.0		5,056	97.0		4,849	93.0

*The 2nd JD set different targets for preadjudicated youth being served in different programs. The targets presented above are those set for Paramount youth. The targets for youth served in TASC were 95% for zero FTAs, 95% for youth completing without new charges, and 90% for positive/neutral leave reasons.

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Appendix D: Judicial District Goals and Outcomes

Table D2. Achievement of Plan Objectives by JD: Sentenced Youth

District	Youth Completing Without Failing to Appear for Court Hearings			Youth Completing Without New Charges			Youth With Positive or Neutral Leave Reasons		
	Objective %	Result N	Result %	Objective %	Result N	Result %	Objective %	Result N	Result %
Central Region									
1st Jefferson	90.0	620	100.0	90.0	618	99.7	90.0	567	91.5
2nd Denver	90.0	710	99.4	90.0	711	99.6	90.0	662	92.7
5th Summit	80.0	23	88.5	80.0	22	84.6	85.0	21	80.8
18th Arapahoe	90.0	644	99.7	90.0	642	99.4	90.0	595	92.1
Northeast Region									
8th Larimer	95.0	172	97.2	93.0	173	97.7	85.0	156	88.1
13th Logan	95.0	0	0.0	90.0	0	0.0	90.0	0	0.0
17th Adams	90.0	206	97.6	90.0	204	96.7	90.0	168	79.6
19th Weld	80.0	409	99.5	90.0	395	96.1	90.0	396	96.4
20th Boulder	98.0	221	97.4	98.0	212	93.4	90.0	205	90.3
Southern Region									
3rd Huerfano	90.0	33	100.0	85.0	30	90.9	90.0	28	84.8
4th El Paso	90.0	479	99.4	90.0	476	98.8	90.0	457	94.8
10th Pueblo	90.0	127	100.0	90.0	124	97.6	90.0	111	87.4
11th Fremont	90.0	135	100.0	90.0	132	97.8	90.0	127	94.1
12th Alamosa	90.0	47	100.0	90.0	46	97.9	90.0	47	100.0
15th Prowers	85.0	34	85.0	85.0	28	70.0	85.0	26	65.0
16th Otero	90.0	24	96.0	90.0	24	96.0	90.0	22	88.0
Western Region									
6th La Plata	90.0	3	75.0	90.0	3	75.0	90.0	3	75.0
7th Montrose	90.0	31	91.2	90.0	21	61.8	90.0	28	82.4
9th Garfield	95.0	35	100.0	95.0	35	100.0	95.0	34	97.1
14th Rout	90.0	3	100.0	90.0	3	100.0	95.0	2	66.7
21st Mesa	92.0	172	96.6	92.0	172	96.6	92.0	106	59.6
22nd Montezuma	90.0	11	84.6	90.0	13	100.0	90.0	12	92.3
State Total		4,139	98.8		4,084	97.5		3,773	90.1

Appendix D: Judicial District Goals and Outcomes

Table D3. Central Region Unique Goals: Target and Outcome by District

Central Region Unique Goals		
District	Measurable Outcome Related to Goal	FY 2010-11 Outcome
1st Jefferson	90% of the screens shall be completed on all pre-adjudicated youth and entered into Trails no later than 72 hours from the date of detention admission.	Goal met was 100%.
2nd Denver	95% of pre-adjudicated youth will complete SB94 services with a 6- week and 6-month report accounting for their whereabouts and re-offenses. 75% of enrolled sentenced youth will complete SB94 services testing negative for all substance use.	264 (95.5%) of clients did not pick up new charges at 6-week updates. 272 (85%) of clients did not pick up new charges at 6-month updates. Successful: 91% (20 out of 22) who fully completed the intervention.
5th Summit	70% of enrolled sentenced youth served through the Senate Bill 94 TASC-FPT Program will complete the period of intervention will remain in the home.	Successful: 79% (15 out of 19 discharges)
18th Arapahoe	Goal is to work with other community agency to help fund, train and monitor mentoring programs in three of the four counties in the 5 th JD. 85% of pre-adjudicated youth receiving MST/FFT will complete the period of intervention with a positive or neutral leave reason. 70% of sentenced youth who have completed Moral Reconation Therapy will not recidivate for one year after completion of the program. 90% of pre-adjudicated youth participating in the Diversity Court/Family Liaison Program will complete the services without failing to appear to court during the period of the intervention. 90% of sentenced youth who participated in the Restorative Community Services Program will complete the period of intervention with a positive or neutral leave reason.	Program up and running during this plan year. Served 5 youth in Lake County via non-profit, Full Circle. Next plan year to expand to Eagle County. 19 youth served; 89% successful. 74 youth completed MRT in FY 08-09 and were monitored for recidivism in FY 10-11. 77 % successful. 37 youth served, 95% successful. 145 youth served; 92% successful.

**2nd JD: FY10-11 Note: Out of the 124 served, 30 youth were referred as pre-adjudicated youth and were sentenced while receiving TASC services; therefore being counted in the number of youth served for both pre-adjudicated and sentenced. (total youth served was 94). Out of the 24 served, 1 youth was referred as pre-adjudicated youth and was sentenced while receiving TASC-FPT services; therefore being counted in the number of youth served for both pre-adjudicated and sentenced. (total youth served was 23)*

Appendix D: Judicial District Goals and Outcomes

Table D4. Northeast Region Unique Goals: Target and Outcome by District

Northeast Region Unique Goals		
District	Measurable Outcome Related to Goals	FY 2010-11
	85 % of enrolled pre- adjudicated AND sentenced youth will complete SB94 supervision services without returning going back into custody for non-compliance of SB94 program conditions and court orders during the period of intervention.	334 out of 406 (82.3%) of youth were successful.
8th Larimer	87% of pre-adjudicated and sentenced youths will complete SB94 supervision without having UA or BA results at a level indicating which indicate new or continued usage of drugs or alcohol use while under SB94 supervision.	90.6% of youth (368/406) were successful.
13th Logan	90% of preadjudicated youth's primary caregivers enrolled in Parenting with Love and Limits seven-week program.	78% Successful (58/74)
17th Adams	65% of sentenced youth served by the ROC program will attend the program on a daily basis. 100% of sentenced youth who are enrolled in the ROC program for 45 days or more will earn academic credit.	70% Successful 100% Successful
19th Weld	85% of youth participating in the SB PTS program will do so by maintaining attendance during the period of intervention.	Data not available at time of report.
	The BEST and ISIS program results (as tracked by Social Solutions ETO Outcome Tracking Scale) will demonstrate improvement in youth participants from intake to discharge in the domain: "Drug or alcohol use does not interfere with youth's ability to attend school or work" for BEST: 80% of youth, ISIS: 60% of youth.	BEST 70% Successful ISIS 77% Successful
20th Boulder	The BEST, ISIS, and REACH program results (as tracked by Social Solutions ETO Outcome Tracking Scale) will demonstrate improvement in youth participants, from intake to discharge, in the domain "Overall, the youth is doing well in the community" for BEST: 80% of youth; ISIS 60% of youth;; REACH 85% of youth. Participants in the Gang program will demonstrate improvement in 4 or more functional domains as measured by the Social Solutions ETO Outcome Tracking System for 75% of youth.	BEST 85% Successful ISIS 89% Successful REACH 64% Successful Gang 33% Successful

Appendix D: Judicial District Goals and Outcomes

Table D3. Central Region Unique Goals: Target and Outcome by District

Southern Region Unique Goals		
District	Measurable Outcome Related to Goal	FY 10-11 Outcome
3rd Huertano	90 % of preadjudicated and sentenced youth who are provided services through SB94 will provide proof of school enrollment, provide school grades and not be truant from school.	Provided services to 32 youth. 94% were enrolled in school or GED program.
4th El Paso	90% of the youth enrolled in the MST services will not have accrued new charges 6 months after the intervention. 90% of the youth enrolled in the MST services will not have accrued new charges 1 year after the intervention. 90% of the youth enrolled in the FFT services will not have accrued new charges 6 months after the intervention. 90% of the youth enrolled in the FFT services will not have accrued new charges 1 year after the intervention.	75% of the youth enrolled in the MST services had not accrued new charges 6 months after the intervention. 75% of the youth enrolled in the MST services had not accrued new charges 6 months after the intervention. 77% of the youth enrolled in the FFT services had not accrued new charges 6 months after the intervention. 77% of the youth enrolled in the FFT services had not accrued new charges 1 year after the intervention.
10th Pueblo	90% of enrolled sentenced youth will complete SB 94 services without failing to appear to court during the period of intervention. 90% of youth enrolled in the additional educational support will not have accrued new charges during the period of intervention.	Data not available at time of report. Data not available at time of report.
11th Fremont	100% of all youth in a mentoring program that is funded through SB 94 funds will have developed measurable goals within the first month of the service. The goals will be reviewed every three months to determine if the youth is accomplishing the goal, or reaching an approximation of accomplishment.	No progress on this goal yet.
12th Alamosa	90% of youth receiving advocacy services will complete SB 94 services without FTAs.	Served 11 juveniles, and 100% were successful.
15th Prowers	85% of sentenced youth who are enrolled into the SB-94 Restitution Program will successfully complete the program which will enhance juvenile accountability.	There were 12 juveniles enrolled into the SB-94 Restitution Program in 2010-2011 and 11 (92%) of these juveniles completed successfully.
16th Otero	100% of enrolled pre-adjudicated youth whose criminogenic needs include substance abuse will be referred to appropriate monitoring and treatment services within 15 calendar days with information gathered from the JDSAG, CJRA assessment forms, and the reporting of positive UA's. 70% of the sentenced youth served through Senate Bill 94 will be actively engaged in an educational program or employed upon termination of probation.	Number of youth served FY 10-11: 5 Success rate: 100%. Number of youth served FY 10-11:10 Success rate: 80%.

Appendix D: Judicial District Goals and Outcomes

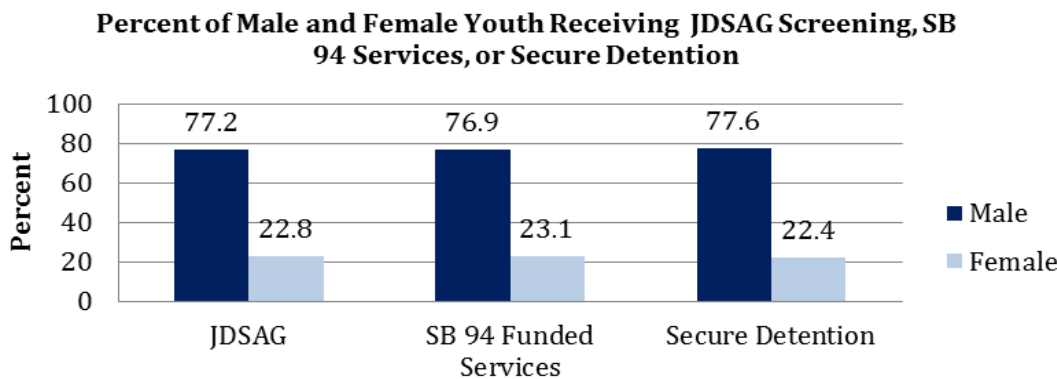
Table D6. Western Region Unique Goals: Target and Outcome by District

Western Region Unique Goals		
District	Measurable Outcome Related to Goal	FY 10-11 Outcome
7th Montrose	100% of Youth Committed to DYC will have been staffed at CET and will be tracked to the 3 identified issues.	7 out of 8 or 88% of youth committed to DYC were staffed prior to sentencing at CET.
9th Garfield	<p>100% of parents will receive the parent handbook.</p> <p>90% of parents will note that they found the parental support or education received as being effective.</p> <p>90% of parents will participate in at least one parent service offered them during their child's SB 94 plan.</p>	<p>The parent handbook is 50% complete. In order to make the handbook valuable, input has been received from service providers, other SB94 districts, parents, and JSPC members. The next part of the process is to condense and format the handbook. All parents were offered additional parenting services. 100% of parents participated in the Juvenile Evaluation Team when that service was suggested. All parents with youth who screened for potential detention placement were offered a Family Support Group. Overall about 20% of parents participated in parent specific services offered.</p> <p>33 cases total for the year. 100% of youth while on SB94 completed any service recommendations provided by the JET team.</p>
14th Rout	Will reduce the district's detention length of stay (LOS) to an average of eighteen days.	Successful to date with an LOS of 11.3 days.
21st Mesa	100 % of all screened juveniles will be offered appropriate services per the JDSAG and or CJRA.	98.5% successful (126 youth).
	90% of all level 3 and 4 (JDSAG) juveniles will be encouraged to participate through immediate engagement in an assessment for services. Services (as determined by the CJRA) will be provided / started within 1 week of assessment.	97.40% successful (126 youth).
	90% of enrolled preadjudicated and sentenced Native American youth will complete SB 94 services without failing to appear for court during the period of intervention.	Data not available at time of report.
22nd Montezuma	90% of enrolled preadjudicated and sentenced Native American youth will complete SB 94 services without receiving new charges.	Data not available at time of report.
	90% of sentenced Native American youth served through SB 94 will complete the period of intervention with a positive or neutral leave reason. (Statewide target is	Data not available at time of report.

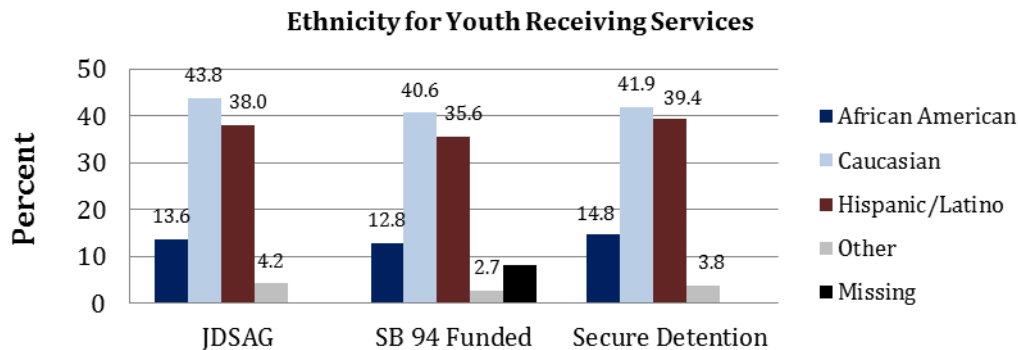
Appendix E: Demographic Characteristics of Youth Served by SB 94

The most complete data are available for youth who received secure detention services, although basic demographic characteristics are available for youth who received any SB 94 funded services. Figures 7 and 8 display the gender and ethnicity for youth receiving SB 94 services, JDSAG screening, or secure detention. Youth can receive one or all of these services. Percentages reflect all youth receiving a category of service. The vast majority of youth receiving any services were male.

Figure E1. Gender Distribution by Service Category



In general, most youth were Caucasian or Hispanic/Latino across all service categories. Slightly more than 40% of youth were Caucasian, 35 to 39% of the youth were Hispanic or Latino and 12 to 14% were Black or African American. Ethnicity was unknown for over 8% of youth receiving SB 94 funded services, so differences across service categories should be interpreted cautiously.



For FY 2010 – 11, youth receiving JDSAG screening ranged in age from 10.00 to 17.9 years old with a mean age of 16.0 years. Age of youth at the time of admission to secure detention was comparable, ranging from 10.05 to 18.00 years, with a mean age of 16.1 years.

Appendix F: Copy of JDSAG

COLORADO "SB94" JUVENILE DETENTION SCREENING AND ASSESSMENT GUIDE

01/09

Last Name:		Sex:	Charge 1:		Fel.	Misd.	Code:
First Name, MI:		DOB:	Charge 2:		Fel.	Misd.	Code:
Work Phone:		Home Phone:	Charge 3:		Fel.	Misd.	Code:
Ethnicity (Check all that apply)	Hispanic	Afr-Amer	Nat-Amer	Asian-Amer	White	Other:	Contact Information:
Screening Date/Time:		Parents/Guardian:					

<p>MANDATORY HOLD FACTORS and WARRANTS</p> <p>Y N 1. Current crime of violence or weapons charge (CRS 18-2-508). Y N 2. Division of Youth Corrections warrant or escape from secure. Y N 3. District Court warrant or order.</p> <p style="text-align: right;">IF NONE</p>	<p>FOR SECURE N ADMISSIONS</p> <p>a. Drug/Alcohol Use? _____ b. Medications? _____ c. Injuries? _____</p>	<p style="text-align: center;">ASSESSMENT</p> <p>ALL ITEMS MUST BE ADDRESSED</p> <p>MANDATORY HOLDS</p> <p>1. Y N _____ 2. Y N _____ 3. Y N _____</p> <p>SERIOUS DELINQUENCY</p> <p>4. Y N _____ 5. Y N _____ 6. Y N _____ 7. Y N _____ 8. Y N _____ 9. Y N _____ 10. Y N _____</p> <p>RISK OF SELF HARM</p> <p>11. Y N _____ 12. Y N _____ 13. Y N _____ 14. Y N _____</p> <p>PUBLIC SAFETY RISK</p> <p>15. Y N _____ 16. Y N _____ 17. Y N _____ 18. Y N _____</p> <p>FAMILY / RESOURCES</p> <p>19. Y N _____ 20. Y N _____ 21. Y N _____ 22. Y N _____ 23. Y N _____</p> <p>RESPONSIBLE ADULT</p> <p>24. Y N _____</p> <p>FELONY CHARGE</p> <p>25. Y N _____</p>
<p>INDICATORS OF SERIOUS REPEAT DELINQUENCY</p> <p>Y N 4. Prior felony adjudications. Y N 5. Pending felony charge(s) (excluding present charges). Y N 6. Currently under bond or release conditions. Y N 7. Past FTAs, violation of court conditions, or bond. Y N 8. Crimes against persons, arson, or weapons history.</p> <p style="text-align: right;">IF NONE</p> <p>9. Age 14 or younger at first arrest. Y N _____ 10. Associates/identifies with delinquents/gang members. Y N _____</p>		
<p>RISK OF SELF HARM</p> <p>Y N 11. Suicidal or risk of self harm. Y N 12. Risk of victimization, prostitution history. Y N 13. History of running from placements. Y N 14. Severe substance abuse.</p> <p style="text-align: right;">IF NONE</p>		
<p>PUBLIC SAFETY RISK</p> <p>Y N 15. Prior history of violence. Y N 16. Arson or sex offense charges/history. Y N 17. History of weapon use. Y N 18. Threatens victims or witnesses.</p> <p style="text-align: right;">IF NONE</p>		
<p>FAMILY OR COMMUNITY RESOURCES</p> <p>Y N 19. Youth has been victimized by family. Y N 20. Family has been victimized by youth. Y N 21. Youth is in custody of Social Services. Y N 22. History of repeated runaways.</p> <p style="text-align: right;">IF NONE</p> <p>23. Lacks stable school or work situation. Y N _____</p>		
<p>24. Family or responsible adult can supervise. CAN SUPERVISE</p>		
<p>25. Current arrest is a felony charge. IF NOT</p>		
<p>LEVEL 1 Secure Detention</p> <p>LEVEL 2 Staff Secure</p> <p>LEVEL 3 Residential/ Shelter</p> <p>LEVEL 4 Home Detention/ Services</p> <p>LEVEL 5 Release</p>		

REQUIRED DATA ENTRY													
Level by Screening Tree: (Check One)	1	2	3	4	5	Reason for Actual Placement:					Placement Code:		
Level by Local Policy or Judgement: (Check One)	1	2	3	4	5	Detention Hearing Recommendation:	1	2	3	4	5	No Hearing	
Reason for Override:							Level Ordered by Court:	1	2	3	4	5	Override Code:
Actual Placement Level:	1	2	3	4	5	Court Finding:					Finding Code		
LOCAL USE													
Screeners Name:			Court Date:			Recommendation By:							
County:			Agency:			Hearing Notes:							
Screening Notes:													

Appendix G: Copy of CJRA Prescreen



Domain 1: Record of Referrals Resulting in Adjudication, Diversion, or Deferred Adjudication/Disposition	
<i>Referrals, rather than offenses, are used to assess the persistence or re-offending by the youth. Include only referrals that resulted in an adjudication, diversion, deferred adjudication, or deferred disposition (regardless of whether successfully completed).</i>	
1. Age at first offense: The age at the time of the offense for which the youth was referred to juvenile court for the first time on a non-traffic misdemeanor or felony that resulted in an adjudication, diversion, deferred adjudication, or deferred disposition.	<input type="radio"/> Over 16 <input type="radio"/> 16 <input type="radio"/> 15 <input type="radio"/> 13 to 14 <input type="radio"/> Under 13
<i>Felony and misdemeanor referrals: Items 2 and 3 are mutually exclusive and should add to the total number of referrals that resulted in adjudication, diversion, deferred adjudication, or deferred disposition.</i>	
2. Misdemeanor referrals: Total number of referrals for which the most serious offense was a non-traffic misdemeanor that resulted in adjudication, diversion, deferred adjudication, or deferred disposition (regardless of whether successfully completed).	<input type="radio"/> None or one <input type="radio"/> Two <input type="radio"/> Three or four <input type="radio"/> Five or more
3. Felony referrals: Total number of referrals for a felony offense that resulted in adjudication, diversion, deferred adjudication, or deferred disposition (regardless of whether successfully completed).	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two <input type="radio"/> Three or more
<i>Against-person or weapon referrals: Items 4, 5, and 6 are mutually exclusive and should add to the total number of referrals that involve an against-person or weapon offense, including sex offenses, that resulted in an adjudication, diversion, deferred adjudication, or deferred disposition (regardless of whether successfully completed).</i>	
4. Weapon referrals: Total referrals for which the most serious offense was a firearm/weapon charge or a weapon enhancement finding.	<input type="radio"/> None <input type="radio"/> One or more
5. Against-person misdemeanor referrals: Total number of referrals for which the most serious offense was an against-person misdemeanor – a misdemeanor involving threats, force, or physical harm to another person or sexual misconduct (assault, coercion, harassment, intimidation, etc.).	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two or more
6. Against-person felony referrals: Number of referrals involving force or physical harm to another person including sexual misconduct (homicide, manslaughter, assault, robbery, kidnapping, rape, domestic violence, harassment, criminal mistreatment, intimidation, coercion, etc.).	<input type="radio"/> None <input type="radio"/> One or two <input type="radio"/> Three or more
<i>Sex offense referrals: Items 7 and 8 are mutually exclusive and should add to the total number of referrals that involve a sex offense or sexual misconduct that resulted in adjudication, diversion, deferred adjudication, or deferred disposition.</i>	
7. Sexual misconduct misdemeanor referrals: Number of referrals for which the most serious offense was a sexual misconduct misdemeanor including obscene phone calls, indecent exposure, obscenity, pornography, or public indecency, or misdemeanors with sexual motivation.	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two or more
8. Felony sex offense referrals: Referrals for a felony sex offense or involving sexual motivation including carnal knowledge, child molestation, communication with minor for immoral purpose, incest, indecent exposure, indecent liberties, promoting pornography, rape, sexual misconduct, or voyeurism.	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two or more
9. Court orders where youth served at least one day confined in detention: Total disposition and modification orders for which the youth served at least one day physically confined in a county detention facility. A day served includes credit for time served.	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two <input type="radio"/> Three or more
10. Court orders where youth served at least one day committed to DYC: Total number of court orders and modification orders for which the youth served at least one day confined under DYC authority. A day served includes credit for time served.	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two or more
11. Escapes: Total number of attempted or actual escapes that resulted in adjudication.	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two or more
12. Failure-to-appear in court warrants: Total number of failures-to-appear in court that resulted in a warrant being issued. Exclude failure-to-appear warrants for non-criminal matters.	<input type="radio"/> None <input type="radio"/> One <input type="radio"/> Two or more



Appendix G: Copy of CJRA Prescreen

Social History							
1. Youth's Gender	<input type="radio"/> Male <input type="radio"/> Female						
2a. Youth's current school enrollment status, regardless of attendance: If the youth is in home school as a result of being expelled or dropping out, check the expelled or dropped out box, otherwise check enrolled.	<table style="width: 100%; border: none;"> <tr> <td style="border: none;"><input type="radio"/> Graduated, GED</td> <td style="border: none;"><input type="radio"/> Suspended</td> </tr> <tr> <td style="border: none;"><input type="radio"/> Enrolled full-time</td> <td style="border: none;"><input type="radio"/> Dropped out</td> </tr> <tr> <td style="border: none;"><input type="radio"/> Enrolled part-time</td> <td style="border: none;"><input type="radio"/> Expelled</td> </tr> </table>	<input type="radio"/> Graduated, GED	<input type="radio"/> Suspended	<input type="radio"/> Enrolled full-time	<input type="radio"/> Dropped out	<input type="radio"/> Enrolled part-time	<input type="radio"/> Expelled
<input type="radio"/> Graduated, GED	<input type="radio"/> Suspended						
<input type="radio"/> Enrolled full-time	<input type="radio"/> Dropped out						
<input type="radio"/> Enrolled part-time	<input type="radio"/> Expelled						
2b. Youth's conduct in the most recent term: Fighting or threatening students; threatening teachers/staff; overly disruptive behavior; drug/alcohol use; crimes, e.g., theft, vandalism; lying, cheating, dishonesty.	<input type="radio"/> Recognition for good behavior <input type="radio"/> No problems with school conduct <input type="radio"/> Problems reported by teachers <input type="radio"/> Problem calls to parents <input type="radio"/> Calls to police						
2c. Youth's attendance in the most recent term: Full-day absence means missing majority of classes. Partial-day absence means attending the majority of classes and missing the minority. A truancy petition is equal to 7 unexcused absences in a month or 10 in a year.	<input type="radio"/> Good attendance with few absences <input type="radio"/> No unexcused absences <input type="radio"/> Some partial-day unexcused absences <input type="radio"/> Some full-day unexcused absences <input type="radio"/> Truancy petition/equivalent or withdrawn						
2d. Youth's academic performance in the most recent school term:	<input type="radio"/> Honor student (mostly As) <input type="radio"/> Above 3.0 (mostly As and Bs) <input type="radio"/> 2.0 to 3.0 (mostly Bs and Cs, no Fs) <input type="radio"/> 1.0 to 2.0 (mostly Cs and Ds, some Fs) <input type="radio"/> Below 1.0 (some Ds and mostly Fs)						
3a. History of anti-social friends/companions: Anti-social peers are youths hostile to or disruptive of the legal social order; youths who violate the law and the rights of others. (Check all that apply.)	<input type="checkbox"/> Never had consistent friends or companions <input type="checkbox"/> Had pro-social friends <input type="checkbox"/> Had anti-social friends <input type="checkbox"/> Been a gang member/associate						
3b. Current friends/companions youth actually spends time with: (Check all that apply.)	<input type="checkbox"/> No consistent friends or companions <input type="checkbox"/> Pro-social friends <input type="checkbox"/> Anti-social friends <input type="checkbox"/> Gang member/associate						
4. History of court-ordered or DSH's voluntary out-of-home and shelter care placements exceeding 30 days: Exclude DYC commitments.	<input type="radio"/> No out-of-home placements exceeding 30 days <input type="radio"/> 1 out-of-home placement <input type="radio"/> 2 out-of-home placements <input type="radio"/> 3 or more out-of-home placements						
5. History of runaways or times kicked out of home: Include times the youth did not voluntarily return within 24 hours, and include incidents not reported by or to law enforcement	<input type="radio"/> No history of running away/kicked out <input type="radio"/> 1 instance of running away/kicked out <input type="radio"/> 2 to 3 instances of running away/kicked out <input type="radio"/> 4 to 5 instances of running away/kicked out <input type="radio"/> Over 5 instances of running away/kicked out						
6a. History of jail/imprisonment of persons who were ever involved in the household for at least 3 months: (Check all that apply.)	<input type="checkbox"/> No jail/imprisonment history in family <input type="checkbox"/> Mother/female caretaker <input type="checkbox"/> Father/male caretaker <input type="checkbox"/> Older sibling <input type="checkbox"/> Younger sibling <input type="checkbox"/> Other member						
6b. History of jail/imprisonment history of persons who are currently involved with the household: (Check all that apply.)	<input type="checkbox"/> No jail/imprisonment history of persons currently in household <input type="checkbox"/> Mother/female caretaker <input type="checkbox"/> Father/male caretaker <input type="checkbox"/> Older sibling <input type="checkbox"/> Younger sibling <input type="checkbox"/> Other member						
6c. Problem history of parents who are currently involved with the household: (Check all that apply.)	<input type="checkbox"/> No problem history of parents in household <input type="checkbox"/> Parental alcohol problem history <input type="checkbox"/> Parental drug problem history <input type="checkbox"/> Parental physical health problem history <input type="checkbox"/> Parental mental health problem history <input type="checkbox"/> Parental employment problem history						

Appendix G: Copy of CJRA Prescreen

DYC Item Response Guide

CJRA Pre-Screen



7. Current parental authority and control:	<input type="radio"/> Youth usually obeys and follows rules <input type="radio"/> Sometimes obeys or obeys some rules <input type="radio"/> Consistently disobeys, and/or is hostile
8a. History of alcohol use: <i>(Check all that apply.)</i>	<input type="checkbox"/> No past alcohol use <input type="checkbox"/> Past alcohol use <input type="checkbox"/> Alcohol caused family conflict <input type="checkbox"/> Alcohol disrupted education <input type="checkbox"/> Alcohol caused health problems <input type="checkbox"/> Alcohol interfered with keeping pro-social friends <input type="checkbox"/> Past alcohol contributed to criminal behavior
8b. History of drug use: <i>(Check all that apply.)</i>	<input type="checkbox"/> No past drug use <input type="checkbox"/> Past drug use <input type="checkbox"/> Drugs caused family conflict <input type="checkbox"/> Drugs disrupted education <input type="checkbox"/> Drugs caused health problems <input type="checkbox"/> Drugs interfered with keeping pro-social friends <input type="checkbox"/> Drugs contributed to criminal behavior
8c. Current alcohol use: <i>(Check all that apply.)</i>	<input type="checkbox"/> No current alcohol use <input type="checkbox"/> Current alcohol use <input type="checkbox"/> Alcohol causing family conflict <input type="checkbox"/> Alcohol disrupting education <input type="checkbox"/> Alcohol causing health problems <input type="checkbox"/> Alcohol interfering with keeping pro-social friends <input type="checkbox"/> Alcohol contributing to criminal behavior
8d. Current drug use: <i>(Check all that apply.)</i>	<input type="checkbox"/> No current drug use <input type="checkbox"/> Current drug use <input type="checkbox"/> Drugs causing family conflict <input type="checkbox"/> Drugs disrupting education <input type="checkbox"/> Drugs causing health problems <input type="checkbox"/> Drugs interfering with keeping pro-social friends <input type="checkbox"/> Drugs contributing to criminal behavior
<i>For abuse and neglect, include any history that is suspected, whether or not substantiated; exclude reports of abuse or neglect proven to be false.</i>	
9a. History of physical abuse: Include suspected incidents of abuse, whether or not substantiated, but exclude reports proven to be false. <i>(Check all that apply.)</i>	<input type="checkbox"/> Not a victim of physical abuse <input type="checkbox"/> Physically abused by family member <input type="checkbox"/> Physically abused by someone outside the family
9b. History of sexual abuse: Include suspected incidents of abuse, whether or not substantiated, but exclude reports proven to be false. <i>(Check all that apply.)</i>	<input type="checkbox"/> Not a victim of sexual abuse <input type="checkbox"/> Sexually abused by family member <input type="checkbox"/> Sexually abused by someone outside the family
10. History of being a victim of neglect: Include suspected incidents of neglect, whether or not substantiated, but exclude reports proven to be false.	<input type="radio"/> Not victim of neglect <input type="radio"/> Victim of neglect
11. History of mental health problems: Such as schizophrenia, bi-polar, mood, thought, personality, and adjustment disorders (confirmed by a licensed mental health professional). Exclude substance abuse and special education since those issues are considered elsewhere.	<input type="radio"/> No history of mental health problem(s) <input type="radio"/> Diagnosed with mental health problem(s) <input type="radio"/> Only mental health medication prescribed <input type="radio"/> Only mental health treatment prescribed <input type="radio"/> Mental health medication and treatment prescribed

Appendix G: Copy of CJRA Prescreen



Attitude/Behavior Indicators	
13. Attitude toward responsible law abiding behavior:	<input type="radio"/> Abides by conventions/values <input type="radio"/> Believes conventions/values sometime apply to him or her <input type="radio"/> Does not believe conventions/values apply to him or her <input type="radio"/> Resents or is hostile toward responsible behavior
14. Accepts responsibility for anti-social behavior:	<input type="radio"/> Accepts responsibility for anti-social behavior <input type="radio"/> Minimizes, denies, justifies, excuses, or blames others <input type="radio"/> Accepts anti-social behavior as okay <input type="radio"/> Proud of anti-social behavior
15. Belief in yelling and verbal aggression to resolve a disagreement or conflict:	<input type="radio"/> Believes verbal aggression is rarely appropriate <input type="radio"/> Believes verbal aggression is sometimes appropriate <input type="radio"/> Believes verbal aggression is often appropriate
16. Belief in fighting and physical aggression to resolve a disagreement or conflict:	<input type="radio"/> Believes physical aggression is never appropriate <input type="radio"/> Believes physical aggression is rarely appropriate <input type="radio"/> Believes physical aggression is sometimes appropriate <input type="radio"/> Believes physical aggression is often appropriate
17. Reports/evidence of violence not included in criminal history: (Check all that apply.)	<input type="checkbox"/> No reports/evidence of violence <input type="checkbox"/> Violent outbursts, displays of temper, uncontrolled anger indicating potential for harm <input type="checkbox"/> Deliberately inflicting physical pain <input type="checkbox"/> Using/threatening with a weapon <input type="checkbox"/> Fire starting <input type="checkbox"/> Violent destruction of property <input type="checkbox"/> Animal cruelty
18. Reports of problem with sexual aggression not included in criminal history: (Check all that apply.)	<input type="checkbox"/> No reports/evidence of sexual aggression <input type="checkbox"/> Aggressive sex <input type="checkbox"/> Sex for power <input type="checkbox"/> Young sex partners <input type="checkbox"/> Child sex <input type="checkbox"/> Voyeurism <input type="checkbox"/> Exposure