

# Colorado's Three Year Plan and Formula Grant Program Application 2006-2008



Submitted to the Office of Juvenile Justice and Delinquency Prevention  
March 2006

By the Juvenile Justice and Delinquency Prevention Council  
&

Office of Adult and Juvenile Justice Assistance  
Colorado Department of Public Safety  
Division of Criminal Justice  
700 Kipling Street, Suite 1000  
Denver, CO 80215  
303-239-5717

**Colorado's Three-Year Juvenile Justice Plan  
2006-2008  
Table of Contents**

Introduction .....	3
Description of System-Overview .....	5
Colorado's Comprehensive Strategy Framework .....	8-10
Structure, Function and System Flow- Prevention through Parole/Aftercare .....	11-31
Prevention and Early Intervention .....	11
Educational Services/Department of Education .....	11
Employment Services/Department of Work Force Development .....	16
4-H Programming/Cooperative Extension Offices & Colorado State University .....	18
Child Welfare Services/Department of Human Services .....	19
Prevention Services/Department of Health & Environment .....	23
Drug and Alcohol Services/Department of Human Services .....	26
Enforcing Underage Drinking Programs/Department of Revenue.....	28
Mental Health Services/Department of Human Services .....	29
Immediate Interventions .....	32-42
Arrest/Law Enforcement .....	32
Detention/Senate Bill 94 .....	35
Diversion/District Attorneys .....	40
Filing/District Attorneys .....	41
Intermediate Interventions .....	44-47
Adjudication/Colorado Courts .....	44
Community Supervision/Probation.....	46
Institutional Confinement/Aftercare.....	48-55
Commitment/Division of Youth Corrections .....	48
Parole/Aftercare/Division of Youth Corrections .....	52
Direct File in Adult Criminal Court/Youthful Offender System-DOC .....	56
Colorado's Priority Juvenile Justice Needs/Problem Statements .....	58-62
Plan for Compliance with the First Three Core Requirements of the JJDP Act .....	64-69
Plan for Deinstitutionalization .....	64
Plan for Separation of Juveniles from Adult Offenders .....	65
Plan for Removal of Juveniles from Adult Jails and Lockups .....	66
Plan for Compliance Monitoring .....	67
Plan for Compliance with the Disproportionate Minority Contact Core Requirement.....	70
Coordination of Child Abuse and Neglect and Delinquency Programs .....	76
Priority Program Descriptions .....	78-95
Planning and Administration .....	78
State Advisory Group Allocation .....	80
Disproportionate Minority Contact.....	81
Mental Health Services .....	83
Compliance Monitoring .....	84
Native American Programs .....	85
Gender Specific Services.....	87
Substance Abuse Services .....	89
Juvenile Justice System Improvement.....	92
Delinquency Prevention .....	93
Diversion .....	95
Subgrant Award Assurances.....	96
State Advisory Group Membership .....	97
Staff of the JJDP Formula Grant Program .....	98
Appendix A-Colorado Juvenile Justice System Flowchart.....	100

# INTRODUCTION

## JJDP Council Mission

**The Colorado Juvenile Justice and Delinquency Prevention Council provides statewide leadership and advocacy to improve the juvenile justice system, prevent delinquency, ensure equal justice and accountability for all youth while maximizing community safety.**

The Colorado Juvenile Justice and Delinquency Prevention (JJDP) Council serves as the state advisory group (SAG) as defined in Title II of the federal Juvenile Justice and Delinquency Prevention Act of 2002. One of its responsibilities in conjunction with the state planning agency, the Colorado Division of Criminal Justice (DCJ), is to supervise the preparation, administration and implementation of a three-year comprehensive state plan for the improvement of the juvenile justice system and prevention of juvenile delinquency. This plan, which is updated annually, is based on an analysis of juvenile crime problems and juvenile justice needs, and serves as the basis for the annual application for federal formula grant funds from the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

The Governor, pursuant to the JJDP Act of 2002, appoints the JJDP Council and its members represent the broad scope of the juvenile justice system, including government, community-based organizations, schools and youth. The current list of members appointed by Governor Bill Owens is included in the Appendices.

Colorado has actively participated in the JJDP Act since 1984 and through early comprehensive efforts the JJDP Council and DCJ have brought the state into compliance with the core requirements of the Act - the removal of status offenders and non-offenders from secure juvenile detention and correctional facilities, separation of juveniles from incarcerated adults, removal of juveniles from adult jails and lock-ups, continued monitoring for compliance with these requirements, and development and implementation of a comprehensive plan to address the disproportionate representation of minority youth at all decision points of the juvenile justice system, including those confined in secure facilities.

Through 1994 the formula grant funds were used primarily to meet the first three requirements related to the appropriate holding of juveniles. The Council remains dedicated to a continued comprehensive compliance monitoring system and provides funds to local law enforcement to maintain the safe and appropriate holding of juveniles. The Council and DCJ also owe the continued success in compliance to support and assistance from law enforcement, the Division of Youth Corrections, judges, probation officers, community-based youth-serving agencies, the legislature, the Governor, and many others. Because of this success, formula grant funds are available for more wide-reaching efforts and the state maintains eligibility for additional funds through the JJDP Act Title V Delinquency Prevention Program, and the new Juvenile Delinquency Prevention Block Grant Program still awaiting federal appropriations.

The disproportionate contact of minority youth at all decision points of the juvenile justice system became a concern of the Council prior to its formal addition as a core requirement of the JJDP Act, and it continues as a priority program area for formula grant funds. It is seen as a core system improvement effort as it ensures fair and equitable treatment of all youth.

Collaboration and coordination with other state and local juvenile justice and delinquency prevention efforts are keys to the Strategic Plan presented here. The flexibility of the funds allocated under this plan, and the technical assistance available to the state through this plan, enable the Council and DCJ to address the gaps identified through input from the many players in the system, rural communities and the Native American tribes in southwest Colorado.

The Juvenile Justice and Delinquency Prevention Act requires that each state advisory group (SAG) regularly undertake an analysis of the "state of the state" of delinquency prevention and intervention programs and policies. This analysis then serves as the basis of the development of the Colorado Juvenile Justice and Delinquency Prevention Council's comprehensive strategic three-year plan. The purpose of this plan is to coordinate, develop, implement, monitor, and evaluate state and local efforts to

improve outcomes for troubled youth through addressing pressing issues, gaps in services, and funding reductions that threaten the progress that has been made in the area of delinquency prevention and intervention.

In preparation for development of this three year plan, the JJDP Council and staff conducted extensive research regarding each of the 32 Formula grant program areas which could be prioritized for funding. This research included national, state and local data collection, review and analysis, literature reviews for causes and correlates for the problems identified as well as for information regarding best practices and evidence-based programming to address the problems identified. A two-day retreat and follow-up meeting were held in October and December of 2005 and the Council selected the following juvenile justice areas as its priorities for the next three years.

- Disproportionate Minority Contact
- Mental Health Services
- Compliance Monitoring
- American Indian Programs
- Gender Specific Services
- Substance Abuse Services
- Juvenile Justice System Improvement
- Delinquency Prevention
- Diversion

What follows is the analysis of Colorado's youth serving systems from prevention through aftercare including an analysis of juvenile crime problems, juvenile needs and resource availability and gaps. It also includes problem statements developed after a thorough analysis of the information in the report. Finally it includes Colorado's plans for addressing the nine prioritized areas listed above as well as the plans to address compliance with the four core requirements of the JJDP Act: deinstitutionalization of status offenders; separation of juveniles from adult offenders; removal of juveniles from adult jails and lock-ups; and, the plan for compliance with the Disproportionate Minority Contact.

## DESCRIPTION OF SYSTEM- OVERVIEW

Colorado's Juvenile Justice System has the legal authority over, and the responsibility for handling youths who engage in delinquent behaviors. Its statutes can be found in Article 2, Title 19 of the Colorado Children's Code (19-2-101 et. Seq., Colorado Revised Statutes) which is available at <http://www.leg.state.co.us/> (click on "CO Revised Statutes"). This three-year strategic plan begins with a description of the service network formatted to show the movement of youth through the various points of the system from the prevention through treatment to aftercare/parole, and includes a description of the roles of public and private agencies, their structure, function, strengths, problems and needs.

The juvenile population subject to the delinquency statutes, ages 10 through 17, reflects the continued growth of Colorado, as seen in the chart below. The gender breakdown remains very even - 51% male and 49% female. The diverse make-up of our population is changing. The percentages by race and ethnicity in 2000 were: 90% white/other with 21% identifying themselves as Hispanic, 5.3% African American, 2.7% Asian/Pacific Islander, and 1.7% American Indian. Using population estimates for 2003, they now reflect: 89.7% white/other, with 23% identifying themselves as Hispanic, 6% African American, 3% Asian/Pacific Islander, and 2% American Indian. Of the estimated 518,312 youth population ages 10-17, it is estimated that 78.8% reside in the 10 largest of Colorado's 64 counties, and 67.6% reside in what is called the Front Range area, which follows the north-south Interstate I25 corridor and stretches for approximately 97 miles from Boulder County in the north to El Paso County in the south. Colorado is a large state, with an area of more than one hundred thousand square miles and it is also important to note its unique geography, with mountain ranges which create a natural barrier both north/south and east/west and therefore make travel especially in the winter months impossible at times. *Population estimates are generated via <http://ojdp.ncjrs.org/ojstatbb/ezapop/default.asp> and DCJ, Office of Research and Statistics)*

<b>Juvenile Population Estimates- Ages 10 through 17</b>				
<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
497,733	510,616	515,163	516,239	518,312

Delinquency services are organized at both the state and local level in Colorado. Local district attorneys' offices are responsible for juvenile delinquency filings and diversion programming when available. Juvenile probation officers from local probation departments in Colorado's 22 judicial districts are responsible for predisposition investigation and probation supervision. Chief probation officers in each district answer to that district's Chief Judge. The Department of Human Services, Division of Youth Corrections (DYC) is responsible for juvenile detention, state delinquency institutions and juvenile parole.

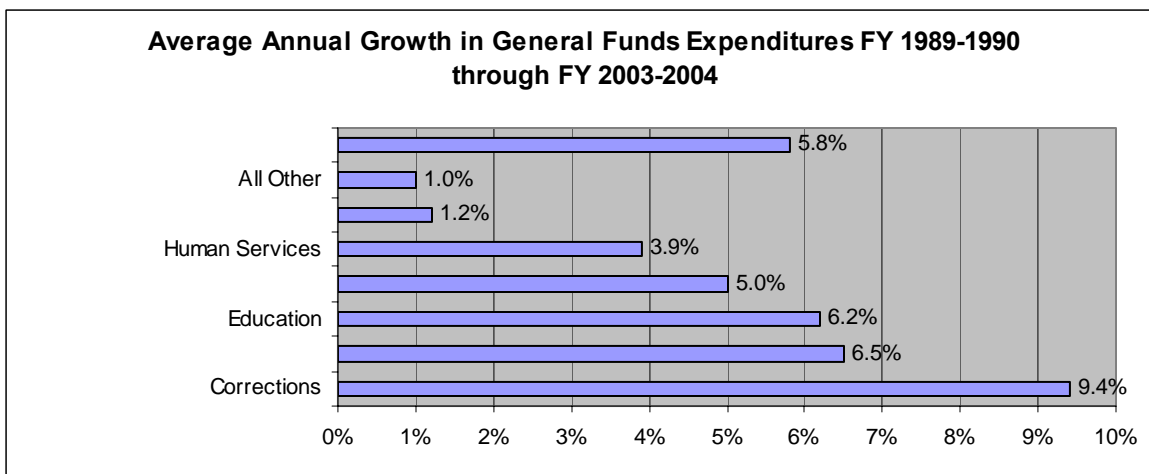
Figure 1.1 (pages 8-10) presents a conceptual framework illustrating a continuum of stakeholders, consumers, and program components that begins with delinquency prevention and flows through juvenile justice programmatic aftercare. This illustration is an attempt to summarize (1) components integral to the continuum; (2) programs; (3) funding available to address the myriad of interventions; and (4) responsible parties. This complex, multidisciplinary service network requires ongoing collaboration to effectively serve the state's at-risk youth population. Often the same agencies surface at multiple intervention points while working with this population. Likewise, a youth can be simultaneously in multiple systems/agencies as he or she receives services. If a youth receives a variety of services over many months, multiple agencies within the same state department may have (or share) jurisdiction over the youth and sometimes the family.

In its evaluation of the youthful offender system, DCJ's Office of Research and Statistics explained the fiscal ramifications of several pieces of Colorado legislation. In 1992, a statewide referendum was placed on the general election ballot, the so called Taxpayers' Bill of Rights (TABOR). The TABOR initiative passed, and was implemented the following year via state statute. TABOR amended the state Constitution (Article X, Section 20) and restricted the state's total revenue growth to a formula based on the sum of inflation plus population growth. Some state funds were exempt from TABOR, such as those obtained from federal sources, damage awards, property sales, certain fees, and so on. This annual budget cap required that taxpayers received refunds of excess state revenue.

Another important spending limit was enacted prior to the TABOR Amendment and was popularly known as the Arveschoug/Bird limit. This was an annual six-percent limit on the growth of the General Fund appropriations. Exceeding this limit required two thirds of the General Assembly to declare a state of fiscal emergency. While there were specified exceptions to the six-percent limit, the combination of the six percent limit and the TABOR amendment drastically limit the growth of government expenditures, even in excellent economic conditions.

In a report to the General Assembly dated September 2003, the budget crisis was summarized this way: During the past two years, beginning with the special session in the 2001, the General Assembly has devoted significant time to grappling with the state budget within the constraints of declining revenues.... General Fund expenditures decreased by \$221 million in FY 2001-02 and \$96 million in FY 2002-03, before increasing by \$82 million in FY 2003-04.

The figure below illustrates how the general fund expenditures among the major departments changed from FY 1989-1990 to FY 2003-2004. Total General Fund expenditures increased at an average annual rate of 5.8 percent between FY 1989-90 and FY 2003-04 which roughly matched the TABOR-imposed revenue cap of inflation and population growth in this time frame. Three departments grew faster than total General Fund expenditures since 1990: Corrections (9.4 percent), Health Care Policy and Financing (6.5 percent), and Education (6.2 percent). As a result, in FY 2003-2004 these three departments accounted for a larger share of General Fund spending than in FY 1989-90. General Fund expenditures for the remaining large departments (Judicial, Higher Education, and Human Services) all grew at a slower pace than total General Fund expenditures. Meanwhile, the average annual growth rate for all other departments was 1.0 percent. One of the General Assembly’s budgetary responses to declining state revenues was to maintain General Fund support for the largest state agencies by cutting General Fund support for other departments.



From: House Joint Resolution 03-1033, Tabor Amendment 23, the Gallagher Amendment, and other fiscal issues, prepared by Legislative Council Staff, Publication 518, September, 2003.

In addition to state funding cuts, there have been significant federal budget cuts across all agencies involved in managing the problems associated with juvenile delinquency. An analysis of program funding cuts in education, child welfare, prevention services, Division of Criminal Justice (DCJ) and the Division of Youth Corrections (DYC) reflects a reduction in more than \$27.7 million in resources targeting juveniles with problem behaviors in Colorado since FY01. This significant figure under-represents the loss of resources to the state because it does not include important agencies that deliver services to youth. In particular, information regarding budget cuts sustained by the Alcohol and Drug Abuse Division (ADAD), Division of Mental Health, and state and local Probation Departments are unavailable for analysis here since these agency budgets are not categorized by adult and juvenile funding. The JJDP Council believes that these reductions have begun to seriously and negatively impact the infrastructure of the juvenile justice system in the areas of delinquency prevention, youth diversion, juvenile probation, and Senate Bill 94 activities that focus on alternatives to incarceration, as well as detention, parole and treatment.

This three-year plan is based upon an in-depth analysis of the juvenile justice system (see Appendix A), including a systematic review of the various agencies involved in the lives of youth with problem behaviors and their families. This review includes documentation of the impacts and potential outcomes of the budget cuts and related changes in policy and practice. This strategic plan document will begin with statewide prevention efforts that are integral to the prevention of juvenile delinquency. From there, it will provide information regarding the “state of the state” in all facets of the juvenile justice system, describing the path a juvenile takes as they penetrate further into the system.

**Figure 1-1- Colorado's Comprehensive Strategy Framework**

**Problem Behavior ◦ Noncriminal Behavior ◦ Delinquency ◦ Serious, Violent and Chronic Offending**

<b>Components:</b> <i>(Items are examples, not all inclusive)</i>	<b>Preventing Youth from Becoming Delinquent</b>			<b>Improving the juvenile justice system response</b> Accountability ■ Competency Development ■ Community Protection				
	<b>Prevention for all Youth</b>	<b>Early Intervention for Youth at Risk</b>	<b>Immediate Intervention</b>	<b>Intermediate Sanction</b>	<b>Community Confinement/ Supervision</b>	<b>Institutional Confinement</b>	<b>Aftercare</b>	
			<b>COLORADO'S JUVENILE JUSTICE SYSTEM</b>					
			<b>Arrest ◦ Screening ◦ Pretrial ◦ Diversion ◦ Case Filing ◦</b>	<b>Adjudication ◦ Presentence investigation ◦ Sent</b>	<b>encing ◦ ◦</b>	<b>Sentencing ◦</b>	<b>◦ Transition</b>	
<b>Responsibility and/or Jurisdiction</b>	Parents/Family Neighbors Churches Recreation Child Care Child Welfare Agencies Schools Health Agencies Local Gov. Businesses	Parents/Family Child Welfare Social Services Mental Health Substance Abuse Schools Special Ed Community Youth-serving agencies Recreation Civic and Faith-based Organizations	Parents/Family Schools & Community Child Welfare Social Services Mental Health Substance Abuse Tx Law Enforcement DA Pre-file Diversion Intake Screening Community Evaluation/ Assessment Teams DYC Detention	Parents/Family Schools Law Enforcement Municipal Courts DAs' Diversion District or Juvenile Courts/Probation Community Accountability Boards Defense Bar DYC Detention	Probation (Judicial) Diversion DYC - SB94 Alternatives to Detention	Colorado Division of Youth Corrections (DYC)	DYC Parole Community Youth-Serving Agencies Schools Businesses Communities	
<b>Programs</b>	Arts Sports Health Screening Head Start Education Parenting Classes Home Nurse Visitation Nutritional Programs	Anger Management Conflict Resolution Mentoring Tutoring Life Skills Family Preservation and support Job Training Gang & Drug Resistance Education Programs Juvenile/Communi ty Assessment Centers School Resource Officers Peer Counseling	Group, Family and Individual Counseling Drug & Alcohol Treatment Therapy Mediation Runaway Shelters Tutoring Child Advocacy Center Victims Assistance Community Policing Juvenile/Community Assessment Centers School Resource Officers Law Related Ed.	Suspension Expulsion Restrict Sports Participation Driver License Susp. Diversion Restorative Justice Conferencing Victim/Offender Mediation Fines Community Service Restitution Probation Supervision Teen Court Juvenile Drug/Gun Courts	Electronic Monitoring Intensive Supervision Alternatives to Incarceration Trackers Foster Homes Day Treatment Residential Treatment Centers Residential Child Care Facilities School-based Probation	Staff Secure facility Short-term detention Long-term Secure Incarceration (including programs that address education, life skills, vocational training, drug and alcohol abuse, mental health, etc.)	Intensive Supervision Electronic Monitoring Trackers Day Treatment Transition Services Independent Living Job Training Self-Sufficiency Prgms	



Components:  <i>(Items are examples, not all inclusive)</i>	Preventing Youth from Becoming Delinquent			Improving the juvenile justice system response Accountability ■ Competency Development ■ Community Protection				
	Prevention for all Youth	Early Intervention for Youth at Risk	Immediate Intervention	Intermediate Sanction	Community Confinement/ Supervision	Institutional Confinement	Aftercare	
			COLORADO'S JUVENILE JUSTICE SYSTEM					
			Arrest <sup>o</sup> Screening <sup>o</sup> Pretrial <sup>o</sup> Diversion <sup>o</sup> Case Filing <sup>o</sup>	Adjudication <sup>o</sup> Presentence investigation <sup>o</sup> Sent	encing <sup>o</sup>	o Sentencing <sup>o</sup>	o Transition	
<b>Local Funding (including State and Federal grants and allocations)</b>	City: Park and Recreation Programs; Community Centers; food banks; Housing; Police; Human Services			Municipal Court and Police Dept. Programs			Human Resource Programs	
	County: Library Programs; Health and Mental Health; Social Services (Core services, family and community service centers), Child Welfare; County Cooperative Extension (4-H & youth programs); Employment and Training (Summer Youth Employment); Park and Recreation			Community Corrections Collaborative funding of Judicial District Programs: District Attorney Juvenile Prosecution and Diversion Programs; Defense Attorneys; Probation Support		County Juvenile Detention (limited)	Self-Sufficiency Programs Job Training	
	School District: Counseling; health clinics; special ed; tutoring; suspension & expulsion intervention/prevention; teen courts; safe school prgms; Safe/Drug Free Schools				Educational services		Reintegration and transition services	
	Private: (Offering support across all areas) Foundations, Sports Associations; Alumni Groups; Civic and Business Groups, Chambers of Commerce, Churches, United Way, Fraternal Organizations; Cultural Groups; Community-based organizations and youth-serving agencies							
<b>State &amp; Federal Funding by State Department (funds cover program needs across various areas)</b>	<b>Public Health and Environment:</b> Public Nurse Program, Home Nurse Visitation, Community and Family Health Services; Injury Prevention and Control; Abstinence Education, Suicide Prevention, Colorado Children's Trust Fund <b>Health Care Policy &amp; Financing:</b> Supplemental Security Income; Foster Children; Baby Care Program; Public School Health Services, CHIP+, Medicaid <b>Agriculture:</b> Child Nutrition; Food Stamps; WIC <b>Human Services: Child Welfare</b> - Family Preservation/Family Support, Out-of-Home Placement Care; Family Issues Cash Fund; Independent Living, Youth Development <b>Human Services: Health &amp; Rehabilitation</b> - Early intervention <b>Human Services: Alcohol and Drug Abuse</b> - Managed care funds (prevention and intervention); detox centers; and Drug Offender Surcharge Fund. <b>Local Affairs:</b> Housing assistance; Community Services Block Grant <b>Education:</b> Suspended & Expelled services; In-home/In-school suspension; Special Education; Even Start Family Literacy Program; Education for homeless children; Child Care Development; Ch. II - needs of at risk students; Title IV Safe and Drug Free Schools and Communities; Preschool; Comp. Health Ed <b>Higher Education:</b> Vocational schools; financial aid; county extension youth programs; Colorado Community College Occupational Education System (teen parent program) <b>Public Safety;</b> DCJ: Federal Juvenile Justice funds <b>Labor and Employment:</b> Job Training <b>Revenue:</b> Enforcing Underage Drinking Laws <b>Transportation:</b> Law Enforcement Assistance Fund (DUI); <b>Military Affairs:</b> Youth Conservation Corps; Drug Demand Reduction Program <b>Natural Resources:</b> Youth in Natural Resources; Seasonal Work			<b>Human Services: Youth Corrections</b> - Alternatives to Incarceration (SB94) Programs (supervision, case management, treatment, education, mental health, etc.) Secure Detention and Commitment Facilities and programs (mental health, education, medical, job training), Parole program services, Contracted secure and non-secure beds; Intensive Aftercare Program <b>Human Services: Health and Rehabilitation</b> - Mental Health Screening and Referral for Detained Youth <b>Human Services: Alcohol and Drug Abuse</b> - Managed care treatment funds <b>Public Safety;</b> Division of Criminal Justice: Federal Juvenile Justice <b>Education:</b> Suspended & Expelled student services; In-home and In-school suspension programs; Title I High-Risk Youth <b>Military Affairs:</b> Youth Conservation Corps; Drug Demand Reduction <b>Law:</b> 80% of elected district attorneys salaries <b>Judicial:</b> Probation Officers and program services (electronic monitoring, drug testing); Public defenders, Guardians Ad Litem, and alternate defense counsel (no specific amount for juveniles) <b>Corrections:</b> Youthful Offender Program and Community Transition Programs (for certain direct-file juveniles)				

Components:  <i>(Items are examples, not all inclusive)</i>	Preventing Youth from Becoming Delinquent			Improving the juvenile justice system response Accountability ■ Competency Development ■ Community Protection			
	Prevention for all Youth	Early Intervention for Youth at Risk	Immediate Intervention	Intermediate Sanction	Community Confinement/Supervision	Institutional Confinement	Aftercare
			COLORADO'S JUVENILE JUSTICE SYSTEM				
			Arrest <sup>o</sup> Screening <sup>o</sup> Pretrial <sup>o</sup> Diversion <sup>o</sup> Case Filing <sup>o</sup>	Adjudication <sup>o</sup> Presentence investigation <sup>o</sup> Sent	encing <sup>o</sup>	Sentencing <sup>o</sup>	o Transition
<b>OJJDP Funds: JJDP Act and other Grant Programs (both direct and administered by state agencies)</b> <i>*Administered by the Division of Criminal Justice</i>	*Title V Delinquency Prevention		*Title II, Part B Formula Grants				
	Enforcing Underage Drinking Laws Grant Program		*Title II, Part E Challenge Grants (end FY03)				
			*Title II, Parts C, Juvenile Delinquency Prevention Block Grant Program (if appropriated in FY04)				
			*Juvenile Accountability Incentive Block Grants				
	Joint Initiatives with other Federal Offices: Depts of Education; Labor; Health and Human Services; e.g. Safe Schools Initiative, Safe Schools/Healthy Communities, Reentry Grants						
<b>Other Federal Funding by Federal Depts. (both direct awards to state and local agencies, and pass through funds administered by state agencies)</b>	<b>Justice, Office of Justice Programs:</b> *Corrections Program Office: Violent Offender Incarceration/Truth in Sentencing (VOI?TIS); Residential Substance Abuse Treatment for State Prisoners (RSAT) Bureau of Justice Assistance (BJA): Byrne State and Local Law Enforcement Assistance Formula Grant, Local Law Enforcement Block Grant (LLEBG); Violent Crime Control & Law Enforcement Act of 1994: COPS in Schools; Drug Courts; etc. Omnibus Crime Control & Safe Streets Act of 1968; etc. Other: Boys & Girls Clubs in Public Housing; CASAs; Tribal Court Initiative; Weed and Seed; Community Policing; Community Prosecutors; etc. <b>Labor, Employment and Training:</b> Job Training Partnership Act; Welfare-to-Work; School-to-Work; Summer Youth Program; Job Corps; Youth Opportunity Grants; Reintegration of Young Offenders; Focus on Workforce Investment, Youth Services; One-Stop Centers; Youth Councils <b>Health and Human Services:</b> Medicaid; Substance Abuse Prevention and Treatment Block Grant; Title IV-E of the Social Security Act; Title XX Social Services Block Grant; Temporary Assistance to Needy Families (TANF) Block Grants; Mental Health Services Block Grant; Maternal and Child Health Block Grant; Preventive Health Services Block Grant; Family Support & Preservation; National Youth Sports; Runaway and Homeless Youth; Head Start; Healthy Start; Tobacco Prevention; Abstinence Education; Children's Mental Health; High-Risk Youth Substance Abuse Prevention; Native American Programs; Safe Schools/Healthy Students; Programs through SAMHSA <b>Education:</b> Safe & Drug Free Schools; 21 <sup>st</sup> Century Community Learning Centers (After-School Programs); Class Size Reduction; School-to-Work; Lifeskills for State and Local Inmates Program; Grants to States for Workplace and Community Transition for Incarcerated Youth Offenders Program; Workforce Investment Act; ESEA Title I - Neglected and Delinquent; IDEA-Special Education; Perkins Vocational and Technical Education Act of 1998 State Grant Program; Vocational Rehabilitation Program <b>Housing and Urban Development:</b> Homeless Program; Community Services and Community Development Block Grants; Drug Elimination Grants; Youth Build <b>Defense:</b> National Guard Youth Programs <b>Agriculture:</b> School Breakfast and Lunch Programs; Child Care Food Programs; WIC						

# STRUCTURE, FUNCTION AND SYSTEM FLOW- PREVENTION THROUGH PAROLE/AFTERCARE SERVICES

## PREVENTION AND EARLY INTERVENTION

The first essential components of the Comprehensive Strategy Framework (figure 1-1) are prevention and early intervention. Prevention services target youth *prior* to entering the juvenile justice system and include proactive, interdisciplinary efforts that empower individuals to choose and maintain healthy life behaviors and lifestyles, thus fostering an environment that encourages law-abiding, pro-social behavior. Early intervention services refer to active efforts to intervene at early signs of problems. Often, these are efforts to reduce risks and change problem behaviors that begin with family-centered interventions. The agencies most involved with the juvenile justice system at the prevention and early intervention level are the Department of Education, the Department of Workforce Development, the Department of Human Services' Division of Child Welfare (CW), the Department of Public Health and Environment's Prevention Services Division, Department of Human Services' Alcohol and Drug Abuse Division (ADAD) and the Department of Human Services' Division of Mental Health (MH).

### Educational Services/Department of Education

Colorado has 64 counties and almost three times as many school districts, varying in size. The Colorado Board of Education and the Department of Education (CDE) have certain statewide responsibilities but local control is very strong and the subsequent decentralization of many education services has contributed to variances between school districts in services available to students. Growth in the student population has also been an issue for the state, as the student population expanded by 5.5% from the fall of 2000 to the fall of 2004.

Public School Enrollment- % of Total by Race/Ethnicity 2002-2004								
<a href="http://www.cde.state.co.us/index_stats.htm">http://www.cde.state.co.us/index_stats.htm</a>								
Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total # Students
2002	65.7	24.3	5.7	3.0	1.2	51.1	48.9	751,862
2003	64.5	25.3	5.8	3.1	1.2	50.7	48.5	757,668
2004	63.5	26.2	5.9	3.2	1.2	51.3	48.6	766,657

OJJDP-sponsored studies have identified that educational risk factors for delinquency include academic failure beginning in late elementary school, inadequate school climate, truancy, and economic deprivation. Adults with a high school education are more likely to participate in the labor force, according to the National Center for Education Statistics. Specifically, in 2002, only 44 percent of those 25 and older that were did not complete high school were in the labor force. It is therefore implicit that providing services to at risk students improves the possibility of better long-term outcomes, including future employability.

While **graduation rates** in Colorado have increased in recent years, the rates differ significantly across race/ethnic groups. In 2003 and 2004, less than 70% percent of Native American youth graduated from high school in Colorado, although the rate did increase in 2004. In 2004, both Hispanic youth and Black youth had lower graduation rates, 71% and 78.6% respectively, than White youth at 87.8% and Asian youth at 88%.

Graduation % by Race/Ethnicity Groups in Colorado Public Schools 2004/2005									
<a href="http://www.cde.state.co.us/index_stats.htm">http://www.cde.state.co.us/index_stats.htm</a>									
	Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total
% Graduation (excluding alternative schools)	2003	87.5	69.6	76.8	87.0	65.8	82.2	88.8	85.4
	2004	87.6	70.7	78.6	88.0	67.9	80.8	86.7	83.7

High school **drop out rates** are also of concern. All racial/ethnic populations have a significant number of youth who fit the criteria of a drop out, but the rates for both Hispanic youth (5.2) and Native American youth (4.7) suggest the need for a review of the reasons leading to dropping out of school for these populations.

<b>Drop Out Rates by Race/Ethnicity Groups in Colorado Public Schools 2004/2005</b>									
	<b>Year</b>	<b>White</b>	<b>Hispanic</b>	<b>Black</b>	<b>Asian</b>	<b>Native American</b>	<b>Males</b>	<b>Females</b>	<b>Total</b>
<b>Dropout Rate</b>	<b>2002</b>	2.2	4.6	3.0	1.5	5.0	2.9	2.3	2.6
	<b>2003</b>	1.7	4.2	3.0	1.5	3.8	2.6	2.1	2.4
	<b>2004*</b>	2.3	5.2	3.7	2.7	4.7	3.4	2.7	3.1

[http://www.cde.state.co.us/index\\_stats.htm](http://www.cde.state.co.us/index_stats.htm)

\*The calculation formula changed for the 2003-2004 school year, which may account for a slight increase in the 2004 dropout rate.

**Truancy** is an issue of growing concern especially in relation to delinquency. In 2003, 2,090 truancy petitions were filed in Colorado courts compared to 2,062 in 2004 and 2,080 in 2005. In the October 2003 report, *Saving Money Saving Youth, the Financial Impact of Keeping Kids in School*, Joanna Heilbrunn and Dr. Ken Seeley highlighted the causes and dangerous consequences of truancy (this report was supported with OJJDP funding provided through DCJ). They have noted that research has consistently shown that causes of truancy can be separated into 4 different categories: 1) student demographics (truancy is higher among males, minorities, urban youth, low income families, children in one parent households, children from large families and children whose parents do not have a high school diploma); 2) family characteristics (parental attention and involvement with school and homework); 3) student's personal or psychological factors (truant students were less likely to perceive school experiences favorably or less likely to feel competent in the classroom); and, 4) school climate including attachment to teachers, feelings of physical safety (attachment through relationships with other students, teachers or another caring adult). Through their study of three Colorado truancy reduction programs, Heilbrunn and Seeley were able to show that the best approach to truancy reduction includes a court and a case management approach and that effective truancy reduction programs save taxpayers over \$200,000 for each student that graduates instead of dropping out.

Quite often **disciplinary actions** taken at schools are the first step into the juvenile justice system. This might be a place to begin looking for interventions to decrease the over representation of minorities in the juvenile justice system. As can be seen by the chart below, the Hispanic, Black and Native American youth are all over represented in the number of negative consequences for poor behavior, while White and Asian youth are underrepresented.

<b>Disciplinary Actions by Race/Ethnicity Groups in Colorado Public Schools 2004/2005</b>						
	<b>% Of Total Students</b>	<b>% Of In-School Suspensions</b>	<b>% Of Out-Of-School Suspensions</b>	<b>% Of Expulsions</b>	<b>% Of Other Disciplinary Action</b>	<b>% Referred To Law Enforcement</b>
White	63.5	48.6	45.7	47.2	62.0	88.6
Hispanic	26.2	34.8	36.1	36.1	32.7	8.2
Black	5.9	13.3	14.7	12.4	3.7	2.8
Asian	3.2	1.6	1.4	1.4	0	0
Native American*	1.2	1.6	2.1	2.9	1.7	.4

[http://www.cde.state.co.us/index\\_stats.htm](http://www.cde.state.co.us/index_stats.htm)

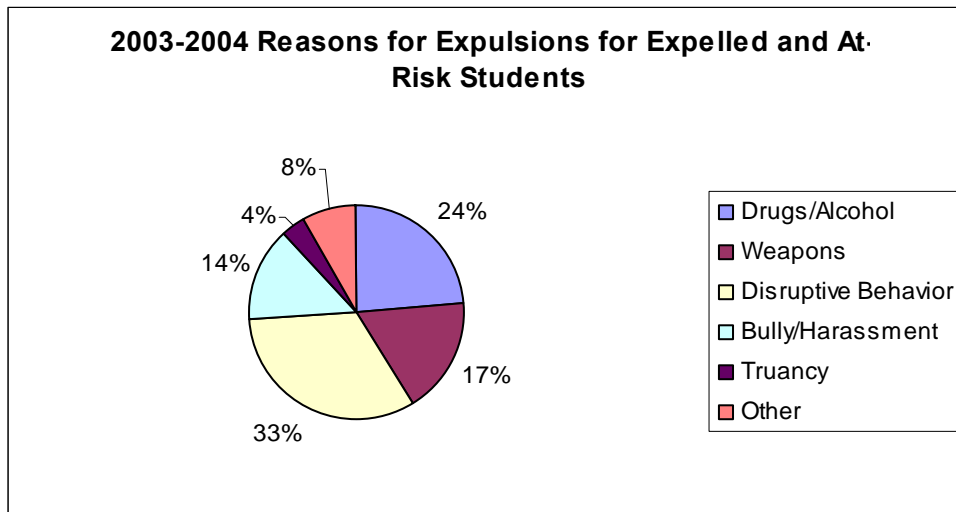
- Of the Native American students receiving disciplinary actions statewide (902), 36% (327) were from the 6 school districts in Montezuma and La Plata counties, where the Ute Mountain Ute and Southern Ute Indian Tribes are located.

CDE remains actively involved in developing programs with federal support to meet the myriad of educational needs of its students. Other programs available include several elaborated on below.

Expulsion should be the last step taken after several unsuccessful attempts to deal with a student who has discipline problems that disrupt learning of other students or cause risk of harm to others. According to the **Expelled and at Risk Student Services** Summary Report for the 2003-2004 School Year, CDE offers a variety of programs, consultants, and schooling alternatives for those students put at-risk either by their own actions or by circumstances beyond their control. Since 1998, CDE has funded school districts across the state to provide services to expelled students and students at-risk of expulsion, under the Expelled and At Risk Student Services Grant of Amendment 23. The Colorado Division of Criminal Justice (DCJ) provided funds to the National Center for School Engagement, an initiative of the Colorado Foundation for Children and Families (CFFC) to continue their multi-year evaluation of these grants.

During the 2003-2004 school year, grants were awarded to 55 programs, which focused on reporting of data for three main areas of student outcomes including academic gains, attendance improvement, and disciplinary actions issued to the students in these programs. During the 2003-2004 school year of the 8779 students served, 93% (8159) were considered to be "at-risk" of expulsion while 7% (620) were actually expelled. The relatively small percentage of expelled students is a reduction from previous years where expulsion rates for students were in the teens. This shows that programs are in fact attempting to retain and catch students before an expulsion process has begun. The identification of at-risk behaviors and red flags has resulted in programs showing a decrease in actual expelled students.

CDE reported that the reasons for expulsion clearly had behavioral components at the core and they identified that the expelled and at-risk students' mental health needs directly impacted their behavior. Therefore, the Expelled and At Risk Student Services programs targeted both behavior and mental health issues simultaneously which tended to have a greater impact.



[http://www.cde.state.co.us/index\\_stats.htm](http://www.cde.state.co.us/index_stats.htm)

With the support of DCJ, and Formula Grant funding, the evaluation component of this program surfaced several issues that CDE continues to study and address including gender. Similar to past years, in 2003-04 the percent of boys served (63%) far exceeded the percent of girls served (37%). In addition, particular attention was paid to the racial/ethnic breakdown of students served in these programs as CDE questioned whether or not students of color were overrepresented in school expulsion as in juvenile justice and adult penal systems, suggesting a precursor to overrepresentation of minorities in the justice system. At the time of the writing of the report, Latino students made up 25% of the juvenile population, and 55% of the students served in these programs. Additionally, African American students made up 5.8% of the student population and 14% of the students in these programs. Therefore, African American and Latino students served in these programs were overrepresented compared to the student population of Colorado. Efforts to minimize or at least understand the reasons behind the overrepresentation of students of color in this data continue at the state level.

Data was collected on three primary outcomes; improvement in one failing grade, improved attendance and decreased disciplinary referrals. Programs reported that students served demonstrated improvement in all three areas, 27% showed increased academic and attendance outcomes, and 29% saw a decrease in disciplinary referrals. It should also be noted that in addition to reporting on these three outcomes, programs reported other outcomes qualitatively. Program staff reported significant outcomes in multiple areas of the students and families lives that included:

- Decrease in juvenile justice involvement
- Decrease in juvenile justice recidivism
- Improved family cohesion
- Continuation to the next grade level
- GPA improvement- for example, one program reported that students had an average GPA of .80 upon entrance to the program, which increased to 3.25 GPA at the end of the third quarter marking period
- Number of credit hours earned toward graduation
- A decrease in drug/alcohol involvement

In the report summary, CDE noted that it planned to continue to provide funding opportunities for programs, and that the evaluation completed by CFFC in conjunction with DCJ was critical in reporting the outcomes so that districts around the state continued to serve expelled and at-risk students in a manner that promoted school engagement, and better life chances in the future. The full report is available on-line at: [http://www.cde.state.co.us/cdeprevention/pi\\_expelled\\_grant.htm](http://www.cde.state.co.us/cdeprevention/pi_expelled_grant.htm).

The purpose of **Even Start Family Literacy services**, through the No Child Left Behind Act, is to help break the intergenerational cycle of poverty and illiteracy by improving educational opportunities for low-income families with limited education. To accomplish this goal, the legislation requires Even Start programs to provide an integrated five-component model of family literacy. These components are supplemented and enhanced by personal family visitations. The Colorado Department of Education funds 13 Even Start programs in Aurora, Avondale, Boulder, Colorado Springs, Cortez, Denver, Dolores, Durango, Glenwood Springs, Greeley, Lafayette, Lamar, Leadville, Monte Vista, Rifle, Trinidad, Waverly, and Windsor.

The purposes of the program are consistent with activities that OJJDP encourages states to undertake to prevent delinquency. In fact, the following bullets describe how program activities specifically link to at-risk behaviors:

- Adult Education- Parent literacy training that leads to economic self-sufficiency.
- Early Childhood Education- An age-appropriate education to prepare children for success in school and life experiences.
- Parenting Support- Training and support for parents regarding how to be the primary teacher for their children and how to be full partners in the education of their home.
- Parent and Child Together- Interactive literacy activities between parents and their children.

Even Start family literacy services are provided to participants on a voluntary basis that are of sufficient intensity in terms of hours, and of sufficient duration, to make sustainable changes in a family, and that integrate the following four components:

- 1) Help break the cycle of poverty and illiteracy by improving the educational opportunities of the state's low-income families, through the integration of adult literacy (e.g., Adult Basic Education or English Language Learning), early childhood education, and parenting support into a unified family literacy program.
- 2) Assist parents in gaining the literacy and parenting skills they need to become full partners in the educational development of their children, birth to age seven, through family-centered education programming.
- 3) Help children in reaching their full potential as learners.

4) Support the implementation of the Colorado Basic Literacy Act.

The program's outcome measures show important progress. For the past seven years, the CDE has supported a statewide evaluation of Colorado Even Start programs. The following findings are highlights from the 2004-2005 progress report:

- Colorado Even Start programs met 89 percent of the targeted goals contained in the state performance measures, an increase from 71% in 2003-2004.
- Colorado Even Start programs served 422 families with 657 children.
- Teen parents in the state's Even Start programs had an average high-school graduation rate of 82 percent over the past six years.
- Seventy-six (76%) percent of primary-grade children involved in Even Start performed at grade-level or showed one year's growth in literacy skills within one year.
- The percent of preschoolers in Even Start who are enrolled in an additional early childhood education program has steadily increased over the past five years from 45% to 77%.

The 2003-2004 average cost of serving an Even Start family in Colorado, based only on the state allocation of federal funds to local programs, was \$4,249. In comparison, Head Start's national average cost for serving one child is \$7,092 (Head Start Bureau, 2004). Funding for the family literacy program has remained fairly stable at nearly \$2 million between FY02 and FY05. The extent to which this funding is adequate to meet the needs of children and their families is unknown. Even Start Progress Reports from 1998-2005 can be viewed at <http://www.cde.state.co.us/cdecare/evenstart.htm>.

The **Safe and Drug-Free Schools and Communities** program (SDFSC) support activities that prevent violence in and around schools and the illegal use of alcohol, tobacco, and drugs. These programs involve parents, and program officials coordinate these program efforts and resources with other federal, state, and community entities. Allocations are based on poverty rate and the size of the student population. Funds are made available to local school districts to provide only research-based prevention and intervention activities to students within the district. Strategies, often implemented in collaboration with other community agencies and groups, include but are not limited to alcohol, tobacco and drug education; violence prevention and conflict resolution programs; youth leadership and peer counseling programs; student assistance counselors and teams; character education; and alternatives to suspension. The program also supports technical assistance to school districts through individual consultations, workshops, and trainings. Program officials also collaborate with other agencies and groups to provide training in statewide conference settings.

As part of the No Child Left Behind Act of 2002, the CDE annually reports outcome data provided by school districts. For example, Adams County School District 1 reported that, in the 2003-2004 school year, thirty-five students participated in the project and had a 92 percent literacy plan completion rate. Across the state, the following outcomes were reported:

- Total disciplinary incidents dropped from 785 in 2003 to 421 in 2004;
- Drug possession/use incidents dropped from 55 in 2003 to 34 in 2004;
- Dangerous weapons incidents dropped from 13 in 2003 to 6 in 2004; and
- Disobedience/defiance incidents dropped from 344 in 2003 to 125 in 2004.

As can be seen in the table below, funding for Safe and Drug Free Schools, funding has been somewhat unstable over the past several years. The funding cuts to what the CDE receives for Administration and Technical Assistance occurred with the onset of the No Child Left Behind Act in 1992, which changed the formula for distribution of the funds to the states. The states were permitted to retain 9 percent of the state's allocation for training and technical assistance. But since FY03 the state can only keep 7 percent of the allocation. This provided more funding to be allocated to the districts, but subsequent cuts have offset this benefit. This means that services offered by the state, along with district-level services to at-risk youth, have been reduced.



<b>SAFE AND DRUG FREE SCHOOLS</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>
Budget for CDE's administration and support to districts (i.e. training and technical assistance)	\$348,016	\$287,560	\$284,435	\$270,679
Distribution to School Districts	\$3,518,820	\$3,820,450	\$3,778,919	\$3,596,157
Total for Education	\$3,866,836	\$4,108,011	\$4,063,354	\$3,866,836
Change from previous year for state	-\$161,073	\$241,175	-\$44,657	-\$196,518

The Colorado Department of Education cuts resulted in a significant loss of staff "time on task" associated with the program. Specifically, it required the program director position to be reduced from 1 FTE (full time employee) to .75; the administrative assistant went from half time to 10 hours per week. Other positions were similarly reduced. Additionally, budget cuts resulted in the elimination of annual training efforts and significant reductions in technical assistance delivered to local school districts by the state.

The **Education of Homeless Children and Youth Program** is funded to implement the requirements of the McKinney-Vento Homeless Assistance Act. The primary intent of this federal law is to remove state and local barriers to the enrollment and academic success of homeless children and youth.

At the state level, the Colorado Department of Education provides technical assistance to individuals who are homeless, local school agencies and homeless service providers in areas related to compliance with the law, and issues of homelessness as it relates to the education of children and youth who experience homelessness. The Department also provides technical assistance to school districts in program design, grant writing and networking of resources.

At the local level, funded school districts provide direct educational and support services to enroll and educate homeless students. Strategies implemented include the following: tutoring, direct provision of school supplies and basic need items, translation/interpretation services, collaboration with other school programs (Title I, Migrant Education, Special Education), support of AmeriCorps programs, direct outreach to help families adjust to new school and community environments, referral services, provision of out-of-school time programs and staff development and training.

The Colorado Department of Education's goal for this program is to remove state and local barriers to the enrollment and academic success of homeless children and youth.

<b>Education for Homeless Children and Youth</b>	<b>FY01-02</b>	<b>FY02-03</b>	<b>FY03-04</b>	<b>FY04-05</b>
Appropriated	\$273,757	\$281,804	\$456,964	\$405,878
Number of Students Served	2,733	2,826	7,145	6,224

## **Employment Services/ Office of Workforce Development**

In its updated Work Force Development Plan (<http://dola.colorado.gov/wdc/index.htm>), the Office of Workforce Development which is located in the Office of the Governor, reports that it is actively involved in supporting youth employment and collaborating with other state agencies in meeting Colorado youth's needs, especially youth with disabilities. The State Youth Council's (SYC) goals and missions support programs and services that assist youth in need and youth with barriers. There is also a deep, collaborative association among the agencies that serve these populations, both at the state and local level.

In October of 2003, Colorado was awarded an Innovative State Alignment for Improving Transition Outcomes for Youth with Disabilities which is a 5-year renewable grant to serve youth in transition, from ages 14-25. This grant from the Office of Disability Employment Policy of the U. S. Department of Labor provides over \$2 million in funding over 5 years much of which is distributed locally.



Initially the grant focused on statewide resource mapping of the funding streams and responsible agencies that provide services to this population. At the same time, the grant was administered through local prototype sites, at a rate of three per year, to a total of nine, to eventually cover the nine federally recognized Colorado workforce regions. The advisory group for the grant consists of over 20 leaders from state level agencies, the SYC, Project Train, leaders from Community Based Organizations, parents of youth with disabilities, and youth with disabilities.

Colorado's Office of Workforce Development works closely with Collbran Job Corps both at a state level as well as locally. Youth are given the opportunity to complete their GED, obtain a high-school diploma, or receive vocational training in a career of their choice, while receiving professional support, career development training, and preparatory experience while at the Job Corps campus. Job Corps continues to be a permanent presence on the State Youth Council, as written into the membership section of the Council's bylaws. Collbran also allows youth to serve on local youth councils that are active around the state.

The State Youth Council (SYC) was awarded additional funding from the state Workforce Investment System sub-committee of the CWDC in 2004 to provide an additional \$250,000 to the local regions for youth projects. Appropriate types of special youth initiatives included:

- Creation of alternative means for high school dropouts to obtain a HS diploma & receive employability skills training.
- Development of subsidized work experiences to encourage youth to pursue training in demand occupations.
- Development of assessment tools that determine youth readiness for post-secondary training.

A local grant-funded program that has had a great deal of success is the Teen Summer Paint Project in the Eastern workforce sub-region. Initially funded by 10% Work Force Investment Act (WIA) youth discretionary dollars in 2002, youth in this program are given summer employment through the workforce Centers and focus on strengthening the local community by providing services to elderly residents including external house painting and yard work. The program was recognized by the Governor for their rapid response to a tornado that decimated the town of Sterling. The youth were some of the first to respond and begin cleanup efforts. Recently, the program was extended through a combination of funds from the Community Service Block Grant program, with discretionary funds provided by the Department of Human Services, administered out of the Department of Local Affairs, and from excess funds from a Rural Consortium program.

Another promising prospect for cross cutting service delivery is the S.E.E.D. program in Boulder County. Boulder was awarded 10% WIA youth discretionary funding in 2004 to implement this innovative program to deal with the high number of youth requiring summer employment in a community that lacks the depth of opportunities for youth available in other communities. Boulder's Workforce Center is recruiting, training, and providing job readiness to motivated youth. They are also handling payroll and Worker's Compensation Insurance, and providing regularly scheduled support and follow-up with the employers and youth involved. They are targeting industries identified by labor market information data that are projected to be high-growth industries with impending local worker shortages. Boulder leverages funds by securing scholarships from businesses that cannot provide in-house summer employment opportunities. Local businesses that can participate are offering paid summer employment opportunities, mentoring, and non-paid internship opportunities (offset by the scholarship dollars donated by other businesses).

Colorado constantly looks for innovative ways to prepare its workforce to meet the needs of local employers. The primary method for developing new models and alternative routes to positive employment outcomes is through the State Youth Council via 10% WIA youth discretionary grants. One option that has been studied and is proving to be effective is the Work Keys program. The workforce system state wide is embracing the Work Keys methodology to provide job-seeking youth the skills they need, and to provide employers with adequately trained employees. Youth are provided with initial skills assessments, and then are provided with the services needed to develop the skills that match the requirements of local employers. Many large employers around the state are embracing this system, as they are finding it more difficult to find skilled workers to meet their needs.

Another option to meet employers need is through Boulder's S.E.E.D. program, discussed above, and Mesa County's Partner's Conservation Corps program, where at-risk youth (youth offenders and high school dropouts) are provided with GED Preparation classes, Key Train classes, environmental and ecological training, and safety training and certification to receive 350 hours of training and on-the-job employment in the field.

Boulder County and Adams County collaborated across regions for their Bridges to the Future project. This project is providing intensive academic, career awareness, personal development, and preparatory services to youth who are facing significant barriers to high school graduation. The outcome is that these youth will achieve improved academic results, increased career path awareness, increased post-secondary attendance, and gains on assessments. Also, the program provides education and referral services to the parents of participating youth. The partnership for this project also includes the Front Range Community College and area school districts. The program is based on one developed by Miami Dade Community College in 2002.

Tri-County has a Career Start program. This project will implement a sustainable, replicable model using blended funding to provide access to career preparation services and transition skills training. Additionally, the program is offering a certification class and work-training experience in an Asphalt Field Technician training program with the Rocky Mountain Asphalt Education Center. This model could potentially be sustained locally by employers, and could be customized and replicated within other high demand industries.

The Pueblo region has done extensive research through focus groups and meetings with employers and training entities to address the critical shortage of health care professional and increases in high school dropout rates. To remedy this situation, they have a grant to recruit youth; provide basic skill proficiencies related to health care occupations; provide job shadowing, work experience, and on-the-job training; and to offer career exploration regarding health-care careers.

The Rural Resort region of the Rural Consortium has implemented a Work Keys Alternative School project. This project is creating an alternative education option for high school dropouts to earn a diploma and receive employability skills training. Goals include: career planning, work readiness training, increased graduation rates, post-secondary placement, vocational training, and ultimately employment.

The message conveyed consistently across the workforce development system in Colorado has been to provide demand driven service delivery models based on the data obtained from labor market information studies as well as from the business input received by workforce boards at both the state and local levels. Colorado will continue to implement systems that provide employers the type of skill sets they require from the job seekers entering the market. Colorado will also continue to maintain collaborative relationships with the workforce system partners that are part of the workforce pipeline, such as the Department of Vocational Rehabilitation, Department of Education, Department of Labor and Employment, the Community College System, and others. The Colorado Workforce Development Council and the State Youth Council continue to utilize a business representative as a co-chair to maintain a proper balance and consistent input from the businesses of Colorado.

## **4-H Programming/Cooperative Extension Offices & Colorado State University**

4-H began a century ago as an educational program for the nation's rural youth. Today, 4-H meets the needs of and engages young people in positive youth development experiences. These experiences are based on the idea that young people should be regarded as resources to be developed. The projects and activities provided by 4-H lead yo4-H youth to report that they:

- succeed in school, getting more A's than other youth,
- are involved as leaders in their school and the community,
- are looked up to as role models by other youth,
- and help others in their community.

In Colorado, Colorado State University through local Cooperative Extension Offices offers 4-H and other youth development activities. Nationally, about 2.5 percent of potential 4-H-age youth are members of organized 4-H clubs. In Colorado participation is below one percent although most rural areas of the state have five- to 15- percent of their 4 H-age youth involved in organized 4-H clubs. Due to this, the Colorado 4-H program is planning to expand 4-H enrollment in the more urban areas of the state.

In February 2006, a Leadership Development Conference was held in Denver with a format that allowed 4-H members to gain knowledge and skills in one of four tracks: 1) leadership, 2) public speaking, 3) Youth in Governance, and 4) youth-adult partnerships.

In addition to the youth participation, Colorado's Cooperative Extension Office also strives to engage parents to be actively involved with their children's lives. Colorado Organizing Children, Youth, and Families at Risk (CO-CYFAR) is a program which supports parents in taking primary responsibility for meeting their children's physical, social, emotional, and intellectual needs and providing moral guidance and direction; and further supports families in promoting positive, productive, and contributing lives for all family members. It is established in several Colorado communities which have been struggling with issues such as mobility, immigration, employment, housing, and drugs. CO-CYFAR-NCP resources to the communities in each area support collaboration among and resource development for child and family services providers through the County Cooperative Extension offices. Goals for the program include: parents taking primary responsibility for meeting their children's physical, social, emotional, and intellectual needs and providing moral guidance and direction; families promoting positive, productive, and contributing lives for all family members; and strengthening of internal and external community assets. For more information on 4H and CO-CYFAR-NCP, go to <http://www.4h.colostate.edu/>.

## **Child Welfare Services/Department of Human Services**

In 2004, the Colorado Department of Human Service (CDHS) was restructured and created the Office of Children, Youth and Family Services, which included the Divisions of Child Welfare, Youth Corrections and Child Care. This restructuring provided for the first time, an office where two major youth serving organizations, corrections and child welfare, work in concert to meet the needs of a population that often spans both agencies.

Child welfare services in Colorado are delivered locally through 64 county agencies. The Division of Child Welfare oversees local activities and offers technical assistance and funding opportunities. Child welfare constitutes a specialized set of services that are intended to provide safety, permanency and well-being to youth by strengthening the ability of families to protect and care for their own children, minimize harm to children and youth, and ensure timely permanency planning. Services are aimed at stabilizing the family situation and strengthening the family's capacity to care for their children. When safety is not possible within the family, services are focused on the child's need for a stable, permanent home as quickly as possible.

The role of child welfare in delinquency prevention and intervention is very clear. Studies have shown that children who are victims of or witnesses to domestic violence, child abuse, or other child maltreatment are at significantly higher risk of experiencing behavior problems and penetrating the juvenile justice system. In addition, in Colorado the courts have child welfare services as a part of the sentencing menu for delinquents. When a juvenile is adjudicated delinquent, the juvenile court judge can order a juvenile to be placed out-of-home. The youth is put in custody of the local department of social/human services, which is responsible to find the most appropriate placement. The court must set a review hearing within 90 days of placement to determine if continued placement is necessary and in the best interest of the juvenile and community. In times of scarce resources these placements for delinquent youth are difficult to find.

Recognizing the importance of cross disciplinary treatment and services for children involved in the child welfare system, in 2004 the state legislature passed HB 1451 which created the “**Collaborative Management Program**”. Now law, 24-1.9, C.R.S., the Collaborative Management Program allows for the voluntary development of collaborative management of multi-agency services provided to children and families by county departments of human/social services and other mandatory agencies including local judicial districts, including probation; the local health department, the local school district(s), each community mental health center and each Mental Health Assessment and Service Agency (BHO). The Collaborative Management Programs (CMPs) are to use the input, expertise and active participation of parent or family advocacy organizations to reduce duplication and eliminate fragmentation of services provided; increase the quality, appropriateness and effectiveness of services provided; encourage cost-sharing among service providers; and ultimately lead to better outcomes and cost reduction for services provided to children and families in the child welfare system. Local collaboratives can receive incentives for meeting identified outcomes, request waivers of state rules, and can reinvest any general fund savings into additional services to children and families that would benefit from multi-agency services.

The process calls for a Memorandum of Understanding (MOU) that may include other community stakeholders. Children and families may be invited to participate in addition to mandatory agencies. The MOU must include the following:

- a definition of population to be served;
- services and funding sources;
- the creation of an Interagency Oversight Group;
- the development of collaborative management processes;
- the development of Individualized Service and Support Teams;
- clear authorization to contribute resources and funding;
- description of the process to reinvest moneys saved;
- performance based measures; and,
- a confidentiality compliance section.

Beginning January 1, 2007, each participating county’s Interagency Oversight Group will provide a report to the executive director of each mandatory participating department that will include:

- the number of children and families served including a description of any reduction in duplication or fragmentation
- services provided;
- a description of estimated costs for implementing collaborative management;
- an accounting of moneys that were reinvested in additional services
- a description of any identified barriers to the ability of the state and county to provide effective services, and
- any other information relevant to improving the deliver of services to persons who would benefit from multi-agency services.

The Governor or designee will meet annually with the heads of the various state agencies outlined in the legislation to identify barriers and effect solutions to the barriers to achieve greater efficiencies and better outcomes for the state, location communities and persons who would benefit from multi-agency services.

A State Steering Committee, composed of the state representatives identified in the legislation and including a community/consumer representative, has been formed and includes the Juvenile Justice Specialist. The Committee has developed the operating parameters of the program along with outcome areas and associated incentives. The outcomes that have been developed touch on the four collaborative areas (judicial/probation, mental health/public health, education, human services). The local area can select one from the menu of outcomes listed in each area, which are as follows:

**I. Child Welfare**

Performance Improvement Plan (PIP) Outcomes such as:

- 1) Abuse in out-of-home placement (caretaker or other resident)

- 2) Stability in foster care, i.e. number of moves related to the treatment plan
- 3) Physical/Dental Health (received from Administrative Review Division)
- 4) Re-entry

## **II. Juvenile Justice System**

- 1) Recidivism (defined as filing of new charge within one year of discharge)
- 2) Average daily population in DYC (detention and commitment)
- 3) Number admitted into detention, number of commitments
- 4) Revocations/Successful termination of probation

## **III. Education**

- 1) Attendance
- 2) Suspension
- 3) Expulsions
- 4) Truancy
- 5) Drop-out
- 6) Graduation

## **IV. Health/Mental Health/Other Health**

- 1) Rate of teen fertility
- 2) Suicide death rate 15 – 19
- 3) Motor vehicle death rate 15 – 19
- 4) Oral health rate.
- 5) Hospitalization/use of inpatient services including residential treatment centers (RTC), track readmissions at 90 days and 180 days
- 6) Problem severity – determine by the Colorado Client Assessment Record (CCAR), admission and discharge

Incentive payments will be available for counties that achieve or exceed performance goals in identified outcome areas. Data used will be from state recognized data sources. As of November 1, 2005 Boulder, Denver, El Paso, Larimer, Mesa, and Weld counties are current participants. (Information courtesy of the CDHS, Child Welfare Division, [http://www.cdhs.state.co.us/cyf/Child\\_Welfare/1451\\_cmp/history.htm](http://www.cdhs.state.co.us/cyf/Child_Welfare/1451_cmp/history.htm))

**Colorado Trails**, a statewide client/server network links all state and county child welfare caseworkers, supervisors, and support staff as well as Division of Youth Corrections staff. The system provides case management support for direct client workers across counties, decision-making support tools for managers, and access to client information across all child welfare and youth corrections populations in the state. It provides information that supports case management such as: electronic forms, timely policy updates, case activity for child welfare and youth corrections visible at a single point of entry and single information system, and statewide e-mail communication. This information sharing system continues to improve effective case planning for all youth entering the juvenile justice system, leading to better decision-making when a history of maltreatment is seen.

In 2001, the JJDP Council approved support, through JAIBG funds, of a study of minority over representation in the child welfare system. The study was based on limited data from Colorado's previous case management system for the years 1995 through 2000. Over representation was found in all types of cases from Child Protective Services to Youth In Conflict. African American children, in this time period, represented 3.8% of the child population, but an average of 8.7% in all social services cases; Hispanics 17.1% in population and 23.5% in social services. The study showed that most youth, who move directly from the child welfare to the youth corrections system as a result of delinquency adjudication, entered the child welfare system between 11 and 16 years of age. African American and Asian Pacific youth were the most likely to have entered at an older age. Out-of-home placement was used more heavily for all ethnic groups relative to whites during the first child welfare case, and for some ethnic groups in both the second and third case.

The data system, Colorado Trails, described above, creates an opportunity for significantly more in-depth research than what was completed in 2001. Specifically, the introduction in Trails of standardized risk, safety and family functioning assessments will allow researchers to better examine the relative contributions of ethnicity, socioeconomic status, family risk and protective factors, and service packages in predicting case outcomes. (*Minority Over-Representation in Child Welfare Services, Child Protection and Youth in Conflict Cases, 1995-2000*, Bussey and Potter, August 2002)

Child Welfare experienced general fund increases in overall budgets for FY02-05. However, the costs of services also continued to increase and county officials reported experiencing difficulties meeting the needs of local families, especially in areas with high population growth. Below is a brief description of the Core Services Program that the Division of Child Welfare administers as it relates to delinquency prevention/intervention, the funding levels for FY02-05 and the impact of the increased funding levels.

Colorado Revised Statutes (C.R.S) 26-5.3-103 defines "family preservation services" as providing assistance that focuses on family strengths. The legislation specifies the use of services that empower a family by providing alternative problem-solving techniques, child-rearing practices, and responses to living situations creating stress for the family. This includes resources that are available as support systems for the family. The **Core Services Program** operates to meet these legislative mandates.

Additionally, C.R.S. 26-5.3-103(2) states such services are to be provided to children "at imminent risk of being placed out-of-home." A child at imminent risk is immediately provided with services to address the issues putting that child at-risk of out-of-home placement. The Core Services program is required to have nine basic services available statewide. With the exception of day treatment services, this requirement has been accomplished in almost all of the 64 counties. Thirty-two of the balance of counties do not offer traditional day treatment programs. For these counties it is not a feasible option, since there are not enough children to sustain a program or the distance and transportation costs preclude the combining of programs within the county or neighboring counties. Core services include the following interventions for youth and families:

- Home based interventions,
- Intensive family therapy,
- Life skills
- Day treatment,
- Sexual abuse treatment,
- Special economic assistance,
- Mental health services,
- Substance abuse treatment services, and
- County-designed services \*.

\* County Designed Programs are an optional service that the county may choose to develop.

The number of children served as reported by the Commissions for the Core Services Program for the last three years are reflected below. Children may be represented more than once if they received more than one Core Service during the reporting year.

<b>Core Services</b>	<b>FY 2004-05</b>	<b>FY 2003-04</b>	<b>FY 2002-03</b>
<b>Total Children Served</b>	35,127	32,712	28,620

(Family Preservation Program Commission Report FY04-05)

Counties were asked a series of questions to help determine the effectiveness of the Core Services Program. In responding, 96% of the counties reported that the menu of Core Services met the needs of children who are at imminent risk of out-of-home placement and 66% reported services were immediately available for the client.

In FY 2003-2004, \$1.5 million dollars was appropriated to Core Services in order to mitigate county over expenditures and to fund evidenced-based services for adolescents in home and in community-based settings, thus avoiding or reducing the length of costly out-of-home placement when appropriate. The \$1.5 million had to be used to assist county departments of human services in implementing and expanding family-and community-based services for adolescents. These services were to be based on a

program or programs that have been demonstrated to be effective in reducing the need for higher costs of residential services. In FY 2004-2005, an additional \$2,250,000 increase earmarked specifically for Core Services evidenced based services to adolescents was granted, making the total \$3,750,000. These additional funds were allocated to county departments through a request for proposal process. (Family Preservation Program Commission Report, FY04-05)

<b>Core Services Program</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>
Appropriated	\$42,565,888	\$42,124,032	\$44,742,812	\$46,242,811

The FY05 statewide monthly average cost for providing Core Services was \$120.00 (down from \$123 in FY04). The statewide monthly average cost in out-of-home placement was \$1910.00. The cost efficiency on a per case basis shows the potential cost avoidance of \$1790.00 per month per client.

The numbers of children served through Core Services has increased from 32,712 served in FY 2004 to 35,127 in FY 2005. This has occurred primarily due to the \$3,750,000 earmarked to serve adolescents in evidence based programs. (Family Preservation Program Commission Report, FY04-05)

State-funded **wrap-around service** grant funds (\$500,000/year) had been available since 1996 to decrease the use of out-of-home placements. These grants facilitated strong working relationships among local departments of social services, juvenile justice, schools, mental health and substance abuse providers, and community members. Individual, strength-based plans were developed with families often using existing resources and “thinking outside the box.” Unfortunately these state funds were eliminated in State FY04.

## **Prevention Services/Department of Health & Environment**

The Prevention Services Division, under the Colorado Department of Public Health and Environment (CDPHE) oversees health promotion and disease and injury prevention programs for children, youth, and adults. In May 2000, the Colorado legislature passed HB00-1342, the Prevention, Intervention, and Treatment Services for Children and Youth Act, now Colorado Revised Statute § 25-20.5. The overall purpose of the legislation was to create a more unified, effective and efficient approach to the delivery of state and federally funded prevention, intervention and treatment services for children and youth in Colorado.

To meet statutory obligations outlined in the legislation, the **Interagency Prevention Systems Project** at CDPHE works with prevention, treatment intervention programs/staff from the Departments of Education, Human Services, Public Health and Environment, Public Safety, and Transportation. Representatives of these state agencies make up the membership of the **Prevention Leadership Council**. The Colorado Prevention Leadership Council has identified the following goals or major areas of focus:

- Coordinate and streamline state-level processes for distributing resources and administering programs.
- Enhance the capacity of local communities and prevention, intervention and treatment providers through a coordinated system of training and technical assistance.
- Enhance prevention, early intervention and treatment services through the application of standards for providers and service delivery, promoting “best practices/best processes,” and fostering rigorous program evaluation.
- Assure that user-friendly data are available to local communities to assist in local planning and decision-making processes.
- Develop and maintain mechanisms to ensure collaborative planning and decision-making among local service providers, community groups and state agencies.

- Promote prevention, intervention and treatment services for children and youth by reporting program outcomes and accomplishments to key decision-making groups.

A State Plan for Prevention, Intervention and Treatment Services for Children and Youth, approved by Governor Bill Owens in August 2005, outlines specific objectives and benchmarks for each of the above goals. For an electronic copy of this State Plan, go to <http://www.cdphe.state.co.us/ps/ipsp/index.html>. Currently, several larger projects of the Prevention Leadership Council include:

- Implementing the Strategic Prevention Framework Grant, a grant written by the Prevention Leadership Council to enhance the state prevention infrastructure and awarded to the Governor's Office.
- Implementing a single web-based reporting and evaluation system for multiple state agencies that fund prevention and intervention services (Colorado KIT).
- Collaborating across state departments with OMNI Research and Training on the development of an on-line Prevention Resource and Indicator Database that provides information to local communities on over 40 state/federal programs and funding sources and listing over 1500 local prevention and intervention programs in communities across the state, as well as a single place for accessing data from multiple state agencies.
- Developing a toolkit to assist local communities and the state with existing early childhood needs assessment processes. The toolkit will help to compile early childhood data as well as identify missing data.
- Linking core competencies for prevention providers with the Uniform Minimum Standards (UMS) to develop a standard UMS Assessment tool and protocols across five state departments. The Uniform Minimum Standards were approved in 2004 and apply to all prevention and intervention programs managed by five state departments.
- Collaborating with the Coordinated School Health Initiative, the Early Childhood State Systems Team and the Colorado Systems of Care Collaborative on interagency efforts to coordinate and streamline state processes.
- Coordinating on a single state survey process for collecting youth health and behavioral health data.
- Coordinating on updating the 'Best Practices' Website, which contains information on over 200 effective, evidence-based prevention programs in forty-six topic areas ([www.co.gov/bestpractices](http://www.co.gov/bestpractices)).
- Collaborating on a state violence prevention strategic plan (for additional details see below, Child and adolescent Violence Prevention Grant).
- Coordinating and collaborating with state agencies and private partners on children and youth mental health issues.

Of great import to DCJ and the JJDP Council, the Prevention Leadership Council continues to truly provide leadership in several key areas that will serve to improve the juvenile justice and delinquency prevention service delivery system. As noted above, the PLC has been instrumental in coordinating the development of Colorado KIT, a web-based reporting and evaluation system for prevention and intervention services which is used across state departments. In 2006 they plan to continue to coordinate implementation of KIT, train prevention and intervention providers/contractors on the use of Colorado KIT, establish protocols and agreements about aggregating data across state departments, identify key outcome data elements for analysis and generate reports on outcome findings.

In addition to the Interagency Prevention Project, the Prevention Services Division also administers grant programs that target youth who are at-risk for delinquency. Listed below is a brief description of the programs for at-risk youth managed by the Prevention Services Division.

**Build a Generation (BAG)** was a prevention initiative for Colorado's communities, designed to strengthen support systems for children. BAG focused on supporting children in developing and leading lives that were safe, productive, healthy and crime-free. BAG provided a framework for training community leaders, identifying and prioritizing risk factors, assessing current resources in a community, identifying community resource gaps and developing a comprehensive strategic prevention plan. The Division of Criminal Justice in the Department of Public Safety administered BAG from 1992-2001.



Through an executive order BAG was transferred to Public Health and Environment in December 2001, and subsequently eliminated in FY02-03.

<b>Build a Generation Program</b>	<b>FY00-01</b>	<b>FY01-02</b>	<b>FY02-03</b>
Appropriated	\$429,000	\$429,000	0

Approximately three quarters of the BAG communities have been able to sustain limited programming through a combination of local, state, private and federal dollars.

The **Tony Grampsas Youth Services (TGYS) Program** is a statutory program within the Colorado Department of Public Health and Environment, Prevention Services Division. The TGYS Program is intended to provide funding to local organizations that serve youth and their families with programs designed to reduce youth crime and violence. In addition, the TGYS Program focuses on funding programs that prevent or reduce child abuse and neglect. The four funding categories that TGYS supports include violence prevention, early childhood care and education, mentoring programs, and student drop-out prevention programs.

For FY02-03 the anticipated \$7.6 million for TGYS was vetoed from the state appropriations bill and reverted to the state General Fund to help address the state budget shortfall. In addition, \$1.2 million from a Youth Mentoring Cash Fund continued for six months into the fiscal year and then was also reverted to the General Fund.

In FY03-04 one-time federal Job and Growth Tax Relief Reconciliation Act of 2003 funds were made available to support 105 of the programs that had previously applied for and were approved by the TGYS Board to receive funding in 2002.

In FY04-05 approximately \$3.4 million in TGYS funding was reinstated, using Tobacco Settlement Funds instead of state General Fund. Programs that received one-time federal funding in 2003 were eligible to continue funding for an additional year (104 out of 105 chose to reapply).

<b>Tony Grampsas Youth Services (TGYS) Program</b>	<b>FY01-02</b>	<b>FY02-03</b>	<b>FY03-04</b>	<b>FY04-05</b>
<b>Appropriated</b>	\$8,862,029	\$1,200,000	\$4,000,000	\$3,491,558

In FY01-02 TGYS was able to fund 188 grantees statewide and serve 83,484 persons, for FY02-03 TGYS funded 22 grantees. FY03-04 TGYS funded 106 programs and served 39,190 persons. For FY04-05 TGYS is currently funding 105 subgrantees. After the budget cuts, several of the agencies closed their doors or cut programming and others cut back on the number of youth they were able to serve.

The Colorado Department of Public Health and Environment received an \$85,384 grant to improve the health of Colorado's children and adolescents by preventing violence. Colorado is one of eight states to receive funding from the Centers for Disease Control and Prevention for this two-year **Child and Adolescent Violence Prevention Grant** that will work to support change in societal norms and environmental conditions contributing to violence.

The program is being designed to provide information on risk and protective factors for various forms of violence including youth suicide; child maltreatment; teen dating violence; sexual violence; school violence; community violence and bullying. Research findings will be used to guide the development of prevention strategies that can address these forms of violence.

Shannon Breitzman, director of the Injury and Suicide Prevention Programs at the Department of Public Health and Environment, said, "The funding is to be used to develop a strategic plan to address youth violence in Colorado. Our focus will be on preventing our youth from becoming involved in or being victims of violence. The funding will strengthen Colorado's efforts to prevent violence in our communities

by gaining a better understanding of the situations that contribute to violence and to assist people in learning ways to prevent violence. With this knowledge, we hope to be able to stop violence from further damaging our communities." The program, housed in the Department of Public Health and Environment's Injury and Suicide Prevention Program, is a collaborative effort between the department's Injury Section and the Child Adolescent and School Health Section.

While this grant does fund direct service programs it does provide valuable information to the State of Colorado and violence prevention programming across the state.

## **Drug and Alcohol Services/Department of Human Services**

The mission of the CDHS Alcohol and Drug Abuse Division (ADAD) is to develop, support and advocate for comprehensive services to reduce substance use disorders and to promote healthy individuals, families and communities. Reducing the social and economic consequences of untreated substance use disorders requires a planned investment in evidence-based prevention, intervention, and treatment.

According to ADAD's 2004 report to the joint health and human services committees of the legislature, there are an estimated 30,000 adolescent substance abusers (ages 12-17) in Colorado. In FY2004 ADAD reported 4,068 youth, 18 and under were admitted to publicly funded programs. This indicates that approximately 15% of those needing treatment actually received it. Sixty to eighty percent of the youth in the juvenile justice system have substance abuse issues.

In the fall of 2005, 1,498 students in 29 public high schools in Colorado completed a Youth Risk Behavior Survey (YRBS). The YRBS is one component of the Youth Risk Behavior Surveillance System (YYRBSS) developed by the Centers for Disease Control and Prevention in collaboration with representatives from state and local departments of education and health, other federal agencies, and national education and health organizations. The school response rate was 76%, the student response rate was 71% and the overall response rate was 60%. The results are representative of all students in grades 9-12 and are very sobering. Of the students surveyed:

- 26.9% reported that they rode in a car or other vehicle driven by someone who had been drinking alcohol one or more times during the past 30 days;
- 11.0 % reported that they drove a car or other vehicle when they had been drinking alcohol one or more times during the past 30 days;
- 47.4 % reported that they had at least one drink of alcohol on one or more of the past 30 days;
- 30. % reported that they had five or more drinks of alcohol in a row, that is, within a couple of hours, on one or more of the past 30 days;
- 42.4 % reported that they used marijuana one or more times during their life;
- 9.9 % reported that they tried marijuana for the first time before age 13 years; and,
- 22.7% reported that they used marijuana one or more times during the past 30 days.

ADAD reports that among persons 18 or older in Colorado's Drug/Alcohol Coordinated Data System (DACODS), 28% of those who first used marijuana before age 12 compared to 21% of those who first used marijuana at age 18 or older, were assessed at treatment admission as having a mental health problem in addition to substance abuse. In calendar years 2003 and 2004, among Colorado treatment clients aged 18 and older, 79% reported first use before age 18 and 9% reported first use before age 12. It stands to reason that if services are provided to youth when they begin experimenting or using on a regular basis, this pattern could be interrupted, and potentially prevent serious addictions from occurring.

ADAD's largest revenue source for funding prevention, intervention, treatment, and detoxification services come from the federal government in the form of a **Substance Abuse Prevention and Treatment (SAPT) Block Grant**. ADAD has included adolescents as a priority population for treatment despite the fact that the federal SAPT Block Grant does not. Since youth are not an identified federal treatment priority population in the Block Grant, and therefore have more limited access to treatment resources, ADAD has written into contracts with the Managed Service Organizations (MSO) that they will partner with SB 94 Advisory Committees (Alternatives to Detention), Child Welfare, the Division of Youth

Corrections (DYC) and probation departments to serve this population. Since many of these systems also sustained funding reductions, the overall impact to adolescent treatment has been compounded. Many youth and families have little to no assistance in covering the costs of treatment. Additionally, a majority of families do not have any nor have inadequate private insurance coverage for treatment. At the present time Medicaid does not cover substance abuse treatment although legislation passed in 2005 gives the Department of Health Care Policy and Financing authority to seek approval from the federal government to create a Medicaid-funded outpatient substance abuse treatment benefit.

Courts, probation, schools, DYC, and county departments of human services/social services refer youth and families for drug and alcohol services including detoxification, outpatient, intensive outpatient, school-based counseling, and residential services. Substance abuse treatment can significantly reduce further penetration into the juvenile justice system; however recent reductions in these services will likely increase the need for more costly programs in future years.

- Commitment of one youth in Colorado's Division of Youth Corrections costs an estimated \$66,795 per year. In FY03-04 there were 1,377.4 youth offenders, costing Colorado \$92,003,433 per year.

Many of these youth have documented substance abuse disorders that had they been properly treated within reasonable time frames, may have prevented involvement with the Division of Youth Corrections. Research clearly shows that treatment works. Studies show drug treatment reduces drug use by 40 to 60 percent and significantly decreases criminal activity during and after treatment.

A local drug/alcohol treatment provider reported that they experienced more than \$300,000 in cuts in 2002 for their services causing them to decrease the services available to youth and families. For example, three out of seven staff working in an existing intensive outpatient program were let go and the treatment services were no longer available for referrals from the schools or the local probation department.

Another of one of Colorado's largest substance abuse providers in the Denver/Metro area, serving Denver, Arapahoe, Adams and Jefferson counties, scaled back services for aftercare and prevention at one of their residential programs. This is a program that offers much needed support to youth transitioning back into their communities. Eventually, this aftercare program closed. Just prior to closing, the aftercare program went from serving 117 youth in FY 02-03, to 30 in FY 04-05. Other reductions impacted outpatient services where in FY 01-02, 450 youth were served compared to 192 youth served in FY 04-05. Additionally, school based funding was cut substantially, and in some schools the services have been completely eliminated. Sustainability of services for all of the school based intervention/treatment programs remains uncertain. This large agency has also cut 5 full-time positions in residential services and 3 additional full time employees in outpatient services over the past 3 years and a newly established day treatment program closed its doors within the first year due to further funding losses.

El Paso County (one of the 10 largest counties) reports a significant reduction in providing substance abuse treatment services that relates directly to keeping youth out of detention. A major theme is the lack of available interventions prior to placement and a lack of transition/support services once a youth returns to their community. Several treatment providers report "there are many barriers to providing substance abuse services for youth in the juvenile justice system as a result of a lack of funding. It is an ongoing problem".

The Western Slope reports the same struggle. Due to cuts from other systems that contribute to covering the costs of substance abuse treatment, up to 30 juveniles in Cortez alone, no longer get support of any kind. If funding remains flat or declines even further, the ability to continue services to juveniles is severely jeopardized. In Mesa County, a very successful, outcome based program specializing in working with youth who have mental health and substance abuse challenges was eliminated. This was the only program of its kind on the western slope. It served approximately 200 youth and families a year

consisting of both Medicaid and non-Medicaid eligible individuals. Mesa County has subsequently seen an increase in delinquency cases.

<b>ADAD Substance Abuse Treatment Funding History</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>
Allocated for ALL * treatment populations	\$25,513,856	\$25,095,083	\$27,489,148	\$26,889,162

\*Funding for adult and juveniles is not tracked separately so the numbers represent funding for both populations.

Although funding to ADAD has not decreased as dramatically as most of the state and federal juvenile programs, the impact on the ability to serve youth is still affected because ADAD providers receive funding from multiple sources, many of which were simultaneously reduced. As funds are being cut to ADAD and across most of the juvenile justice serving agencies, service providers are reporting closures of youth serving programs, less services and resources available for youth including lack of available interventions prior to a youth being placed, lack of intervention when a youth is returned to a community and staff layoffs.

ADAD has been actively working on the **Strategic Prevention Framework Grant** which was made available through the Center for Substance Abuse Prevention (U.S. Department of Health and Human Services/Substance Abuse and mental Health Administration) which provides funding of approximately \$2.3 million a year for five years. The main intent of the grant is to enhance coordinated planning, implementation and evaluation of quality prevention services for children youth and families in Colorado. The Prevention Leadership Council, housed under the Department of Health's Prevention Division, serves as the grant Advisory Council and the Alcohol and Drug Abuse Division (Colorado Department of Human Services) serves as the manager of the funds.

As a part of this grant, an epidemiology work group was established to review statewide data related to substance abuse indicators. Based on analysis of this data, fourteen counties/communities were recommended for invitation to participate in the Colorado Prevention Partners Project:

- Urban: Denver, Mesa, Pueblo, Weld
- Rural: Alamosa, Garfield, Prowers, Rio Grande
- Frontier: Costilla, Gunnison, Kit Carson, Las Animas, Saguache
- Tribal Community: Ute Mountain Ute Tribe

This data will also be used by DCJ in determining which counties will be eligible for Title V funding.

### **Enforcing Underage Drinking Laws (EUDL)/Department of Revenue**

The 2006-08 Enforcing Underage Drinking Laws grant from the Office of Juvenile Justice and Delinquency Prevention will be the second year that the Department of Revenue, Colorado Liquor Enforcement Division, has had full responsibility for administration of this grant. The Division has primary responsibility for enforcing State liquor statutes and regulations, and licensing beer and liquor establishments throughout the State of Colorado. The Division conducts both routine and investigative compliance checks on these establishments with 13 full time investigators, who have responsibility for licensing more than twelve thousand active liquor licenses. Approximately 9,500 of these are stores, bars, hotels, pubs and taverns that routinely sell alcoholic beverages to the public.

The primary focus of the grant activities for 2006-08 will be on enforcement, with additional emphasis on coordination between law enforcement agencies, cooperation with community based programs, and local advertising. To enable this, the Liquor Enforcement Division will focus on the following efforts:

1. Establishment of a EUDL Support Team within the Division to provide training, assistance and support to local law enforcement agencies. The Division is the lead agency at the state level with responsibility for enforcement of underage drinking laws. In that role, the Division receives requests from local law enforcement agencies for training, assistance with party patrols, and assistance with compliance checks. The EUDL Support Team will enable the Division to respond to more of these

requests and respond more quickly. Specialized training in underage drinking law enforcement is key to the long term goals of the Division and this grant because it develops and maintains local expertise. The other role of the EUDL Support Team will be to conduct compliance checks and enforcement activities on local vendors during large public events occurring within the state that have a history of underage drinking violations, or that attract large numbers of people and provide opportunities for underage drinking. These checks will be coordinated with local law enforcement.

2. Providing subgrants to local law enforcement agencies to enforce compliance with underage drinking laws. In addition to enforcement activities, they will be required by the subgrants to coordinate with community based programs, which may include schools, community coalitions, social services, district attorneys, probation departments and alcohol prevention and treatment programs. The purpose of this collaboration will be to strengthen the compliance efforts by law enforcement and to provide avenues for community change in the way underage drinking is viewed and processed. In addition, each subgrant will provide discretionary funding for local advertising.

## **Mental Health Services/Department of Human Services**

A growing crisis in Colorado and across the country has been the influx of youth with serious mental illnesses and emotional disorders entering the juvenile justice system. A growing need for families with youth in crisis is access to services to help them cope with the youth within the home environment or, if necessary, within a non-secure treatment setting. Earlier identification of mental health, substance abuse and co-occurring disorders has the potential to address youth before delinquent behavior presents itself. Services to determine this early need and to provide adequate treatment of mental health and other presenting needs are not available. Due to the impact of Managed Care in the mental health system, it has been suggested that youth who need extensive services are being under-served in efforts to save costs. Youth who are not Medicaid eligible or those who do not have the adequate health insurance are unable to access quality mental health services.

The CDHS Division of Mental Health provides licensure or certification to 17 community mental health centers, 7 specialty clinics, 50 "27-10" facilities (for involuntary commitments) and 84 residential treatment facilities. The Division of Mental Health contributes to community health by providing for **non-Medicaid, community-based treatment** for adolescents with mental health needs and their families. "The total state General funds dollars appropriated to provide services to children and adults with serious emotional disturbances or serious mental illnesses were reduced from \$18.7 million in FY2002 to \$14 million in FY2004. Overall a total 25.06 percent reduction in State General Funds over the three fiscal years." (CDHS, Division of Mental Health, *An Analysis of Recent Trend in Colorado's Public Mental Health System*, February 2005) Many providers have scaled back their outreach to schools. Since 1995, 144 child and adolescent acute treatment beds have been eliminated at the mental health institutes in Pueblo and Fort Logan, the two state mental health hospitals. Today there are 50 inpatient beds for children and adolescents remaining at the state mental health institutes. The majority of children are being served in community settings, according to *Colorado Children's Budget 2005*, a report produced by the Colorado Children's Campaign.

Colorado has reduced General Fund support for mental health services for the medically indigent by 23 percent since FY2002. Children represent 22 percent of the targeted population so these cuts have eliminated services for a large number of children with severe emotional disturbances. A 2002 Population in Need Survey shows there are more than 30,000 children in Colorado with serious emotional disturbances who are not receiving needed services, according to *Colorado Children's Budget 2005*, a report produced by the Colorado Children's Campaign. The Alternatives to Inpatient Hospitalization for Youth program was created in FY03 as a result of the reduction of eight adolescent beds at the Colorado Mental Health Institutes at Pueblo and Fort Logan. Funding has remained level at \$246,282 since the program's inception in 2003.

The **Medicaid Mental Health Program** is under the Colorado Department of Health Care Policy and Financing. Medicaid mental health spending has been cut by 10 percent in the last five years as appropriations per eligible child decreased by \$31.1 million, according to material published by the

Colorado Behavioral Healthcare Council. The impact of this has been significant for children participating in outpatient community mental health programs and for children with serious emotional disturbances who were/are hospitalized.

Colorado has responded to the mental health crisis with some innovative programming, some legislatively mandated and others not. The **Child Mental Health Treatment Act (HB 99-1116)** provides residential treatment to children with serious emotional disturbances without requiring court action. Medicaid covers a portion of the treatment costs for children placed outside their homes. Funding has increased by 12 percent from FY03-FY05, according to the *Colorado Children's Budget 2005* prepared by the Colorado Children's Campaign. The Legislature authorized an additional \$200,000 to support community transition services for youth receiving residential treatment through the Act.

A **community-based mental health pilot program** authorized by **HB 00-1034** funded two urban and rural projects to provide community-based intensive treatment, supervision and management services to high-risk juveniles with serious emotional disturbances that are involved in juvenile justice system. Funding for this program has remained level at \$350,400. The jurisdictions contribute half of this cost as matching funds. An evaluation of the 65 youth who had completed the program for at least 12 months as of June 30, 2004, showed that the youth who completed the program cost taxpayers approximately \$5,850 (on average) in the 12 months following the program compared to \$24,317 for non-completers, a savings of approximately \$18,000.

In the 2000 legislative session, **HB 1033** created the **Legislative Task Force for Persons with Mental Illness in the Criminal Justice System (MICJS)**. The Task Force was charged with studying the critical issue of treatment of persons with mental illness who are involved in the criminal and juvenile justice systems and to make recommendations to the Legislative Oversight Committee for the development of legislative proposals related to this issue.

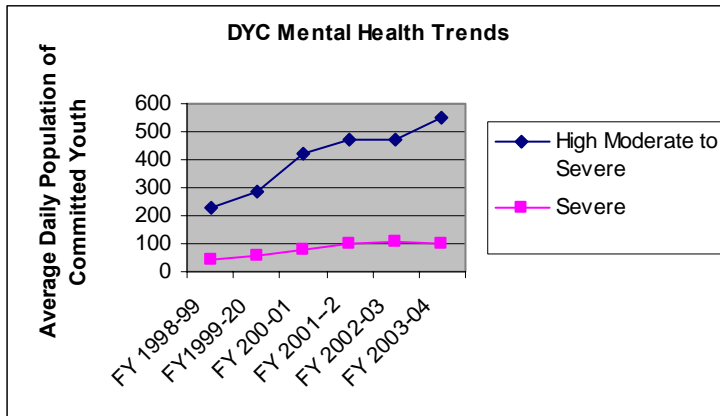
Also in 2000, the state legislature passed **SB 47** also called the **Mental Health Screening bill**, which was recommended to the Legislative Oversight committee. The bill stipulated the development and implementation of a standardized process and tool for screening mental health issues for adults and juveniles in the criminal justice system. The screening tool that was adopted for use with juveniles was the MAYSI-2 (Massachusetts Youth Screening Instrument). The Division of Youth Corrections field tested the MAYSI-2 and implemented its use in all of its detention and commitment facilities. The MAYSI is also administered to juvenile probationers in 16 of the 22 Judicial districts.

The **Colorado System Of Care Collaborative (SOC)** consists of stakeholders statewide, including families, youth, public agency partners, advocacy organizations, projects and initiatives focusing on system-building, membership organizations and others committed to assisting Colorado in providing children, youth, and families access to comprehensive, integrated and cost effective supports and services across sectors and within communities. They believe that this access will reduce unnecessary and costly overall health problems, school failure, violence, incarceration, child abuse, substance abuse, and out of home placements for children and youth. They also believe that this access is essential for: healthy living, learning, succeeding in school, working and participating fully in the community and that access will promote a healthier community through healthier children, youth, and families and better meet the social mandates of the agencies involved. Over the past several years the SOC has researched SOC initiatives across the nation and in the Spring of 2003 established its own set of goals and principles upon which SOC projects, new or existing, are measured. At a minimum it is believed that SOC programming should be family focused, community focused and culturally competent. For more information regarding the System of Care Collaborative go to: <http://www.cosystemofcare.org/index.htm>.

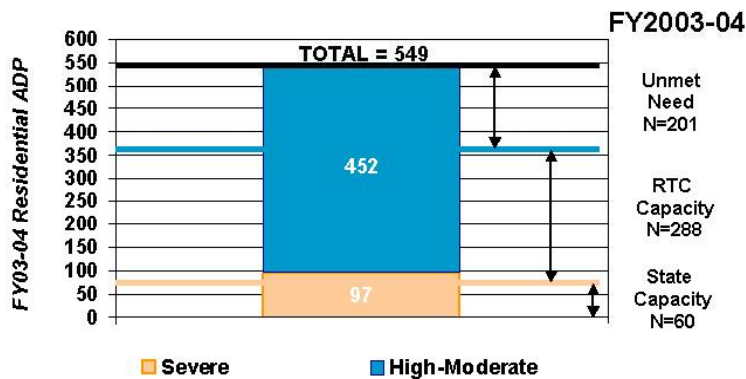
In addressing the need to coordinate the various efforts that have been initiated to address the needs of mentally ill youth, the JJDP Council merged its **Mental Health Subcommittee** with the Juvenile Justice subcommittee of the MICJS Task Force and individual members from the System of Care (SOC) Collaborative also joined. This committee meets monthly to work toward a comprehensive framework for system improvement. As a result of these committees, in 2005, a bill was introduced in the Colorado

Legislature, passed and was signed into law establishing a process for addressing the competency of juveniles to stand trial. This sub-committee also developed a framework for addressing the needs of youth who have mental health and/or co-occurring disorders involved in the juvenile justice system, with a primary goal to develop a seamless way for the system to provide services to these youth.

Despite all these promising programs and initiatives, Colorado's juvenile justice population continues to show a significant and largely unmet need for mental health services. According to the CDHS Division of Youth Corrections, there has been a significant increase in the commitment population's mental health needs. The CCAR (Colorado Client Assessment Record) data from the past seven years supports this statement. Under the assumption that all other variables have remained the same throughout the years, the number of youth committed with mental health issues appears to be increasing. According to the FY2003-2004 Management Reference Manual from the Colorado Division of Youth Corrections, 40% of youth newly committed were assessed as having severe to high-moderate mental health needs.



Based on the treatment needs identified by DYC for its committed population, the unmet need, as shown in the chart below is for 201 mental health treatment slots.



# IMMEDIATE INTERVENTIONS

## Law Enforcement

In Colorado there are three primary types of law enforcement agencies: Municipal Police Departments, County Sheriffs' Offices, and the Colorado State Patrol. Most cities and towns in Colorado have a police department to answer calls within their geographic boundaries. Police chiefs are hired by city managers or city councils and, therefore, are not elected officials. Police departments are not responsible for housing prisoners, although many have lock-up capacity for short periods of time pending release or transfer to the county jail. There are 177 municipal police departments in Colorado.

Per state statute each of the 64 counties in Colorado has a sheriff who is elected every four years. The sheriff is responsible for maintaining a county jail, providing civil and criminal paper service, transportation for the courts, responding to requests for service in the county outside municipalities who have their own law enforcement departments, and investigating criminal cases. The county provides funding for its sheriff's office.

The Colorado State Patrol (CSP) is a division of the Colorado Department of Public Safety. Its major responsibilities are to patrol state highways for traffic violations, provide accident assistance and conduct investigations. The administrative office is located in Denver with additional command sub-stations located throughout the state. The CSP routinely turns juvenile cases over to local police or sheriffs for processing, but in rural areas of the state may provide additional services in the absence of local law enforcement.

Appendix A contains a template showing the juvenile justice system flow from arrest through parole.

Juveniles may be taken into temporary custody by law enforcement when a lawful warrant has been executed or without a court order if reasonable grounds exist to believe that a juvenile has committed a delinquent act. A delinquent act is defined as a violation of any federal or state law, county or municipal ordinance, or lawful order of the court; but does not include non-felony state traffic violations, or violations of game and fish, and park and recreation laws or regulations. Temporary custody does not constitute an arrest or initiate a police record. Once a juvenile is taken into temporary custody, a parent, guardian or legal custodian must be notified in a timely manner by the law enforcement officer. Juveniles cannot be held at a law enforcement agency for more than six hours, and then only for purposes of process and release. If a formal screening for possible detention is not warranted, the juvenile may be released to the parent or guardian, accompanied by a "lecture and release" or summons to appear in court at a later date.

Colorado Juvenile Arrest Data	FY 2003				FY 2004			
	Population 10-17		Juvenile Arrests**		Population 10-17		Juvenile Arrests**	
	#	%	#	%	#	%	#	%
<b>Total</b>	516,239	100	12,856	100	518,312	100	12,868	100
<b>White (including Hispanic)</b>	464,943	90.0	10,957	85.2	473,855	91.4	10,935	85.0
<b>Black</b>	23,662	4.6	1,657	12.9	25,469	4.9	1,719	13.3
<b>Other minorities (Asian, Native American, Other)</b>	27,634	5.3	242	1.9	18,988	3.7	214	1.7

What do we know about juvenile crime? According to the 2004 Crime and Justice in Colorado Report, published by the DCJ Office of Research and Statistics, we know that:

- Serious violent crimes by juveniles occur most frequently in the hours immediately following the close of school on school days.
- About half of the days in a year are school days. The other days fall in summer months, on weekends, and on holidays. Despite this, 57 percent of all violent crimes by juveniles occur on school days.

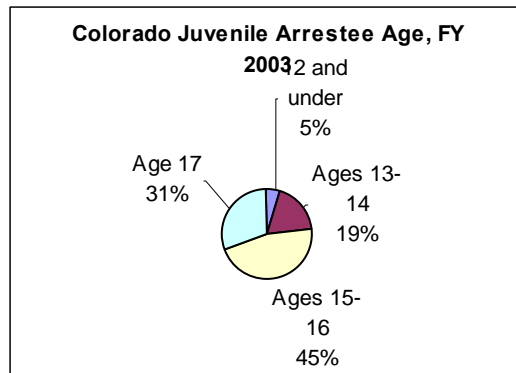
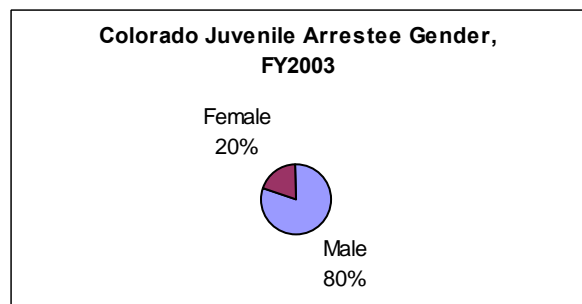
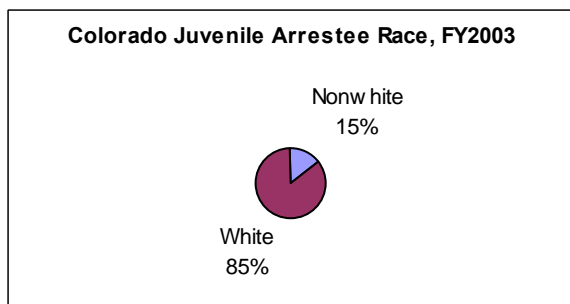


- Juvenile violence peaks in the after school hours on school days and in the evenings on non-school days.
- On non-school days, the incidence of juvenile violence increases through the afternoon and early evening hours, peaking between 8 p.m. and 10 p.m.

In Colorado in 2002, the **juvenile violent crime arrest rate** was 213 per 100,000 residents ages 11-17, lower than the national rate of 295. However, the arrest rate for weapons offenses was 144, significantly higher than the national average of 105. The arrest rate for drug crimes was especially high, at 729 compared to 571 for the nation.

The demographic characteristics of juveniles arrested in FY03 reflect those of adults:

- Most arrested youth are male (80 percent) and 86 percent are white.
- Nonwhite juveniles represent 15 percent of all juvenile arrestees. The average age of juveniles arrested is 15, with a median age of 16. Only 11 percent of youth arrested are under the age of 14.



- Increasing age corresponds with increasing numbers of arrests. Over half (57 percent) of juvenile arrestees are 16 or 17 years of age.

In general, however, the juvenile crime rate in Colorado continues to decline. Non-violent arrest rates for juveniles have declined steadily since the mid-1990s with the exception of auto theft, which tended to remain relatively stable. In 2003, the rate was lower than the rate in 1980. Nevertheless, juvenile weapons offenses and drug crime rates remain high. (data provided by the

Another important resource to law enforcement officers are the local **Juvenile Assessment Centers**. Several communities have established assessment centers for youth and families by using federal Juvenile Accountability Incentive Block Grant (JABG) Funds. Where these centers are in place, law enforcement officers have the option of taking troubled youth directly to the JAC for a thorough risk/needs assessment. The JACs use the assessment information to identify appropriate interventions and social supports for the youth and his or her family to prevent or decrease future problem behavior.

These multidisciplinary centers are staffed by professionals from schools, social services, mental health, substance abuse, diversion, prosecution and probation. JACs often serve as the single point of entry for

families seeking assistance with troubling behavior of their children. Colorado currently has four fully operational Juvenile Assessment Centers around the state that operate on a combination of state funds for alternatives to detention, federal JABG funds and local support, including city and county funds.

With a 33 percent decrease in the state alternatives to detention funds (SB94 Program), a 25 percent decrease in FY03-04 JABG funds, and a 66 percent decrease in JABG funds for the coming year, JACs are facing a significantly reduced capacity to serve clients.

Local support for the centers continues to increase, and while services will continue to decrease due to funding cuts, none of the centers have indicated they are at imminent risk of closing. Nevertheless, anecdotal information received from the assessment centers reflect the problems programs are experiencing currently because of reduced funding for community services.

- An important issue facing the Juvenile Assessment Centers is the inability to provide the services needed for families after they have been assessed.
- Youth referred to JACs seem to be increasingly more troubled, with severe needs and at high risk for continued problem behavior.
- Community services for families with youth involved in the juvenile justice system no longer exist. These youth then return back to the JAC with delinquency charges because the earlier identified risk and protective factors were not addressed.
- Reductions in resources funding SB94 initiatives have resulted in an inability to use community intervention treatment programs because JACs no longer have budget capacity to pay for services.
- Parents who bring troubled youth to JACs cannot afford the services to which they are referred. Either insurance does not cover a number of services or the service is not longer available in the community because the program no longer exists.
- SB94 program youth are being referred to Residential Treatment Center (RTC) placement because community service capacity is limited or nonexistent.

Law enforcement agencies have been affected by local and federal **budget cuts** in the areas of training and recruitment assistance. The consequences of these cutbacks has been, according to anecdotal information provided by officers, a significant reduction in their perceived capacity to serve youth with whom they come into contact. Specifically, at the law enforcement level, the officer's options for responding to problem behavior by youth have decreased.

Law enforcement agencies report the need for capacity in the following areas:

- rural non-secure, temporary holding and placement options;
- access to rural and suburban juvenile alcohol and drug detoxification and substance abuse treatment services;
- funds for transportation of juveniles for rural law enforcement; and
- information sharing capacity among law enforcement agencies to track and better identify the activities and needs of juvenile offenders.

Community partnerships and involvement with law enforcement are increasing in Colorado. **School Resource Officers (SRO)** can be found in primary and secondary schools throughout the state, either on a full or part-time basis. They not only deter would-be offenders and provide a rapid response to threatened violence on school property, but also serve as mentors, counselors, educators and role models.

**Community policing collaborations** are also expanding due in part to the training and technical assistance provided by the Colorado Regional Community Policing Institute, housed in the Division of Criminal Justice. These collaborations enhance citizen participation in problem solving and crime prevention efforts. Many youth-focused projects have been initiated as early intervention to problem behavior. The Juvenile Justice and Delinquency Prevention (JJDP) Council has provided funding for the last six years for innovative, youth-focused community policing projects both through direct grants to law

enforcement and supporting the Institute's Line Officer Grant Program. These short-term, small grants help police officers and community members establish recreation and art programs, as well as other youth-focused projects to decrease delinquent behavior.

In recent years, Colorado law enforcement agencies have committed to training a portion of officers to respond to citizen calls regarding individuals suffering from mental illness. This specialized training for police officers called **Crisis Intervention Team (CIT) Training**. CIT gives police officers new strategies and tools for handling mental health crisis calls. CIT decreases arrest and injury rates for people with mental illness, increases officer and citizen safety, and enhances public involvement in law enforcement efforts. Colorado is one of only three states in the country that are striving to make CIT a statewide initiative. Colorado has trained more than 1,250 officers -- more than any other state since inception three and a half years ago. Ten counties and 48 law enforcement agencies have adopted CIT.

- Approximately 76% of CIT calls have resulted in transport to treatment, including hospitals, detoxification centers and mental health centers.
- Only 3.6% of mental health calls involving a CIT officer have resulted in an arrest.
- Over 97% of CIT calls resulted in no injuries to officer or citizens.

CIT in Colorado has received awards from the Denver Regional Council of Governments (Local Government Innovations, 2004) and the Jefferson County Good News Coalition (Building Bridges, 2005). The CIT Colorado program model has been presented at the 1st National CIT Conference (2005), The Colorado Coalition for the Homeless Conference (2004), the Women in Law Enforcement Conference (2005), the Colorado District Attorney's Council Conference (2004), and two of Colorado's Council for Behavioral Health Care Conferences (2004, 2005). Numerous articles have published about the program in local newspapers as well as The Denver Post and Rocky Mountain News. In February, Colorado's CIT Program will be a featured plenary presentation at a federal Bureau of Justice Assistance Conference in San Antonio, Texas.

The Division of Criminal Justice (DCJ's) Colorado Regional Community Policing Institute (CRCPI) piloted a **Children in Crisis (CIC): Intervention Skills and Strategies for Law Enforcement Officers** training on November 29th and 30<sup>th</sup>, 2005. The curriculum was developed through Colorado's Formula grant and is an expansion of Crisis Intervention Team (CIT) training for law enforcement officers. *Children in Crisis* targets SROs, school administrators and other youth-serving agencies with a two-fold purpose: 1) train officers on how to skillfully de-escalate and solve crisis calls involving children and teens with mental health, behavioral, emotional and co-occurring disorders; and, 2) foster partnerships between local police/sheriffs' departments and their local mental health and human services agencies. Evaluation of the program already is showing improved access to care and treatment for children, adolescents and their families.

## **Alternatives to Detention/Senate Bill 94**

Certain crimes require the detention of accused juveniles to maintain public safety and that of the juvenile. A **statewide detention screening** procedure is in place to verify the need for secure detention or to find appropriate community-based alternatives. Colorado Senate Bill 91-94 (SB 94) was signed into law on June 5, 1991 as the Colorado State General Assembly recognized the increasing demands for secure detention and commitment capacity for delinquent youth. This became the impetus for the Division of Youth Corrections (DYC) SB 94 Program. The General Assembly determined that developing a broader array of less restrictive, community-based services would be more cost effective than a narrow approach of building and maintaining additional state-run facilities. Additionally, serving youth as appropriate in their communities and thus closer to home can result in better outcomes for youth and the communities. Detention screening provides the initial information to determine whether a juvenile should be held in secure detention. The chief judge in each of the 22 judicial districts appoints an individual, team or agency to perform the intake screening function for juveniles taken into temporary custody. The screener uses a statewide detention screening and assessment tool, the Juvenile Detention Screening and Assessment Guide (JDSAG). The guide uses a decision tree format that is based on the

identification of factors that contribute to a juvenile's risk of out-of-home placement and on criteria that matches youth needs with the most appropriate placements.

Although standardized screening criteria have been developed, overrides are allowed by the screener or court. Local screeners are on call 24 hours a day, 7 days a week. Through phone or face-to-face interviews with the juvenile, law enforcement and other involved persons and agencies, screeners collect and review all relevant information possible and if secure detention is not warranted, locate the least restrictive environment for the juvenile while still providing for the safety of the juvenile and the community.

If secure detention is warranted, law enforcement or assessment center staff transport the juvenile to the appropriate juvenile detention facility, and the parent or guardian must be informed that the juvenile has a right to a detention hearing within 48 hours. Based on the screening, law enforcement may also be asked to transport a juvenile to a staff-secure facility, temporary holding facility, or shelter.

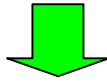
There are several pre-trial placement options available which include:

- Except in the case of a mandatory felony hold, the intake screener is authorized to **release** a juvenile to a parent, guardian or other legal custodians. The release of the juvenile may be made without restriction or upon a written promise that the juvenile will appear in court. Electronic monitoring or trackers may also be used to maintain supervision. This is often done with SB-94-funded services.
- A **shelter or non-secure facility** provides temporary care of a juvenile in a physically unrestricted facility. Juveniles placed there are those whom the screener or court has assessed must be removed from, or are unable to return to their homes, but do not require physical restriction.
- A **staff-secure facility** is one in which egress from the facility is controlled by staff rather than architectural barriers. They are privately-operated and provide 24-hour line-of-sight supervision of youth. The Division of Child Welfare in the Colorado Department of Human Services provides state-level services and licensing functions.
- A **temporary holding facility** provides a holding area for juveniles from the time the juvenile is taken into custody until a detention hearing is held (within 48 hours, excluding weekends and holidays). This option is used if it has been determined that the juvenile requires a staff-secure or physically-secure setting. This area is separated by sight and sound from any area which may house adult offenders. Rural areas without detention facilities are in need of this capacity.
- Secure detention in a **juvenile detention facility** is the temporary care of a juvenile in a physically restrictive facility. A juvenile may be held if the intake screener determines that the juvenile's immediate welfare or the protection of the community requires physical restriction. A juvenile may also be admitted to a detention facility on an active warrant or mandatory hold or if a law enforcement agency requests that the juvenile be detained because the alleged act would constitute a serious or violent felony if committed by an adult.

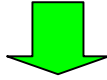
In the FY 2004-05 SB 94 Annual Report FY, the Triwest Group reports that the SB 94 Program has successfully reduced the use of secure detention in DYC facilities over the past thirteen years. During the current fiscal year, DYC continues to champion the General Assembly's vision of establishing community alternatives to secure detention by supporting Judicial District SB 94 Programs to successfully implement the detention bed caps that began in Fiscal Year 2003- 04. DYC also continues to promote ongoing detention reform through efforts to inform the understanding and development of the detention continuum. DYC is promoting ongoing detention reform by focusing on two key concepts. The first is that detention is a status, and not a place, and the second is that detention consists of a continuum of options, only one of which is secure detention, which the SB 94 program seeks to reduce. In carrying out these concepts, the SB 94 Program also supports the State of Colorado's Children's Code that seeks to balance the needs of young persons with the concern for the safety of all members of society.

## The Detention Funnel- FY 2004-2005

Total Juvenile Population  
518,930 (100%)



Juvenile Arrests  
48,105 (9.3%)



Detention Screens  
12,607 (2.4%)



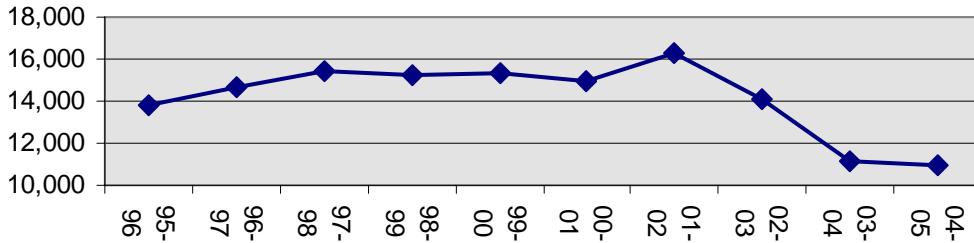
Detention Admissions  
10,970 (2.1%)

Youth Held in Detention (including staff secure)							
	FY98-99	FY99-00	FY00-01	FY01-02	FY02-03	FY 03-04	FY 04-05
New Admissions	15,212	15,294	14,921	16,310	14,059	11,148	10,970
Average Length of Stay (days)	14.6	14.3	14.5	15.7	15.3	12.8	13.1
Average Daily Population (ADP)	602.4	589.1	583.0	545.0	497.1	396.2	402
Number of Youth Served (unduplicated)	8,924	8,799	8,899	8,916	8,242	7,290	7,252

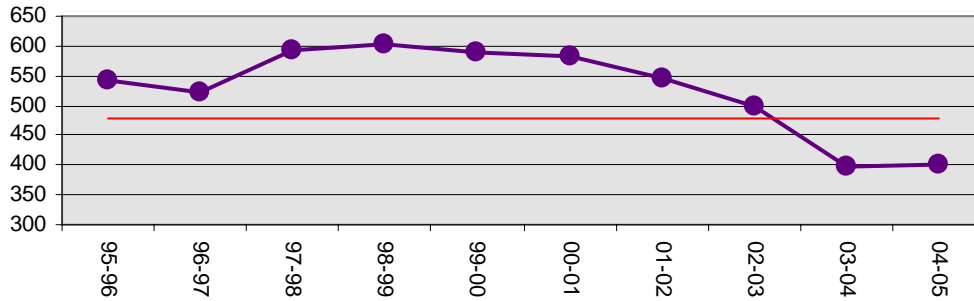
According to NYC's FY 2004-05 SB 94 Annual Report, the changes in secure detention ADP rates observed by NYC over the past two years appear to relate directly to the implementation of legislatively mandated **detention bed caps** in FY 2003-04. Prior to FY 2003-04, the trend for detention ADP was flat. Holding this rate flat was viewed as a SB 94 Program success given the slowly increasing juvenile population. Beginning July 1, 2003, each Judicial District received an allocation of a portion of the 479 secure and staff secure detention beds. Starting October 1, 2003, each district was required to manage their local bed cap and detention facilities and catchment areas were prohibited from exceeding their caps, although statute does enable some sharing of beds between judicial districts. This structure was intended to prevent the statewide system from placing more than 479 youth in secure or staff secure detention.

Fiscal Year 2004-05 was the first full year of detention operation under the legislative, statewide cap of 479 youth. The detention population increased slightly from the previous year's ten year low of 396.2 ADP to a fiscal year average of 402.0 youth with ninety-four percent of detained youth were held in State-Operated facilities. Since the detention cap was implemented there has been a decreased reliance on Privately-Operated placements. Only 6% of this year's ADP was detained in a contracted secure or staff-secure facility. The average length of stay increased two percent to 13.1 days; corresponding to the increased ADP. The number of clients served followed a three-year trend of decline, however this year's decrease of less than one percent was markedly smaller than the eight and twelve percent decreases of the past two fiscal years. Similarly, the number of new detention admissions declined by only two percent, after fourteen and twenty-one percent declines in previous years. (Source, Division of Youth Corrections, Research and Evaluation Unit)

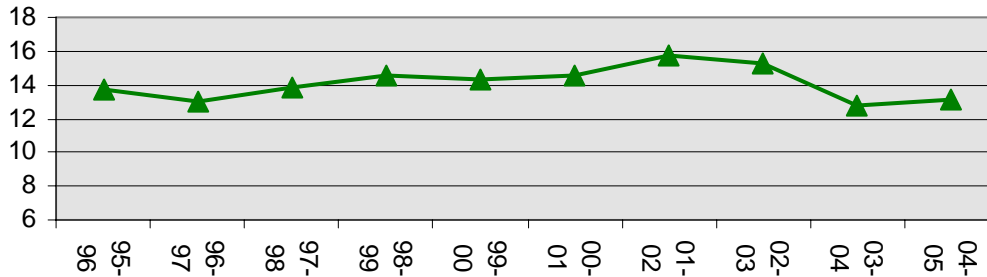
## Trends in Detention Admissions FY 1995-96 through FY 2004-05



### Trends in Detention ADP



### Trends in Detention LOS (Days)

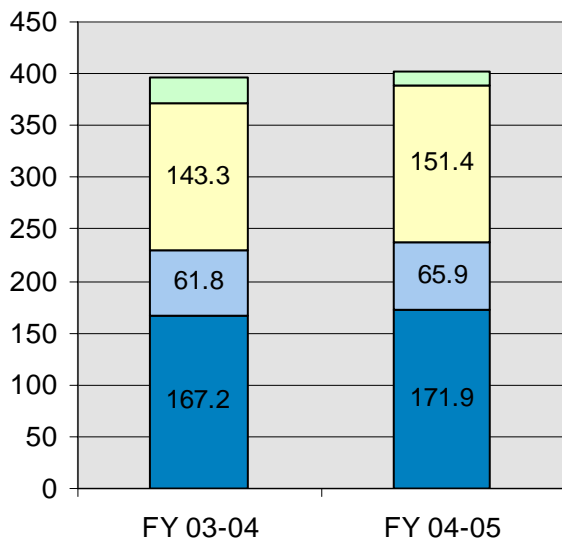


What do we know about the juveniles being served in detention? Girls represent approximately one quarter of the admissions into detention, which has remained stable over the past 2 years. Although white youth, ages 10-17 represent 70% of the Colorado population, they represent only 44.3% of the detention population in FY 2004-05. Alternately, Hispanic youth who represent 21% of the Colorado youth population represent 36.8% of the detained population and black youth who represent 5.3% of the Colorado youth population represent 15.7% of the detained population. Length of stay is highest for Native American youth at 16.3 days.

#### Demographic Trends for Detained Youth

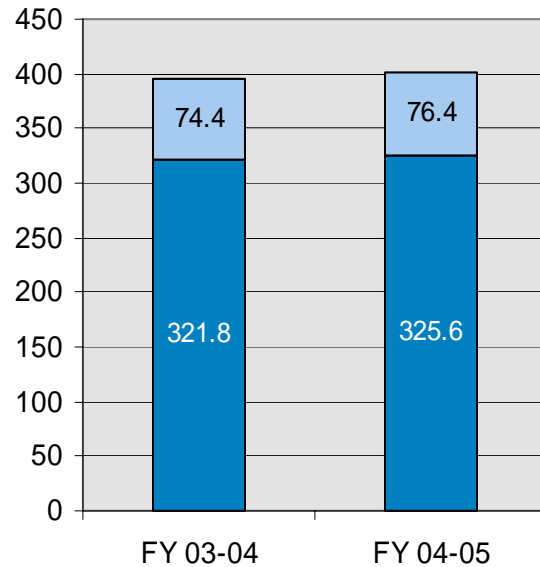
	FY 2003-04				FY 2004-05			
	New Admits	%	ADP	LOS	New Admits	%	ADP	LOS
<b>Male</b>	8,552	76.7%	321.8	13.5	8,385	76.4%	325.6	13.9
<b>Female</b>	2596	23.3%	74.4	10.5	2585	23.6%	76.4	10.5

**Detention ADP by Ethnicity**



■ Anglo                      ■ African-American  
■ Hispanic/Latino            ■ Other\*

**Detention ADP By Gender**



■ Male                      ■ Female

Source: Division of Youth Corrections Research and Evaluation Unit

Detention Trends	FY 2003-04				FY 2004-05			
	New Admits	%	ADP	LOS*	New Admits	%	ADP	LOS*
<b>White</b>	4703	42.2%	167.2	12.6	4866	44.3%	171.9	12.6
<b>African American</b>	1618	14.5%	61.8	14.1	1720	15.7%	65.9	13.8
<b>Hispanic</b>	3996	35.8%	143.3	13.0	4034	36.8%	151.4	13.5
<b>Native American</b>	133	1.2%	5.4	15.2	142	1.3%	6.4	16.3
<b>Asian-American</b>	97	0.9%	3.0	10.7	64	0.6%	1.9	11.7
<b>Other</b>	601	5.4%	15.5	11.9	144	1.3%	4.5	11.1

Length of Stay expressed in days. Source: Division of Youth Corrections, Research and Evaluation Unit

During fiscal year 2004-2005, a pilot study was conducted of an assessment tool called the Youth COMPAS. It contains 33 critical risk and need scales based on all of the major predictors and theories of delinquency. It allows for the reassessment of youth over time to measure change in dynamic factors. Six sites participated in this pilot study and provided assessments for over 1400 youth. The goal of the pilot was to test the relevance and usefulness of the Youth COMPAS assessment in the SB 94 program context. This includes examining the utility of the Youth COMPAS as an assessment tool in the SB 94 population and population subgroups defined by criminal involvement, gender and ethnicity. Information from this pilot study will assist DYC with implementation decisions as to the validity and usefulness of such an instrument within the SB 94 context. (SB94 Annual Report FY 2003-04)

According to the 2003-04 SB 94 Annual Report, overall, SB 94 districts rated impact of their efforts to address minority overrepresentation as positive, with 45% rating the impact strongly or some positive impact, a more positive set of findings than what was reported in the previous fiscal year (FY 2003-04). Only two of the 20 districts who rated this impact rated it as negative, versus 7 the previous year. However, some districts indicated that insufficient resources currently exist to address issues of minority

overrepresentation in their districts. This was particularly emphasized by the two districts who rated the impact of efforts to address minority overrepresentation as negative. Most districts, however, have indicated that they have been able to continue their efforts to address this critical challenge this year as they have in the past, with some even reporting that they have increased their efforts. Six districts reported no change in their efforts regarding MOR, with four of those reporting that overrepresentation was not an issue in their districts

Several districts specifically cited efforts currently underway to actively address the issue of minority overrepresentation, including service coordination, membership in MOR committees specifically empowered to address this issue, family advocacy, efforts to address truancy, staff training, and increased access to bilingual staff. These districts reported a great deal of progress, but also acknowledged that minority overrepresentation remains an ongoing issue that must continuously be addressed.

Restrictions related to a multi-year State revenue shortfall resulted in a six percent (6%) decrease in funding for the SB 94 Program during FY 2002-03. This trend continued into FY 2003-04 with a further reduction in resources of approximately 25% from the original FY 2002-03 allocations to Judicial Districts. In FY 2003-04, the budget was reduced another 10.6% which brought overall funding down to only approximately two-thirds of the initial FY 2002-03 budget. SB 94 was not the only program facing significant reductions, as many other programs that rely on State funding have experienced budget reductions or even outright elimination. This climate places increasing demands on district SB 94 Programs however this decrease in funding was addressed and a small amount (\$1 million) was restored to the program in FY 04-05. (SB 94 Annual Report FY 2004-2005, by the TriWest Group for the CDHS/Division of Youth Corrections)

If an intake screener has assessed that a juvenile is to be securely detained after the arrest, the court must hold a **detention and shelter hearing** within 48 hours, excluding weekends or holidays, from the time the juvenile is taken into temporary custody. The hearing is held to determine whether the juvenile should be released or detained further. Screeners often provide the assessment information from the screening tool at this hearing. This more in-depth information has been gained and verified since the initial detention. At the close of the detention hearing, one of the following orders would be issued:

- 1) Release to the custody of a parent, guardian, or legal custodian without posting bond.
- 2) Release to the custody of a parent, guardian, or legal custodian upon posting bond.
- 3) Released from secure detention with community-based supervision services.
- 4) Placement in a shelter, non-secure facility or staff-secure facility.
- 5) Secure detention after finding that he/she is a danger to himself/herself or the community.

## **Diversion/District Attorneys**

The District Attorney (DA) is elected to a four-year term in each of the 22 judicial districts in Colorado. Judicial districts vary in the number of counties they cover, from one to seven. Larger DA offices may have a separate juvenile division that is often the "learning ground" for new prosecutors. The state pays a base salary to the elected district attorney while other salaries and operating expenses are provided by the county(ies) that make up the district. All delinquent offenses can be handled by the DA, however, there is some combined jurisdiction with municipal attorneys. More minor delinquent offenses are being handled at the municipal court level.

Local district attorneys' offices are responsible for the decisions regarding filing of delinquency charges. The intake section of the district attorney's office reviews law enforcement or probation officer referrals and decides whether to divert the case from formal filing, file charges, request an informal adjustment or deferred adjudication, and/or direct file to the criminal court. If further detention has been ordered by the court at the detention hearing, the DA must file a petition within 72 hours alleging the delinquency and the facts that bring the juvenile under court jurisdiction. The DA also has the discretion to file charges directly in adult court based on the offense and age of the juvenile. This is the method by which most juveniles enter the adult system.



For over 20 years, the Colorado General Assembly had appropriated, and the Governor approved, general funds to help support juvenile **diversion programming** as authorized under §19-2-303, C.R.S. In Colorado, diversion may occur before the filing of a petition or after adjudication, usually as a result of an informal adjustment or deferred adjudication. Criteria for diverting juveniles vary according to the local district attorney's discretion. The juvenile must agree to plead guilty and comply with conditions of the diversion contract. If the juvenile successfully meets the contract conditions and does not re-offend during the contract period, charges are dropped. Most of the 22 judicial districts have juvenile diversion programs within, or through contracted agencies working with, the DA's office, staffed by case managers and other personnel trained in juvenile issues.

Diversion is defined in the Colorado Children's Code as "a decision made by a person with authority or a delegate of that person in which the result is that a specific official action of the legal system is not taken against the youth in lieu of participating in individually designed services provided by a specific program." The goal is to prevent further involvement of the youth in the formal legal system.

Some "diversion" programs provide services to diverted youth and do not function in the legal role of diverting cases from being filed. These are private non-profit agencies that serve a broader population of juveniles in hopes of "diverting" them from further penetration into the juvenile justice system. Services include, but are not limited to, diagnostic needs assessment, restitution, community service, victim/offender mediation, job training and placement, specialized tutoring, constructive recreational activities, general counseling, counseling during a crisis situation, and follow-up activities.

In 2002, state funding of \$2.5 million for juvenile diversion was eliminated. Although juvenile diversion programs in district attorneys' offices and community-based agencies were supported in part with local funds, state funding assistance had been critical in maintaining this early intervention component of the juvenile justice system. In FY02-03 the anticipated \$2.4 million for Diversion was vetoed from the state appropriations bill and reverted to the state General Fund to help address the state budget shortfall. Due to the funding loss the JJDP Council supported using \$251,688 of FY00 and FY01 JAIBG Interest funds to provide bridge funding. In FY03-04, \$500,000 in Diversion funding was reinstated on a one-time basis, using Tobacco Settlement Funds instead of state General Fund. There has been no further financial support from the state for the Juvenile Diversion Program since.

In FY01/02, the last year of state diversion funding, 5,645 juveniles were accepted in diversion programs, of these youth 3,403 were pre-adjudicated; 2,242 post-adjudicated. Most were referred on property offenses, 71% were male, and the majority were 15-17 years old. That year juvenile diversion clients completed 80,215 hours of community service and paid \$699,795 in restitution.

With the reinstatement of \$500,000 in FY03-04 using tobacco settlement funds, 18 district attorney or community-based diversion programs were funded. In that year, 3,772 youth were accepted in the diversion programs, with a majority referred on property and theft charges. These youth completed 35,441 hours of community service, and paid \$201,705 in restitution.

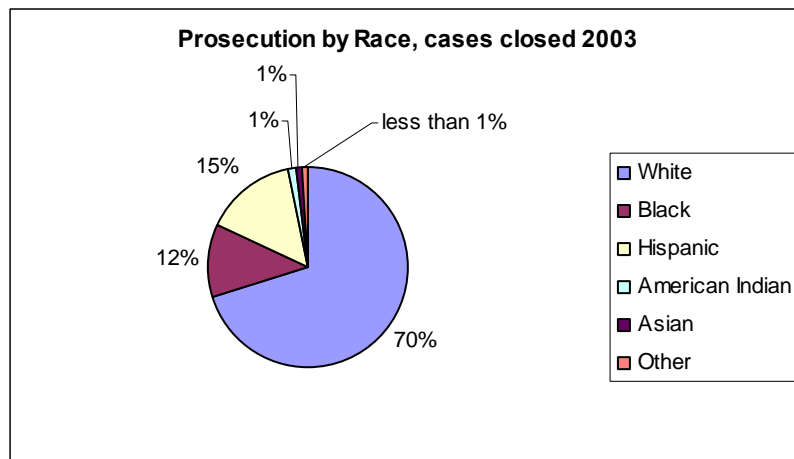
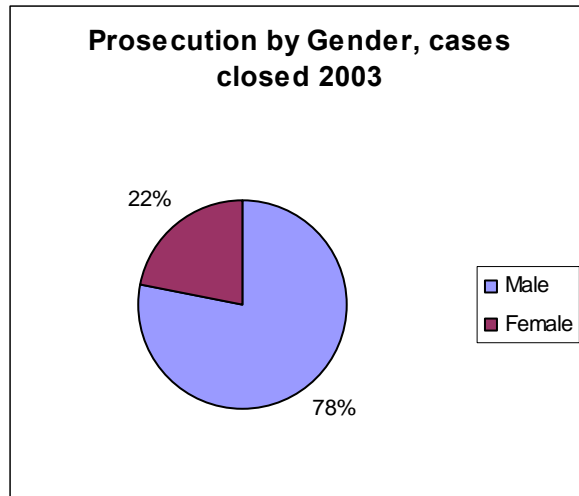
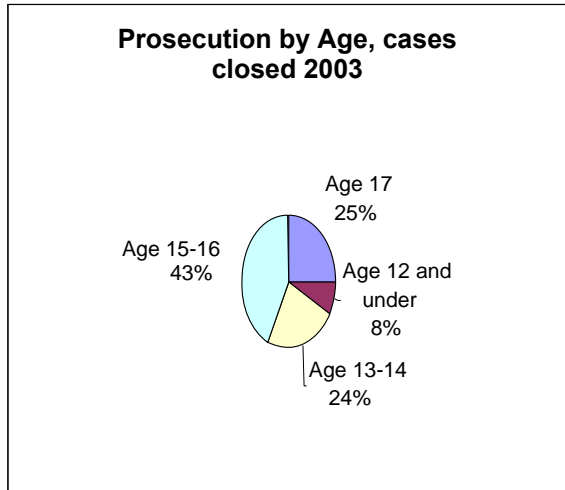
As a result of the loss of state funding, diversion programs have reduced staff, resulting in fewer juveniles referred, and a few programs have closed. Currently, 14 out of 22 judicial districts operate some type of diversion-based program. Some units of local government use their Juvenile Accountability Block Grant funds to enhance their response to delinquency by maintaining diversion programs, immediate sanctions such as community service, and a stronger referral system for early intervention services.

### **Filing/District Attorneys**

Either at intake or after failure on diversion, the DA can proceed with a formal **filing of a delinquency charge** in district court. Juvenile delinquency cases filed statewide have decreased in number:

<b>District Court Juvenile Delinquency Filings</b>				
<b>FY 98/99</b>	<b>FY 2001/02</b>	<b>FY 2002/03</b>	<b>FY 2003/04</b>	<b>FY2004/05</b>
18,395	17,675	17,179	17,176	15,981

Who gets **prosecuted**? According to the 2004 Crime and Justice Report, of the juveniles who had court cases that closed in 2003, a majority were male (78%) and white (70%). Hispanic juveniles represented 15 percent of court cases. Black juveniles represented 12 percent. The average age of juveniles filed on was 15. Five percent of juveniles with cases filed were under 12. Over half (70%) of juveniles with cases filed were ages 15-17.

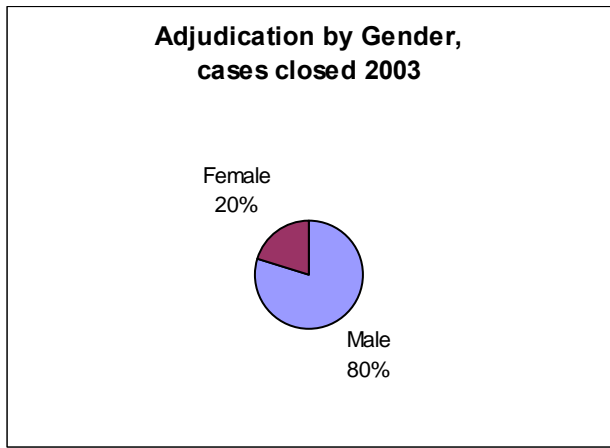
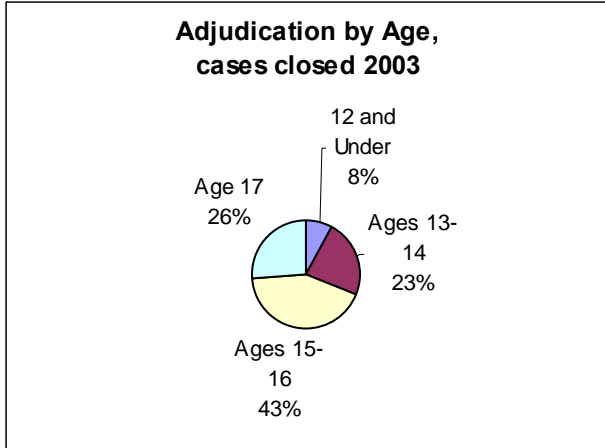


The Judicial Department classifies the filings by the most serious charge filed and their data shows that the types of juvenile filings have not significantly changed over the past three years.

**Highest percentages of delinquency filings by type of case**

Type of Case Filed	FY01/02		FY02/03		FY03/04	
	# of Cases	% of Total Cases	# of Cases	% of Total Cases	# of Cases	% of Total Cases
<b>Theft</b>	3,650	20.65%	3,318	19.31%	3010	18.83%
<b>Other</b>	3,027	17.13%	1,226	7.14%	1196	7.48%
<b>Assault</b>	2,168	12.27%	2,130	12.40%	1928	12.06%
<b>Burglary</b>	1,471	8.32%	1,541	8.97%	1400	8.76%
<b>Drugs</b>	1,378	7.80%	1,225	7.13%	1055	6.60%
<b>Criminal Mischief</b>	1,252	7.08%	1,305	7.60%	1268	7.93%

Who gets **adjudicated**? The majority of juveniles adjudicated were male (80 percent) and white (70 percent). The majority if juveniles convicted were white (70 percent). Hispanic juveniles represented 15 percent of convictions. Blacks represented 12 percent of convictions. The average age of juveniles convicted was 15, with a median age of 16. Eight percent of juveniles convicted were under 12 while over two-thirds (70%) were ages 15 through 17.



# INTERMEDIATE SANCTIONS

## Colorado Courts

The Colorado Court System is the Judicial Branch of Government and consists of the Supreme Court, an intermediate Court of Appeals, district courts and county courts. Each county has both a district court and a county court. Special probate and juvenile courts created by the Colorado Constitution exist in the City and County of Denver. There are 22 judicial districts in Colorado. The map can be found at: [www.courts.state.co.us/distmap.htm](http://www.courts.state.co.us/distmap.htm).

**District Court** is a court of general jurisdiction; therefore, district judges preside over felony criminal matters, civil claims in any amount, juvenile matters (including adoption, dependency and neglect matters, juvenile delinquency, and paternity actions), probate, mental health, divorce proceedings, and water cases. They also preside over jury trials, handle appeals from municipal and county courts and review decisions of administrative boards and agencies. There is no formal family court model in Colorado, but some districts are piloting this model.

**County Court** is a court of limited jurisdiction, handling misdemeanors, traffic infractions, small claims, felony complaints (which may be sent to District Court) and civil cases of under \$10,000.

Colorado statutes also authorize locally-funded **municipal courts** with jurisdiction limited to municipal ordinance violations and traffic infractions occurring within the town or city, however these courts are subject to Supreme Court rules and procedures. Jurisdiction over juveniles varies depending on the particular municipal code. Codes may prohibit minors purchasing or possessing tobacco products or alcoholic beverages; and may have curfews for minors. Offenses such as shoplifting, possession of small amounts of marijuana, minor assaults, domestic violence, graffiti and criminal mischief may be handled by some municipal courts, however, these can also be filed in district court.

The **State Public Defender's Office** is in the Judicial Department. Public defenders can be appointed by the district court to represent juveniles who are indigent or whose parents are indigent. If a conflict is noted, an Alternative Defense Counsel can be appointed. Although juveniles have a right to access to counsel, there is concern that the quality of that counsel may be hindered by case load or lack of experience. Colorado has used its Challenge Grant funds to support juvenile law training for defense counsel, and to fund interns in the Denver Public Defender's Office who assist public defenders by gathering information to better prepare the defense, and to appear at detention hearings. The current grant is developing and piloting a training on cultural competency for legal representatives for juveniles.

Recognizing that effective legal representation and advocacy is a critical element in giving children a voice in the court system, Colorado's General Assembly adopted legislation in 2000 creating the **Office of the Child's Representative (OCR)**, Section 13-91-101, C.R.S. The office is one of the few state agencies in the nation whose sole purpose is to protect and ensure that children have a competent and effective voice in the courtroom. The OCR is mandated to establish minimum training requirements and minimum practice standards for all attorneys representing children; to provide statewide training for attorneys, judges, magistrates, and Court Appointed Special Advocates (CASA); establish fair and realistic compensation for state-appointed Guardians Ad Litem (GALs); provide oversight of the practice of GALs; develop CASAs in all counties; serve as a resource; and develop measurement instruments to assess and document the effectiveness of various models of representation.

The OCR developed local oversight committees in each judicial district to assist the OCR in ensuring that the attorneys selected within each community have the necessary training, competency and commitment to provide high quality legal representation to children. In April 2002, the OCR began a new selection process for attorneys representing children that gave equal weight to a number of variables, including information received in the application, quality of job interview, attorney's litigation skills, experience and education concerning children's issues, years of experience as an attorney, and the applicant's philosophy concerning how to best represent the child's interest. Judges do not have the discretion to appoint attorneys who have not been screened and included on the OCR appointment list. (Office of the Child's Representative, 2002 Report; [www.coloradochildrep.org](http://www.coloradochildrep.org) )

In delinquency cases, a **Guardian ad Litem (GAL)**, child's representative or attorney special advocate is appointed if it is necessary to serve the child's best interest. This may happen when the judge feels there is a lack of parental support. In FY 2004, a Guardian ad Litem was paid on 2,673 delinquency cases and 369 truancy cases. In 2005, the number of delinquency cases where a GAL was paid increased (OCR tracks the number of cases paid by the agency) by 26.2% to 3,374 and the number of truancy cases declined by 23.8% to 281.

## **ADJUDICATION PROCESS**

The **advisement hearing** is the first hearing after a petition has been filed. At this time, the court advises the juvenile and the responsible person of their constitutional and legal rights. The juvenile and his/her legal guardian may request counsel or the court may appoint counsel.

The **preliminary hearing** is conducted to determine whether probable cause exists to believe that the delinquent act declared in the petition was committed. The DA or the juvenile accused of the delinquent act may request and be granted a preliminary hearing if the act is a Class 1,2, or 3 felony, a Class 4, 5, 6 felony where the felony requires mandatory sentencing or constitutes a crime of violence as defined in 18-1.3-406, or constitutes certain sexual offenses. A written motion for hearing must be filed not later than ten days after the advisement hearing and scheduled within 30 days of the filing of the motion. If a juvenile is being held, a hearing is scheduled as promptly as the court's calendar permits. If the court determines that probable cause exists, the finding is recorded and an adjudicatory trial is scheduled. If probable cause does not exist, a delinquent petition is dismissed and the juvenile is discharged.

The DA may request the court, either before, during, or after the filing of a delinquency petition, to handle the case as an **informal adjustment or deferred adjudication**. The purpose of the informal adjustment is to promote rehabilitation of a juvenile without a formal adjudication. An adjustment may extend up to six months. During this period, the juvenile and parent/guardian are counseled and provided guidance to promote rehabilitation through a contract similar to diversion. If the conditions of the contract are successfully completed, the judge dismisses the case. A juvenile who has previously had an informal adjustment, or who was charged with a delinquent act in the preceding twelve months, is not eligible for another informal adjustment.

At the **adjudicatory trial** the court considers whether the allegations of the petition are supported by evidence beyond a reasonable doubt. Jury trials are granted by special request and only in cases where commitment is a sentencing option. If the juvenile is found not guilty, the court dismisses the petition and discharges the juvenile from any previous detention or restrictions. If the juvenile is found guilty, the court then proceeds to sentencing or directs that a separate sentencing hearing be scheduled within 45 days of the adjudicatory trial.

## **SENTENCING**

**Pre-sentence investigations** are required only for youth with felony adjudications, but can be requested for other adjudications. Local probation offices are responsible for these investigations. The reports may include details of the offense; victim statements; amount of restitution requested; criminal, education, employment, and substance abuse history; description of family and peer relationships; programs available in the juvenile's judicial district; review of placement and commitment criteria; and disposition and treatment recommendations.

The court will hear evidence, including the pre-sentence investigation report, to determine the disposition which best serves the interests of the juvenile and the public. Any sentence may also include conditions for the parent/guardian, pursuant to Sections 19-1-114 and 19-2-919, C.R.S. (See sample *Parental Responsibility Advisement* in the Appendices.) If the sentence includes school attendance, a notice to the school is required.

The court may enter a decree imposing any or a combination of the following **sentencing options**, as appropriate:

- Commitment to the Division of Youth Corrections for a period up to 7 years (19-2-909, C.R.S.). Specific sentences for special offenders are required by statute (19-2-908, C.R.S.).
- Sentence to a county jail if the juvenile is at least 18 at the time of sentencing (19-2-910, C.R.S.).
- Sentence to a secure detention facility for no more than 45 days, typically as a condition of probation (19-2-911, C.R.S.).
- Placement of custody with a relative or suitable person, with conditions imposed (19-2-912, C.R.S.).
- Probation supervision with standard and special conditions (19-2-913, C.R.S.).
- Placement with social services in a community setting (19-2-915, C.R.S.).
- Placement in a hospital (19-2-916, C.R.S.).
- Order a fine be paid (19-2-917, C.R.S.).

## **Community Supervision/Probation Services**

Probation is the responsibility of the Colorado Judicial Branch, excluding municipal probation. Managed by the Chief Probation Officer in each judicial district, probation officers provide assessments and pre-sentence information to the courts, supervise the offenders sentenced to community programs and provide special program services to aid those under their jurisdiction. Probation officers have the authority of a peace officer and although many officers carry juvenile specific caseloads, officers in rural districts may also supervise adult offenders. The number of juveniles annually on probation supervision has remained relatively stable however probation projections for FY2006 indicate that caseloads are expected to increase. This can be attributed to a variety of causes including less restrictive options, such as diversion, not being as available or that more restrictive options, such as detention, are not available due to detention caps.

In Colorado, probation officers with juvenile caseloads average one officer for every 86 juveniles, this is compared to the national average of one officer for every 45 cases. Although some restoration of probation officers has occurred during the last fiscal year, budget cuts in prior years resulted in the loss of a substantial number of officers statewide. Based on the national average, Colorado would need approximately 94 additional juvenile probation officers to reach the national ratio of 1:45. The loss of officers has not only increased the caseload size for officers but the cost of care to supervise these probationers in the community has also risen.

**Levels of probation supervision** are determined through the use of the CYO-LSI (Colorado Youthful Offender – Levels of Supervision Inventory), a statewide, mandated classification instrument that is used for all juveniles on probation. The CYO-LSI is an automated, standardized assessment that was developed in Colorado to assist in determining level of probation supervision, risk, and treatment needs. The assessment measures risk of re-offending, identifies needed services, and is also used as a re-assessment tool to measure juveniles' progress while on probation. The CYO-LSI, in conjunction with a case-planning model, is also used to develop case supervision plans, which supplement the conditions of probation set forth by the juvenile court.

The probation department in each judicial district is to use all suitable methods, including counseling, to aid each juvenile under their supervision to comply with conditions set by the court, and to perform other duties in connection with the care and custody of juveniles as the court may direct. The probation office may collect restitution, refer the juvenile to community-based services, and may operate or refer a juvenile to a community service or work program. A graduated sanction framework is followed when a juvenile violates or fails to comply with conditions of probation. Probation officers work closely with the local "alternative to incarceration" programs to lessen the sentencing of non-compliant juveniles to secure detention or commitment.

Juveniles successfully terminating from probation has slightly decreased during the last year and in turn a slight increase has occurred in the number of juveniles being revoked and unsuccessfully terminating from probation. This increase in caseloads has the potential to impact public safety by increasing the rate of failure and heightening the chances that a juvenile will continue their criminal behavior. Should caseload projections for the coming years come true, the need for additional officers will grow even larger, making it a challenge to individualize supervision planning and effectively supervise these juveniles in their communities. The table below illustrates the caseload size, projections and terminations for juveniles on probation.

	FY 01-02	FY 02-03	FY 03-04	FY 04-05	Projected FY 05-06
<b>New probation cases</b>	<b>7,600</b>	<b>7,764</b>	<b>6,823</b>	<b>NA*</b>	<b>7,550</b>
<b>Successful Probation Terminations</b>	<b>73%</b>	<b>72%</b>	<b>69%</b>	<b>NA*</b>	<b>NA</b>
<b>Revoked – Unsuccessful Probation Terminations</b>	<b>20%</b>	<b>21%</b>	<b>23%</b>	<b>NA*</b>	<b>NA</b>

\* Data not currently available due to modifications to the probation management reports.

Funding cuts have affected the probation departments' ability to specialize services and provide innovative programming such as restorative justice, gender-specific programs, and community service and work programs. Although some of the larger districts are able to provide these services on some level, many have had to eliminate or substantially reduce specialized caseloads, in-house programming, such as cognitive behavioral groups, and other services. Additionally, as with other agencies, probation is feeling the effect of less service providers and the reduced capacity to serve youth. Further, the lack of sentencing alternatives has limited the options an officer can access when considering an intermediate sanction or revocation of a probation sentence.

Gender balance of new juvenile probation clients has not changed much. In 2001/02 78% of juveniles on probation in were male and 21% female, in 02/03, 77% were male and 22% female and again 21% were male and 78% were female in 03/04.

<b>Length of Stay on Probation at Termination</b>			
	<b>0-12 months</b>	<b>13-24 months</b>	<b>More than 24 months</b>
01/02	56%	30%	14%
02/03	60%	27%	13%
03/04	60%	28%	12%

The **length of supervision** has remained stable for the past several years as were the rates for **successful termination** from supervision.

<b>Juvenile Probation Supervision Terminations</b>			
	<b>Successful Termination</b>	<b>Failed/Technical Violation</b>	<b>Failure/New Crime</b>
01/02	73.0%	20.8%	6.2%
02/03	71.8%	22.6%	5.6%
03/04	68.8%	25.0%	6.2%

(Source: Prerelease termination and post release recidivism rates of Colorado probations: FY 2004Releases, Nov 1, 2005)

## INSTITUTIONAL CONFINEMENT/AFTERCARE

### Commitment/Division of Youth Corrections

The Division of Youth Corrections (DYC) is responsible for the placement, supervision, care and treatment of youth who are committed upon sentencing. Commitments are dispositions of juvenile cases resulting in the transfer of legal custody to the Colorado Department of Human Services by the court as a result of an adjudicatory hearing held on charges of delinquent acts committed by a youth.

Youth can be sentenced by the court to spend time in a detention center as the result of a new adjudication and/or as a condition of probation. **Sentences to detention** cannot exceed 45 days. The SB-94 Alternatives to Detention Initiative described earlier also focuses on this population. Community-based sanctions can shorten the length of stay in detention for these youth or can be accepted by the court as an alternative sentence. Accountability programs such as victim/offender mediation, community service, restitution and other restorative practices are used as alternatives. Closer supervision and tracking are also funded.

DYC does not have legal custody of these youth who have received short-term sentences to detention as a condition of probation, or due to contempt of juvenile and municipal court orders, but is responsible for providing temporary physical custody. Screenings and initial assessments are completed but service provision is limited due to the short period of time the juveniles are held. However, educational, crisis intervention, counseling and medical services are provided. Youth who have been adjudicated or sentenced to detention or are on probation are more likely to be higher risk youth and may include youth for whom supervision on probation alone was not successful.

<b>Detention Sentences by Type and Gender (Approximately 20% in Detention)</b>								
	<b>Males</b>				<b>Females</b>			
	<b>98/99</b>		<b>00/01</b>		<b>98/99</b>		<b>00/01</b>	
	<b>Number</b>	<b>%</b>	<b>Number</b>	<b>%</b>	<b>Number</b>	<b>%</b>	<b>Number</b>	<b>%</b>
<b>Delinquent</b>	169	1.5	223	1.9	47	1.3	70	2.1
<b>Probation</b>	1,278	11.0	1,443	12.5	328	9.2	390	11.7
<b>Municipal and Contempt</b>	309	2.6	278	2.4	135	3.8	252	7.6

In 1997, DYC used a mental health screening instrument to sample 189 detained youth and found that 24% exhibited severe/extreme overall problem severity, 65% demonstrated moderate/severe severity, and 11% were identified in the non/moderate range of severity. Other reported indicators included family problems (91%), substance abuse (75%), depression (70%), violent tendencies (57%), and a history of abuse (44%). These percentages remain disturbingly high. Enhanced mental health services are a priority of the JJDP Council and other statewide efforts.

The Division of Youth Corrections (DYC), Department of Human Services, administers youth corrections in Colorado. **Commitment** to the Colorado Department of Human Services, Division of Youth Corrections can be ordered by the court as a result of a juvenile's delinquent behavior. DYC uses 10 state-operated facilities and more than 80 privately operated programs or facilities which include intensive secure facilities, medium care units, secure detention, staff secure facilities, and non-secure community residential programs.

The decision on where to place committed juveniles lies with the DYC. Within 30 days of commitment, juveniles are examined and evaluated. Assessment instruments include the Colorado Youthful Offender – Levels of Supervision Inventory, a validated risk assessment; the Woodcock-Johnson educational assessment; the Massachusetts Youth Screening Instrument, a mental health screening; the SUS-1A (Substance Use Survey), and other instruments. In addition to these evaluations, evidence, reports, examinations, and studies from the sentencing hearing may be used to determine placement.

The Department of Human Services can contract with governmental agencies or private providers for placement options. Placements for committed youth include state-operated facilities, training schools, conservation camps, diagnostic and evaluation centers, halfway houses, nonresidential transitional programs,



and day reporting/treatment centers. Juveniles committed to the DYC in a community placement are supervised by client managers/parole officers.

Generally, the court may sentence an adjudicated delinquent to the Division of Youth Corrections for a determinate period of up to 2 years. Longer periods are allowed for special offenders (see 19-2-907 through 19-2-919, C.R.S). The DYC may not transfer custody or control over the juvenile during the determinate period; however, the juvenile may be granted parole during that time. The juvenile court retains jurisdiction until the completion of the terms of the dispositional order, regardless of type of commitment.

What do we know about the juveniles who are committed to DYC? In FY 2004-05, although white youth, ages 10-17 represented 70% of the Colorado population, they represented only 43.8% of the commitment population. Alternately, Hispanic youth who represented 21% of the Colorado youth population represented 35.7% of the committed population and black youth represented 5.3% of the Colorado youth population but represented 16.8% of the committed population.

**Demographic Trends for Committed Youth**

Commitment Trends	FY 2003-04		FY 2004-05	
	Males	Females	Males	Females
White	47.3%	51.9%	42.3%	52.9%
African American	16.9%	17.6%	16.9%	16.4%
Hispanic	31.1%	28.2%	37.5%	25.0%
Native American	1.6%	0.8%	2.0%	4.3%
Asian-American	1.1%	0.8%	0.5%	0.0%
Other	1.9%	0.8%	0.7%	1.4%

Source: Division of Youth Correction, Research and Evaluation Unit

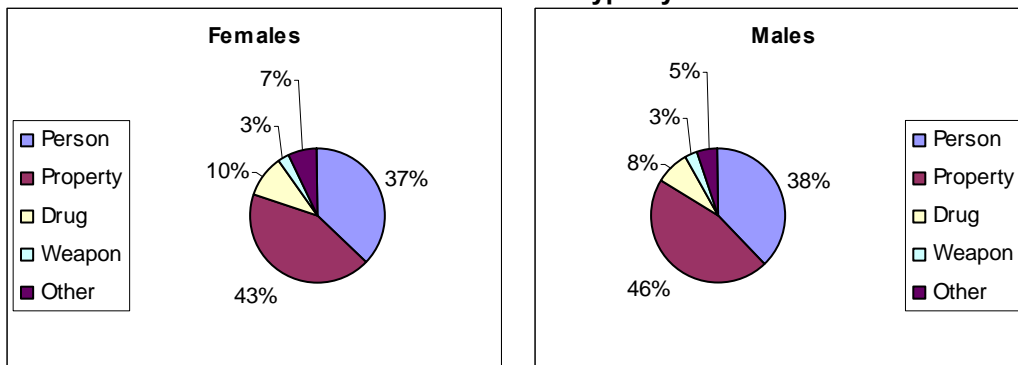
In FY 04-05, girls represented approximately 15% of the admissions into commitment beds, which has remained stable over the past 2 years. Also, over 50% of the girls had no prior adjudications but over 70% of the boys had 1 or more prior adjudications.

	FY 2003-04			FY 2004-05		
	New Admits	%	ADP	New Admits	%	ADP
Male	793	85.8%	1225.4	810	85.3%	1271.2
Female	131	14.2%	160.4	140	14.7%	182.3

Source: Division of Youth Correction, Research and Evaluation Unit

If 50% of the girls were committed on their first adjudication, was the offense type more serious? Data showed that the types of offense for boys and girls were largely similar.

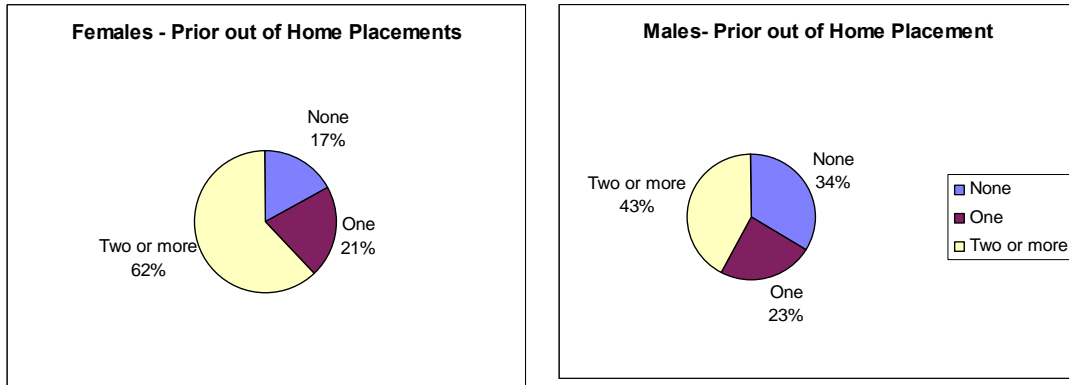
**FY 2004-05 Offense Type by Gender**



How else did the committed females differ from the committed males? Over 81% of the females reported a runaway history versus 59.4 % of the males. Almost 70% of the females were assessed as needing

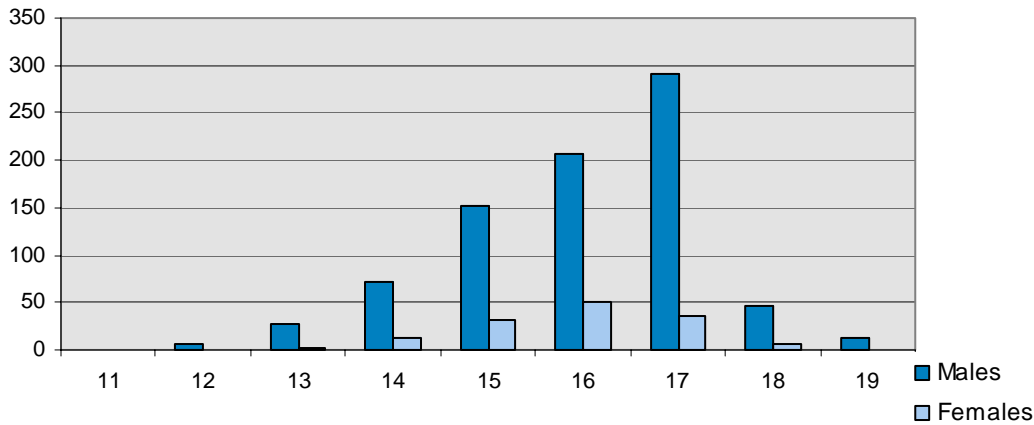
substance abuse treatment versus 57.7% of the males, and 60.3% of the females were assessed as having high-moderate to severe mental health treatment needs versus 49.2% of the males. It is also quite striking that almost 83% of the females had at least one prior out of home placement versus 66% of the males. The age at commitment did not vastly differ between males and females, with the highest number of males committed at age 17 and girls at age 16.

**New Commitment Trends FY 2004-05**



Source: Division of Youth Correction, Research and Evaluation Unit

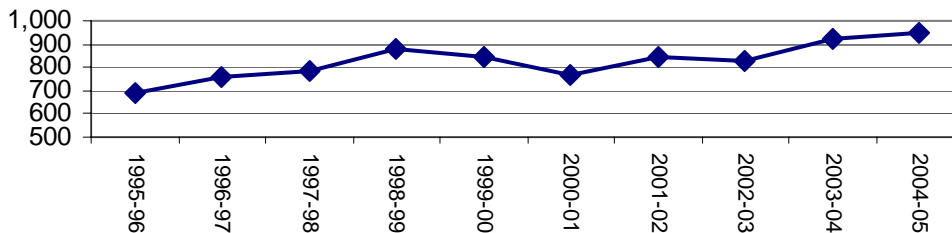
**FY 2004-05 Age at Commitment**



Source: Division of Youth Correction, Research and Evaluation Unit

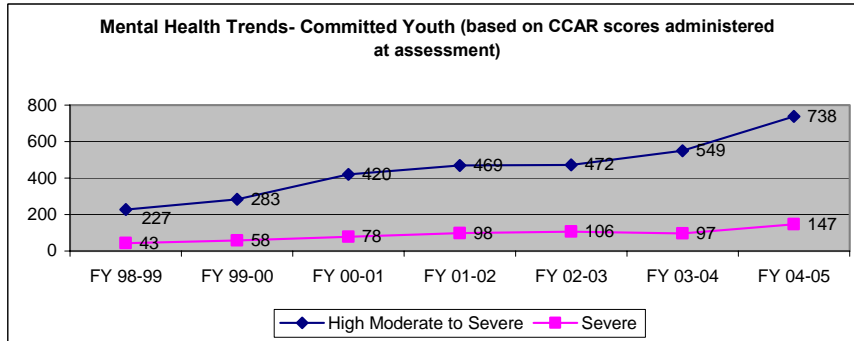
During FY 2004-05, the commitment population experienced a year of growth across three commitment categories. Residential ADP experienced the greatest rate of increase, growing 5% since the previous year. Clients served also increased by 5%, and new commitments increased by 3%. Residential committed length of stay (LOS) experienced a decline, but dropped only half a percent to 18.8 months after dropping 3% from 19.5 to 18.9 months in the 2003-04 fiscal year.

**Trends in New Commitments**



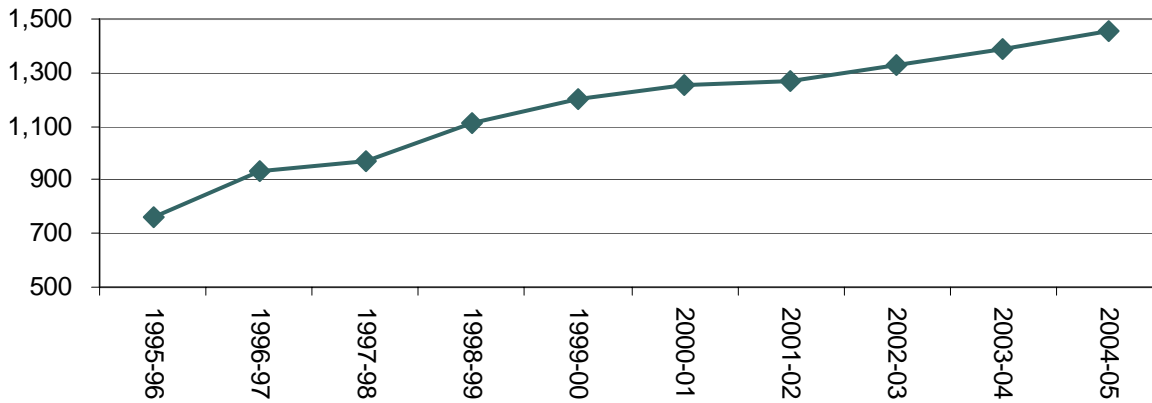
Source: Division of Youth Correction, Research and Evaluation Unit

As in the probation and detained population, DYC has noted a significant increase in the commitment population's mental health needs. The CCAR (**Colorado Client Assessment Record**) data from the past seven years supports this statement. Under the assumption that all other variables have remained the same throughout the years, DYC notes that the number of youth committed with mental health issues appears to be increasing.

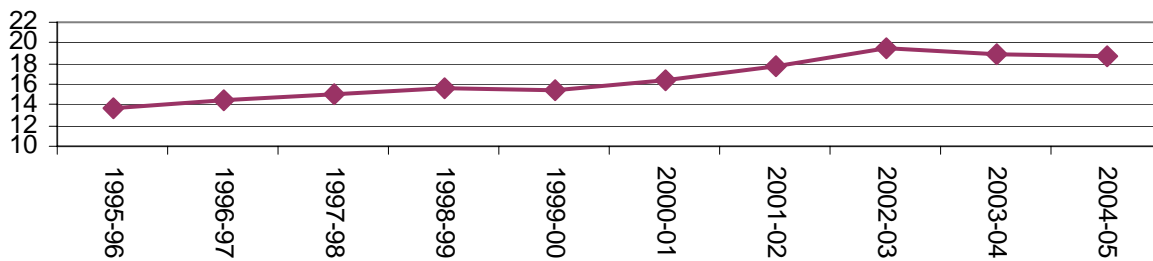


The statewide commitment ADP rate for FY 2004-05 shows, on average, 28 youth in commitment each day for every 10,000 youth in the general population. This is a 5.3% increase in commitment ADP rate over the past year. Added to the rate increase of 4.3% in FY 2003-04, there has been an increase of over 9.6% in the past two years. These changes over the past two years reflect a noticeably increasing trend compared to the previous four years when commitment ADP was being held constant. These continued increases coincide with significant decreases in funding for community services for SB 94 and multiple other human services systems, including juvenile diversion, prevention, mental health and child welfare.

### Trends in Residential ADP



### Residential LOS



Source: Division of Youth Correction, Research and Evaluation Unit

The Division of Criminal Justice's Office of Research and Statistics (ORS) recently completed the **prison population projections** through 2012 (<http://dcj.state.co.us/ors/>) for both the adult and juvenile corrections systems. Juvenile commitment yearly (YTD) average daily population (ADP) is expected to grow between four and seven percent annually from fiscal year end 2006 to fiscal year end 2012. Fiscal year end (FYE) monthly ADP is expected to follow the same trend through fiscal year 2012.

**DYC Juvenile Commitment Average Daily Population (ADP) Forecast, FYE 2006-2012**

Fiscal Year	Year to Date Average Daily Population (ADP) Forecast	Percent Growth	Fiscal Year End (FYE) Monthly Average Daily Population (ADP) Forecast	Percent Growth
2006	1449.7	-	1486.4	-
2007	1542.8	6.4%	1588.6	6.9%
2008	1638.1	6.2%	1678.9	5.7%
2009	1724.3	5.3%	1762.2	5.0%
2010	1805.2	4.7%	1841.4	4.5%
2011	1883.0	4.3%	1918.1	4.2%
2012	1958.9	4.0%	1993.4	3.9%

Continued increases in commitment ADP are forecast by the Colorado Division of Criminal Justice at rates of between 3.85 and 4.92 percent annually between July 2005 and June 2011. Over the past two years, the continued loss of statewide resources, as well as the SB 94 Program's narrowed focus on detention made necessary because of SB 94 funding reductions, correlates with a more sharply increasing rate of commitment. These continued increases coincide with significant decreases in funding for community services for SB 94 and multiple other human services systems, including juvenile diversion, prevention, mental health and child welfare. This comes at a time when increasingly, committed youth have treatment needs. It is particularly the case that committed youth have substance abuse problems (83%) and moderate to severe mental health treatment needs (40%).

**Parole and Aftercare/Division of Youth Corrections**

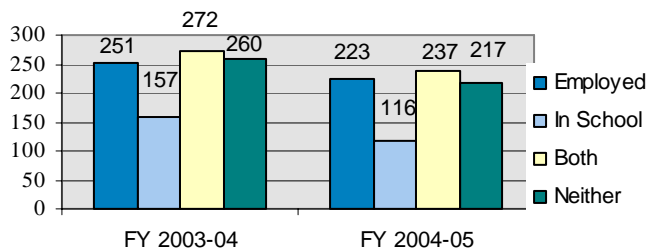
**Release** from commitment decisions are made in several ways in Colorado. The release date can be determined by court order through mandatory sentencing; in this case, the juvenile can't be released until the sentence is completed. Also, discretionary release is possible, in which a set of behavioral criteria is used to determine if a juvenile should be released. Finally, the juvenile may come before the Juvenile Parole Board, which interviews the juvenile and reviews his/her record when deciding whether to grant parole. The Juvenile Parole Board has the authority to grant, defer, suspend, or revoke the parole of a juvenile. The Board is made up of nine part-time members who are appointed by the Governor and confirmed by the Senate. Members are chosen from the Department of Human Services, the Department of Public Safety, the Department of Education, and the Department of Labor and Employment. One member is a local elected official and four members are citizens. There is currently no risk/need assessment used in making release decisions; however, the Division of Youth Corrections is in the process of creating one. Once a parole decision is made by the Juvenile Parole Board, Community Review Boards must accept the placement of the juvenile back into their community.

Case managers from the Division of Youth Corrections supervise juveniles on **parole**. By law, all juveniles released from commitment must be provided with a period of mandatory services and supervision to aid in their transition back into the community. In 2001, the mandatory parole period was decreased from twelve to nine months for juveniles committed for less serious offenses; however, the Juvenile Parole Board was able to extend the period of parole to 12 months for juveniles committed for a felony person offense, or up to 15 months if special circumstances exist. Then in 2003-2004, Senate Bill 03-284 shortened the mandatory parole length from nine to six months, effective May 1, 2003. There was a period of time during FY 2003-04 when youth who had been sentenced under the old 9-month mandate were being released at the same time as youth who were being

released from the new six-month parole sentence. This precipitous increase in parole discharge resulted in a statewide decline in parole ADP. (*Management Reference Manual, Division of Youth Corrections, FY 2003-04*)

Of the youth discharged from DYC in FY 2004-05, a predominant number (82.4%) returned home, with 5.8% continuing on into another placement type. At discharge, it is hoped that youth are either employed or in school. Of those same youth discharged in FY 2004-05, 70% were employed, employed and in school, or enrolled in school only.

**Job / School Status at Parole Discharge**



According to the ORS prison project population report, from June 1994 to June 1997, parole average daily caseload (ADC) was relatively stable with a slight decline occurring. The 1997 General Assembly then implemented mandatory one-year parole terms and subsequently, ADC grew at a rapid rate from 1994 to 2001. At that time, the mandatory parole term was lowered (SB01-77, effective July 1, 2001) to nine months, after which ADC declined rapidly between August 2001 and August 2002, after which ADC began a modest increase from August 2002 to November 2003. The 2003 General Assembly (SB03-284, effective May 1, 2003) then lowered the mandatory parole term to six months, which subsequently had the same effect as the previous reduction and ADC dropped significantly from November 2003 to May 2004 when ADC began growing again at very moderate rate. Since January 2005, ADC began to slowly decline and level off but given historical trends this trend is probably not sustainable.

Juvenile parole yearly average daily caseload (ADC) is expected to grow between two and six percent annually from fiscal year end 2006 through fiscal year end 2012. Fiscal year end (FYE) monthly ADC is expected to follow the same trend through fiscal year end 2012.

**DYC Juvenile Parole Average Daily Caseload (ADC) Forecast, FYE 2006-2012**

Fiscal Year	Year to Date Average Daily Caseload (ADC) Forecast	Percent Growth	Fiscal Year End (FYE) Monthly Average Daily Caseload (ADC) Forecast	Percent Growth
2006	523.8	-	528.8	-
2007	549.8	5.0%	562.3	6.3%
2008	575.5	4.7%	589.9	4.9%
2009	601.0	4.4%	617.2	4.6%
2010	626.3	4.2%	644.2	4.4%
2011	651.4	4.0%	671.1	4.2%
2012	676.3	3.8%	697.9	4.0%

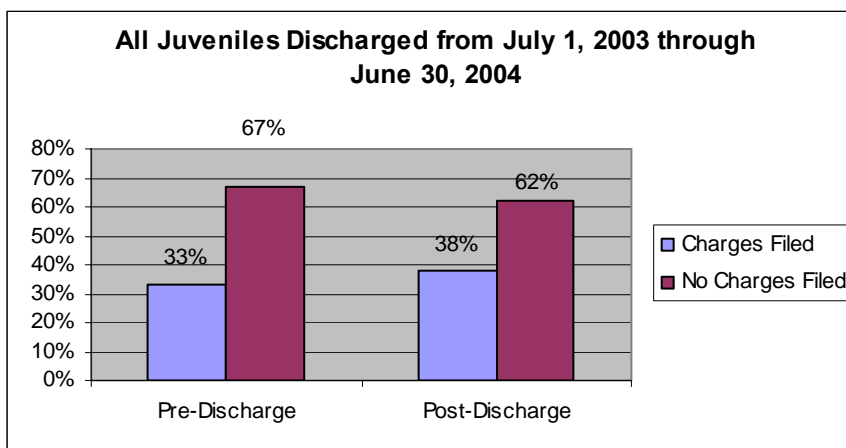
**RECIDIVISM**

In its *Recidivism Evaluation of Committed Youth Discharged in Fiscal Year 2003-04 Report*, the Division of Youth Corrections explains that recidivism is a measure that is often utilized in determining the level of effectiveness for juvenile justice agencies, however, the definition of recidivism can vary greatly among states and even among justice agencies within a single state. In response to recommendations resulting from a Legislative audit of the criminal justice system, Colorado established a common definition of recidivism in FY 1999-00. The definition that was adopted and is used for their report is as follows:

**Pre-Discharge Recidivism:** A filing for a new felony or misdemeanor offense that occurred prior to discharge from Division of Youth Corrections.

**Post-Discharge Recidivism:** A filing for a new felony or misdemeanor offense that occurred within one year following discharge from Divisions of Youth Corrections.

For their report, DYC analyzed pre-discharge and post-discharge recidivism rates using a number of demographic and risk factors (risk of re-offending) for the entire fiscal year (FY) 2003-04 discharge sample of 1,003 youth. Of the 1,003 youth, 332 or 33.1% received a new felony or misdemeanor filing (i.e., recidivated) prior to discharge and 38% received a new felony or misdemeanor filing (i.e., recidivated) within one year following discharge. Over 80% of pre-discharge filings were for offenses that occurred while youth were on parole status.



In their recidivism report, DYC noted that prior to mandatory parole legislation; almost half of the youth committed to DYC spent their entire commitment sentence in residential placements. While a required period of parole in non-residential settings may facilitate the successful reintegration of the juvenile back into the community, thus potentially reducing rates of post-discharge recidivism, it may also artificially inflate pre-discharge recidivism rates because of the increased opportunities to offend that are not available to youth in a residential placement. All 1,003 youth in this sample were required to serve at least 6 months of parole under mandatory parole legislation. The average length of stay (LOS) on parole for the sample was 8.0 months. Over the past three years, non-residential parole services were reduced 74% because of State budget constraints. Given that most predischarge recidivism filings were for offenses committed while a youth was on parole status, better service delivery, supervision, and treatment during parole may help to lower recidivism rates in the future. (DYC, Recidivism Report, FY 2003-04)

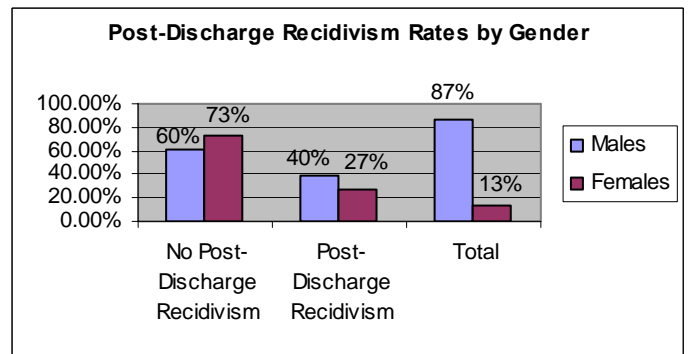
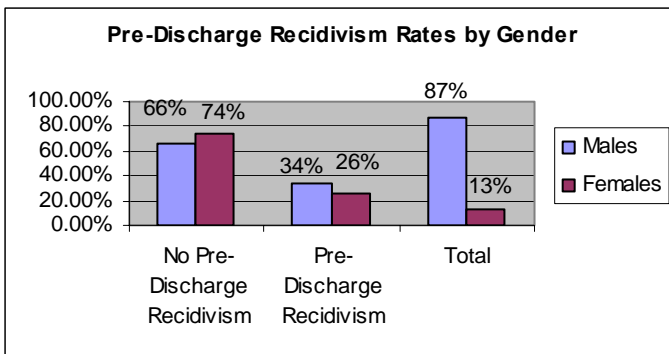
Approximately thirty percent of new charges filed for youth discharged in FY 2003-04 were for property felony charges. Thirty-one percent of new filings that occurred during commitment and 29% of post-discharge recidivism filings were for property felony offenses.

It is important to realize that not all filings resulted in a guilty finding. The majority of youth who received new filings during commitment or within one year of commitment discharge received filings on multiple charges. Although relatively few were found guilty on their most serious charge (55% pre-discharge and 38% post-discharge), 84% of youth with any pre-discharge filings were found guilty for at least one charge and 76% of youth with any post-discharge filing were found guilty of at least one charge.

Over the past several years, DYC made efforts to increase the quantity and quality of female-responsive options, including the construction of a new facility for female offenders, the Betty K. Marler Youth Services Center. Although males were more likely to receive a post-discharge filing for a new offense (40%) than females (27%), a risk (of re-offending) analysis of males compared to females shows that females scored significantly higher on DYC's risk assessment tool at the time of commitment. Therefore, it would be expected that females also have higher rates of re-offending than males. This was not true for this discharge cohort, and historically, the rates of re-offending for females committed to DYC have been lower than for males.

Having a job or attending school at the time of discharge was also positively related to a youth's recidivism rate. Youth who were employed or enrolled in school at the time of discharge were significantly less likely to have received a new filing within one year of discharge (35%) than youth who were not employed or enrolled (44%). Having more prior contacts with the juvenile justice system (prior detention admissions and prior adjudications) was negatively related to a youth's pre-discharge recidivism a rate although these factors did not have significant effects for the post-discharge recidivism analysis.

Age at first adjudication was significantly lower for re-offending youth, both pre-discharge and post-discharge, than for youth that did not receive a new filing during commitment or within the one year follow up period.



Many of the traditional risk of re-offending factors did not produce significant differences in post-discharge recidivism rates (e.g., prior detention admissions, prior adjudications, risk assessment tools). These results may be a positive indicator of success for the Division's treatment programs. One possible explanation is the influence of case planning and the provision of appropriate surveillance and treatment services. To the extent that these services ameliorate risk factors and augment protective factors, the probability of re-offense will be markedly different for a youth upon discharge as compared to when that youth was originally committed. If the Division successfully reduces a youth's risk of recidivism, it should not be surprising that those risk factors identified at the beginning of a juvenile's commitment sentence are no longer significantly correlated with recidivism post-discharge. The full *Recidivism Evaluation of Committed Youth Discharged in Fiscal Year 2003-04 Report* is available at: [http://www.cdhs.state.co.us/dyc/legislative\\_reports.htm](http://www.cdhs.state.co.us/dyc/legislative_reports.htm).



# DIRECT FILE IN ADULT CRIMINAL COURT

## Youthful Offender System/Department of Corrections

The following section was been redacted from the Evaluation of the Youthful Offender System in Colorado, November 1, 2004 completed by the Division of Criminal Justice's Office of Research and Statistics. The full report is available at: <http://dcj.state.co.us/ors/>.

A little over a decade ago the Colorado Department of Corrections (DOC) was charged by the General Assembly with developing and implementing a specialized program for violent juvenile offenders who were prosecuted and convicted as adult felons. This program, called the Youthful Offender System (YOS), was the result of a Special Session of the General Assembly, held in the 1993. The Special Session followed a summer of particularly high profile violent crimes committed by juvenile offenders. The media dubbed this period "the summer of violence." However, according to Colorado Bureau of Investigation's *Crime in Colorado* reports, the number of arrests for violent crimes committed by juveniles in 1993 was 1,815, down from 1,833 the previous year. It was in this context that the YOS became a sentencing option for juveniles transferred to adult court and sentenced on or after June 3, 1994 for offenses committed on or after September 13, 1993.

The YOS laws, 18-1.3-407, C.R.S., require that the state provide a sentencing option for "certain youthful offenders" in a "controlled and regimented environment that affirms dignity of self and others, promotes the value of work and self-discipline, and develops useful skills and abilities through enriched programming." It directed the Department of Corrections (DOC) to develop a program that provides equitable treatment and separate housing for both male and female offenders. The statute mandated that the program participants be housed separate "from and not brought into daily physical contact with adult inmates." It also stated that these offenders be "subject to all laws and DOC rules, regulations, and standards pertaining to adult inmates...." The statute described a three phase program based on "self-discipline, a daily regime of exercise, education and work programs, and meaningful interaction, with a component for a tiered system for swift and strict discipline for noncompliance...." In 1999, the statute was expanded to require YOS to make available sex offender treatment services for residents that have a history of sex crimes, and to provide 24-hour custody of youthful offenders in Phase II. The statute also directed DOC to "...provide reintegration support services to a youthful offender placed in an emancipation house. In the YOS statute, the General Assembly stated that district attorneys would maintain records regarding juveniles sentenced to YOS and, since 2000, the court has been required to order a pre-sentence investigation for youth sentenced to YOS.

In 2004, the Division of Criminal Justice's Office of Research and Statistics completed an evaluation of the Youthful Offender System. The report provides a plethora of information regarding the youth served in YOS.

The average age of youth entering YOS has remained stable since 1994 at 16 years. Additionally, the average age of the YOS population has increased since 1994 because the youth age as they serve their sentences. However, the average age has stabilized since 1999 at age 19. The percentage of residents with a GED or diploma prior to entry into YOS varied considerably from year to year with 2000 having the highest proportion (16.2 percent) and 2003 having the lowest proportion (1.7 percent). The average percentage over this time span is 10.3 percent, reflecting the importance of the YOS education program for this population. The majority of youth entered YOS with a felony class 2, 3 or 4 as their most serious crime. There is no discernible trend over time in severity of felony class. YOS is being used for a specific group of young, serious violent offenders. Of all placement options, the largest proportion of cases (81.3 percent) sentenced for crimes of violence received a YOS sentence. Indeed, YOS offenders most resemble the proportion of young offenders with violent convictions sentenced to DOC in 2003.

In the resident survey, ORS asked offenders about their involvement with the criminal justice system. Results from the survey of 171 respondents showed the following:

- 99 or 57.9 percent had *prior convictions* and an average of 3.4 prior convictions



- 93 or 60.2 percent had *prior detentions* and an average of 1.8 prior detentions
- 91 or 53.2 percent had *prior probations* and an average of 3.2 prior probations
- 46 or 26.9 percent had *prior commitments* and an average of 1.8 prior commitments

These results show that more than half of YOS residents had significant self reported interaction with the juvenile justice system prior to entering YOS.

Since the YOS program began in 1994, 892 offenders entered YOS. As of August 2004, 161 (18 percent) were revoked to prison. Some residents quit the program, others terminated for noncompliance or lack of progress, and some deemed unsuitable for the program. Only those who were discharged successfully were included in the recidivism analysis. Recidivism was defined as a new felony filing. For the 2004 study, 143 youth had been discharged for at least five years. Fifty-three (53.1) percent of these youth received a new felony filing. New filing rates for one year and two years were 22.2 percent and 32.9 percent, respectively. These rates are similar to those reported in 2002 (22.4 percent and 35.5 percent, respectively).

	2004 Evaluation		2002 Evaluation	
	New Felony Filings	New Felony Convictions	New Felony Filings	New Felony Convictions
<b>One Year Post Discharge</b>	22.2% (93)	19.1% (80)	22.4% (60)	18.3% (46)
<b>Two Years Post Discharge</b>	32.9% (121)	29.7% (109)	35.5% (65)	26.5% (45)
<b>Five Years Post Discharge</b>	53.1% (76)	50.3% (72)	64.7% (11)	41.2% (7)

Source: DCIS and Judicial's ICON database

For more information, refer to 19-2-517, C.R.S. regarding direct file and sentencing options for juveniles in criminal court, 16-11-311, C.R.S. for statutes on the Youthful Offender System (YOS) and visit the Department of Corrections website at: [http://www.doc.state.co.us/commcorr/yos\\_prog.htm](http://www.doc.state.co.us/commcorr/yos_prog.htm).

## **COLORADO'S JUVENILE JUSTICE NEEDS/PROBLEM STATEMENTS**

### **Problem Statement #1:**

**Data is vitally important to the process of addressing the over representation of minority youth in the juvenile justice system because it drives the choice of strategies, the decision point at which implementation will be made and the communities that will be targeted for interventions. Using data, Colorado needs to expand its focus beyond preadjudication detention into other decision points which are showing disproportionate minority contact.**

Colorado has been actively addressing Disproportionate Minority Contact (DMC) for the last 13 years. Significant time and effort have been made to improve our data collection system including working with our Statistical Analysis Center (SAC) which is housed within our same Division. They in turn have worked hard to develop relationships with the reporting agencies (law enforcement, probation, etc.) thus increasing the state's ability to gather the required data and produce the indices needed for reporting to OJJDP. Although the SAC was able to collect the data needed for the matrices for this three year plan, we have concerns regarding our ability to look for DMC trends over time. Because the calculation methodology for the matrix has changed three times over the last four years, we are uncertain about comparing rates from one year to the next looking for trends.

Despite our concerns, we did complete a very limited analysis of DMC based on the matrix developed by OJJDP. We immediately identified arrest as an area of concern as the arrest rates for African American and Hispanic youth were significantly high over the past several years. Looking at one year alone causes concern as the FY 04-05 arrest rate for African American youth was 3.99 and for Hispanic youth 2.46. We also saw a significantly higher rate at commitment where the rates for African American youth and Hispanic youth were 2.3 and 3.53 respectively.

We next looked to see what was happening at the preadjudication detention decision point which been the focus of Colorado's DMC work for nearly ten years. We found that the rates for African American and Hispanic youth were only slightly elevated (1.27 and 1.11) which is a significant reduction from previous years. Knowing that calculation changes may be one factor in the reduction, we also looked to systems changes for potential factors. In 2003 the Colorado Legislature, in an effort to save dollars, capped the number of youth that could be put into each detention facility thus forcing the system to come up with complicated ways of managing its precious detention beds. This has had two ramifications for DMC, both positively and negatively. Because of caps, judicial districts have been forced to closely screen youth and assure that only the most appropriate youth are put in detention, which we believe may have positively impacted DMC at this decision point. Conversely, over the past two years the commitment rates have begun to rise, possibly suggesting that as detention alternatives are less available, youth are being sentenced to more restrictive commitment placements.

While we have some ideas about possible reasons for the reduction in rates at the pre-adjudicated detention point and the rise in commitment rates for minority youth, the decision point that has been the hardest for us to evaluate is arrest. We believe it is time to look more deeply at these numbers once again (a study on law enforcement was completed in 1998) and focus Colorado's DMC efforts on this decision point. In FY 06, we plan to continue our focus on funding for Minority Family Advocacy Programs that address pre-adjudication detention and commitment rates while we delve into the arrest arena again. Once we believe we have a better understanding of the arrest data, we plan to expand the DMC funding focus to including local programming at the arrest decision point.

For successful intervention practices we plan to look to one Colorado community that has little DMC at the arrest decision point. This community, lead by its Chief District Judge at the time, had significant success in establishing a dialogue regarding DMC with its local law enforcement, as well as other community leaders. Again, although not able to show a causative relationship, we surmise that having local law enforcement as an active partner in their DMC efforts may have contributed to their improved DMC arrest rate.

Finally, one caution we want to make regarding the rates for Asian American and Native American youth. Although the rates are alarmingly high at various decision points, we suspect the rates are artificially inflated because of low numbers of youth at those decision points. We remain concerned with DMC for these populations, especially for the Native American population where we suspect that under counting may be occurring for various reasons. This is also an area that Colorado will look at more closely the next three-years.

### **Problem Statement #2:**

#### **Colorado has a growing crisis with the influx of youth with serious mental illnesses and emotional disorders entering the juvenile justice system.**

A growing crisis in Colorado and across the country has been the influx of youth with serious mental illnesses and emotional disorders entering the juvenile justice system. An increasing need for families with youth in crisis is access to services to help them cope with the youth within the home environment or, if necessary, within a non-secure treatment setting. Earlier identification of mental health, substance abuse and co-occurring disorders has the potential to address youth before delinquent behavior presents itself. Services to determine this early need and to provide adequate treatment of mental health and other presenting needs are not available. Due to the impact of Managed Care in the mental health system, it has been suggested that youth who need extensive services are being under-served in efforts to save costs. Youth who are not Medicaid eligible or those who do not have the adequate health insurance are unable to access quality mental health services.

Youth with mental illness and co-occurring disorders are disproportionately represented in the juvenile justice system. Nationally, data estimates that between 40 and 65 percent of detained and committed youth have mental health, substance abuse, developmental disability and other needs. According to the CDHS, Division of Youth Corrections (DYC), there has been a significant increase in Colorado's juvenile commitment population's mental health needs. The FY 2003-2004 Management Reference Manual from DYC reported 40% of youth newly committed were assessed as having severe to high-moderate mental health needs and for committed girls this number was significantly higher at 60%. Based on the treatment needs identified by DYC for its committed population, the unmet need is for 201 mental health treatment slots.

Colorado has recognized that it must better serve these youth and, consequently, better protect and support families and communities. In 2004, legislation was passed requiring the Task Force for the Continuing Examination of the Treatment of Persons with Mental Illness who are Involved in the Justice System (MICJS) to develop a framework for addressing the needs of these youth. The Task Force was charged with studying the critical issue of treatment of persons with mental illness who are involved in the criminal and juvenile justice systems and to make recommendations to the Legislative Oversight Committee for the development of legislative proposals related to this issue.

In addressing the need to coordinate the various efforts that have been initiated to address the needs of youth who have mental health and/or co-occurring disorders and who are involved in the juvenile justice system, the JJDP Council merged its Mental Health Committee with the Juvenile Justice subcommittee of the Task Force. This committee developed a comprehensive framework to address the needs of these youth and is working on implementing this framework with the systems involved.

This past year, the Division of Criminal Justice (DCJ's) Colorado Regional Community Policing Institute (CRCPI) piloted a ***Children in Crisis (CIC): Intervention Skills and Strategies for Law Enforcement Officers*** training on November 29th and 30th. The curriculum, developed through Colorado's Formula grant, is an expansion of Crisis Intervention Team (CIT) training for law enforcement officers. *Children in Crisis* targets School Resource Officers (SROs), school administrators and other youth-serving agencies with a two-fold purpose: 1) train officers on how to skillfully de-escalate and solve crisis calls involving children and teens with mental health, behavioral, emotional and co-occurring disorders; and, 2) foster partnerships between local police/sheriffs' departments and their local mental health and human services agencies. Evaluation of the program is already showing improved access to care and treatment for children, adolescents and their families.

Based on the work that has occurred over the past year, the Council has decided to focus its efforts for the next three years on the implementation of the Framework for System Improvement on behalf of Youth with Mental Illness and Co-occurring Disorders in the Juvenile Justice System and continued support of the Children in Crisis Initiative.

**Problem Statement #3:**

**Due to significant increases in violations over the past year, Colorado must continue vigilant monitoring of the three core requirements of sight and sound separation, deinstitutionalization of status offenders and removal of juveniles from adult jails and lockups.**

Colorado has emphasized and supported comprehensive compliance monitoring since 1987. In 1988, a system improvement component was added to the compliance monitoring job responsibilities to enhance the effort of reaching and maintaining compliance by providing education, training, technical assistance and on-site support to the law enforcement and juvenile justice system personnel. Despite this vigilance of the state, from 2004 to 2005, Colorado experienced a tripling of the violations for deinstitutionalization of status offenders (42 to 126) and a 70 % increase in the number of violations of removal of juveniles from adult jails and lockups (39 to 56).

**Problem Statement #4:**

**Colorado has two Native American Tribes located in the southwest corner of the state and are often forced to send their youth to distant federal facilities. Non-reservation based Native American youth are disproportionately represented in the commitment population, especially females.**

Colorado has two Native American Tribes in the southwest corner of the state: the Southern Ute Tribe and the Ute Mountain Ute Tribe. Both tribes are working closely with state efforts to appropriately hold juvenile offenders and improve their tribal juvenile justice system. Because Native American youth are often held in distant federal facilities, the tribes are anxious to develop alternative programs in their communities. The Native American population that is not reservation based continues to need culturally appropriate services. Although the Native American juvenile population that is non-reservation based is estimated at 1.7% of the juvenile population, Native American boys represent 2% of the DYC committed population and girls represent 4.3% of the committed population.

**Problem Statement #5:**

**Appropriate gender-specific resources and programming for girls are necessary to address the girls entering the juvenile justice system.**

In FY 2004-05 in Colorado, girls represented one-fourth of the admissions into detention, 22% of the juvenile prosecutions and 21% of the juveniles on probation, all of which have remained relatively stable over the past 2 years. But, we begin to see some troubling characteristics of the girls who are penetrating further into the juvenile justice system. Although they represent only 15% of the juvenile population committed to the Division of Youth Corrections (DYC), 50% of those girls committed had no prior adjudications as compared to 70% of the boys committed to DYC. If 50% of the girls are committed on their first adjudication, is the offense type more serious? Data shows that the types of offenses for which boys and girls were committed were largely similar.

<b>Commitment Offense</b>	<b>Person</b>	<b>Property</b>	<b>Drug</b>	<b>Weapon</b>	<b>Other</b>
<b>Juvenile Females</b>	37%	43%	10%	3%	7%
<b>Juvenile Males</b>	38%	46	8%	3%	5%

Source: Division of Youth Correction, Research and Evaluation Unit

How else did the committed females differ from the committed males? Over 81% of the females reported a runaway history versus 65.4 % of the males. Almost 70% of the females were assessed as needing substance abuse treatment versus 53% of the males, and 60.3% of the females were assessed as having high-moderate to severe mental health treatment needs versus 39.5% of the males. It is also quite striking that almost 83% of the females had at least one prior out of home placement versus 66% of the males.

Gender-Specific Services has been a Colorado priority for the past 7 years and several accomplishments have been realized including development of Guidelines for Effective Female-Specific Programming (Guidelines At a Glance), that are intended to encourage professionals to look critically at how services are provided to girls in both gender-specific and mixed gender programs.

For this new three-year planning period Colorado intends to look more closely at why girls are entering the system, and how we can better utilize the “Guidelines at a Glance” to fund effective girls programming. Additionally, we are planning to restructure Girls E.T.C., a coalition of service providers and others who are interested in gender-specific programming for girls in the juvenile justice system. We will focus our efforts on addressing the following:

- Determine the proper use of the guidelines. What combination of guidelines will make a program effective?;
- Determine the validity of the “Guidelines”; and,
- More consistently promote the use of the “guidelines” in juvenile programming across the state.

**Problem Statement #6:**

**It has been estimated that only 15% of the adolescents in need of substance abuse treatment are able to receive it. Lack of treatment is due both to lack of funding but also lack of treatment providers skilled in the treatment of adolescents. Almost 70% of the females and 53% of the males committed to the Division of Youth Corrections were assessed as needing substance abuse treatment.**

In the fall of 2005, 1,498 students in 29 public high schools in Colorado completed a Youth Risk Behavior Survey (YRBS). The YRBS is one component of the Youth Risk Behavior Surveillance System (YYRBSS) developed by the Centers for Disease Control and Prevention in collaboration with representatives from state and local departments of education and health, other federal agencies, and national education and health organizations. The school response rate was 76%, the student response rate was 71% and the overall response rate was 60%. The results are representative of all students in grades 9-12 and are very sobering. Of the students surveyed:

- 26.9% reported that they rode in a car or other vehicle driven by someone who had been drinking alcohol one or more times during the past 30 days;
- 11.0 % reported that they drove a car or other vehicle when they had been drinking alcohol one or more times during the past 30 days;
- 47.4 % reported that they had at least one drink of alcohol on one or more of the past 30 days;
- 30. % reported that they had five or more drinks of alcohol in a row, that is, within a couple of hours, on one or more of the past 30 days;
- 42.4 % reported that they used marijuana one or more times during their life;
- 9.9 % reported that they tried marijuana for the first time before age 13 years; and,
- 22.7% reported that they used marijuana one or more times during the past 30 days.

The alarming statistics above are only exacerbated when one looks at the need for treatment versus the availability of treatment. According to the Alcohol and Drug Abuse Division’s (ADAD) 2004 report to the joint health and human services committees of the legislature, there are an estimated 30,000 adolescent substance abusers (ages 12-17) in Colorado. In FY2004 ADAD reported 4,068 youth under the age of 18 were admitted to publicly funded programs therefore indicating that approximately only 15% of those needing treatment actually received it. The Division of Youth Corrections reports that in FY 2004-05, almost 70% of the females and 53% of the males committed to DYC were assessed as needing substance abuse treatment versus.

There are several factors that may contribute to the lack of treatment availability. Certainly funding is a component as ADAD’s largest revenue source for funding prevention, intervention, treatment, and detoxification services comes from the federal government in the form of a Substance Abuse Prevention and Treatment (SAPT) Block Grant. ADAD has included adolescents as a priority population for treatment despite the fact that the federal SAPT Block Grant does not. Since youth are not an identified federal treatment priority in the Block Grant and thus more limited access to treatment resources, ADAD has

written into contracts with the Managed Service Organizations (MSO) that they MSOs will partner with local agencies (social services, probation, etc) to serve this population. But, many of these agencies have taken serious funding reductions from other sources over the past several years, which only further compounds the limited access to treatment for youth. ADAD reports that a majority of families have either no or inadequate private insurance coverage for substance abuse treatment. At the present time Medicaid does not currently cover substance abuse treatment although legislation passed in 2005 giving the Department of Health Care Policy and Financing authority to seek approval from the federal government to create a Medicaid-funded outpatient substance abuse treatment benefit.

In addition to funding, lack of treatment providers who specialize in working with adolescents continues to be a problem, especially for more rural parts of the state.

**Problem Statement #7:**

**Improve the juvenile justice system to respond to the needs of youth and families.**

A common problem heard from the courts and child welfare system is the lack of a unified integrated prevention and treatment system for youth and families. Often the fragmented service delivery system exacerbates the needs of the youth and families it tries to serve and youth and families fall through the cracks of the system. These are the youth that are then seen later in the juvenile justice system when the problems escalate to delinquent acts. If resources and collaboration were available to aide in the communication, delivery of services to youth, and efforts to keep families intact the juvenile justice system would see a decrease of these youth in the juvenile justice system.

**Problem Statement #8:**

**Budget cuts across federal, state and local agencies have created a dearth of delinquency prevention programming for youth. The remaining funds must be used efficiently and effectively and on evidence-based programming.**

Colorado has experienced significant reductions in funding for prevention as well as early intervention and treatment programming, especially in the juvenile justice and delinquency prevention arena. These cuts have occurred with both state and federal funding and have led to a shortage in needed services for children, youth and families. In order to effectively encourage restoration of prevention funding, it is necessary to provide evidence of the value of such programming in successfully decreasing juvenile delinquency

In order to accomplish this, the State of Colorado has been working to ensure that the remaining prevention and other children, youth and family-focused funds are used in the most effective and efficient way possible. State agencies have been working together through a legislatively established "Prevention Leadership Council" (PLC) to develop and implement Uniform Minimum Standards (UMS) for all prevention programs regardless of the funding source. These standards are also being used to monitor programs across state agencies so that community programs, which often have multiple funding streams, will begin to see uniformity amongst the state agencies. One of the key Uniform Minimum Standards relates to the provision of programs, policies and practices that are evidence-based. The Division of Criminal Justice will provide leadership in implementing the UMS by using the tool to monitor and evaluate programs provided Title V funding.

**Problem Statement #9:**

**For over 20 years, the Colorado General Assembly had appropriated general funds to help support juvenile diversion but in 2002 state funding of \$2.5 million for juvenile diversion was eliminated. As a result of the loss of funding diversion programs have reduced staff, resulting in fewer juveniles referred, and a few programs have closed.**

Delinquent youth in Colorado need cost effective interventions geared toward keeping them from further penetration into the juvenile justice system. Juvenile diversion programs are a community-based alternative to the formal court system for youth. Diversion programs target youth between 10-17 who have been taken into custody for misdemeanors or felonies. The District Attorney makes the decision to allow a juvenile to participate in a diversion program as an alternate to deeper court involvement. Diversion concentrates on holding the youth accountable for their behavior while involving them in programs and activities to prevent future criminal and delinquent behavior. Diversion programs offer a

wide variety of services including case management/ supervision, accountability based programs, life skills programs, alcohol and drug abuse treatment/rehab and counseling services. Colorado has 22 Judicial Districts with approximately 14 districts currently operating a diversion program. The majority of the Judicial Districts without a diversion program are in rural areas and would require support to develop such programming.

## **Plan for Compliance with the First Three Core Requirements of the JJDP Act and State Plan for Compliance Monitoring**

The Division of Criminal Justice employs a 90% time employee, Susan Davis, whose responsibilities are compliance monitoring, the implementation of the Native American pass through amendment and managing the Rural Law Enforcement Block subgrants (Justice Assistance Grant from BJA). She has been a DCJ employee since 1993 and has a thorough understanding of the core requirements and federal regulations. She attends OJJDP Compliance Monitoring Conferences and at times serves as a consultant for OJJDP through Development Services Group on compliance monitoring issues in other states.

### **Plan for Deinstitutionalization of Status Offenders (Removal of Status Offenders from Secure Detention and Correctional Facilities)**

**Pursuant to Section 223(a)(11) of the JJDP Act of 2002, the state must develop a plan that ensures status offenders and nonoffenders are not placed in secure detention of secure correctional facilities, except as allowed by OJJDP *Guidance Manual for Monitoring Facilities Under the Juvenile Justice and Delinquency Prevention Act of 2002* (revised September 2003).**

Colorado's DSO rate has remained within the de minimus exception rates since 1995. In 2005 the DSO rate was 11.5. In 2004 the rate was 3.65. In 2003 the rate was 8.9. Colorado has adequately met the two criteria: a) non-compliant incidences violated State law or judicial policy and b) an acceptable plan has been developed that is designed to eliminate the non-compliant incidents.

In 2005, the violation rate rose due to an increased use of detention by judges for contempt of court truancy cases. Since they did not use the federal and state Valid Court Order correctly in all cases the number of violations increased. In 2006 DCJ and the State Court Administrator's Office will develop additional training materials to assist judges in using this exception properly.

There were 87 DSO violations at juvenile detention centers (20 accused status offenders held over 24 hours and 67 VCO violations) and 40 DSO violations at jails and lockups.

### **Law Enforcement Agencies (Sheriff and Police Departments)**

There were 40 status offenders held securely at law enforcement agencies between the dates of July 1, 2004 - June 30, 2005. This represents .46% of the total number of juveniles held securely at law enforcement facilities, which was 8,574. There were basically three reasons for these violations: new officers not understanding the regulations, status offenders who became belligerent and had to be detained securely and status offenders held securely on warrants.

DCJ will continue the current strategy to address these violations. Each law enforcement facility classified as secure is monitored on-site at a desired rate of at least once a year. During the on-site visit the compliance monitor provides handouts on the JJDP Act and regulations. A laminated poster outlining the rules hangs in every secure law enforcement facility. The monitor reviews the logs on-site and discusses any violations with the contact person at that time. After returning to her office the monitor sends a Compliance Violation Form describing the violation (date, time, and reason) and provides solutions to avoid that type of violation again. This documentation is contained in a Facility File, which accompanies the monitor to on-site visits. At this time there are no law enforcement facilities willingly violating the Act, they are all diligent in their efforts. The monitor works hard at maintaining good relationships with the departments and they call her for guidance on juvenile holding issues. On-site monitoring, training and distribution of education materials occurs from July 1 through June 30 of each year.



### **Juvenile Detention Centers**

There were 67 adjudicated status offenders held securely without benefit of the Valid Court Order at juvenile detention centers between the dates of July 1, 2004 - June 30, 2005. There were 162 Valid Court Order cases held securely in detention. The monitor reviews 100% of the valid court order cases held in juvenile detention centers. When a violation is discovered she personally discusses the cases with the offending judge and provides training on the federal VCO, the state judicial policy and sample VCO forms. The intake criteria for admission to state run juvenile detention centers was recently revised, per legislative order, as part of new legislation which caps juvenile detention and correctional facilities. The resulting admission criteria require judges to follow the state judicial policy on the valid court order, which is more stringent than the current federal valid court order. Accused status offenders, solely awaiting a placement, will no longer be accepted at juvenile detention centers, which is one of the reasons the number of violations decreased to 20 this year.

Given the increase in the number of violations, the compliance monitor and her manager, who also serves as Colorado's Juvenile Justice Specialist, requested a meeting with the State Court Administrator and a retired senior district court judge who serves on Colorado's SAG. At that meeting it was agreed that in 2006, additional training materials would be developed and training would take place to ensure District Court Judges and Magistrates know and understand the federal and state Valid Court Order.

**Strategy, specific activities, timetable covering the three year planning cycle, and resources to support the implementation of the plans.** The strategy and specific activities are outlined above. The timetable is one year, beginning July 1, 2005 and ending June 30, 2006. The resources are the DCJ compliance monitor, the Juvenile Justice Specialist, a SAG member representing the bench and the State Court Administrator. Funds needed for compliance are included in the monitoring budget.

**Barriers the state faces in achieving full compliance and how these barriers will be overcome.** Federal agencies that contract with public or private facilities without regard to the JJDP Act of 2002 and without contacting DCJ remain a concern as the DCJ must maintain constant vigilance over these facilities. There were no violations at private facilities this year. There were no federal wards held at jails, lockups or juvenile detention centers.

**Role of the SAG in monitoring for compliance.** The SAG is updated at each meeting on compliance monitoring progress. If problems develop the SAG works with the monitor on compliance strategies. A SAG member representing the bench (retired senior district court judge) is actively working with the compliance monitor on Valid Court Order training for judges.

### **Plan for Separation of Juveniles from Adult Offenders (Separation)**

**Pursuant to Section 223(a)(12) of the JJDP Act of 2002, the state must develop a plan that ensures juveniles alleged to be or found to be delinquent and status offenders shall not have contact with adult inmates who are incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges.**

Colorado had one violation of the separation core requirement in 2005. This occurred in a small southwestern Colorado county and was so egregious that the case was referred to the District Attorney and State Attorney General. A female juvenile was placed in the adult bullpen with adult males in the secure area of the jail at her mother's request as a method of "shaping" her behavior. The case has been referred to the local Department of Social Services, who has filed a dependency and neglect petition and removed the juvenile from her home.

Most new law enforcement facilities are incorporating a separate juvenile booking and holding areas into their construction plans. The monitor reviews the facility layout and separation levels during each on-site visit. All secure facilities are monitored at a desired rate of at least once a year. The monitor reviews and

documents each facility's sight and sound separation plan, that documentation is included in their facility file. All secure facilities in the state are currently either architecturally sight and sound separated or have policies and procedures in place for time phasing the use of areas by both juveniles and adults. All adult jails physically separate juveniles who are filed on as adults per state statute.

**Collocated Facilities.** Colorado certified one facility in March 2004 to be collocated. It is the Chief Ignacio Justice Center Collocated Juvenile Facility. It is located on the Ute Mountain Ute Indian Reservation in Towaoc and is owned and operated by the Bureau of Indian Affairs. They do not use the same staff to work with juveniles and adults. Colorado's policy and procedure on Collocated Facilities requires the facility to hire separate staff for juveniles. The juvenile staff received 80 hours of specialized training through BIA. They are a regional juvenile facility and are accepting juveniles from other reservations. This facility will be re-certified, per OJJDP regulations no later than March 2005.

**Transferred or waived juveniles.** In Colorado, juveniles who are transferred or waived to adult court are rarely held in juvenile detention centers or correctional facilities. The exception arises when a young juvenile or an emotionally young juvenile is transferred to adult court. Per state statute, the District Attorney, Judge and Defense Counsel must all agree that detaining the juvenile in a juvenile detention center is in the best interest of the child and community. If custody is transferred to a juvenile detention center, once the juvenile turns eighteen the presumption that the juvenile is either too immature or too young to await trial in an adult jail becomes moot and the juvenile is transferred back to the jail if the case does not already have a disposition. The DCJ monitor reviews juvenile detention files and interviews the Directors of these facilities to determine if transferred juveniles are being held there and follows their cases to conclusion.

**Strategy, activities, and timetable.** The strategy and specific activities are outlined above. The timetable covers the monitoring year which is July 1, 2005 - June 30, 2006.

**Barriers for achieving full compliance.** The most consistent barrier is isolated instances where juveniles and adults are not completely separated. The DCJ compliance monitor continues to stress the importance of separation at each on-site visit. In addition, new legislation requiring separation is pending at this time.

**Role of the SAG in monitoring for compliance.** The SAG is updated at each meeting on compliance monitoring progress. If problems develop the SAG works with the monitor on compliance strategies.

### **Plan for Removal of Juveniles from Adult Jails and Lockups (Jail Removal)**

**Pursuant to Section 223(a)(13) of the JJDP Act of 2002, the state must develop a plan that ensures no juvenile shall be detained or confined in any adult jail or lockup, except as allowed by OJJDP *Guidance Manual for Monitoring Facilities Under the Juvenile Justice and Delinquency Prevention Act of 2002* (revised September 2003).**

**Six-hour hold exception:** A brochure was developed last year detailing Act requirements at law enforcement facilities. It is very popular and is in its second printing. All handouts the monitor uses reflect the JJDP Act of 2002. Juvenile holding cell logs are maintained at all secure facilities. One column asks for the reason detained, which assists the monitor in determining why the juvenile was held. Colorado has very few "delinquent held over 6 hours violations". When violations do occur they are often the result of new officers who lack experience, overcrowded detention facilities, lack of resources or miscommunications. Secure facilities are monitored at a desired rate of at least once a year. At that time the monitor provides handouts, reviews the facility layout and answers questions. Good working relationships have been developed and law enforcement calls the monitor whenever there is a compliance question or concern.

**Removal Exception or Rural Exception.** Colorado does not use this exception.

**Transfer or waiver exception.** Colorado uses the transfer exception. Juveniles who have been transferred to adult court and are held in adult jails are recorded on Juvenile Holding cell logs and the monitor verifies the information. Once the juvenile is sentenced, they are usually sentenced to the Youthful Offender Program in Pueblo. If they are not sentenced there, they are sentenced to the Colorado Department of Corrections.

**Strategy, activities, and timetable.** The monitor conducts on-site visits to all secure facilities at a desired rate of at least once a year; non-secure facilities are monitored every other year to confirm their non-secure status. Logs are maintained at all secure facilities. Posters outlining the JJDP Act of 2002 are located near holding cells as a reminder to officers. Training and problem solving with law enforcement occurs at each on-site visit. The timetable is all year long, from July 1, 2005 - June 30, 2006. Resources include the monitor and the DCJ Manager. Funding for compliance projects are considered on a need basis.

**Barriers for achieving full compliance.** Barriers are primarily inexperienced officers and juvenile status offenders who get out of hand and have to be physically secured. Most departments follow the regulations very well.

**Role of the SAG in monitoring for compliance.** The SAG is updated at each meeting on compliance monitoring progress. If problems develop the SAG works with the monitor on compliance strategies.

## **Plan for Compliance Monitoring**

**Pursuant to Section 223(a)(14) of the JJDP Act of 2002, the state must provide for an adequate system of monitoring jails, lockups, detention facilities, correctional facilities and nonsecure facilities.**

Colorado uses formula grant funds for the annual Compliance Monitoring and System Improvement grant. A DCJ employee works 80% time on compliance monitoring and system improvement services. Many years ago the Division of Criminal Justice determined that in order to be effective, compliance monitoring needed to have an additional component, system improvement, which enables the compliance monitor to work with agencies, communities and systems to improve juvenile justice and thereby reduce violations.

**Identification of the Monitoring Universe.** The compliance monitor annually updates the monitoring universe by contacting persons either in charge of, or knowledgeable about, the agencies in Colorado that might potentially hold juveniles pursuant to public authority. This includes the identification of every facility which has the potential, regardless of the purpose, of housing juveniles and includes public and private agencies. Colorado maintains a Monitoring Universe Notebook. This notebook is sectioned into the following categories: Sheriff's Departments; Police Departments; Colorado State Patrol; Colorado Department of Public Health; Colorado Department of Corrections (Adult); Colorado Department of Human Services; the Division of Child Welfare; the Division of Youth Corrections; the Division of Mental Health; the Alcohol and Drug Abuse Division; Temporary Holding Facilities; Regional Shopping Malls; Sporting and Activity Complexes; Schools; Federal Facilities; and Airports. Each of these categories has subsections which are: a monitoring universe survey containing information on the purpose of the facility, the population served, facilities available, licensing procedures and standards, inspection process, violation procedures and other information; a list of the facilities; and licensing procedures and standards. It should be noted that while updating the monitoring universe is a yearly task, designated to occur between January and March of each year, information on the universe is collected all year during on-site visits and through conversations with key people.

### **Classification of the Monitoring Universe**

The classification of facilities occurs during the identification process and additionally, during the year through on-site visits to facilities. The compliance monitor confirms the classification through the inspection process. All facilities that are identified are classified as to whether they are secure or non-

secure; public or private; and for juveniles only, or for adults only or for both juveniles and adults. This information is contained in the Monitoring Universe Notebook.

**Inspection of Facilities.** All facilities identified and classified as secure are monitored onsite every year. Facilities identified as non-secure are monitored every other year. An example would be a police department that does not have a holding cell, secure room, cuffing ring or cuffing bench. This type of facility would receive an inspection every other year to make sure that they are still non-secure. Juvenile detention centers receive a yearly inspection. Court holding facilities are monitored every other year. Secure airports are monitored yearly. If a facility is having problems with compliance the inspections are more frequent. During each inspection sight and sound separation is assessed, record keeping is reviewed for compatibility with OJJDP requirements, and the compliance monitor works on enhancing the working relationship.

**Data Collection and Data Verification.** Every juvenile that is held securely in Colorado at a law enforcement agency is recorded on a Juvenile Holding Cell log. Those logs are either collected or mailed to the compliance monitor at least twice a year. Every juvenile that is detained in a juvenile detention or juvenile correctional facility is entered into a computer program; those records are provided to the Division of Criminal Justice twice a year. The DCJ reporting period is always 12 months. No data is projected. All data is verified by the compliance monitor during inspections.

If a violation is discovered the compliance monitor verifies the entry with the facility administrator. If the case is a violation a Colorado Compliance Violation Form is sent to the facility administrator.

All of the above are documented in Colorado's Monitoring Notebooks (three 3" binders containing information on Identification, Classification, Inspection and Data Collection/Data Verification). In addition, Colorado has a policy and procedure manual and documents step by step the compliance monitoring process. It serves as a Desk Manual for this position.

**Legislative and administrative procedures and sanctions for receiving, investigating and reporting compliance violations.** The Governor signed an Executive Order many years ago which gives DCJ the authority to implement and monitor the JJDP Act and core requirements. All law enforcement agencies and juvenile justice agencies provide documentation on juveniles held securely (and nonsecurely if requested) freely and willingly. All agencies cooperate fully with DCJ's compliance monitoring efforts. Violations are usually discovered during on-site visits when records are reviewed or during reviews of records submitted by mail. Violations may also be reported by the Juvenile Justice Council, the DCJ OAJJA Manager, other agencies or other persons. Violations are reviewed and documented, in all cases a Colorado Compliance Violation Form is sent to the department or facility administrator. This form outlines the date and time of the violation, why it is a violation, and suggestions on how to avoid future violations. In all violation cases, the compliance monitor offers training or technical assistance. This past year the compliance monitor has provided shift training to several departments so that all officers are personally advised of the JJDP Act and core requirements.

**Strategy, activities, and timetable.** Updating the monitoring universe begins in January, concluding in March, although it is really an on going process. Classification begins in January, concluding in March, and is an on-going process. Inspection of facilities and data collections occurs all year, from July through June. The monitor and OAJJA Manager are the primary resources that support implementation of the plan.

**Barriers for achieving full compliance.** The monitoring universe is constantly changing and is treated as an on-going event.

**Role of the SAG in monitoring for compliance.** The SAG is updated at each meeting on compliance monitoring progress. If problems develop the SAG works with the monitor on compliance strategies.

**Colorado is in full compliance with the 3 core requirements and assures that:**

**1. Adequate plans are on file and available for review.** Facility files are maintained on all facilities that hold or do not hold juveniles securely. The files contain historical compliance monitoring information on the facility, which includes the number of violations, Compliance Violation Forms, and a copy of the most current Juvenile Holding Cell logs.

Colorado uses a 122 page Compliance Monitoring Policy and Procedure Manual, which is used as a Desk Manual for the compliance monitoring position and updated every other year to reflect actual procedures.

Colorado also has a three volume set for the Monitoring Universe. All facilities in the state are identified, classified, an inspection schedule is set and data is collected and verified on all juveniles held securely.

Yearly information is collected and filed with the yearly OJJDP Compliance Monitoring report which includes: data on all juveniles held securely, separation information on all secure facilities, inspection dates, and summaries of Juvenile Holding Cell logs.

**2. Resources to maintain compliance are identified, on file, and available to review.** Colorado's compliance monitoring system requires that a staff person perform all of the compliance monitoring activities. This person reports directly to the Juvenile Justice Specialist. Monitoring activities are reported quarterly to the SAG. Formula grant funds are used to for the compliance monitoring and system improvement grant and support the staff person and operation expenses (mileage to the facilities across the state, lodging and meal expenses).

Secure facilities are monitored annually at a desired rate of 100%, at which time data is collected and verified. Non-secure facilities that may become secure are monitored annually at a desired rate of 50%, or 100% every two years.

The compliance monitoring system is built upon relationship building, sharing information, problem-solving and system improvement. The compliance monitor works with the community on violations to resolve the situations that create violations.

**3. The state will notify OJJDP if circumstances arise or if resources are lost that would jeopardize the state's capability of maintaining compliance with the requirements.** Colorado will immediately notify OJJDP if resources are lost that would jeopardize the state's capability for maintaining compliance with the requirements.

## Plan for Compliance with the Disproportionate Minority Contact (DMC) Core Requirement and State Plan for DMC Compliance

### A. Update DMC Identification Spreadsheets

Colorado's DMC spreadsheets are contained in Attachment 1.

### B. DMC Data Discussions:

Colorado has spent significant time developing processes to allow for using the DMC matrices to look for trends over the years. Because the calculation methodology for the matrix has changed three times over the last four years, we are uncertain about comparing rates from one year to the next looking for trends. Although the DMC Coordinator created the charts below that depict trends over the past four years by both ethnicity and decision point, we remain cautious at drawing conclusions about trends up or down in any given area.

The tables below show the DMC rates for African American and Hispanic youth for the past four years. Keeping in mind the concerns regarding drawing conclusions due to calculation changes, we were able to see some elements of concern that will be addressed in the next three years. Tables were not created for Asian and Native American youth data because the rates are likely inflated by the low numbers of youth in those categories. Not including them in this analysis does not imply that these populations will not be addressed. We will continue to try and develop better methodology for studying DMC for these populations.

<b>Colorado DMC Matrix Data Trends for African American Youth FY 01 through FY 05</b>				
Decision Points	FY 01-02	FY 02-03	FY 03-04	FY 04-05
<b>Arrest</b>	2.6	2.77	2.2	3.99
<b>Pre Adjudicated Detention</b>	3.0	4.39	5.27	1.27
<b>Misd. Filing</b>	2.2	1.35	2.17	.43
<b>Misd. Adjudication</b>	2.0	1.4	2.19	.97
<b>Felony Filing</b>	2.4	1.77	2.32	.65
<b>Felony Adjudication</b>	2.2	1.85	2.46	1.06
<b>Probation Supervision</b>	2.2	1.4	1.98	.84
<b>Probation Sentence Detention</b>	2.6	2.33	2.74	1.8
<b>Commitment NYC</b>	3.0	3.78	3.57	2.3
<b>Secure Confinement</b>	N/A	N/A	5.12	N/A

<b>Colorado DMC Matrix Data Trends for Hispanic Youth FY 01 through FY 05</b>				
Decision Points	FY 01-02	FY 02-03	FY 03-04	FY 04-05
<b>Arrest</b>	N/A	*2.21	N/A	*2.46
<b>Pre Adjudicated Detention</b>	1.9	2.03	3.01	1.11
<b>Mis Filing</b>	.8	.38	.47	.15
<b>Mis Adjudication</b>	.7	.49	.56	1.4
<b>Felony Filing</b>	.8	.64	.70	.29
<b>Felony Adjudication</b>	.8	.70	.92	N/A
<b>Probation Supervision</b>	.8	.58	.77	1.05
<b>Probation Sentence Detention</b>	.8	.91	.81	1.35
<b>Commitment NYC</b>	.9	2.24	.72	3.53
<b>Secure Confinement</b>	N/A	N/A	2.53	N/A

\* State rates were calculated by applying a formula based on the percentage of arrests that Hispanic youth represent in jurisdictions where we have Hispanic arrest data.

Despite our concerns regarding the data, we did complete a very limited analysis of DMC based on the matrix developed by OJJDP. We immediately identified arrest as an area of concern as the arrest rates for African American and Hispanic youth were significantly high over the past several years. Looking at one year alone causes concern as the FY 04-05 arrest rate for African American youth was 3.99 and for Hispanic youth 2.46. We also saw a significantly higher rate at commitment where the rates for African American youth and Hispanic youth were 2.3 and 3.53 respectively.

We next looked at the pre-adjudication detention decision point that has been the focus of Colorado's DMC work for nearly ten years. We found that the rates for African American and Hispanic youth were only slightly elevated (1.27 and 1.11) which is a significant reduction from previous years. Knowing that calculation changes may be one factor in the reduction, we also looked to systems changes for potential factors. In 2003 the Colorado Legislature, in an effort to save dollars, capped the number of youth that could be put into each detention facility thus forcing the system to come up with complicated ways of managing its precious detention beds. This has had two ramifications for DMC, both positive and negative. Because of caps, judicial districts have been forced to closely screen youth and assure that only the most appropriate youth are put in detention, which we believe may have positively impacted DMC at this decision point. Conversely, over the past two years the commitment rates have begun to rise, possibly suggesting that as detention alternatives are less available, youth are being sentenced to more restrictive commitment placements.

While we have some ideas about possible reasons for the reduction in rates at the pre-adjudicated detention point and the rise in commitment rates for minority youth, the decision point that has been the hardest for us to evaluate is arrest. We believe it is time to look more deeply at these numbers once again (a study on law enforcement was completed in 1998) and focus Colorado's DMC efforts on this decision point. In FY 06, we plan to continue our focus on funding for Minority Family Advocacy Programs that address pre-adjudication detention and commitment rates while we delve into the arrest arena again. Once we believe we have a better understanding of the arrest data, we plan to expand the DMC funding focus to including local programming at the arrest decision point.

For successful intervention practices we plan to look to one Colorado community that has little DMC at the arrest decision point. This community, lead by its Chief District Judge at the time, had significant success in establishing a dialogue regarding DMC with its local law enforcement, as well as other community leaders. Again, although not able to show a causative relationship, we surmise that having local law enforcement as an active partner in their DMC efforts may have contributed to their improved DMC arrest rate.

Finally, we want to note one caution regarding the rates for Asian American and Native American youth. Although the rates are alarmingly high at various decision points, we suspect the rates are artificially inflated because of low numbers of youth at those decision points. We remain concerned with DMC for these populations, especially for the Native American population where we suspect that under counting may be occurring for various reasons. This is also an area that Colorado will look at more closely the next three-years.

**Overall trends:**

African American youth have been significantly over represented through out the years in almost all of the decision points, especially in FY 03-04 when the rate was 5.27 at the pre-adjudicated decision point. In FY 04-05 the rate at this same decision point dropped to 1.27. It is uncertain if this radical reduction is due to change in calculation methodology, a problem with the data or if this was a true reflection of the rate. The same phenomenon was true for Hispanic youth at this same decision point over the same time period when the rate dropped from 3.01 in FY 03-04 to 1.11 in FY 04-05.

In evaluating trends in our largest jurisdictions, we noticed two particular areas which need further study as they may suggest some possible interventions or systems improvements for other communities.

- In Denver in FY 04-05 the DMC rates are high at the arrest and pre-adjudication decision points but then decrease as youth proceed through the system until they get to commitment. We need to understand what interventions are occurring after pre-adjudication that seem to positively affect DMC.
- In Mesa County the rate for Hispanic arrests are not concerning yet significantly increase at pre-adjudication detention. We need to understand what might be accounting for the higher need for detention for this population, and develop alternative programming to address those concerns.

Analyzing this DMC data has just begun and we plan more analysis when revisions to the OJJDP database are completed and we can compute the matrix information electronically. We also plan to enter our raw numbers from the past three years (FY 01/02 to 03/04) into the revised OJJDP database allowing us to more appropriately compare rates over time using the same calculation methodology.

### **C. Progress Made in FY05**

**OBJECTIVE 1:** Direct the future of the Coalition for Minority Youth Equality by assessing members' expectations and developing a process for accomplishing activities.

**ACTIVITIES:**

- Outline how the initiative and the Coalition started.
- Determine the missing partners and how to get them involved.
- Form working groups to accomplish the Disproportionate Minority Contact (DMC) Plan.

**FY05 PROGRESS:** A history of the initiative and the Coalition has been completed. The missing partners have been determined with emphasis on law enforcement and education. We have been successful in obtaining dedicated representation from law enforcement but are still missing the education system. We will continue to work on this in FY06. Working groups have been formed and are successful in assisting in the accomplishment of the activities in the DMC Plan. The data working group that met through out the summer was very successful in identifying future data needs and focusing data tasks for the 2006 DMC Plan.

**OBJECTIVE 2:** Enhance Senate Bill 94 (Alternatives to Incarceration) plans to reduce Disproportionate Minority Confinement.

**ACTIVITIES:**

- Work at both the state and local level to analyze profile data on pre-adjudicated youth by judicial district for SB94 plan purposes.

**FY05 PROGRESS:** This task was completed prior to 2005. A relationship was forged between the SB94 program and the initiative to address DMC. A new state coordinator has been hired for the SB94 program. We will continue to build relationships with this program through the SAG and the OAJJA Manager who sits on the SB94 State Advisory Board. Local communities that are implementing DMC strategies have been very successful in forming partnerships with their local SB94 boards. Data was not provided to SB94 communities in FY05. This is a practice that will be revisited and a decision will be made if this is possible and worthwhile.

**OBJECTIVE 3:** Educate as many system decision makers as possible.

**ACTIVITIES:**

- Develop a speaker's bureau and power point presentation.
- Identify who should be targeted for training and make contacts.
- Develop an assessment and evaluation tool to direct training needs.



**FY05 PROGRESS:** The Coalition Members serve as the speakers-bureau. A power point presentation has been developed. There is the start of an evaluation tool but this activity was not fully implemented due to time and resources. We do have access to new technology for surveying that will make the accomplishment of this task attainable in FY06.

**OBJECTIVE 4:** Provide training to improve the quality of legal representation and representation for pre-adjudicated youth.

**ACTIVITIES:**

- Use Challenge Grant funds to solicit a trainer.
- Develop a curriculum.
- Advertise training availability to audience.

**FY05 PROGRESS:** A grant was made to a local community-based organization in 2004. They completed the curriculum in the fall of 2005 and are working on scheduling trainings in five regions of the state. We anticipate having up to 250 people trained in the legal defense arena by the summer of 2006.

**OBJECTIVE 5:** Advocate for minority youth and families by monitoring legislation that may affect them and championing equal access to services for all youth.

**ACTIVITIES:**

- Review legislation for its affects on the system.
- Determine its affect on minority youth and families.
- Determine the appropriate action to be taken.

**FY05 PROGRESS:** Legislation was reviewed monthly during the session and summaries of bills that affected youth and families were distributed by e-mail. There were no significant bills that affected youth and their families in the FY2005 session.

**OBJECTIVE 6:** Provide technical assistance to review agency's/organization's policies to determine the extent if any they may be contributing to the over representation of minority youth in the juvenile justice system.

**ACTIVITIES:**

- Determine agency/organization needs.
- Determine best way to fill the request.

**FY05 PROGRESS:** This task was completed in one community in Colorado through access to technical assistance through OJJDP. El Paso County received technical assistance from former Judge Ted Rubin who looked at the pre-adjudication and probation systems and made recommendations where improvements could positively impact the over-representation of minority youth in that community. The committee in El Paso County looking at DMC issues has used this document to make changes in the way policies are implemented and ultimately in the way business is done. They have made this the focus of their system change work that has been a great complement to the Minority Family Advocacy Program that they have been implementing for several years.

We will continue to offer and market the availability of this technical assistance to other communities in Colorado.

**OBJECTIVE 7:** Aid community based organizations, agencies and programs in becoming culturally competent.

**ACTIVITIES:**

- Use a tool for determining cultural competency.
- Provide follow-up training and technical assistance to help them develop plans to improve cultural competency.

**FY05 PROGRESS:** This task has not been started due to limitations of both staff and the Coalition for Minority Youth Equality volunteers. Also, we have determined that there are other efforts occurring in the state that are aimed at improving the cultural competency of organizations, agencies and programs and therefore a more efficient strategy is to be explored such as partnering with these other efforts.

**OBJECTIVE 8:** Work with other state agencies to set criteria in their RFP's requiring organizations to be culturally competent.

**ACTIVITIES:**

- Provide agencies assessment tools to measure cultural competency.
- Develop a cultural competency certification for programs and organizations.

**F05 PROGRESS:** Through collaborative work on the Prevention Leadership Council (PLC) this task have been accomplished. Office of Adult and Juvenile Justice (OAJJA) staff provided cultural competency checklists to all of the other four state agencies on the PLC. In working together on a CSAP grant, cultural competency was a main focus and became a strong criteria in the RFP issued in the state. OAJJA staff has also coordinated meetings involving the development of tools to assist grantees and community coalitions in addressing cultural relevance in service provision to youth and families. Lastly, one of the minimum standards of the Uniform Minimum Standards developed for all prevention and intervention agencies serving youth and families is agency cultural competency.

**D. DMC Reduction Plan for FY 2006-2008  
Activities and Timelines**

**OBJECTIVE 1:** Improve the data collection and analysis system in Colorado to measure impact of interventions in the communities with minority family advocacy programs.

**ACTIVITIES:**

- Improve the representation of the information in the RRI matrix
  - Timeline: Year 1 and ongoing
- Analyze the data
  - Timeline: Year 1 and ongoing
- Look for trends in the data
  - Timeline: Year 1 and ongoing
- Prioritize funding based on these trends
  - Timeline: Year 1 and ongoing

**OBJECTIVE 2:** Provide technical assistance to programs/communities addressing minority over representation so they can provide appropriate interventions to impact the over-representation in their communities.

**ACTIVITIES:**

- Provide communities data
  - Timeline: Year 1 and ongoing

- Assist communities in collecting their community data to fill-in gaps
  - Year 1 and ongoing
- Provide a DMC/MOR checklist for assessing DMC in their community
  - Timeline: Year 2 and 3

**OBJECTIVE 3:** Provide education to targeted audiences i.e. faith-based agencies, professional conferences, service clubs and other organization and agencies.

**ACTIVITIES:**

- Provide training and speaking points to Coalition for Minority Youth Equality (Coalition) members
  - Timeline: Year 1 and ongoing
- Assess the needs for training to direct activity
  - Timeline: Year 1
- Identify targeted agencies
  - Timeline: Year 1 and ongoing
- Market availability of training
  - Timeline: Year 1 and ongoing
- Submit requests to present at appropriate conferences
  - Timeline: Year 2 and 3

**OBJECTIVE 4:** To keep people aware of proposed legislation during the session.

**ACTIVITIES:**

- Track legislation and committees of jurisdiction that may impact minority youth and families
  - Timeline: Year 1 and ongoing
- Disseminate the information to the Coalition
  - Timeline: Year 1 and ongoing
- Provide the information to other organizations or individuals who request it
  - Timeline: Year 2 and 3

**OBJECTIVE 5:** Expand the Coalition to include representation from multiple systems to address contributing factors to the over representation of minority youth in the juvenile justice system.

**ACTIVITIES:**

- Identify contributing factors
  - Timeline: Year 3
- Recruit other disciplines to participate on the Coalition
  - Timeline: Year 1 and ongoing

**OBJECTIVE 6:** Fund programs and interventions that have been proven effective in reducing the over-representation of minority youth in the juvenile justice system.

**ACTIVITIES:**

- Identify programs that have been proven effective
  - Timeline: Year 1
- Write the Announcement of Availability of Funds based on the findings
  - Timeline: Year 2
- Fund programs that are proven effective
  - Timeline: Year 1 and ongoing

## **COORDINATION OF CHILD ABUSE AND NEGLECT AND DELINQUENCY PROGRAMS**

**Reducing the Caseload of Probation Officers.** In Colorado, Juvenile Court probation duties fall under the Judicial Department. Probation officers are assigned to judicial districts throughout the state. In Colorado, probation officers with juvenile caseloads average one officer for every 86 juveniles, this is compared to the national average of one officer for every 45 cases. Although some restoration of probation officers has occurred during the last fiscal year, budget cuts in prior years resulted in the loss of a substantial number of officers statewide. Based on the national average Colorado would need approximately 94 additional juvenile probation officers to reach the national ratio of 1:45. Although there is no specific focus on probation caseloads with Formula Grant funds, many local jurisdictions use their JABG funds to address this need. Indirectly through Formula Grant funds, the case work of probation officers is relieved by treatment, advocacy, mentoring and case management services under the following Program Areas: Disproportionate Minority Contact, Gender-Specific Services, and Mental Health Services.

**Sharing Public Child Welfare Records with the Courts in the Juvenile Justice System.** Colorado has two statewide databases that support decision making in the juvenile justice system. One is the *Colorado Trails System* housed in the Colorado Department of Human Services. It contains information on all child welfare cases from all 64 county departments of social/human services as well as detention screening and admission information for delinquency actions from all judicial districts and detention facilities. Local detention screeners are able to query the database and determine whether the juvenile or the family is involved in a child welfare (protection) case and further investigate to provide relevant information to the court for establishing a pre-trial release and treatment plan. The other database, *ICON*, is housed in the Judicial Department and is accessible to all judges, magistrates and probation offices. This database contains all court records - Dependency and Neglect, Relinquishment and Adoption, Support Proceedings, Delinquency, Civil and Criminal. This allows pre-trial and pre-sentence access to other legal actions in which the juvenile and family may be involved. With these two automated information sharing tools, decision makers are able to incorporate a bigger-picture.

**Establishing policies and systems to incorporate relevant child protective services records into juvenile justice records for the purposes of establishing treatment plans for juvenile offenders.** Compliance with Sections 223(a)(27) and (28) of the JJDP Act of 2002 are accomplished statutorily, through Title 19 (Colorado Children's Code), Article 2 of the Colorado Revised Statutes (CRS) which addresses the Juvenile Delinquency System and Article 3 which addresses the Dependency and Neglect (Child Welfare) system.

**Compliance with Section 223(a)(27) of the JJDP Act of 2002 through Colorado Statute:**

§19-2-905, CRS, Presentence Investigations. (1) (a) Prior to the sentencing hearing, the juvenile probation department for the judicial district in which the juvenile is adjudicated shall conduct a presentence investigation unless waived by the court on its own determination or on recommendation of the prosecution or the juvenile. The presentence investigation shall take into consideration and build on the intake assessment performed by the screening team. The presentence investigation may address, but is not limited to, the following:

- (I) The details of the offense;
- (II) Statements made by the victims of the offense;
- (III) The amount of restitution, if any, that should be imposed on the juvenile or the juvenile's parent, guardian, or legal custodian;
- (IV) The juvenile's previous criminal record, if any, if the juvenile has not been adjudicated for an act that constitutes unlawful sexual behavior as defined in section 16-22-102 (9), C.R.S.;

- (V) Any history of substance abuse by the juvenile;
- (VI) The juvenile's education history, including any special education history and any current individual education program the juvenile may have pursuant to section 22-20-108, C.R.S.;
- (VI.5) The juvenile's employment history;
- (VII) The juvenile's family;
- (VIII) The juvenile's peer relationships;
- (IX) The status of juvenile programs and community placements in the juvenile's judicial district of residence;
- (X) Other related material;
- (XI) Review of placement and commitment criteria adopted pursuant to section 19-2-212, which shall be the criteria for any sentencing recommendations included in the presentence investigation;
- (XII) Assessment of the juvenile's needs; and
- (XIII) Recommendations and a proposed treatment plan for the juvenile.

**Compliance with Section 223(a)(28) of the JJDP Act of 2002 through Colorado Statute:**

**§19-2-210. Juvenile community review board.** (3) (a) Prior to placement of a juvenile in a residential community placement, the juvenile community review board shall review the case file of the juvenile. It is the responsibility of the department of human services to provide accurate information regarding the juvenile and the proposed placement to the juvenile community review board. Such information shall include, but not be limited to, a history of delinquent adjudications, a social history, an educational history, a mental health treatment history, a drug and alcohol treatment history, and a summary of institutional progress. Each juvenile referred to the board shall be reviewed within fifteen days from the date the referral is received.

**§19-3-701. Petition for review of need for placement.** (5) For purposes of determining proper placement of the child, the petition for review of placement or social study shall be accompanied by an evaluation for placement prepared by the department or agency which recommends placement or with which the child has been placed. The evaluation for placement shall include an assessment of the child's physical and mental health, developmental status, family and social history, and educational status. The petition shall also be accompanied by recommended placements for the child and the monthly cost of each and a treatment plan which contains, at a minimum, the goals to be achieved by the placement, the services which are to be provided, their intensity, duration, and provider, and identification of the services which can be provided only in a residential setting, and the recommended duration of the placement. The petition or social study shall also be accompanied by the required fee to be charged the parents pursuant to section 19-1-115 (4) (d). In addition, if a change in legal custody is recommended, the evaluation for placement shall include other alternatives which have been explored and the reason for their rejection, and the evaluation for placement shall contain an explanation of any particular placements which were considered and not chosen and the reason for their rejection.

# PROGRAM DESCRIPTIONS

## PROGRAM AREA # 23: PLANNING AND ADMINISTRATION

**PROBLEM STATEMENT:** The planning and administration of the Formula Grant Program of Title II of the Juvenile Justice and Delinquency Prevention (JJDP) Act in Colorado continues to be accomplished through the Office of Adult and Juvenile Justice Assistance (OAJJA), at the Division of Criminal Justice (DCJ). Colorado joined the JJDP Act in 1984 and DCJ has administered this program since then. System coordination among state agencies and local programs has become an essential component of the improvement of the juvenile justice system. Proposed state legislation and agency policies are monitored for possible conflict with the JJDP Act or possible unintended consequences that may negatively impact the juvenile justice system and its services. When new federal statutes, rules or regulations require revisions to existing state statutes or agency policies, DCJ staff work through necessary channels to suggest needed changes. Accessing information and expertise through OJJDP has also become a practice of the state based on the ever-increasing sources of research published and programs documented. Reporting of information from Colorado to OJJDP is seen as both a method to share our lessons learned, and inform federal officials and Congress of the benefits of the funding and technical assistance received from OJJDP.

**GOAL:** To improve the juvenile justice system through statewide coordination and collaborative planning.

**OBJECTIVE 1:** Sustain a state advisory group [Colorado Juvenile Justice and Delinquency Prevention (JJDP) Council] that represents the full spectrum of the juvenile justice system and delinquency prevention efforts.

**ACTIVITIES:**

- Staff will work closely with the Governor's Office to assure that appointments to the Council bring the expertise and insight needed to provide sound advice and funding decisions related to juvenile justice.
- Staff will track legislative activity to identify bills that may impact the juvenile justice system. This will be reported to Council during each annual session of the General Assembly. The Council will decide on any action that may need to be taken.

**OBJECTIVE 2:** OAJJA staff will actively participate in planning and program activities of other state agencies and initiatives involved with juvenile justice and delinquency prevention.

**ACTIVITIES:**

- The Juvenile Justice Specialist and OAJJA staff will continue to serve on the State SB94 Advisory Board and on other statewide efforts to improve the juvenile justice system, including such areas as restorative justice, mental health, prevention, substance abuse, child welfare and education.
- Information received from this collaborative work will be used to advise the Council on pertinent and timely juvenile justice and then to develop requests for applications to meet the identified needs.

**OBJECTIVE 3:** Use the formula grant funds to impact identified needs in the Colorado Juvenile Justice System.

**ACTIVITIES:**

- Staff and Council will seek solicitation of input from state agencies, juvenile justice participants, rural areas, service providers, schools and others in the development and annual review of the Three-Year Plan.
- Staff and Council will distribute formula grant funds to support programming at the state and local level.

**OUTPUT PERFORMANCE MEASURES:**

- **Amount of Formula grant funds allocated for planning and administration**
- **Number of subgrants awarded**
- Number of SAG meetings and subcommittees staffed.
- Number of planning activities conducted
- Number and percent of programs monitored

**OUTCOME PERFORMANCE MEASURES:**

- **Number and percent of programs funded directly in-line with the 3-year plan**
- Number and percent of Formula Grant programs evaluated
- Average time from receipt of subgrant application to date of award

**BUDGET:**

<b>Fiscal Year</b>	<b>Formula Grant Funds</b>	<b>State/Local/Private Funds</b>	<b>Total</b>
2006	\$88,584	\$88,584	\$177,168

## PROGRAM AREA #31- STATE ADVISORY GROUP ALLOCATION

**PROBLEM STATEMENT:** The State Advisory Group (JJDP Council) must have financial and other support in order to carry out its duties and responsibilities, as specified by the Governor and the JJDP Act. These duties include providing advice to the Governor, the State General Assembly and other policy makers regarding improvements to the juvenile justice system and service provision.

**GOAL:** To maintain and enhance the Juvenile Justice and Delinquency Prevention (JJDP) Council (the State Advisory Group) to effectively fulfill its commitment to improve the juvenile justice system and delinquency prevention efforts in Colorado and serve as a resource to the state and local communities in their advancement of juvenile justice efforts through the development and annual update of a comprehensive 3-year plan to address the needs of the juvenile justice system.

**OBJECTIVE:** To plan the allotment of SAG allocated funds to assist in the effective performance of the JJDP Council duties and responsibilities.

### ACTIVITIES:

- Hold regularly scheduled meetings of the Council for planning, education and funding purposes. Hold committee meetings to address particular issues the Council has prioritized.
- Support travel costs of members to attend meetings and training conferences as necessary.
- Purchase necessary periodicals, subscriptions or documents.
- Pay the annual dues to the Coalition for Juvenile Justice.

### OUTPUT PERFORMANCE MEASURES:

- **Number of grants funded with Formula Grant funds**
- **Number of grant applications reviewed and commented on**
- Number and percent of SAG members contributing to the 3-year plan or plan update
- Number of SAG committee meetings held
- Number of SAG subcommittee meetings held

### OUTCOME PERFORMANCE MEASURES:

- **Number and percent of recommendations within the three-year plan that have been implemented**
- Number of formula grant funded programs sustained after 3 years of funding
- Number and percent of SAG members who show increased knowledge regarding the identified priorities areas of Colorado's 3-year plan as well as the core requirements

### BUDGET:

Fiscal Year	Formula Grant Funds	State/Local/Private Funds	Total
2006	\$30,000	\$0	\$30,000



## **PROGRAM AREA # 10 – DISPROPORTIONATE MINORITY CONTACT**

**PROBLEM STATEMENT:** Colorado has been addressing DMC for the last 13-years and in this time has devoted significant time and effort to improving its data collection system. We have spent many years working with the SAC to develop relationships with reporting agencies (law enforcement, probation, etc.) and capacity to gather the data needed and produce the indices needed reporting to OJJDP and for presenting over-representation data to communities in such a way that it can be tracked over time. What continues to be problematic is a user-friendly representation of the data that many report can be confusing.

**GOAL 1:** To focus efforts to reduce the over representation of minority youth contact in the juvenile justice system through utilization of data.

**OBJECTIVE 1:** Improve the data collection and analysis system in Colorado to measure impact of interventions in the communities with minority family advocacy programs.

**ACTIVITIES:**

- Improve the presentation of the information in the relative rate index (RRI) matrix and analyze the data look for trends and prioritize funding based on these trends.

**GOAL 2:** To assist juvenile justice organizations, agencies and system professionals in increasing their awareness of the over representation of minority youth in the juvenile justice system and provide them the knowledge to intervene.

**OBJECTIVE 1:** Provide technical assistance to programs/communities addressing minority over representation so they can provide appropriate interventions to impact the over representation in their communities.

**ACTIVITIES:**

- Provide data to communities and assist them in collecting their community-level data to fill in the gaps
- Provide a DMC/MOR checklist for assessing DMC in their community.

**OBJECTIVE 2:** Provide education to targeted audiences i.e. faith-based agencies, professional conferences, service clubs and other organization and agencies.

**ACTIVITIES:**

- Provide training and speaking points to Coalition for Minority Youth Equality (Coalition) Members,
- Identify targeted agencies and market availability of training to these agencies.
- Submit requests to present at appropriate conferences.

**GOAL 3:** Advocate for minority youth and families by monitoring legislation that may affect them and champion equal access to services by all youth.

**OBJECTIVE:** To keep Council members and others aware of proposed legislation during the session.

**ACTIVITIES:**

- Track legislation and committees of jurisdiction that may impact minority youth and families and disseminate the information to the Coalition.
- Provide the information to other organizations or individuals as requested.

**GOAL 4:** To fund programs and interventions based on proven effective strategies and which address multiple contributing factors of the over representation of minority youth in the juvenile justice system.

**OBJECTIVE 1:** Expand the Coalition to include representation from multiple systems to address contributing factors to the over representation of minority youth in the juvenile justice system.

**ACTIVITIES:**

- Identify contributing factors and then recruit other disciplines to participate on the Coalition.

**OBJECTIVE 2:** Fund programs and interventions that have been proven effective in reducing the over-representation of minority youth in the juvenile justice system.

**ACTIVITIES:**

- Identify programs that have been proven effective
- Write the Announcement of Availability of Funds based on the findings
- Fund programs that are proven effective

**OUTPUT PERFORMANCE MEASURES:**

- **Formula grant funds allocated for services**
- **Number of programs implemented.**
- **Number of program youth served.**
- Number of program materials developed.
- Number of service hours completed.

**OUTCOME PERFORMANCE MEASURES:**

- **Number of local agencies reporting improved data collection systems.**
- **Number and percent of program youth who offend or re-offend.**
- **Number and percent of program youth completing program requirements**
- Number and percent of program youth satisfied with program.

**BUDGET:**

<b>FISCAL YEAR</b>	<b>FORMULA GRANT FUNDS</b>	<b>STATE/LOCAL/PRIVATE FUNDS</b>	<b>TOTAL</b>
<b>2006</b>	\$295,000		\$295,000

## PROGRAM AREA # 20 – MENTAL HEALTH SERVICES

**PROBLEM STATEMENT:** A growing crisis in Colorado and across the country has been the influx of youth with serious mental illnesses and emotional disorders entering the juvenile justice system. A increasing need for families with youth in crisis is access to services to help them cope with the youth within the home environment or, if necessary, within a non-secure treatment setting. Earlier identification of mental health, substance abuse and co-occurring disorders has the potential to address youth before delinquent behavior presents itself. Adequate services to determine this early need and to provide treatment of mental health and other presenting needs are not available.

**GOAL 1:** Develop a continuum of care for youth in the juvenile justice system who have mental illness and/or co-occurring conditions.

**OBJECTIVE 1:** Provide funding for programs that assist in the development of a continuum of care and which identify, implement and support mental health initiatives based on “Principals of Practice.”

### ACTIVITIES:

- Work with the JJ/MH subcommittee of the Council and MICJS Task Force to identify “Principals of Practice” based on the demonstrated experience of Colorado youth, families and systems.
- Use these findings to guide future requests for proposals
- Fund programs and services based on the principles of practice

**GOAL 2:** Ensure appropriate responses from law enforcement personnel, school resources officer and school personnel when a child is in a mental health crisis and requires intervention.

**OBJECTIVE 2:** Support *Children in Crisis* training to law enforcement agencies across the state.

### ACTIVITIES:

- Host crisis intervention training and skill building for School Resource Officers, school administrators and CIT officers interested in advancing their crisis intervention skills.
- Assess the impact and outcomes of the trainings.
- Develop an evaluation process to determine the effectiveness of the curriculum.

### OUTPUT PERFORMANCE MEASURES:

- **Formula grant funds awarded for services.**
- Number of program materials developed.
- Number of planning activities conducted.

### OUTCOME PERFORMANCE MEASURES:

- **Number and percent of program youth completing program requirements.**
- **Number and percent of program youth who offend or re-offend.**
- Number and percent of program youth satisfied with program.
- Number and percent of program staff with increased knowledge of program area

### BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$100,000		\$100,000

## PROGRAM AREA #6: COMPLIANCE MONITORING

**PROBLEM STATEMENT:** Colorado has emphasized and supported compliance monitoring since 1987. In 1988, a system improvement component was added to the compliance monitoring job responsibilities to enhance the effort of reaching and maintaining compliance by providing education, training, technical assistance and on-site support to the law enforcement and juvenile justice system personnel. Despite this vigilance of the state, from 2004 to 2005, Colorado experienced a tripling of the violations for deinstitutionalization of status offenders (42 to 126) and a 70 % increase in the number of violations of removal of juveniles from adult jails and lockups (39 to 56). In addition to funding compliance monitoring staff, funds will be budgeted to support any supplies, equipment, or remodeling expenses for law enforcement agencies working on compliance issues.

**GOAL 1:** Maintain compliance with Deinstitutionalization of Status Offenders, Separation of Juveniles from Adult Inmates and the Removal of Juveniles from Adult Jails and Lockups.

**OBJECTIVE 1:** To provide training, technical assistance and monitoring in the juvenile justice arena, specifically as it relates to the JJDP Act and the activities of DCJ, Office of Adult and Juvenile Justice Assistance.

### ACTIVITIES:

- Identify and classify all facilities within the monitoring universe that may hold juveniles pursuant to public authority no later than February 28, 2006.
- Develop a list for inspection of facilities that are securely and non-securely holding juveniles no later than March 1, 2006.
- Conduct on-site inspection of facilities and collect/verify data on juveniles held securely throughout the year, July 1, 2005 – June 30, 2006.
- Prepare and submit the OJJDP Compliance Monitoring report documenting the number of compliance violations no later than December 1, 2006.
- Research the possibility of using a statewide electronic data reporting system by March 1, 2006.
- Develop legislative amendments during the 2006 Colorado legislative session so the Colorado Children's Code mirrors the OJJDP Guidance Manual published September 2003.
- Develop training materials and then train all District Court Judges and Magistrates on the proper use of the federal and state Valid Court Order by September 30, 2006.

### OUTPUT PERFORMANCE MEASURES:

- **Amount of funds allocated to adhere to Section 223(A)(14) of the JJDP Act of 2002.**
- Number of activities that address compliance with Section 223(A)(14) of the JJDP Act of 2002.
- Number of facilities receiving technical assistance.

### OUTCOME PERFORMANCE MEASURES:

- **Submission of complete annual monitoring report to OJJDP.**
- Number and percent of program staff with increased knowledge of program area.

### BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$90,000		\$90,000

## **PROGRAM AREA #22: NATIVE AMERICAN PROGRAMS**

**PROBLEM STATEMENT:** Colorado has two Native American Tribes in the southwest corner of the state: the Southern Ute Tribe and the Ute Mountain Ute Tribe. Both tribes are working closely with state efforts to appropriately hold juvenile offenders and improve their tribal juvenile justice system. Because Native American youth are often held in distant federal facilities, the tribes are anxious to develop alternative programs in their communities. The compliance monitor, serving in her role as liaison to the tribes, DCJ and the JJDP Council (SAG) have made great strides in building relationships, soliciting tribal input, and providing technical assistance.

The Southern Ute tribe sends youth to New Mexico facilities primarily on underage drinking sentences. Shelter and non-secure placements are needed within the community. Southern Ute officers have the use of one secure room and one non-secure room for juveniles within their facility. They now use a Juvenile Holding Cell log for the secure room and are monitored for compliance with the JJDP Act core requirements. Juvenile detox needs continue to be a huge challenge in this, and other, communities. This need has been discussed with the state Alcohol and Drug Abuse Division, the Adolescent Services Coordinator serves on Colorado's SAG.

The Ute Mountain Ute tribe has a collocated facility operated by BIA, which also maintains Juvenile Holding Cell logs. Staff are trained on juvenile issues and procedures and have developed a Policy and Procedure Manual. They are annually certified as a collocated facility by the DCJ compliance monitor. The facility director has been working closely with the DCJ compliance monitor to ensure only appropriate juveniles are placed in this, and other BIA, facilities.

Colorado's Native American juvenile population that is non-reservation based continues to need culturally appropriate services. Although the Native American juvenile population that is non-reservation based is estimated at 1.7% of the juvenile population, Native American boys represent 2% of the DYC committed population and girls represent 4.3% of the committed population.

**GOAL:** To support juvenile justice and delinquency prevention programming with the two Native American Tribes located in Colorado and expand our support to the non- reservation based Native American population in Colorado.

### **OBJECTIVES:**

- Work with agencies representing or serving the Native American population to support and enhance their efforts.
- Continue to fund one juvenile justice delinquency prevention or intervention program at the Southern Ute tribe and Ute Mountain Ute tribe.
- The SAG will continue to meet with both tribes at their locations to build relationships and gain insights into the challenges both tribes face.
- Provide technical assistance and problem solving to the Ute Mountain Ute tribe through twice yearly meetings with their juvenile justice community.
- Continue on-site compliance monitoring visits to measure compliance with the core requirements and provide training and technical assistance on maintaining compliance.

### **ACTIVITIES:**

- Staff will contact agencies representing or serving the Native American population to determine how to support efforts of such groups in addressing juvenile justice and delinquency prevention programming for Native American youth by June 30, 2006.
- Staff will monitor the performance of the grants at the Southern Ute and Ute Mountain Ute tribe to measure performance and assist with problem solving obstacles to performance by June 30, 2006.
- The SAG will hold their bi-annual meeting with the Southern Ute and Ute Mountain Ute tribes no later than September 30, 2006.

- DCJ staff and selected SAG members will meet with the Ute Mountain Ute Juvenile Justice Issues group in February 2006.
- The DCJ compliance monitor will conduct Valid Court Order training with the Southern Ute tribal court in January 2006.
- The DCJ compliance monitor will review Juvenile Holding Cell logs in January and July at both tribes.

**OUTPUT PERFORMANCE MEASURES:**

- **Title V or Formula grant funds awarded for services**
- **Number of program youth served**
- Number of program slots available and the number of program slots filled
- Number of FTE's funded by Formula Grant dollars
- Number of service hours completed

**OUTCOME PERFORMANCE MEASURES:**

- **Number and percent of youth who offend or reoffend**
- **Number and percent of program youth exhibiting desired change in targeted behaviors: Improvement in family relationships**
- Number of youth committed to a correctional facility
- Number and percent of program youth completing program requirements
- The number and percent of youth satisfied with the program

**BUDGET:**

<b>FISCAL YEAR</b>	<b>FORMULA GRANT FUNDS</b>	<b>STATE/LOCAL/PRIVATE FUNDS</b>	<b>TOTAL</b>
<b>2006</b>	\$80,000		\$80,000

## PROGRAM AREA # 13: GENDER-SPECIFIC SERVICES

**PROBLEM STATEMENT:** In FY 2004-05 in Colorado, girls represented one-fourth of the admissions into detention, 22% of the juvenile prosecutions and 21% of the juveniles on probation, all of which have remained relatively stable over the past 2 years. But, we begin to see some troubling divergence from the juvenile male population in the girls who are penetrating further into the juvenile justice system. Although they represent only 15% of the juvenile population committed to the Division of Youth Corrections (DYC), 50% of those girls committed had no prior adjudications as compared to 70% of the boys committed to DYC. If 50% of the girls are committed on their first adjudication, is the offense type more serious? Data shows that the types of offenses for which boys and girls were committed were largely similar.

Commitment Offense	Person	Property	Drug	Weapon	Other
Juvenile Females	37%	43%	10%	3%	7%
Juvenile Males	38%	46	8%	3%	5%

Source: Division of Youth Correction, Research and Evaluation Unit

How did the committed females differ from the committed males? Over 81% of the females reported a runaway history versus 65.4 % of the males. Almost 70% of the females were assessed as needing substance abuse treatment versus 53% of the males, and 60.3% of the females were assessed as having high-moderate to severe mental health treatment needs versus 39.5% of the males. It is also quite striking that almost 83% of the females had at least one prior out of home placement versus 66% of the males.

Gender-Specific Services has been a Colorado priority for the past 7 years and several accomplishments have been realized including development of Guidelines for Effective Female-Specific Programming (Guidelines At a Glance), that are intended to encourage professionals to look critically at how services are provided to girls in both gender-specific and mixed gender programs.

For this new three-year planning period Colorado intends to look more closely at why girls are entering the system and how we can better utilize the “Guidelines at a Glance” to fund effective girls programming. We will focus our efforts on addressing the following:

- Determine the proper use of the guidelines. What combination of guidelines will make a program effective?;
- Determine the validity of the “Guidelines”; and,
- More consistently promote the use of the Guidelines” in juvenile programming across the state.

Additionally, we are planning to restructure Girls E.T.C., a coalition of service providers and others who are interested in gender-specific programming for girls in the juvenile justice system so it will take a more active role in leading the state in effectively meeting girls needs at all levels, including prevention, early intervention and treatment.

**GOAL:** Reduce the number of girls entering or further penetrating the juvenile justice system.

**OBJECTIVE 1:** Provide proven effective services to girls entering the juvenile justice system to reduce recidivism.

### ACTIVITIES:

- Fund a research project to determine the reasons why girls are entering the Colorado juvenile justice system to guide programming and funding decisions.
- Use findings to guide future requests for proposal, programs funded and services provided.
- Develop and issue a request for proposals for Gender Specific programming

**OBJECTIVE 2:** Examine Colorado’s current Guidelines for Effective Female-Specific Programming (*Guidelines at a Glance*) to determine if they support the outcomes of the research done above and to revise the implementation manual to provide examples and leadership in the use of the guidelines.

**ACTIVITIES:**

- Establish concrete examples of use of the “Guidelines” to assist with their expansion and implementation.
- Assist programs in selecting guidelines to be implemented and for what types of services.

**OBJECTIVE 3:** Support Girls Equitable Treatment Coalition so that it can sustain itself as an independent organization.

**ACTIVITIES:**

- Sponsor a joint meeting between Girls E.T.C. and the Colorado Coalition for Girls.
- Sponsor 2 to 3 educational meetings.
- Develop a plan for the future of Girls ETC.

**OUTPUT PERFORMANCE MEASURES**

- **Formula grant funds awarded for services**
- **Number of program youth served.**
- Number of program materials developed.
- Number of planning activities conducted.

**OUTCOME PERFORMANCE MEASURES:**

- **Number and percent of program youth completing program requirements.**
- **Number and percent of program youth who offend or re-offend.**
- Number and percent of program youth satisfied with program.
- Number and percent of program staff with increased knowledge of the program area

**BUDGET:**

<b>FISCAL YEAR</b>	<b>FORMULA GRANT FUNDS</b>	<b>STATE/LOCAL/PRIVATE FUNDS</b>	<b>TOTAL</b>
<b>2006</b>	\$100,000		\$100,000



## **PROGRAM AREA # 32: SUBSTANCE ABUSE SERVICES (FORMULA AND JABG FUNDING)**

**PROBLEM STATEMENT:** The mission of the CDHS Alcohol and Drug Abuse Division (ADAD) is to develop, support and advocate for comprehensive services to reduce substance use disorders and to promote healthy individuals, families and communities. Reducing the social and economic consequences of untreated substance use disorders requires a planned investment in evidence-based prevention, intervention, and treatment.

The 2003 youth risk behavior survey obtained information from 757 students in 23 public high schools in Colorado. Almost half of the students surveyed in 9<sup>th</sup> through the 12<sup>th</sup> grades reported marijuana use, and one-fourth reported having done so before the age of 13. Of the youth surveyed, 29% admitted to binge drinking (having 5 or more drinks of alcohol in a row) and alarmingly, 17% of students in the 11<sup>th</sup> and 12<sup>th</sup> grades admitted driving vehicles while under the influence of alcohol and based on survey results, it is estimated that one out of every four Colorado high school students has ridden 1 or more times in a vehicle driven by someone who had been drinking alcohol.

The alarming statistics above are only exacerbated when one looks at the need for treatment versus the availability of treatment. According to the Alcohol and Drug Abuse Division's (ADAD) 2004 report to the joint health and human services committees of the legislature, there are an estimated 30,000 adolescent substance abusers (ages 12-17) in Colorado. In FY2004 ADAD reported 4,068 youth under the age of 18 were admitted to publicly funded programs therefore indicating that approximately only 15% of those needing treatment actually received it. The Division of Youth Corrections reports that in FY 2004-05, almost 70% of the females and 53% of the males committed to DYC were assessed as needing substance abuse treatment versus.

There are several factors which may contribute to the lack of treatment availability. Certainly funding is a component as ADAD's largest revenue source for funding prevention, intervention, treatment, and detoxification services comes from the federal government in the form of a Substance Abuse Prevention and Treatment (SAPT) Block Grant. ADAD has included adolescents as a priority population for treatment despite the fact that the federal SAPT Block Grant does not. Since youth are not an identified federal treatment priority in the Block Grant and thus more limited access to treatment resources, ADAD has written into contracts with the Managed Service Organizations (MSO) that they MSOs will partner with local agencies (social services, probation, etc) to serve this population. But, many of these agencies have taken serious funding reductions from other sources over the past several years, which only further compounds the limited access to treatment for youth. ADAD reports that a majority of families have either no or inadequate private insurance coverage for substance abuse treatment. At the present time Medicaid does not currently cover substance abuse treatment although legislation passed in 2005 giving the Department of Health Care Policy and Financing authority to seek approval from the federal government to create a Medicaid-funded outpatient substance abuse treatment benefit. In addition to funding, lack of treatment providers who specialize in working with adolescents continues to be a problem, especially for more rural parts of the state.

The Juvenile Justice Delinquency Prevention Council (JJDP) recognizes the link between substance use and abuse and recidivism rates, increased out of home placements, probation violations, poor academic performance, family disruption and increased criminal behaviors and will focus on supporting agencies that will provide evidenced based curriculums for youth, use screening and assessment instruments designed and developed for adolescents, and employee staff that have experience in working with adolescents and their families. The JJDP Council is also committed to supporting youth and families that do not have the economic ability to pay for treatment services that would allow their child the opportunity to remain in the home and once again be a healthy contributing member of the family.

Colorado's Interagency Advisory Committee on Adult and Juvenile Correctional Treatment developed nine principles related to substance abuse treatment and criminal and juvenile justice. Three principles will be the basis upon which the treatment services provided with Formula grant funds will be based. The primary components upon which this work will be rooted include: that treatment must be age, gender and

culturally responsive, evidenced-based, based upon comprehensive assessment of risk, provided by qualified trained professionals and implemented in partnership with other community services.

**GOAL:** To expand the availability of appropriate substance abuse treatment services to youth in the Juvenile Justice System throughout Colorado.

**OBJECTIVE:** To increase the number of substance abuse treatment programs that provide evidence-based juvenile specific treatment. Increase the level of knowledge of program staff trained.

**ACTIVITIES:**

- Work with the Coordinator of Adolescent Services at ADAD to conduct an assessment to identify which juvenile substance abuse programs are currently using evidence-based material in the treatment of adolescents and which are not.
- Develop a list of areas of the state with limited programming for substance abusing adolescents and determine the level of need for treatment in those areas
- Provide training in those areas of the state with limited but needed adolescent treatment using an adolescent substance abuse treatment curriculum using curriculum that is evidence-based and juvenile specific

**OUTPUT PERFORMANCE MEASURES:**

- **Formula grant funds awarded for services**
- **Number of program youth served**
- Number and percent of program staff trained
- Number of hours of program staff training provided

**OUTCOME PERFORMANCE MEASURES:**

- **Number and percent of program youth who offend or re-offend**
- **Number and percent of program youth completing program requirements**
- Number and percent of youth complying with their aftercare plan
- Number and percent of program youth satisfied with the program

**BUDGET:**

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$12,259		\$12,259

**JUVENILE ACCOUNTABILITY BLOCK GRANT (JABG) FUNDS WILL ALSO FOCUS ON THIS PROGRAM AREA**

**JABG GOAL:** To expand the availability of substance abuse services to juveniles throughout Colorado.

**OBJECTIVE:** Provide a pool of funding to expand the capability of juvenile substance abuse programs to provide services to juveniles.

**ACTIVITIES:**

- Work with ADAD and local juvenile justice serving agencies to identify the need for comprehensive substance abuse services
- Collaborate with ADAD and other juvenile justice agencies such as probation, SB94, diversion, etc. to promote comprehensive, integrated services for youth with substance abuse issues.

- Assist agencies to identify a system for providing pro-bono treatment services based on a percentage of youth treatment provided with formula grant funds

**OUTPUT PERFORMANCE MEASURES:**

- **Number and percent of intake units using valid and reliable risk and/or needs assessments**
- **Number of sources used in assessment process**
- **Number and percent of assessment staff with specialized training**

**SHORT-TERM OUTCOME INDICATORS:**

- Number and percent of youth fully assessed using risk and needs assessments
- Number of different service referrals per youth

**INTERMEDIATE OUTCOME INDICATORS:**

- Number and percent of times services identified through youth assessment are actually received by the assessed youth
- Number and percent of youth who cannot receive identified services (e.g., slots full, service not provided locally)

**\$75,000 in JABG funds will be used to fund needed substance abuse treatment**

## PROGRAM AREA # 19 – JUVENILE JUSTICE SYSTEM IMPROVEMENT

**PROBLEM STATEMENT:** The Colorado Juvenile Justice and Delinquency Prevention Council reaffirmed its commitment to providing leadership to the state in addressing juvenile justice issues. As Colorado's juvenile justice data was reviewed and showed a alarming rise in the number of youth that are projected to be committed to juvenile facilities over the next few years, and outlined the troubling histories of girls entering the system, and highlighted the prevalence of mental health and substance abuse histories in youth entering the system, the Council committed themselves to addressing those issues which bring youth into the system and to support appropriate treatment for these youth. In order to best meet these challenges, the Council must rely on quality data analysis by the state and local agencies planning programs. The Council proposes support for programs, research, and other initiatives designed to examine issues or improve practices, policies, or procedures on a system wide basis (e.g., examining problems affecting decisions from arrest to disposition, detention to corrections, etc.).

Additionally, as elaborated earlier, Colorado has struggled with budget deficits for several years resulting in cuts to vital services at all levels from prevention through intervention. As a result, every system appears to be stretched to its maximum capacity forcing interagency dialogue about the state's ability to meet its youth's needs. There are several initiatives currently in process that can serve to improve the juvenile justice and delinquency prevention system such as HB 1451, SPF/SIG, etc. It is vitally important that all systems participating in these initiatives remain committed to discussing practical solutions such as cost sharing but remain cautious and observant that cost shifting, forcing youth into other systems for fiscal reasons, does not occur. For this reason Council also commits to being active in the various initiatives, offering support when it can further the work of meeting the needs of Colorado youth and their families.

**GOAL:** Support programs, research, and other initiatives designed to examine issues or improve practices, policies, or procedures on a system wide basis

**OBJECTIVE:** To improve the organizational capacity and improve planning and development activities in the state of Colorado to adequately address juvenile justice and delinquency prevention issues.

**ACTIVITIES:**

- Provide training and technical assistance on best practices
- Conduct research and evaluation on areas of concern in the juvenile justice system

**OUTPUT PERFORMANCE MEASURES**

- **FG funds awarded (for JJ system improvement)**
- **Number of programs implemented**
- Number of planning activities conducted
- Number of system improvement initiatives
- Number research studies conducted

**OUTCOME PERFORMANCE MEASURES:**

- Number and percent of programs evaluated as effective
- Number of recommendations implemented
- Number of programs modified based on evaluation/research study results
- Number and percent of non-program personnel with increased knowledge of program area

**BUDGET:**

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$90,000		\$90,000

## **PROGRAM AREA # 09: DELINQUENCY PREVENTION (TITLE V FUNDING ONLY)**

**PROBLEM STATEMENT:** Colorado has experienced significant reductions in funding for prevention as well as early intervention and treatment programming, especially in the juvenile justice and delinquency prevention arena. These cuts have occurred with both state and federal funding and have led to a shortage in needed services for children, youth and families. In order to effectively encourage restoration of prevention funding, it is necessary to provide evidence of the value of such programming in successfully decreasing juvenile delinquency

In order to accomplish this, the State of Colorado has been working to ensure that the remaining prevention and other children, youth and family-focused funds are used in the most effective and efficient way possible. State agencies have been working together through a legislatively established "Prevention Leadership Council" (PLC) to develop and implement Uniform Minimum Standards (UMS) for all prevention programs regardless of the funding source. These standards are also being used to monitor programs across state agencies so that community programs, which often have multiple funding streams, will begin to see uniformity amongst the state agencies. One of the key Uniform Minimum Standards relates to the provision of programs, policies and practices that are evidence-based.

With the available Title V funding, the Division of Criminal Justice as a member of the PLC will coordinate the funding process to target those communities who were "learning communities" under the CSAP, State Prevention Framework-State Incentive Grant (SPF-SIG) Colorado Initiative. As learning communities, they completed a planning process and have the required prevention policy board making them eligible for Title V funds. In addition, community programming funded through Title V will be monitored and evaluated through use of the Uniform Minimum Standards developed by the PLC.

**GOAL 1:** Make access to funds, training and technical assistance a partnership between the state and local community-based programs.

**OBJECTIVE 1:** Use the Uniform Minimum Standards (UMS) to monitor and provide training and technical assistance to juvenile programs funded through Title V.

### **ACTIVITIES:**

- Communicate the content of UMS to communities
- Participate in the state development of a UMS based monitoring tool
- Pilot the monitoring tool
- Assess program feedback for usefulness/applicability of tool
- Provide training and technical assistance identified as a need through the UMS to communities especially around the use of evidence-based programs

**OBJECTIVE 2:** Provide delinquency prevention funding, training and technical assistance.

### **ACTIVITIES:**

- Make announcements of funds and applications more clear and user friendly
- Fund programs that meet the UMS
- Market the availability of training and technical assistance
- Assist communities in accessing training and technical assistance

**OBJECTIVE 3:** Develop a feedback mechanism between the community programs and the state.

### **ACTIVITIES:**

- Identify feedback mechanisms already in use
- Determine if one fits our needs
- Begin to gather feedback on delinquency prevention activities from communities.

**OUTPUT PERFORMANCE MEASURES:**

- Use of best practice model
- **FG or Title V funds awarded for services**
- **Number of program youth served**
- Number of program slots available
- Use of best practice models

**OUTCOME PERFORMANCE MEASURES:**

- **Number of program youth exhibiting desired change in targeted behavior:** School attendance, Substance use, Anti social Behavior, Family Relationships
- **Number and percent of youth completing program requirements**
- Number and percent of program youth satisfied with program
- Number and percent of program staff with increased knowledge of program area

**BUDGET:**

<b>FISCAL YEAR</b>	<b>FORMULA GRANT FUNDS</b>	<b>STATE/LOCAL/PRIVATE FUNDS</b>	<b>TOTAL</b>
<b>2006</b>	\$0		\$0

Colorado intends to use 2006 Title V funding, if available, and remaining 2005 Title V funding to accomplish these goals and objectives.

FY 2006 Title V Funds: \$56,250

FY 2005 Title V Funds: \$82,000

**PROGRAM AREA #6: DIVERSION  
(JABG FUNDING ONLY)**

**PROBLEM STATEMENT:**

For over 20 years, the Colorado General Assembly had appropriated general funds to help support juvenile diversion but in 2002, state funding of \$2.5 million for juvenile diversion was eliminated. As a result of the loss of funding diversion programs have reduced staff, resulting in fewer juveniles referred, and a few programs have closed.

Delinquent youth in Colorado need cost effective interventions geared toward keeping them from further penetration into the juvenile justice system. Juvenile diversion programs are a community-based alternative to the formal court system for youth. Diversion programs target youth between 10-17 who have been taken into custody for misdemeanors or felonies. The District Attorney makes the decision to allow a juvenile to participate in a diversion program as an alternate to deeper court involvement. Diversion concentrates on holding the youth accountable for their behavior while involving them in programs and activities to prevent future criminal and delinquent behavior. Diversion programs offer a wide variety of services including case management/ supervision, accountability based programs, life skills programs, alcohol and drug abuse treatment/rehab and counseling services. Colorado has 22 Judicial Districts with approximately 14 districts currently operating a diversion program. The majority of the Judicial Districts without a diversion program are in rural areas and would require support to develop such programming.

**GOAL:** To support the implementation of a diversion type program in every judicial district in Colorado.

**OBJECTIVE:** Conduct an assessment with each District Attorney’s Office in Colorado to determine if a diversion type program exists within their district. If no diversion type program exists, provide training and funding to assist the District Attorney’s Office and other stakeholders in establishing diversion programs within their Judicial District.

**ACTIVITIES:**

- Conduct surveys of Districts Attorney’s to determine depth and breadth of Diversion programming across the state, including unmet needs.
- Issue an Announcement of Funds specific to the Judicial Districts that do not have existing diversion programs.
- Make available training and technical assistance to assist in the development of diversion programs.

**OUTPUT PERFORMANCE MEASURES:**

- **Number and percent of staff trained in accountability programming**
- Number of hours of training about accountability programming offered
- Number of accountability programs in operation

**SHORT-TERM AND INTERMEDIATE OUTCOME INDICATORS (JABG):**

- Number of supervision meetings per youth per month
- Number and percent of youth with a behavioral contract developed at their intake into the accountability program
- Number and percent of eligible youth to enter an accountability program
- Number and percent of youth to complete their accountability program successfully

**BUDGET:**

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$0		\$0

**Colorado intends to use \$160,000 in FY2004 and FY2005 JABG funding to accomplish these goals and objectives.**

## SUBGRANT AWARD ASSURANCES

**SUBAWARD SELECTION.** Pursuant to Section 223(a)(21)(A) and (B) of the JJDP Act of 2002, Colorado shall, to the extent practicable, give priority in funding to evidence-based programs and activities. Further, Colorado shall not continue to fund a program if the subgrant recipient who carried out that program during the preceding 2-year period fails to demonstrate that the program achieved substantial success in meeting the goals specified in the original grant application.

The 2005 formula grant subgrant application announcement currently has the following language:

*All youth programs should be strength-based; accurately designed around statistical data and developmental research; focused on measurable, clear and focused objectives; affirming of the worth of individuals whatever their background or offense history; representative in staff and approach, balancing multiple perspectives including those of race, gender, and ethnic background; and offered within safe and secure environments.*

In addition to the above, the Division of Criminal Justice will include the following language to the funding announcement and grant scoring process:

*Priority for funding will be given to those applicants who have requested funding to implement evidence-based programs and activities. The application must include a well defined evaluation process for demonstrating the success of the project in meeting its stated goals and objectives as specified in the grant application. Continuation projects which have failed to demonstrate substantial success in meeting the DCJ-approved goals and objectives over the past two years shall not be funded.*

*For additional information regarding evidence-based programming, applicants are encouraged to visit the Model Programs Guide (MPG) website at [http://www.dsgonline.com/mpg2.5/mpg\\_index.htm](http://www.dsgonline.com/mpg2.5/mpg_index.htm) developed for the Office of Juvenile Justice and Delinquency Prevention. This website is designed to assist practitioners and communities in implementing evidence-based prevention and intervention programs that can make a difference in the lives of children and communities. The MPG database of evidence-based programs covers the entire continuum of youth services from prevention through sanctions to reentry. The MPG can be used to assist juvenile justice practitioners, administrators, and researchers to enhance accountability, ensure public safety, and reduce recidivism. The MPG is an easy-to-use tool that offers the first and only database of scientifically-proven programs across the spectrum of youth services.*

**GEOGRAPHIC INFORMATION.** The Division of Criminal Justice agrees to provide OJP the physical address(es) of the location(s) where subgrantees will provide services (or to the nearest intersection if an exact address is not available). In addition, the Division of Criminal Justice has ArcView, a GeoMapping program, and can also supply OJP a GIS map of the service locations of the grant-funded projects.



## STATE ADVISORY GROUP MEMBERSHIP COLORADO'S JUVENILE JUSTICE AND DELINQUENCY PREVENTION (JJDP) COUNCIL

The Colorado Juvenile Justice and Delinquency Prevention Council (JJJPC) is appointed by the Governor as the State Advisory Group pursuant to the federal Juvenile Justice and Delinquency Prevention Act and is charged under the Act to advise and make recommendations to the Governor and the Legislature on juvenile justice issues. The Council reviews and approves applications for federal grant funding through the JJDP Act, monitors and evaluates projects funded, and oversees compliance with the core requirements of the JJDP Act. In December 2005, during the strategic planning process for the three year plan the Council reviewed and revised its mission which now reads:

**“The Colorado juvenile justice and delinquency prevention council provides state-wide leadership and advocacy to improve the juvenile justice system, prevent delinquency, ensure equal justice and accountability for all youth while maximizing community safety.”**

The authority and responsibility of the State Juvenile Justice and Delinquency Prevention Council is to:

- a. Advise the Governor and the Division of Criminal Justice on juvenile justice issues;
- b. Review and approve the State Juvenile Justice and Delinquency Prevention Plan as required by the Juvenile Justice and Delinquency Prevention Act;
- c. Review and approve applications from state, local, and private agencies for grant funding; and
- d. Make recommendations for coordinating and maximum utilization of existing juvenile delinquency programs and other related programs, such as education, health, and welfare within the State.

	Name	Represents	FT Govt.	Youth	Date of Appt	Residence
1	Lindi Sinton, Chair	D, H			06/94	Denver
2	Katie Wells, Vice-Chair	C7, H	X		12/99	Denver
3	Katy Avila	E, G		X	07/04	Denver
4	Bill Bane	C3	X		12/99	Denver
5	Steve Bates	C7, H	X		09/01	Denver
6	Steve Brittain	B4	X		12/99	Durango
7	Alison Bujanovich	E, F		X	07/05	Granby
8	Susan Colling	B4	X		09/01	Denver
9	Jim Covino	B3, H			02/97	Englewood
10	Kayla Duran	D-3, E, F		X	07/05	Denver
11	Regis Groff	G, H			06/94	Denver
12	Joe Higgins	D3, D4, D6, D8, E, F, H			02/89	Grand Junction
13	Larry Hudson	E			07/04	Denver
14	Rosemary Marshall	A			03/01	Denver
15	Gerry Oyen	A, B	X		07/04	Las Animas
16	Bob Pence	G, H			06/92	Littleton
17	Kathryn Prose	E		X	07/05	Lakewood
18	Lowell Richardson	B, G			01/06	Estes Park
19	David Shakes	B1, F	X		05/05	Colorado Springs
20	Crystal Talamante	E		X	05/05	Boulder
21	Richard Toth	B1, G, H			06/94	Colorado Springs
22	Ted Trujillo	C1, C2, H	X		07/04	Denver
23	Dianne P. Van Voorhees	B3			07/04	Denver
24	Pam Wakefield	B2	X		08/96	Englewood
25	Debbie Wilde	D1, D3, D4, D6, D7			04/04	Glenwood Springs
26	Jeremy Wilson	E, G, H		X	05/05	Fort Collins

The JJDP Council currently has 26 members of which 34.6% are full-time govt. employees, 23% are youth, and 3 admitted to prior juvenile justice jurisdiction.

## STAFF OF THE JJDP FORMULA GRANT PROGRAM

**STATE PLANNING AGENCY:** Division of Criminal Justice (DCJ), Colorado Department of Public Safety; Carol C. Poole, Acting Director of the Division of Criminal Justice (Authorized Official)

**Office of Research and Statistics** (6.4 FTE), BJS Statistical Analysis Center (SAC)

**Office of Community Corrections** (5.95 FTE), administers the OJP VOITS and RSAT programs

**Office of Victims Programs** (11.15 FTE) Administers VOCA Victims Assistance and Victim Compensation funds, and Violence Against Women Act (VAWA) funds

**Administration**, Budget, Accounting and Administrative Support (8.35 FTE)

**Colorado Regional Community Policing Institute/Police Corps (CRCPI)** (4.1 FTE), OJP COPS funds

**Office of Domestic Violence and Sex Offender Management** (State-funded 8.7 FTE)

**Office of Adult and Juvenile Justice Assistance** – This office administers six major federal criminal and juvenile justice funding programs. There are 10.2FTE in OAJJA of which 4.23 FTE were charged to Formula Grant as of 1/1/06.

The Office of Adult and Juvenile Justice Assistance administers three grants from the federal Office of Juvenile Justice and Delinquency Prevention. These include the Formula or Title II Grant, Juvenile Accountability Block Grant (JABG) and the Title V or Prevention Block Grant which provide dollars to communities to assist in local efforts designed to enhance or respond to a variety of juvenile justice and delinquency issues from prevention through aftercare. The 2006-2009 funding priorities include: Deinstitutionalization of Status Offenders; Jail Removal; Separation of Juveniles from Adult Inmates; Disproportionate Minority Contact; Native American Programming; Mental Health Services; Gender Specific Services; Juvenile Justice System Improvement; Diversion, Delinquency Prevention and Substance Abuse Programming. The monies are used for program development, policy design, research and other activities. In FY 2004-2005 these grant programs totaled approximately \$1.8 million.

OAJJA also administers the Justice Assistance Grant (JAG) from the federal Bureau of Justice Assistance, the National Criminal History Improvement Program (NCHIP) available through the federal Bureau of Justice Statistics and the Paul Coverdell Forensic Science Improvement Grant Program available through the National Institute of Justice focuses on improving the quality and timeliness of forensic science activities within the state and supports lab accreditation and reduction of backlogs and turn-around times for forensic examination activities. In 2004-2005, these three grant programs totaled approximately \$5.1 million.

### **OAJJA STAFF**

Meg Williams

Title: Manager of OAJJA and Juvenile Justice Specialist

State Classification: GP VI

FTE: 1.0

% of salary from Formula Grant= 50%

% of time dedicated to Juvenile Justice= 50%

Tammy Russ

Title: Lead Staff of OAJJA as of 1/1/06

State Classification: GP V

FTE: 1.0

% of salary from Formula Grant= 40%

% of time dedicated to Juvenile Justice=50%

Susan Davis

Title: Compliance Monitor

State Classification: GP IV

FTE: .90

% of Salary from Formula Grant = 89%

% of Time dedicated to Juvenile Justice = 11%

Carol Gould

Title: JABG Program Specialist

State Classification: GP IV

FTE: .95

% of Salary from Formula Grant = 17%

% of Time dedicated to Juvenile Justice = 80%

Anna Maria Lopez

Title: Project Manager - DMC/Title V

State Classification: GP IV

FTE: .90

% of Salary from Formula Grant = 38%

% of Time dedicated to Juvenile Justice = 95%

Michelle Lovejoy  
Title: Program Grant Manager  
State Classification: GP IV  
FTE: 1.0  
% of Salary from Formula Grant = 80%  
% of Time dedicated to Juvenile Justice = 80%

Deb Ristow  
Title: Grant Finance Officer  
State Classification: GP II  
FTE: 1.0  
% of Salary from Formula Grant = 61%  
% of Time dedicated to Juvenile Justice = 100%

Betty Mahaffey  
Title: Grant Finance Officer  
State Classification: GP II  
FTE: .50  
% of Salary from Formula Grant = 15%  
% of Time dedicated to Juvenile Justice = 15%

Sue Bradley  
Title: Administrative Assistant  
State Classification: Admin Assistant II  
FTE: 1.0  
% of Salary from Formula Grant = 33%  
% of Time dedicated to Juvenile Justice = 53%

Cindy Johnson  
Title: Grant Finance Officer  
State Classification: GP III  
FTE: .95  
% of Salary from Formula Grant = 0%  
% of Time dedicated to Juvenile Justice = 0%

Kenya Lyons  
Title: Program Grant Manager  
State Classification: GP IV  
FTE: 1.0  
% of Salary from Formula Grant = 0%  
% of Time dedicated to Juvenile Justice = 0%

**Appendix A  
STATE OF COLORADO  
JUVENILE JUSTICE SYSTEM FLOWCHART**

**A  
R  
R  
E  
S  
T**

CHILD TAKEN INTO CUSTODY  
19-2-502

NOTICE TO PARENT OR GUARDIAN  
19-2-507(1)

RELEASE TO PARENT OR  
GUARDIAN  
19-2-507(3)

MANDATORY HOLD-  
CRIME OF VIOLENCE OR  
WEAPONS OFFENSE  
19-2-508(3)(c)(I)

YES  
19-2-507(3)

NO  
19-2-507(1)

**S  
C  
R  
E  
E  
N  
I  
N  
G**

SCREENING BY SCREENING TEAM (19-1-103(94.5))  
USING DETENTION CRITERIA OF 19-2-212,  
19-2-507 (2) & Colorado Rules Juvenile Procedure #3.7

RELEASE WITH  
SERVICES  
19-2-302

STAFF SECURE  
FACILITY  
19-1-103(101.5)

RELEASE TO  
PARENT OR  
GUARDIAN  
19-2-507 (3)

SHELTER  
19-2-508(1)

TEMPORARY  
HOLDING  
FACILITY  
19-2-507(1)

DETENTION  
19-2-507

**P  
R  
E  
T  
R  
I  
A  
L**

DETENTION AND SHELTER HEARING  
(Within 48 Hours)  
19-2-508

RELEASE TO  
PARENT OR  
GUARDIAN  
19-2-508 (3)

RELEASE WITH  
SERVICES  
19-2-302

BAIL  
19-2-508 (3)  
19-2-509

CHILD REMAINS IN  
DETENTION, STAFF  
SECURE OR SHELTER  
19-2-508 (3)

CASE FILING

PRELIMINARY INVESTIGATION BY DISTRICT ATTORNEY  
19-2-510

INFORMAL ADJUSTMENT  
19-2-703

DIVERSION  
19-2-303 & 19-2-704

FILING OF PETITION  
[Within 72 hours if in custody or in PTR Program-19-2-508(3)(E)(V)]  
19-2-512

DIRECT FILING IN DISTRICT COURT  
19-2-517

ADJUDICATION

MOTION TO TRANSFER TO DISTRICT COURT  
19-2-518

INVESTIGATION & HEARING ON TRANSFER  
19-2-518

TRANSFER TO DIST. CT.  
19-2-518(7)

PLEA OF GUILTY  
19-2-708

ADVISEMENT  
19-2-706

PRELIMINARY HEARING  
19-2-705

ENTRY OF PLEA  
19-2-708

PLEA OF NOT GUILTY  
19-2-708

ADJUDICATORY TRIAL  
(Within 60 days)  
19-2-708 & 801-805

FINDING OF GUILT

SENTENCE AS AN ADULT OR A YOUTHFUL OFFENDER  
19-2-517(3)(a)

DEFERRED ADJUDICATION  
19-2-709

ADJUDICATION

NOT GUILTY

PRESENTENCE

PRESENTENCE INVESTIGATION  
19-2-905

S  
E  
N  
T  
E  
N  
C  
I  
N  
G

SENTENCING HEARING  
(Within 45 Days of Adjudicatory  
Trial [19-2-804(3)]  
19-2-906

- SENTENCING OPTIONS  
19-2-907
- (1) Court may enter decree imposing any or a combination, as appropriate:
    - (a) Commitment to DHS (19-2-909)
    - (b) County Jail (19-2-910)
    - (c) Detention (19-2-911)
    - (d) Placement of custody with a relative or suitable person (19-2-912)
    - (e) Probation (19-2-913) (19-2-925 through 19-2-926)
    - (f) Community Accountability Program (19-2-914)—unfunded option
    - (g) Placement with social services (19-2-915)
    - (h) Placement in hospital (19-2-916)
    - (i) Fine (19-2-917)
    - (j) Restitution (19-2-918)
    - (k) Anger management treatment or any other appropriate treatment program (19-2-918.5)
  - (2) Judge may sentence as special offender (19-2-908)
    - (a) Mandatory sentence offender
    - (b) Repeat juvenile offender
    - (c) Violent offender
    - (d) Aggravated juvenile offender
  - (3) Sentence may include parent conditions (19-2-919)
  - (4) If sentence includes school attendance-notice to school is required
  - (5) If placement out of the home-court to consider criteria of 19-2-212, evaluation of 19-1-107, and 19-3-701(5).

IF COMMITMENT

COMMUNITY REFERRAL  
AND REVIEW  
19-2-210

COMMUNITY  
PLACEMENT

JUVENILE PAROLE  
[Mandatory 6 months  
parole-  
19-2-909(1)(b)]  
19-2-1002 through 1004

PAROLE DISCHARGE  
19-2-1002(9)

P  
O  
S  
T  
S  
E  
N  
T  
E  
N  
C  
I  
N  
G