

Colorado's Three-Year Juvenile Justice and Delinquency Prevention Plan (2006-2008)



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By the Juvenile Justice and Delinquency Prevention Council
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**Colorado's Juvenile Justice and Delinquency Prevention Plan
2006-2008
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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 is included on 97.

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 support 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.

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 that 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, followed up in 2006 with another strategic planning session. In both 2005 and 2006, the Council selected and then confirmed the following juvenile justice areas as its priorities for 2006-2008.

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

This three-year plan is based upon an in-depth analysis of the juvenile justice system including a systematic review of the various agencies involved in the lives of youth with problem behaviors and their families. 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. 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. 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://ojidp.ncjrs.org/ojstatbb/ezapop/default.asp> and DCJ, Office of Research and Statistics)*

Juvenile Population Estimates- Ages 10 through 17					
2000	2001	2002	2003	2004	2005
497,733	510,616	515,163	516,239	518,312	521,508

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 6-8) 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.

Figure 1-1- Colorado's Comprehensive Strategy Framework

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

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
	Arrest ◦ Screening ◦ Pretrial ◦ Diversion ◦ Case Filing ◦			Adjudication ◦ Presentence investigation ◦ Sent		encing ◦ ◦ Sentencing ◦	
Responsibility and/or Jurisdiction	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
Programs	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/Community 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 ^o Screening ^o Pretrial ^o Diversion ^o Case Filing ^o	Adjudication ^o Presentence investigation ^o Sent	encing ^o	o Sentencing ^o	o Transition	
Local Funding (including State and Federal grants and allocations)	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							
State & Federal Funding by State Department (funds cover program needs across various areas)	<p>Public Health and Environment: Public Nurse Program, Home Nurse Visitation, Community and Family Health Services; Injury Prevention and Control; Abstinence Education, Suicide Prevention, Colorado Children's Trust Fund</p> <p>Health Care Policy & Financing: Supplemental Security Income; Foster Children; Baby Care Program; Public School Health Services, Chip+, Medicaid</p> <p>Agriculture: Child Nutrition; Food Stamps; WIC</p> <p>Human Services: Child Welfare - Family Preservation/Family Support, Out-of-Home Placement Care; Family Issues Cash Fund; Independent Living, Youth Development</p> <p>Human Services: Health & Rehabilitation - Early intervention</p> <p>Human Services: Alcohol and Drug Abuse - Managed care funds (prevention and intervention); detox centers; Adolescent Treatment Fund and Drug Offender Surcharge Fund.</p> <p>Local Affairs: Housing assistance; Community Services Block Grant</p> <p>Education: 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</p> <p>Higher Education: Vocational schools; financial aid; county extension youth programs; Colorado Community College Occupational Education System (teen parent program)</p> <p>Public Safety; DCJ: Federal Juvenile Justice funds</p> <p>Labor and Employment: Job Training</p> <p>Revenue: Enforcing Underage Drinking Laws</p> <p>Transportation: Law Enforcement Assistance Fund (DUI);</p> <p>Military Affairs: Youth Conservation Corps; Drug Demand Reduction Program</p> <p>Natural Resources: Youth in Natural Resources; Seasonal Work</p>			<p>Human Services: Youth Corrections - 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</p> <p>Human Services: Health and Rehabilitation - Mental Health Screening and Referral for Detained Youth</p> <p>Human Services: Alcohol and Drug Abuse - Managed care treatment funds</p> <p>Public Safety; Division of Criminal Justice: Federal Juvenile Justice</p> <p>Education: Suspended & Expelled student services; In-home and In-school suspension programs; Title I High-Risk Youth</p> <p>Military Affairs: Youth Conservation Corps; Drug Demand Reduction Law: 80% of elected district attorneys salaries</p> <p>Judicial: Probation Officers and program services (electronic monitoring, drug testing); Public defenders, Guardians Ad Litem, and alternate defense counsel (no specific amount for juveniles)</p> <p>Corrections: Youthful Offender Program and Community Transition Programs (for certain direct-file juveniles)</p>				

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 ^o Screening ^o Pretrial ^o Diversion ^o Case Filing ^o	Adjudication ^o Presentence investigation ^o Sent	encing ^o	Sentencing ^o	o Transition
OJJDP Funds: JJDP Act and other Grant Programs (both direct and administered by state agencies) *Administered by the Division of Criminal Justice	*Title V Delinquency Prevention		*Title II, Part B Formula Grants				
	Enforcing Underage Drinking Laws Grant Program		*Title II, Part E Challenge Grants (end FY03)				
			*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						
Other Federal Funding by Federal Depts. (both direct awards to state and local agencies, and pass through funds administered by state agencies)	<p>Justice, Office of Justice Programs: *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 Justice Assistance Grant (JAG); 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. Labor, Employment and Training: 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 Health and Human Services: 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 Education: Safe & Drug Free Schools; 21st 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 Housing and Urban Development: Homeless Program; Community Services and Community Development Block Grants; Drug Elimination Grants; Youth Build Defense: National Guard Youth Programs Agriculture: School Breakfast and Lunch Programs; Child Care Food Programs; WIC</p>						

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 Gender, Race/Ethnicity 2002-2006								
http://www.cde.state.co.us/index_stats.htm								
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
2005	62.5	27.1	6.0	3.3	1.2			780,708
2006	61.9	27.6	6.0	3.3	1.2			794,026

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 increased in recent years, the past two years saw a decline for all youth and the rates continue to differ significantly across race/ethnic groups. In 2003 and 2004, less than 70% percent of Native American youth graduated from high school in Colorado, and although the rate did increase in 2004, it dropped precipitously again in 2005, to less than 65%. Again, as in previous years, in 2005 both Hispanic youth and Black youth had lower graduation rates, 63.7% and 74.0% respectively, than White youth at 85.5% and Asian youth at 86.1%.

Graduation % by Race/Ethnicity Groups in Colorado Public Schools 2001 - 2006

http://www.cde.state.co.us/index_stats.htm

	Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total
% Graduation (excluding alternative schools)	2001	85.3	64.3	69.2	82.7	55.3	77.4	83.6	80.5
	2002	86.4	65.5	73.7	86.2	58.3	78.5	85.2	81.8
	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
	2005	85.5	63.7	74.0	86.1	62.6	77.5	82.7	80.1

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 (7.4) and Native American youth (6.7), and the alarming increase in their rates from 2004 to 2005, suggest the need for a review of the reasons leading to dropping out of school for these populations. The dropout rate for Black youth also rose to an equally alarming 5.4.

Drop Out Rates by Race/Ethnicity Groups in Colorado Public Schools 2002 - 2006

http://www.cde.state.co.us/index_stats.htm

	Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total
Dropout Rate	2002	2.2	4.6	3.0	1.5	5.0	2.9	2.3	2.6
	2003	1.7	4.2	3.0	1.5	3.8	2.6	2.1	2.4
	2004*	2.3	5.2	3.7	2.7	4.7	3.4	2.7	3.1
	2005	2.9	7.4	5.4	2.9	6.7	4.6	3.8	4.2

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

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.

Disciplinary Actions by Race/Ethnicity Groups in Colorado Public Schools 2005/2006

http://www.cde.state.co.us/index_stats.htm

	% Of Total Students	% Of In-School Suspensions	% Of Out-Of-School Suspensions	% Of Expulsions	% Of Other Disciplinary Action	% Referred To Law Enforcement
White	61.9	44.7	43.2	44.6	74.1	50.8
Hispanic	27.6	37.7	23.6	38.9	21.0	35.3
Black	6.0	14.6	15.5	12.6	2.7	11.9
Asian	3.3	1.7	1.4	1.5	--	1.7
Native American*	1.2	1.6	2.0	2.4	1.4	1.8

- In 2005/06, of the Native American students receiving disciplinary actions statewide (863), 22.8% (197) were from the 6 school districts in Montezuma and La Plata counties, where the Ute Mountain Ute and Southern Ute Indian Tribes are located.

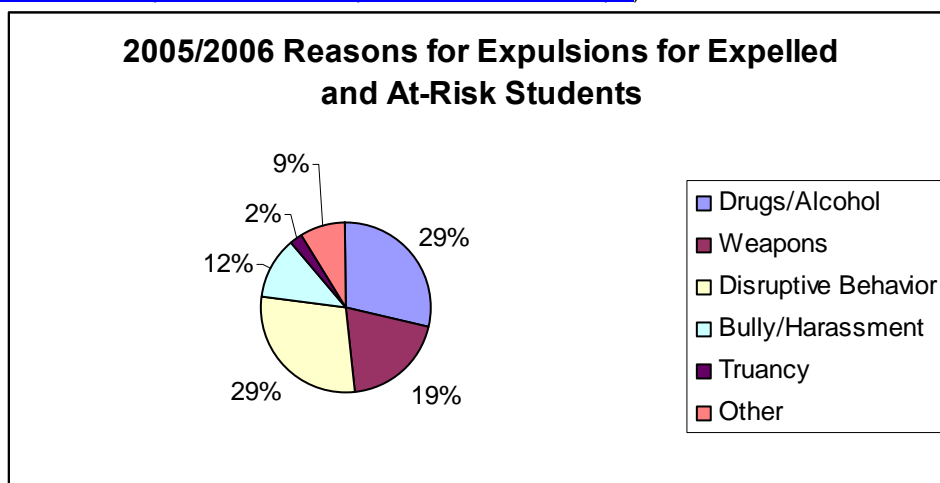
CDE remains actively involved in developing programs with federal support to meet the myriad of educational needs of its students. Other programs available include several elaborated on below.

Truancy is an issue of growing concern especially in relation to delinquency. In 2005, 2,080 truancy petitions were filed in Colorado courts compared to 2,062 in 2004 and 2,090 in 2003. 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.

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 2005-2006 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.

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. According to the National Center for School Engagement, the Expelled and At-Risk Student Services Programs recaptured 1,592 dropouts and 2,498 expelled students who would otherwise have exited the school system. Based on each district's Per Pupil Operating Revenue, over \$25 million were recovered due to these programs. (<http://www.cde.state.co.us/cdeprevention/download/pdf/QuickFactsEOY05-06.pdf>)



http://www.cde.state.co.us/index_stats.htm

During the 2005-2006 school year, Expelled and at Risk Student Services grants were awarded to 54 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 2005-2006 school year of the 10,439 students served, 89.7% (9,361) were considered to be "at-risk" of expulsion while 10.3% (1,078) 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.

Similar to past years, in 2005-06 the percent of boys served (62%) far exceeded the percent of girls served (38%). 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. In 2005-2006, Latino students made up 27.6% of the juvenile population, and 50% of the students served in these programs. Therefore, Latino students served in these programs were overrepresented compared to the student population of Colorado. But, in 2005 African American students made up 5.8% of the student population and 14% of the students in these programs and in 2006 they represented 6% of the student population and a more proportionate 5% of the participants in this program.

Data was collected on three primary outcomes; improvement in one failing grade, improved attendance and decreased disciplinary referrals. Of the students receiving services through these programs in 2005/2006, 32% reduced at least one failing grade; 34% of students improved their attendance; 43% of youth with a history of discipline problems reduced their number of office referrals; 31% have demonstrated other measures of academic success; and 79% have improved their social and emotional functioning.

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.

SAFE AND DRUG FREE SCHOOLS	FY02	FY03	FY04	FY05
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

As can be seen in the Table above, funding for Safe and Drug Free Schools 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.

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.

The 2004-2007 Title X (No Child Left Behind Act) Grant Cycle includes fifteen funded projects scattered throughout six educational regions. The Colorado Department of Education (CDE) anticipates federal funding in July 2007 to support a new Homeless Education grant opportunity. For the 2007/08 school year, grants up to \$40,000 will be made available to local School Districts and/or BOCES to ensure access and academic success in school for homeless children and youth. This competitive funding opportunity will begin a new three year funding period from July 1, 2007-June 30, 2010, contingent upon annual funding available and continuing evidence that the homeless education program in the District/BOCES has met the grant requirements.

Education for Homeless Children and Youth	FY01-02	FY02-03	FY03-04	FY04-05	FY05-06	FY06-07
Appropriated	\$273,757	\$281,804	\$456,964	\$405,858	\$474,575	\$507,000
Number of Students Served	2,733	2,826	7,664	7,653	10,599	*NA

* Totals served will be available in September, 2007

School-wide Positive Behavior (SW PBS) support is an effective research-based approach that is being adopted by education systems around the country. This approach improves student behavior by reinforcing desired behaviors and eliminating inadvertent reinforces for problem behavior. School-wide PBS has emerged as a successful strategy to prevent school violence, the use of alcohol and drugs, possession of firearms and general disruptive behavior. The literature summarizing studies of school-wide PBS suggest that, on average, PBS schools see improvements in social climate and academic performance and experience 20-60 percent reductions in disciplinary incidents. Furthermore, the improved behavior enables teachers to use classroom time for education.

Major Components of School-wide Positive Behavioral Support (PBS):

- common approach to discipline,
- positively stated expectations for all students and staff,
- procedures for teaching these expectations to students,
- a continuum of procedures for encouraging demonstration and maintenance of these expectations,
- a continuum of procedures for discouraging rule-violating behavior, and
- procedures for monitoring and evaluating the effectiveness of the discipline system on a regular and frequent basis.

Colorado began to strategically implement SW PBS in two school districts 5 years ago. Since that time, the School-wide PBS Initiative has grown dramatically and will be in 525 schools by the beginning of the 2007-2008 school year. Data from the first two school districts reflects five years of growth both academically as well as in improved school climate. Other data includes:

- SW PBS in 2 School Districts year 2002-2003 and in 46 School Districts 2006-2007. There are 176 Districts in Colorado.
- School teams being trained have increased from: 16 in 2006-2003 and 405 teams 2006-2007.

One district reports the following office discipline referrals (ODR's) statistics in PBS schools within their district:

- 02-03 to 03-04: 4.7% decrease
- 03-04 to 04-05: 5.7% decrease.

This same district reports the following office discipline referrals (ODR's) statistics for their non-participating PBS schools:

- 02-03 to 03-04: 19.0% increase
- 03-04 to 04-05: 19.3% increase.

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 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.

Another Cooperative Extension effort is promotion and support of the *DARE to be You* (DTBY) program, which is 15-20 hour training and curriculum that is provided for working with youth ages two through 18. *DARE to be You* can be used to enhance existing programs or build new youth programs.

The DTBY program builds on the strengths of youth and develops individual assts and builds skills in

- Decision Making/problem solving
- Assertiveness/communication/social skills
- Responsibility/role modeling
- Esteem for self and others/empathy development

Research regarding DTBY has found that:

- 300 8 to 12 year-old youth in community youth groups showed significant increases in their internal locus of control, assertiveness, communication, and problem solving skills. The onset of alcohol and tobacco use also was significantly delayed when compared to control peers.
- Teachers involved with *DARE to be You* showed significant decreases in "burn-out;" increases in personal teaching efficacy, satisfaction, and sense of competence in the teacher role. Control teachers showed the opposite pattern.
- In a five-year study of 800 families, parents showed lasting increases in parental competence and satisfaction, increases in appropriate control techniques (discipline) and decreases in harsh punishment.
- Preschool youth showed a doubling of development attainment over control peers.

(Source: <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. 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 January 1, 2007, there are ten counties participating in this program: Boulder, Chaffee, Denver, Elbert, El Paso, Jefferson, Larimer, Mesa, Teller, and Weld. (Source: CDHS, Child Welfare Division, <http://www.cdhs.state.co.us/childwelfare/1451CMP.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)

In the fall of 2005, the Center for Medicare and Medicaid Services (CMS) notified the State that services provided by Residential Treatment Centers (RTCs) would no longer be eligible for Medicaid reimbursement. Through intervention by the Governor's Office and Colorado's legislative delegation, the deadline for use of Medicaid funding for the RTC program was extended until July 1, 2006. This deadline

change was contingent on the state redesigning the RTC program into program models that would be eligible for federal funding through the federal definition of residential service or for fee-for-service programs. Through the process, counties opted through a continuum of care model, to use an increasing amount of core services to provide services to children in order to preserve safe and stable least restrictive setting, and minimize the need or residential treatment. As of July 1, 2006, the new program models are: Psychiatric Residential Treatment Facility (PRTF) and Therapeutic Residential Child Care Facility (TRCCF). Children continue to receive the needed mental health and behavioral health services in residential care in the new models. *(Source: Family Preservation Program Commission Report, FY05-06)*

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.

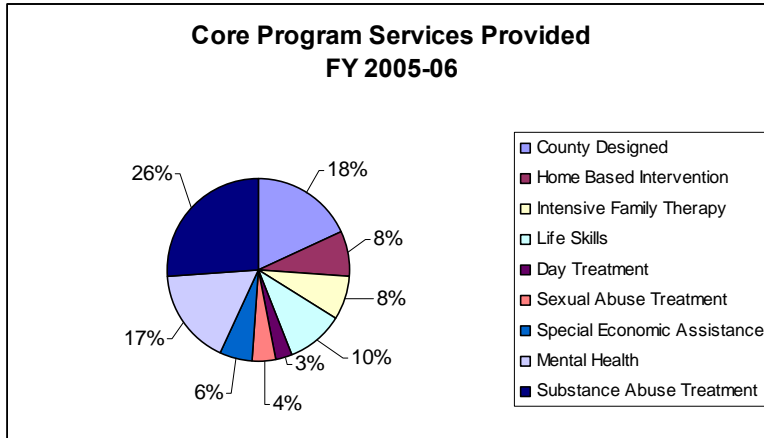
Colorado Revised Statutes (C.R.S) 26-5.3-103 defines "family preservation services" as providing assistance that focuses on family strengths. The legislation specifies the use of services that empower a family by providing alternative problem-solving techniques, child-rearing practices, and responses 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.

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)*

Core Services Program	FY02	FY03	FY04	FY05	FY06
Appropriated	\$42,565,888	\$42,124,032	\$44,742,812	\$46,242,811	\$43,402,097

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.

- 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 (optional).



The numbers of Core Services provided to Colorado's children increased significantly from 35,127 served in FY 2005 to 46,394 in FY 2006. This occurred primarily due to four driving factors. The first was the \$3,750,000 earmarked to serve adolescents in evidence-based programs. The sustainability of the allocation allowed most counties to serve additional children as they expanded their evidence based services to adolescents. Another reason was the fluctuation in Colorado Trails reporting from county departments where the manner in which data was being converted in Colorado Trails and the learning curve of the roll out of the newest Trails version may have increased services to children. The third factor was the RTC redesign that occurred in the past year. Counties expressed they were actively pursuing preventive, step-down, and reunification services for those children who would have otherwise been placed into a RTC program. Lastly, was the increased collaboration of the Core Services Program, Promoting Safe and Stable Families and the Family to Family initiatives statewide.

Core Services	FY 2002-03	FY 2003-04	FY 2004-05	FY 2005-06
Total Number of Core Services Provided	28,620	32,712	35,127 ¹	46,394 ¹

¹This number represents 19,006 children as some received multiple services based on the needs of the children and/or family. (Family Preservation Program Commission Report FY05-06)

For the FY 2005-06 report, counties were asked a series of questions to help determine the effectiveness of the Core Services Program. In responding, 97% 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 55% reported services were immediately available for the client, down from 66% in the prior year.

The FY06 statewide monthly average cost for providing Core Services was \$118.00 (down from \$123 in FY04 and \$120 in FY05). The statewide monthly average cost in out-of-home placement was \$1954.00. The cost efficiency on a per case basis shows the potential cost avoidance of \$1836.00 per month per client. (Source: Family Preservation Program Commission Report FY05-06)

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. This Division identified over 35 state and federally funded programs in Colorado which provide and/or fund prevention and early intervention services for children and youth. These programs provide a range of services designed to help children and youth avoid problem behaviors and choose healthy lifestyles. Examples of programs and services include: nutrition education, parenting classes, youth mentoring, safe and drug free school programs, suicide and injury prevention, family advocacy programs and many more.

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/ips/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).
- 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.

The Prevention Leadership Council and affiliated subcommittees completed a lot of work toward meeting the benchmarks of the goals and objectives in 2006 including efforts to coordinate training and technical assistance to communities. A survey of state agencies cataloging training and technical assistance providers was conducted and the next step is to survey the providers and catalogue who they are serving and with what type of support. By knowing what is available and by who, the state can better coordinate training and technical assistance efforts and assure that community needs are being met.

ASPIRE, a web-based system was developed and provides data related to problem behaviors for use by communities (<http://www2.omni.org/aspire.php>). The data is populated by the state agencies that own the data such as the Health Department Data and has been provided to communities for use in planning. Some mechanisms to ensure collaborative planning amongst service providers, community groups, and state agencies were also put into place. In addition, by utilizing CO KIT, a web-based reporting system used by multiple state agencies, the state was able to provide outcome information on at least two of the state-funded youth serving programs. Efforts are on the way to analyze other program data for both federal and state programs.

A two-day symposium was also held where service providers, community groups and state agencies participated in various discussion groups and working sessions. The mixture of the audience and the structure of the symposium was the beginning of establishing relationships and trust amongst all the players to foster further collaboration and planning.

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

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

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 dropout 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. 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 and TGYS was able to fund only 22 programs.

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 (which served 39,190 persons) 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 and in FY 2005-06, a total of \$3,204,745 was allocated to 54 grantees representing 114 agencies. An additional \$172,165 was allocated to OMNI Institute (OMNI) for evaluation, technical assistance and monitoring services. TGYS grantees served 27,931 children, youth and parents, exceeding the projection by more than 4,000 participants. Of this total, 24,750 of the individuals served were children and youth, and 3,181 of the individuals were parents.

Tony Grampsas Youth Services (TGYS) Program	FY01-02	FY02-03	FY03-04	FY04-05	FY 05-06
Appropriated	\$8,862,029	\$1,200,000	\$4,000,000	\$3,491,558	\$3,487,921

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 not 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 October 2006 report to the joint health and human services committees of the state legislature, there are an estimated 30,000 adolescent substance abusers (ages 12-17) in Colorado. In FY2006, ADAD reported 4,758 youth ages 18 and under were admitted to publicly funded programs, an increase from 2004 when 4,068 youth were served, indicating that approximately 15% of those needing treatment actually received it. In addition, there were 1,166 alcohol-related emergency room visits by youth under the age of 21 in 2005, a 54% increase from the prior year. This again is troubling when comparing costs for these visits versus detoxification services. One emergency room episode costs approximately \$900-\$1,100 and detox \$250/day with youth seldom needing more than one day.

The number of youth with unmet substance abuse treatment needs is troubling when looking at potential ramifications to the juvenile justice system. Of the youth committed to DYC in FY 2005/06, 65% of the females and 59% of the males were assessed as in need of treatment level services. 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. Studies show drug treatment reduces drug use by 40 to 60 percent and significantly decreases criminal activity during and after treatment. Although substance abuse treatment can significantly reduce further penetration into the juvenile justice system; recent reductions in these services will likely increase the need for more costly programs in future years.

- In FY 2005/06, commitment of one youth in Colorado's Division of Youth Corrections costs an estimated \$65,255 per year (\$178.78/day). In that year there were 1,453.4 juvenile offenders committed to the Division of Youth Corrections costing Colorado \$94,841,181 per year.

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:

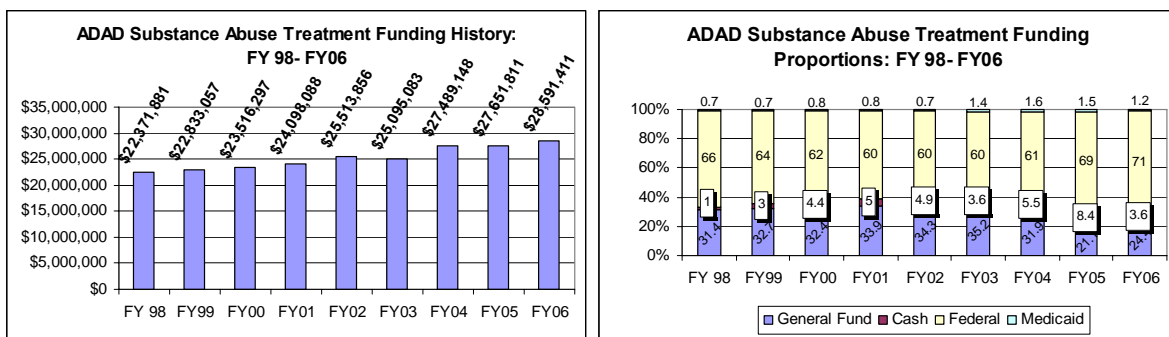
- 26.9% reported that they rode in a car or other vehicle driven by someone who had been drinking alcohol one or more times during the past 30 days;
- 11.0 % reported that they drove a car or other vehicle when they had been drinking alcohol one or more times during the past 30 days;
- 47.4 % reported 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.

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 Substance Abuse Treatment Funding History	FY02	FY03	FY04	FY05	FY06
Allocated for ALL * treatment populations	\$25,513,856	\$25,095,083	\$27,489,148	\$27,651,411	\$28,591,411

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



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. In 2005 legislation was passed (HB 05-1015) giving the Department of Health Care Policy and Financing (HCPF) authority to seek approval from the federal government to create a Medicaid-funded outpatient substance abuse treatment benefit which was implemented in July of 2006.

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

Because of the comprehensive data review and community planning activities by communities participating in the SPF/SIG process, Colorado's 2006 Title V grant process was opened up to those who completed their community planning and who were not previous Title V grant recipients.

Colorado continues to participate with this university (University of Washington) based study along with six other states. In Colorado, an experimental community has been chosen to study the prevention of youth substance abuse through the development and funding of the **Communities That Care** operating system. Outcomes will be compared with a similar control community that is not implementing that system of training and technical assistance. Prevention staff participate in regularly scheduled conference calls, annual meetings and in the Advisory Committee that provides assistance to 12 community action plans in the seven states to ensure both the experimental and control communities participate in student surveys.

Enforcing Underage Drinking Laws (EUDL)/Department of Revenue

The 2007-09 grant will be the third year that the Colorado Department of Revenue, Liquor Enforcement Division (LED), has been designated as the state government unit responsible for administration of this grant. The LED has primary responsibility for enforcing State liquor statutes and regulations, and licensing beer and liquor establishments throughout the State of Colorado. The LED 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 focus of grant activities for 2007-09 will continue to 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 (LED) will focus on the following efforts:

1. Maintaining a EUDL support emphasis within the LED to provide training and assistance to local law enforcement agencies. The LED is the lead agency at the state level with responsibility for enforcement of underage drinking laws, and receives requests from local law enforcement agencies for training, assistance with party patrols, and assistance with compliance checks. The LED's continued emphasis on supporting enforcement of underage drinking laws will enable the Division to continue respond to more of these requests. EUDL grant money has enabled the LED to increase underage enforcement and training activities and assistance to local law enforcement agencies. The results from the first two years of this grant are that the LED has greatly expanded its local presence and the EUDL program has become statewide.
2. Providing sub-grants to local law enforcement agencies to enforce compliance with underage drinking laws. The sub-grants will continue to focus on enforcement, requiring collaboration of enforcement with community-based programs such as colleges, schools, community coalitions, and alcohol prevention and treatment programs. Sub-grantees will not be allowed to discriminate against faith-based organizations when subcontracting elements of their EUDL awards. 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 sub-grant 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 fund 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 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.

In 2006, the Colorado General Assembly ‘restored’ nearly all the funding cuts made to the community mental health budget in the past several years (HB06-1385). Buoyed by the passage in November 2005 of Referendum ‘C’, the legislature was able to appropriate over \$7.6 million, including appropriating additional, supplemental funds for FY 2005-06 and provider ‘cost of living adjustments’ (COLA). In addition to the COLA, the two largest increases were for the: Services to the Medically Indigent (primary line item for services to the non-Medicaid eligible), and Early Childhood Mental Health Specialists (a program initially approved in 2003, but fell victim to veto due to the budget crisis). The Medicaid Community Mental Health program (also known as “capitation”) also received an appropriation of \$178.2 million for FY 2006-07, an increase of \$13.1 million over the FY 2005-06 appropriations of \$165.0 million.

Prior to restoration of funds in 2006, Colorado had reduced General Fund support for mental health services for the medically indigent by 23 percent since FY2002. Children represented 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 showed that there were more than 30,000 children in Colorado with serious emotional disturbances who were 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.

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 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.

In the 2000 legislative session, **HB 1033** also created the **Legislative Task Force for Persons with Mental Illness in the Justice System (MIJS)**. 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 2006, the Oversight Committee supported passage of SB 06-005 which prohibited private, commercial insurance plans from denying payment for an otherwise covered mental health benefit solely because the treatment is court ordered which had been identified as a barrier to juveniles receiving appropriate services when involved in the juvenile justice system.

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 nations 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 MIJS 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.

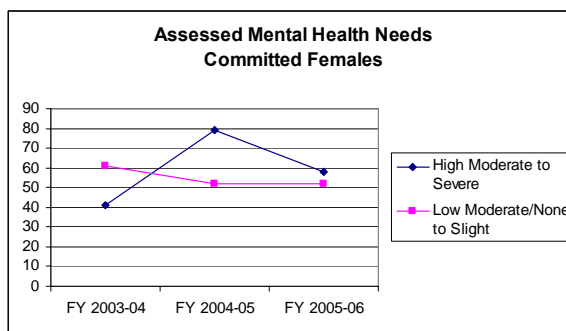
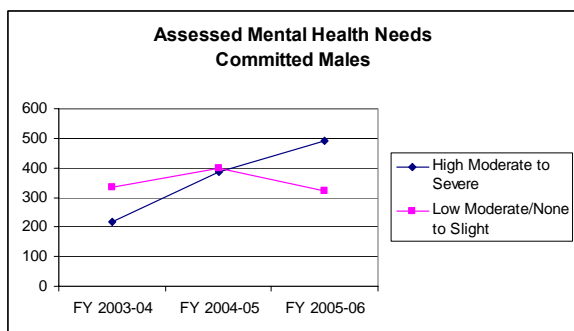
In July of 2006, **Colorado's Juvenile Justice State Plan for Youth with Mental Health Issues and Co-Occurring Disorders** was published. The Plan was developed in partnership with the Juvenile Justice and Mental Health Subcommittee; the Juvenile Justice and Delinquency Prevention Council, the Colorado Department of Human Services – Division of Mental Health, the Colorado Department of Public Safety – Division of Criminal Justice, State Judicial Branch – Office of the State Court Administrator, the Federation of Families for Children's Mental Health ~ Colorado Chapter, the 22 Judicial Districts in Colorado, the Mental Health Centers of Colorado, the House Bill 2004-1451 coordinators (some of whom are also the family preservation core services coordinators), and participants at regional community, family, and youth meetings around the state.

The Plan was built upon the 2005 Framework process and incorporated research and engagement that focused on solutions to the juvenile justice system's problems in meeting the needs of youth with mental health issues and co-occurring disorders. The Plan contains 21 recommendations related to planning, policy, and financing at the state level. The recommendations cover key policy and financing issues that relate to the broader system infrastructure, programmatic issues addressing specific strategies, and capacity building recommendations to increase state capacity for systems change. The recommendations provide guidance and direction toward statewide improvement of the juvenile justice system including creating more equitable and comparable services and court processes across jurisdictions. In essence, the intent of the recommendations is to provide direction to the state in the development of statewide infrastructure to enable local improvement through the strategies.

The Plan contains a collection of 47 strategies that address the systemic infrastructure and financing, service delivery approaches, court processes, entry into and transition out of the system, and other key issues within the juvenile justice system. The strategies are intended to help local communities enhance their current juvenile justice systems through incremental steps that will lead to better outcomes for youth, families, and communities. The strategies were identified as a result of a comprehensive interview and community meeting process and every strategy in the Plan is already successfully underway in at least one community in Colorado. The strategies are backed-up by national research including evaluations of similar programs around the country.

The Plan provides a comprehensive snapshot of the successful and innovative strategies being used in Colorado to meet the needs of this population of youth and while the intent of the Plan is to provide a clearly defined picture of the best of "what" the juvenile justice system could be in Colorado, the specifics of "how" to accomplish this still needs to be determined. The MIJS Task Force must provide leadership to ensure the plan helps to inspire and support capacity building and systems change at the state level that may then enable local communities to better meet the needs of these youth. To accomplish this, the Task Force, in partnership with state, local community, and consumer leaders, is working to prioritize the recommendations and strategies in the Plan and work to develop an action plan that ensures the successful implementation and sustainability of the vision in the Plan. Leadership is critical to the implementation of all of the strategies and recommendations and to enabling systems change to better meet the needs of youth with mental health issues and co-occurring disorders at risk of involvement and/or involved in the juvenile justice system in Colorado. (*Colorado's Juvenile Justice State Plan for Youth with Mental Health Issues and Co-Occurring Disorders*, <http://www.csi-policy.org/documents/JJMHPFinalPlanOct2006.pdf>)

Colorado **LINKS for Mental Health** (Linking Interagency Networks for Kids' Services) is an initiative seeking to create partnerships between state agencies and community groups working in the kids' mental health system. In 2006, the initiative brought together key stakeholders who collectively identified over thirty different interagency planning groups working on kids' mental health, health, substance abuse, and other youth issues. The LINKS Guidebook, published in December of 2006, is one of the outcomes of that meeting. Participants expressed an interest in knowing more about the different entities working on similar issues and the guidebook enables organizations to *identify other planning groups* working on youth health, mental health and co-occurring issues, so as to create opportunities to collaborate and avoid duplication in efforts. (<http://www.csi-policy.org/documents/LINKSGuidebookFinal012607.pdf>)



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. In FY 2005/06, this rose to 59% with 548 of the 924 assessed youth indicating high moderate to severe mental health needs, including an increase from 49% in FY 2004/05 to 60% in FY 2005/06 for males.

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, found on pages 100-101, 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.

Juvenile Arrests- CY 2005	Population 10-17*		Juvenile Arrests**	
	#	%	#	%***
Total	521558	100.00%	47596	100.00%
White	361536	69.32%	22592	47.47%
Black	26998	5.18%	6728	14.14%
Hispanic	114074	21.87%	17540	36.85%
Other minorities (Asian, Native American, Other)	18900	3.62%	736	1.55%

* Source: Colorado Department of Labor, State Demography Office

** Source: Colorado Bureau of Investigation, Crime in Colorado 2005

*** Racial Breakouts estimated using Race/Ethnicity data extracted from the Colorado Criminal History database. These percentages very closely match the racial distribution in the 2006 NIBRS data, which are incomplete at this time.

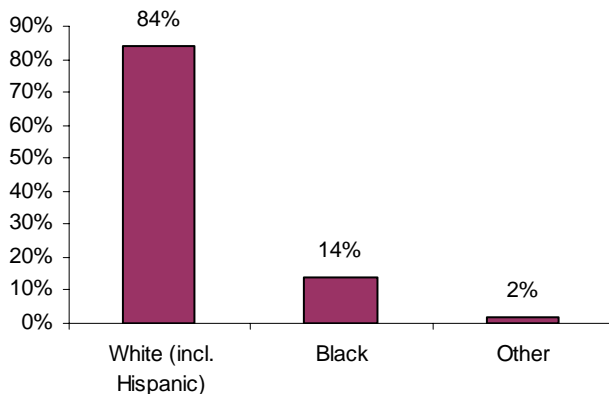
What do we know about juvenile crime? According to the 2004 Crime and Justice in Colorado Report, published by the DCJ Office of Research and Statistics, we know that:

- 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.

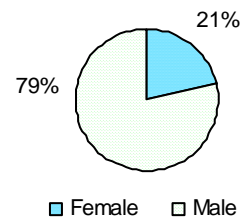
In Colorado in 2002, the **juvenile violent crime arrest rate** was 213 per 100,000 residents ages 11-17, lower than the national rate of 295. However, the arrest rate for weapons offenses was 144, significantly higher than the national average of 105. The arrest rate for drug crimes was especially high,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

The demographic characteristics of juveniles arrested in FY05 reflect those of adults. Most arrested youth are male (79%) and 84 percent are white (including youth of Hispanic ethnicity). Black and other minority youth represent 16 percent of all juvenile arrestees. The average age of juveniles arrested is 15.4, with a median age of 16. Only 25 percent of youth arrested are the age of 14 or under. Increasing age corresponds with increasing numbers of arrests. Over half (55%) of juvenile arrestees are 16 or 17 years of age.

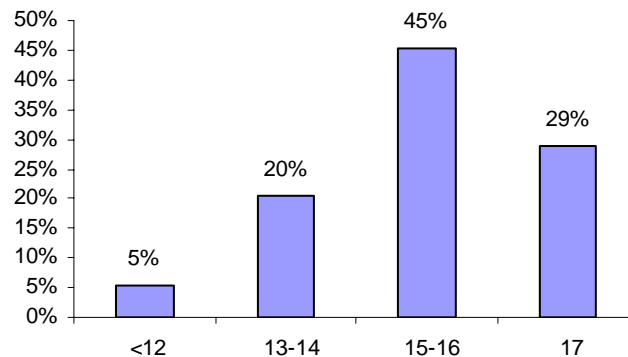
SFY 2005 Juvenile Arrests by Race



SFY 2005 Juvenile Arrests by Gender



SFY 2005 Juvenile Arrests by Age Group



Source: Colorado Justice Analytics Support System

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.

Another important resource to law enforcement officers is 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.

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 no 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 1,800 officers -- more than any other state since inception three and a half years ago. Fourteen counties and 63 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 4% of mental health calls involving a CIT officer have resulted in an arrest.
- Over 96% 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.

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. 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. As of December 31, 2006, two CIC classes were held, training 54 officers. Based on feedback from the pilot course participants, the CIC classes were expanded from two to three days, allowing for more experiential learning time through increasing the role playing scenarios. Evaluation of the program already is showing improved access to care and treatment for children, adolescents and their families.

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.

Diversion is defined in the Colorado Children's Code (§19-1-103(44), C.R.S.) 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 by the non-profit sector 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.

Diversion of a juvenile or child may take place either at the pre-filing level as an alternative to filing of a petition pursuant to C.R.S. 19-2-512 or at the post adjudication level as an adjunct to probation services following an adjudicatory hearing pursuant to C.R.S. 19-3-505 or a disposition as a part of sentencing pursuant to C.R.S. 19-2-907. For the **pre-adjudicated** youth population, juvenile diversion focuses on the diversion of non-violent and youth first appearing at the district court level from the court system and probation caseload by supporting the formal pre-file diversion processes and programs in district attorneys' offices (or delegated to local non-profit youth service agencies) that reduce the number of cases that appear before the court; case management and services to youth who receive a deferred adjudication, informal adjustment, or an adjudication dismissed without prejudice, in coordination with probation to reduce their caseload responsibilities; and for those youth on formal probation, the provisions of accountability (restitution, community service, victim/offender mediation), competency and treatment services to lower risk-level youth to insure their successful completion of short-term probation thus preventing further penetration into the system.

For the **post-adjudicated** youth population, local agencies, both district attorneys' offices and non-profit youth serving agencies, use state juvenile diversion funded services to assist lower-risk probation youth meet the conditions of probation such as restitution and community service (as well as other competency and treatment services) that cannot be met financially by probation funds. SB94 (alternatives to detention) efforts are accessed at the higher-risk end of probation youth, those at risk of revocation due to re-offending or failing to meet more intense conditions of probation. According to local practice and criteria, charges against the juvenile are filed by the district attorney's office. However, based either on the prosecutor's request or action by the court, the juvenile is offered an informal adjustment or deferred adjudication, after admission of guilt and agreement to comply with court conditions. Although the juvenile may technically be on probation, a formal agreement from the court delegates supervision and other diversion services to either the district attorney's juvenile diversion program or a community-based agency.

After 20 years of stable funding, in FY 2002-03, state funding of \$2.5 million for juvenile diversion was vetoed from the state appropriations bill and reverted to the state General Fund to help address the state budget shortfall. 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 FY 2001-02, 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 a majority were between 15 and 17 years old. That year juvenile diversion clients completed 80,215 hours of community service and paid \$699,795 in restitution. 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 and 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.

In FY 2006-07, juvenile diversion funding was partially restored at \$1.2 million. Using a competitive grant process, the Division of Criminal Justice (DCJ) awarded these funds to 22 Juvenile Diversion programs located in 18 judicial districts across the state. The total number of youth that these programs intend to serve is 2,972. Programs which received FY 2006-07 Juvenile Diversion Program funding are located in: 11 District Attorneys' Offices; 1 Police Department; 1 City office; and 9 Community Based Organizations. Local programs are required to match the cost of the program at 25% through in-kind or cash support.

Detention/Senate Bill 94- Alternatives to Detention

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 services. 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, either 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 that include:

- Except in the case of a mandatory felony hold, the intake screener, based on local policy may be 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. These types of facilities 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 that 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.

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.

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 experienced budget reductions or even outright elimination. In FY 2004-05 \$1 million was restored to the program. In FY 2005-06, the Colorado General Assembly provided another \$1 million increase in the appropriation for SB 94. Although this did not completely reverse the previous reductions (remains a 23% reduction from FY 2003-04 to FY 2005-06), it did represent an increase in district programs' ability to provide additional services. Local programs were asked to address how these additional funds would be used with an increased emphasis on funding treatment and restorative services compared to previous years. *(Source: SB 94 Annual Reports FY 2004-2005 and FY 2005-2006, by the TriWest Group for the CDHS/Division of Youth Corrections)*

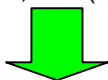
The SB 94 Program has successfully reduced the use of secure detention in DYC facilities over the past thirteen years and DYC continues to champion the General Assembly's vision of establishing community alternatives to secure detention by supporting Judicial District SB 94 Programs to successfully implement 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 2005-2006

Total Juvenile Population
521,508 (100%)



Juvenile Arrests
47,596 (9.1%)



Detention Screens
12,453 (2.4%)



Detention Admissions
10,698 (2.1%)

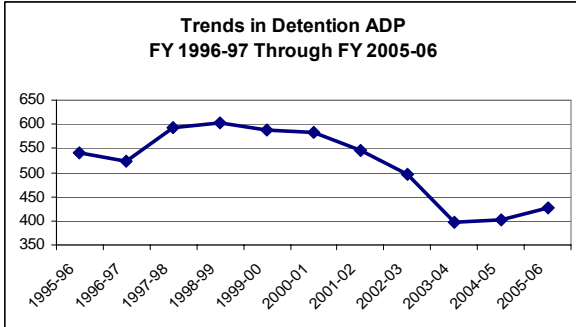
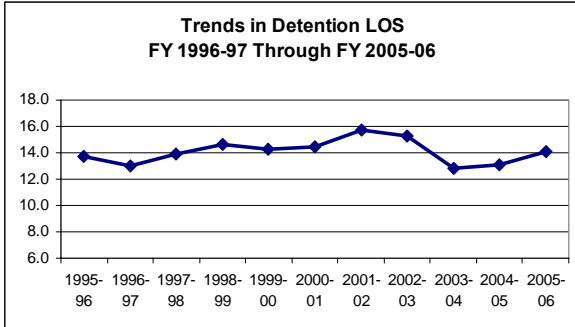
Youth Held in Detention (including staff secure)							
	FY 99-00	FY 00-01	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06
New Admissions	15,294	14,921	16,310	14,059	11,148	10,970	10,698
Average Length of Stay (days)	14.3	14.5	15.7	15.3	12.8	13.1	14.1
Average Daily Population (ADP)	589.1	583.0	545.0	497.1	396.2	402	426.3
Number of Youth Served (unduplicated)	8,799	8,899	8,916	8,242	7,290	7,252	7,215

Source: Division of Youth Corrections Research and Evaluation Unit

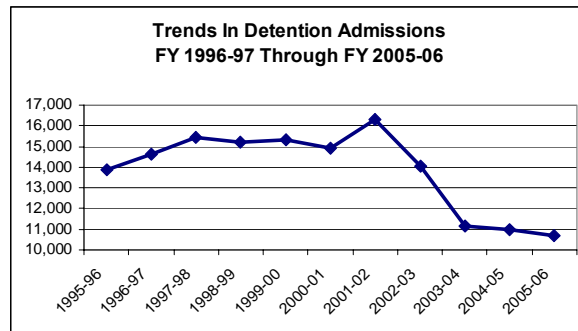
Fiscal Year 2005-06 was the second full year of detention operation under the legislative, statewide cap of 479 youth. The detention population increased 6.0% from the FY 2004-05 ADP of 402.0, which brought the fiscal year average up to 426.3 youth. Ninety-five percent of detained youth were held in state-operated facilities. Since the detention cap was implemented, there has been a decreased reliance on privately operated placements. Only 5% of this year's ADP was detained in a contracted secure or staff-secure facility. The average length of stay (LOS) for a youth in detention increased by one full day, or 7.6%, from last year's 13.1 LOS. The LOS increase corresponds with the increase in ADP. The number of clients served followed a four-year trend of decline, however the decrease of less than one percent for the past 2 years is markedly smaller than the eight and twelve percent decreases experienced in the first 2 years of the 4-year trend. (Source, Division of Youth Corrections, Research and Evaluation Unit, Management Reference Manual, FY 2005-2006)

Detention Trends	FY 2004-05				FY 2005-06			
	New Admits	%	ADP	LOS*	New Admits	%	ADP	LOS*
Male	8385	76.4%	325.6	13.9	8304	77.6%	349.7	14.8
Female	2585	23.6%	76.4	10.5	2394	22.4%	76.6	11.4

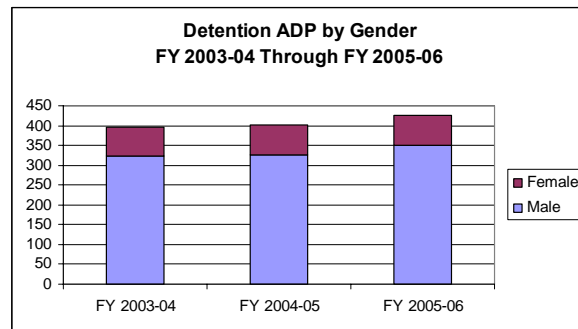
The detention admissions are also following a four-year trend of decline. Smaller declines were experienced in Fiscal Year 2005-06 and 2004-05, 3% and 2% respectively, while much larger declines of fourteen and twenty-one percent were seen in the two previous years. The number of new admissions to detention in FY 2005-06 hit a 17-year low. The number of new admits has not been this low since FY 1989-90, when there were 10,669 new detention admissions. Detention admission decreases were expected following the statewide capping legislation, as only the most serious youth offenders are held in detention, excluding the admission of truants, status offenders, and other less serious offenders. (Source, Division of Youth Corrections, Research and Evaluation Unit, Management Reference Manual, FY 2005-2006)



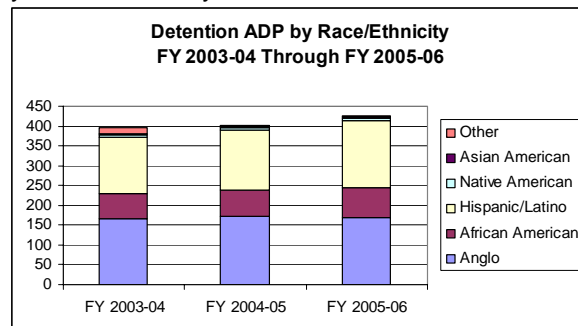
Source: Division of Youth Corrections Research and Evaluation Unit



What do we know about the juveniles being served in detention? Girls represent 22% of the admissions into detention, which represents a slight decrease from FY 2004-05 admissions.



Although white youth, ages 10-17 represent 70% of the Colorado youth population, they represent only 42% of the detention population in FY 2005-06. Alternatively, Hispanic youth who represent 21% of the Colorado youth population represent 39% of the detained population and black youth who represent 5.3% of the Colorado youth population represent 16% of the detained population. Three-year trends show the percent of Hispanic/Latino and African American male new admits steadily increasing. Length of stay is highest for Native American youth at 15.5 days.



Detention Trends	FY 2004-05				FY 2005-06			
	New Admits	%	ADP	LOS*	New Admits	%	ADP	LOS*
White	4866	44.3%	171.9	12.6	4541	42.4%	169.3	13.2
African American	1720	15.7%	65.9	13.8	1720	16.1%	75.8	15.1
Hispanic	4034	36.8%	151.4	13.5	4131	38.6%	169.3	14.6
Native American	142	1.3%	6.4	16.3	151	1.4%	6.4	15.5
Asian-American	64	0.6%	1.9	11.7	64	0.6%	2.6	14.0
Other	144	1.3%	4.5	11.1	91	.9%	2.8	11.0

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

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 that 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 that 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

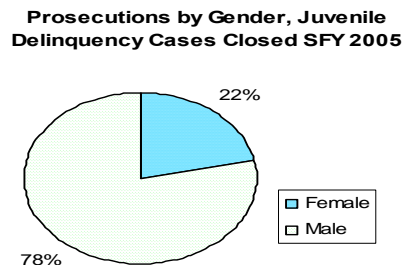
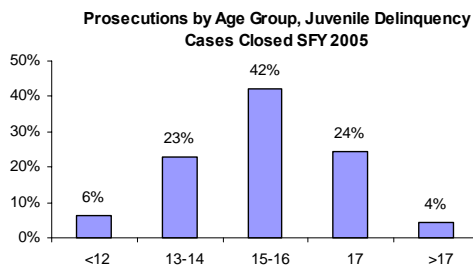
A requirement of the SB 94 application is for districts to cite efforts underway to actively address the issue of minority overrepresentation, including service coordination, membership in MOR committees specifically empowered to address this issue, family advocacy, efforts to address truancy, staff training, and increased access to bilingual staff. Many districts reported a great deal of progress, but also acknowledged that minority overrepresentation remains an ongoing issue that must continuously be addressed.

Filing/District Attorneys

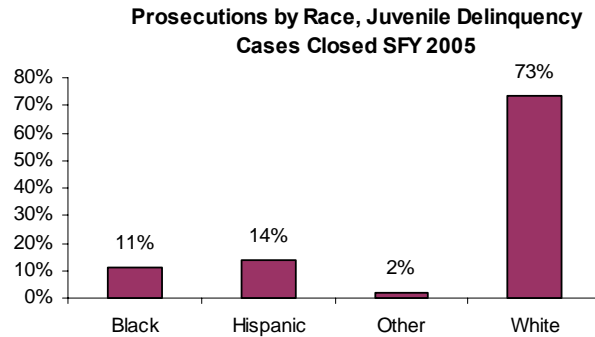
Either at intake or after failure on diversion, the DA can proceed with a formal **filing of a delinquency charge** in district court. Juvenile delinquency cases filed statewide have decreased in number:

District Court Juvenile Delinquency Filings				
SFY 2001/02	SFY 2002/03	SFY 2003/04	SFY 2004/05	SFY 2005/06
17,675	17,179	15,981	15,156	14,926

Source: Judicial Department Annual Reports FY 2002-2006



Who gets **prosecuted**? Of the juvenile delinquency court cases closed in SFY 2005, the majority of prosecutions were on male (78%) and white (73%) offenders. Hispanic juveniles represented 14 percent of court cases. Black juveniles represented 11 percent. The average age of juveniles filed on was 15.3 Six percent of juveniles with cases filed were under 12. Over half (66%) of juveniles with cases filed were between the ages of 15 and 17.



Source: Colorado Justice Analytics Support System (CJASS).

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.

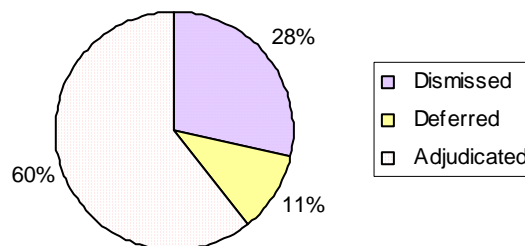
Highest percentages of delinquency filings by type of case

Case Type	SFY 2003/04		SFY 2004/05		SFY 2005/06	
	# of Cases	% of Total Cases	# of Cases	% of Total Cases	# of Cases	% of Total Cases
Assault	1928	12.06	1912	12.62	1934	12.96
Burglary	1400	8.76	1339	8.83	1323	8.86
Crim Mis	1268	7.93	1148	7.57	1199	8.03
Drugs	1055	6.6	1078	7.11	1139	7.63
Theft	3010	18.83	2724	17.97	2396	16.05
Trespass	1063	6.65	945	6.24	788	5.28
Other	6257	39.17	6010	39.66	6147	41.19
Total	15981	100	15156	100	14926	100

Source: Judicial Dept Annual Reports FY 2004-FY2006; Top 6 crime types reported

Who gets **adjudicated**? The outcome of juvenile delinquency cases prosecuted is most often adjudication (60%), followed by dismissals (28%). Relatively few cases result in deferrals (11%).

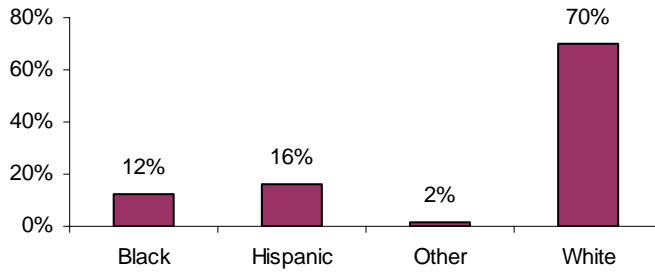
**Dispositions of Juvenile Delinquency
Cases Closed SFY 2005**



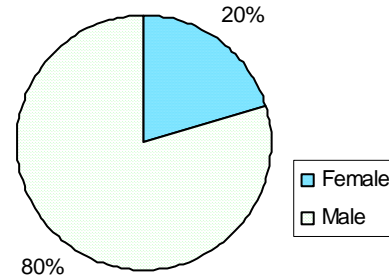
Source: Colorado Justice Analytics Support System (CJASS).

The majority of juveniles adjudicated were male (80%) and white (70%). Hispanic juveniles represented 16 percent of convictions, while black juveniles represented 12 percent of convictions. The average age of juveniles convicted was 15.4 years. Five percent of juveniles convicted were under 12 while over two-thirds (69%) were ages 15 through 17.

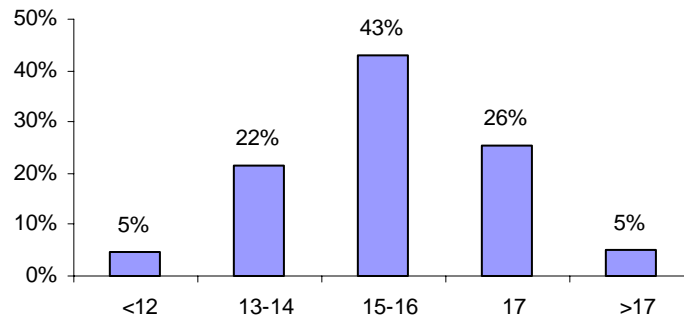
Adjudications by Race, Juvenile Delinquency Cases Closed SFY 2005



Adjudications by Gender, Juvenile Delinquency Cases Closed SFY 2005



Adjudications by Age Group, Juvenile Delinquency Cases Closed SFY 2005



Source: Colorado Justice Analytics Support System (CJASS).

INTERMEDIATE SANCTIONS

Adjudication/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.

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 \$15,000.

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 may be appointed. Although juveniles have a right to access to counsel, there is concern that the quality of that counsel may be hindered by caseload 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 Challenge grant developed and piloted 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. This 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)

In delinquency cases, a **Guardian ad Litem (GAL)**, child's representative or court appointed 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, or 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, 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 and probation projections through FY 2112 indicate that caseloads will slightly increase.

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.

Regular Juvenile Probation					
	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06
New probation cases	7,600	7,764	6,823	5,983	7,550
Successful Probation Terminations	73%	72%	69%	68%	70%
Revoked – Unsuccessful Probation Terminations**	20%	21%	23%	24%	23%

**This number includes revocations from probation supervision for a technical violation, new misdemeanor, or a new felony. Unsuccessful Probation Terminations do not include those juvenile’s who have absconded from supervision. Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2005- June 2006

Successful terminations from regular probation between FY 02 and FY 06 have remained stable at around 70%. In addition to gender balance remaining constant at 78% male and 22% female, the length of stay a juvenile is under supervision has also been relatively stable with majority terminating between 0 and 12 months.

Length of Stay on Probation at Termination			
	0-12 months	13-24 months	More than 24 months
01/02	56%	30%	14%
02/03	60%	27%	13%
03/04	60%	28%	12%
05/06	57%	30%	13%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2005- June 2006

Although there has been some improvement, the impact of the funding cuts in FY 2002 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. Some of the larger districts are able to provide these services on some level, while others 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 continues to feel 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.

The goal of the Judicial Department's **Juvenile Intensive Supervision Probation (JISP) Program** is to provide an additional sentencing option for the adjudicated juvenile offenders who represent a high risk of future placement at correctional or residential facilities. The program shall balance community protection with the juvenile's needs, through a continuum of services which emphasize assessment, probationer accountability, and competency development.

The JISP Program was implemented in FY 1991 as a community sentencing option for selected high risk juvenile offenders. As a result of its proven effectiveness the General Assembly approved expansion of the program sufficient to allow its existence in all 22 judicial districts. The program is designed to deliver intensive case management to include monitoring of school progress, referral for remedial educational assistance, home visits, electronic monitoring, drug testing, skill building and treatment services, as required. There are 27.25 FTE JISP officers and the number of juveniles assigned to a JISP officer is capped at 18. In FY 2006, 223 juveniles successfully completed the program who might otherwise have served sentences in the Division of Youth Corrections.

Juvenile Intensive Supervision Probation (JISP) Program			
	FY 03-04	FY 04-05	FY 05-06
New JISP Cases	399	560	611
Successful JISP Terminations	51%	49%	45%
Revoked – Unsuccessful JISP Terminations**	40%	44%	47%

**This number includes revocations from probation supervision for a technical violation, new misdemeanor, or a new felony. Unsuccessful Probation Terminations do not include those juvenile's who have absconded from supervision. Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2005- June 2006

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.

Detention Sentences by Type and Gender (Approximately 20% in Detention)								
	Males				Females			
	98/99		00/01		98/99		00/01	
	Number	%	Number	%	Number	%	Number	%
Delinquent	169	1.5	223	1.9	47	1.3	70	2.1
Probation	1,278	11.0	1,443	12.5	328	9.2	390	11.7
Municipal and Contempt	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 11 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.

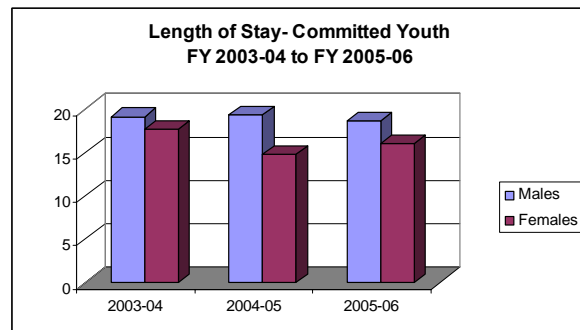
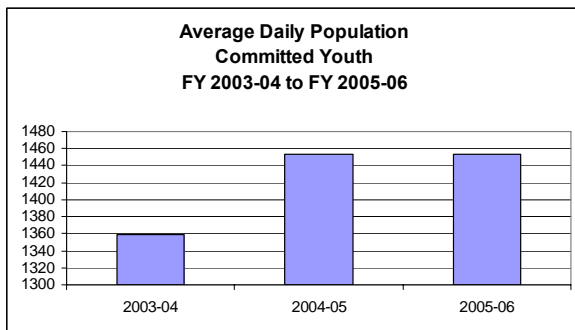
The decision as to where committed juveniles are placed lies with the DYC. Within 30 days of commitment, juveniles are examined and evaluated. Assessment instruments include the (Colorado Juvenile Risk Assessment (CJRA) a validated risk assessment; the Woodcock-Johnson educational assessment; the Massachusetts Youth Screening Instrument, a mental health screening; the SUS-1A (Substance Use Survey), CCAR (Colorado Client Assessment Record), 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, privately contracted

residential facilities, training schools, conservation camps, diagnostic and evaluation centers, halfway houses (youth are not placed in halfway houses, for adults only), nonresidential transitional programs, community alternative programs and day reporting/treatment centers (day treatment programs). 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.

In December 2005, Legislative Council Staff (LCS) and the Division of Criminal Justice (DCJ) released their last set of projections. At this time, each agency had predicted stable and continued growth for Division's commitment ADP. However, since the release of the December 2005 projections, the Division has embarked upon the Continuum of Care (CofC) Initiative. One of the expected outcomes of the Continuum of Care Initiative was the gradual reduction of commitment ADP as youth transition from residential placements into the community. The impact of Continuum of Care is reflected in the growth rate of last year's commitment ADP. The average daily residential population (ADP) experienced a diminutive decrease (-0.1 ADP), from 1453.5 youth in FY 2004-05 to 1,453.4 youth in FY 2005-06. Prior to last year, it had not been since FY 1986-87 that Commitment ADP has experienced a negative growth rate.



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

What do we know about the youth committed to DYC?

Ethnicity

- The majority of new commitments have historically been Anglo, Hispanic/Latino and African American youth respectively, and this holds true for FY 2005-06. This year's ethnic distribution was 40% Anglo, 39% Hispanic and 18% African American.
- There is a trend arising that shows the percentage of Anglo new commits going down and the percentage of Hispanic/Latino new commits going up. This is apparent for both the male and female populations.

Commitment Trends	FY 2004-05		FY 2005-06	
	Males	Females	Males	Females
White	42.3%	52.9%	38.5%	51.8%
African American	16.9%	16.4%	18.4%	14.3%
Hispanic	37.5%	25.0%	39.8%	30.4%
Native American	2.0%	4.3%	2.4%	1.8%
Asian-American	0.5%	0.0%	0.2%	0.9%
Other	0.7%	1.4%	0.6%	0.9%

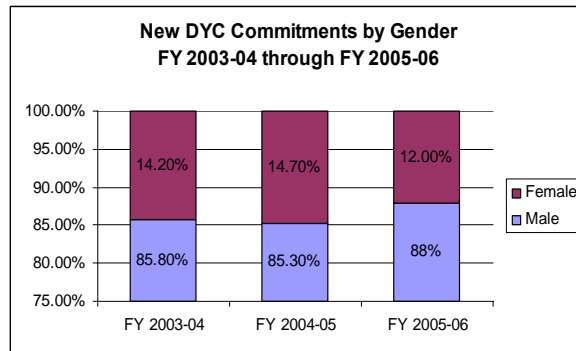
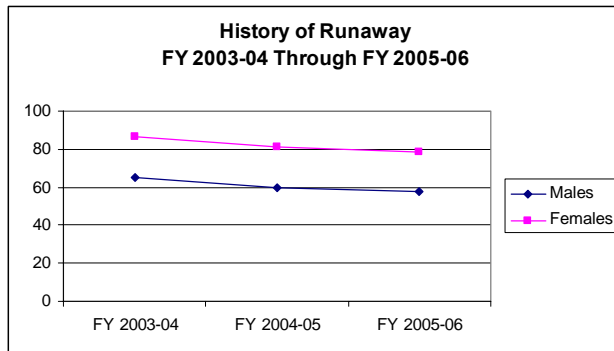
Source: Division of Youth Correction, Research and Evaluation Unit

Gender

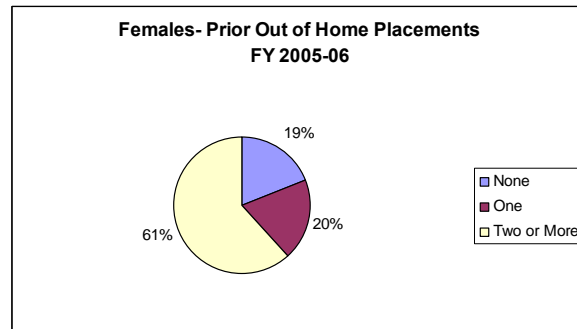
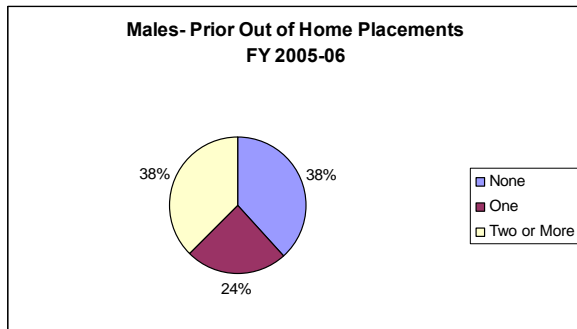
- The percentage of male new commitments remained fairly constant, with only a 1% increase from last year; however, there was a significant change in female new commitments. There was a 20% decrease in the number of female new commitments in FY 2005-06, 112 compared to 140.

	FY 2004-05			FY 2005-06		
	New Admits	%	ADP	New Admits	%	ADP
Male	810	85.3%	1271.2	821	88.0%	1268.4
Female	140	14.7%	182.3	112	12.0%	185.0

- Females represent 12% and males represent 88% of the new commits for FY 2005-06. In FY 2004-05, the breakdown was 15% and 85% respectively.
- The percent of females with a runaway history has been declining over the past few years: from 86% in FY 2003-04, to 81% in FY 2004-05, and now 79% in FY 2005-06. The percent of males with a runaway history has also decreased to 58% in FY 2005-06. In FY 2004-05 it was at 59% and 65% in FY 2003-04.

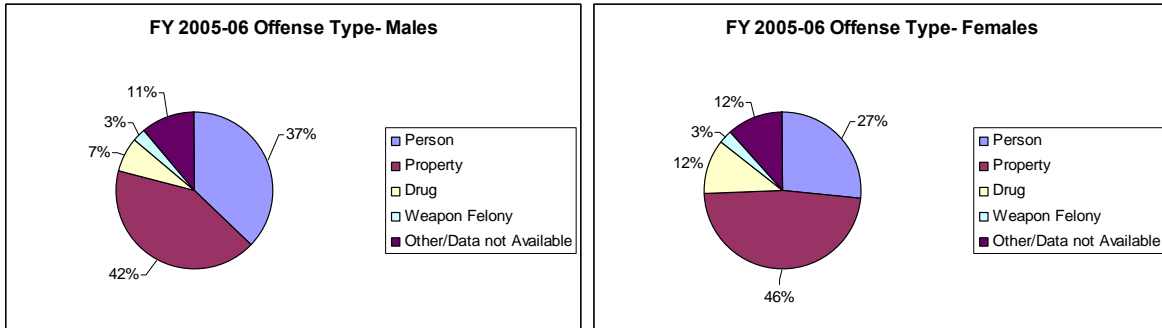


- The male and female ADP has not experienced much change since last year. Female ADP has grown 1.5% since FY 2004-05, while the male population has decreased by only .2%.
- While sixty-four percent of youth had one or more out-of-home placements in FY 2005-06, a 5% decrease from FY 2004-05, one can see a gender difference as 81% of females had one or more out-of-home placements versus 62% of the boys.



- Sixty-nine percent of newly committed youth had one or more prior adjudications, which is very close to 70% found in FY 2004-05. But, there is a significant gender difference with only 29.4% of the males being committed on their first adjudication and 42.9% of females. If such a large percentage of the girls were committed on their first adjudication, was the offense type more serious? Data shows that commitment offenses were fairly similar with two notable differences: 37% of the boys were committed due to a persons charge (vs. 27% of the girls) and conversely, 46% of the girls were

committed due to a property offense (vs. 42% of the boys). Females were also more likely to be committed on a drug charge (11.6%) than males (7%).

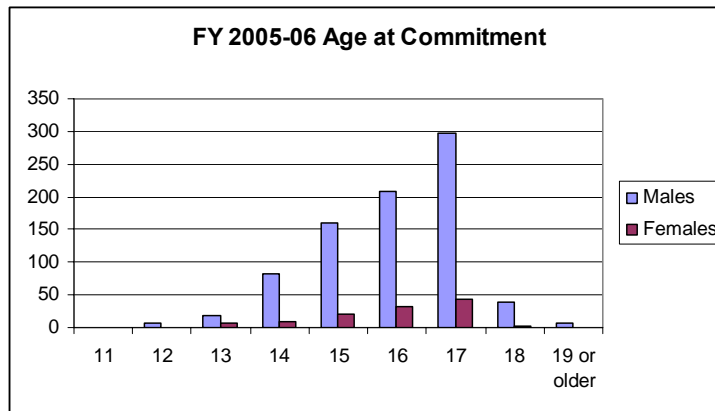


Commitment Offense	Person	Property	Drug	Weapon	Other/NA
Juvenile Females	26.8%	47.4%	11.6%	2.7%	11.7%
Juvenile Males	37.3%	41.7%	7.0%	2.9%	11.1%

Source: Division of Youth Correction, Research and Evaluation Unit

Age

- The average age at commitment was 16.4 years, down from 16.5 over the past two years. This figure had remained stable at 16.4 from FY 1998-99 to FY 2000-01.
- The average age at first adjudication was 13.8 years for males and 14.3 years for females.
- Thirty-seven percent of youth were 17 years old at commitment, 26% were 16 years old, 19% were 15 years old, 10% were 14 years old and 3% were 13 years old. These proportions have not changed significantly in several years.



Source: Division of Youth Correction, Research and Evaluation Unit

Other Characteristics

- Seventeen percent of newly committed youth received mandatory sentences.
- Repeat offenders remain constant at 8% in FY 2004-05 and FY 2005-06.
- Sixty percent of youth were committed for felony offenses in FY 2005-06, which is no change from FY 2004-05.

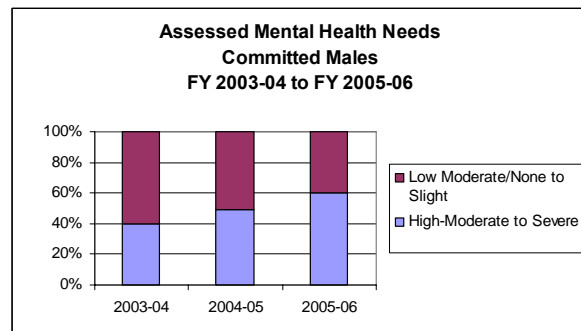
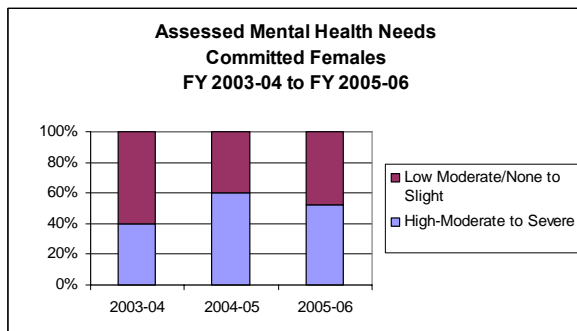
Mental Health

- The percent of "High-Moderate to Severe" assessed mental health needs for males increased to 60% in FY 2005-06 from 49% last year. There has been a steady incline of identified high mental health needs in males over the past few years. The percent of "Low Moderate/None to Slight" assessed mental health needs for males decreased from 51% in FY 2004-05 to 40% in FY 2005-06.

- In contrast, the percent of “High-Moderate to Severe” assessed mental health needs for females decreased from 60% in FY 2004-05 to 53% in FY 2005-06 and “Low Moderate/None to Slight” assessed mental health needs increased from 40% in FY 2004-05 to 47% in FY 2005-06.

Assessed Mental Health Needs of Committed Youth ¹						
	Males			Females		
	FY 2003-04	FY 2004-05	FY 2005-06	FY 2003-04	FY 2004-05	FY 2005-06
High Moderate to Severe	39.5%	49.2%	60.2%	40.2%	60.3%	52.7%
Low Moderate/ None to Slight	60.5%	50.8%	39.8%	59.8%	39.7%	47.3%

¹Colorado Client Assessment Record (CCAR) used to assess mental health needs within one month of commitment. Percentages based on total CCARs given and do not include missing data. (Source: FY 2005-06 Management Reference Manual, Division of Youth Corrections)

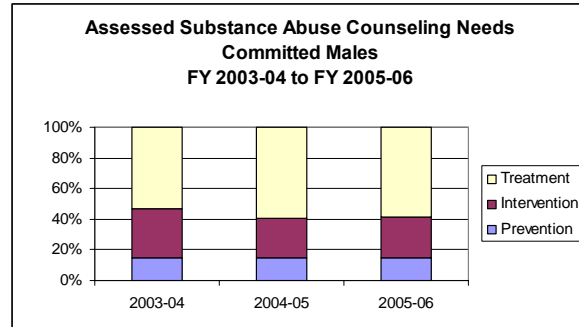
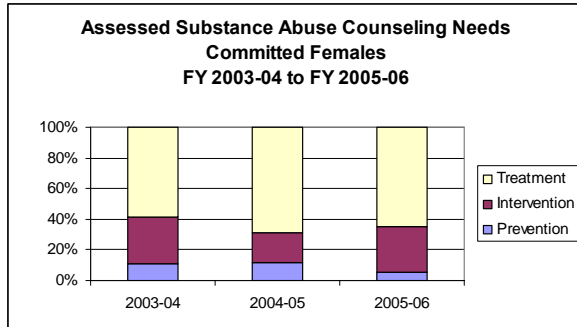


Substance Abuse

- The percent of newly committed youth in need of treatment level substance abuse services remained the same as last year at approximately 60%. The female population in need of treatment decreased slightly from 69% to 65%, and the male treatment population has increased slightly from 58% to 59%.
- Interestingly, the percent of females requiring prevention level substance abuse services dropped from 11% last year to 5% in FY 2005-06; subsequently, the percent of females requiring intermediate level services jumped from 19% in FY 2004-05 to 30% in FY 2005-06.

Assessed Substance Abuse Counseling Needs of Committed Youth ²						
	Males			Females		
	FY 2003-04	FY 2004-05	FY 2005-06	FY 2003-04	FY 2004-05	FY 2005-06
Prevention	14.8%	14.7%	14.9%	10.7%	11.4%	5.4%
Intervention	31.7%	24.3%	26.4%	30.5%	19.3%	29.5%
Treatment	53.0%	57.7%	58.6%	58%	68.6%	65.2%

²Substance Abuse history and treatment needs are assessed within one month of commitment. Youth with minimal substance abuse history and/or treatment needs are identified for prevention services whereas those reporting the greatest history of abuse and treatment needs are targeted for substance abuse treatment services.



In December, 2006 the Division of Criminal Justice's Office of Research and Statistics (ORS) 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 (84%) and moderate to severe mental health treatment needs (59%) high-moderate to severe.

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, deny, modify, suspend, or revoke, and specify conditions of parole. The board also determines the conditions of parole for those youth who completed their commitment in placement and are subject to mandatory parole. 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. The CJRA is currently being used to assist in making release decisions.

Client-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. (For youth paroled on or after May 1, 2003, the mandatory parole period is six months, however, the law authorizes the Board to extend the parole for some categories of serious offenders up to a maximum of 21 months.) 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. (Source: Management Reference Manual, Division of Youth Corrections, FY 2003-2004, Division of Youth Corrections)

According to the December 2006 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) (DYC refers to this as parole ADP) 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 (ADP) is expected to follow the same trend through fiscal year end 2012.

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

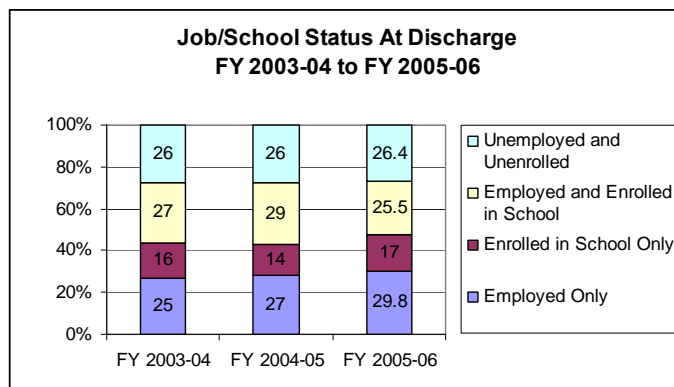
Fiscal Year	Year to Date Average Daily Caseload (ADC) Forecast	Percent Growth	Fiscal Year End (FYE) Monthly Average Daily Caseload (ADC) Forecast	Percent Growth
2006	523.8	-	528.8	-
2007	549.8	5.0%	562.3	6.3%
2008	575.5	4.7%	589.9	4.9%
2009	601.0	4.4%	617.2	4.6%
2010	626.3	4.2%	644.2	4.4%
2011	651.4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

As noted above, the Legislative Council Staff (LCS) and the Division of Criminal Justice (DCJ) each predicted the parole population would be on the rise, however, both agencies acknowledged that the prediction is a difficult one based on the significant changes DYC has endured in regards to parole sentencing in recent years. LSC predicted the parole population would increase 10.5% to 539 ADP. Although the increase was not as significant, DYC experienced its first parole ADP increase in the past 5 years coming in at 508.7. This is a 4% increase from last year's parole ADP of 490.3.

In addition, DYC notes that parole populations are likely to grow because of the Division's Continuum of Care Initiative. As the Division begins to actively identify appropriate youth in residential placement and establish community-based services to address the youth's criminogenic needs, it is reasonable to expect that this Initiative will yield more Parole Board referrals and ultimately an increased Parole ADP level.

Fiscal Year 2005-06 was also the second full year following the implementation of Senate Bill 03-284, which shortened the mandatory parole length from nine to six months, effective May 1, 2003. However, since the passage of SB 03-284, the parole LOS has consistently exceeded the mandatory parole period of 6 months. For many high-risk youth, the Parole Board has the statutory authority to extend parole for 90 days if determined to be “within the best interest of the juvenile and the public to do so” or for an additional 15 months if there is a “finding of special circumstances” for youth adjudicated for certain offenses (e.g., violent offense, sex offenses, etc.). However, parole LOS declined from 8.0 months in FY 2003-04 to 7.1 months in FY 2004-05 to 6.4 months in FY 2005-06. This decline was expected as we continue to see the effects of legislation that reduced mandatory parole length of stay from nine to six months. In FY 2005-06, discharged youth rose 12 % to 929 youth. This increase in parole discharges accompanied a statewide increase in parole ADP. In the past years, FY 2003- 04, there were 1,003 youth discharged, in FY 2004-05 discharges declined 17% to 831 youth¹.

Of the youth discharged from DYC in FY 2005-06, a predominant number (82.3%) returned home, with 4.3% 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 2005-06, 72.3% were employed, employed and in school, or enrolled in school only.



Source, Management Reference Manual, FY 2005-2006, Division of Youth Corrections

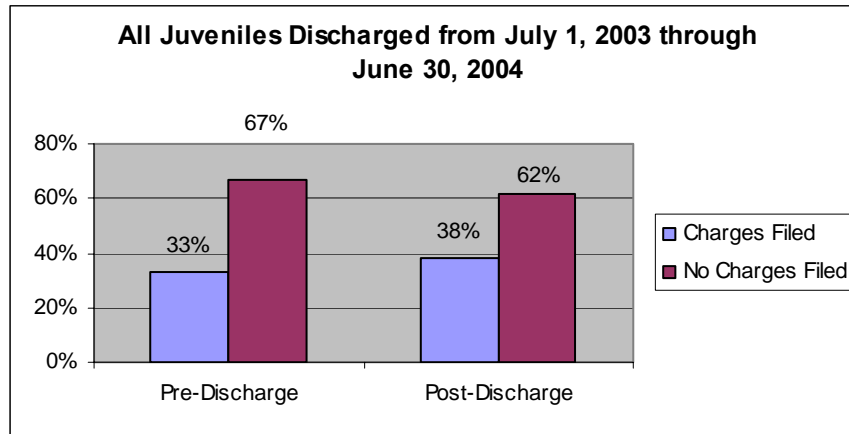
RECIDIVISM

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 pre-discharge 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)

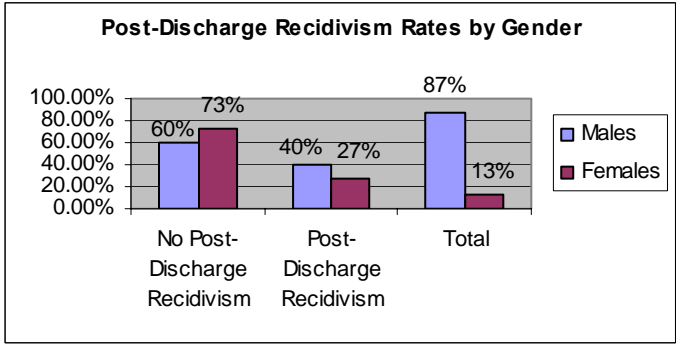
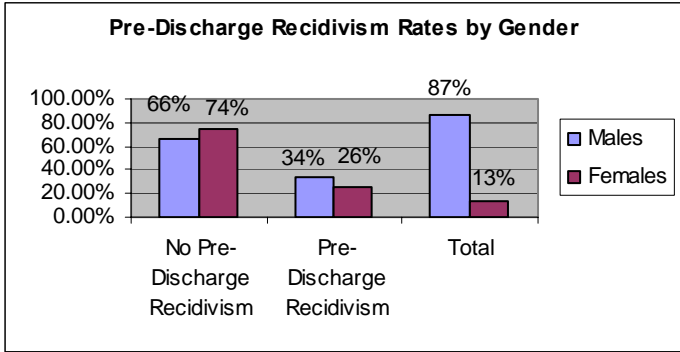
Approximately thirty percent of new charges filed for youth discharged in FY 2003-04 were for property felony charges. Thirty-one percent of new filings that occurred during commitment and 29% of post-discharge recidivism filings were for property felony offenses.

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.

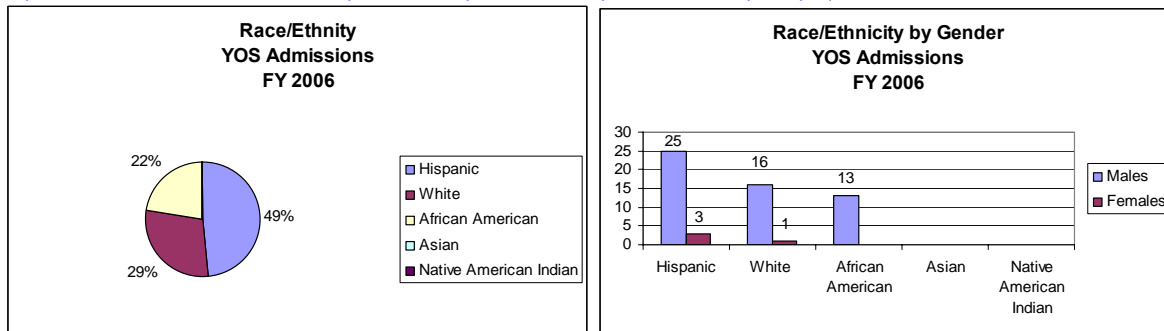
DIRECT FILE IN ADULT CRIMINAL COURT

Youthful Offender System/Department of Corrections

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. (Source: *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/>.)

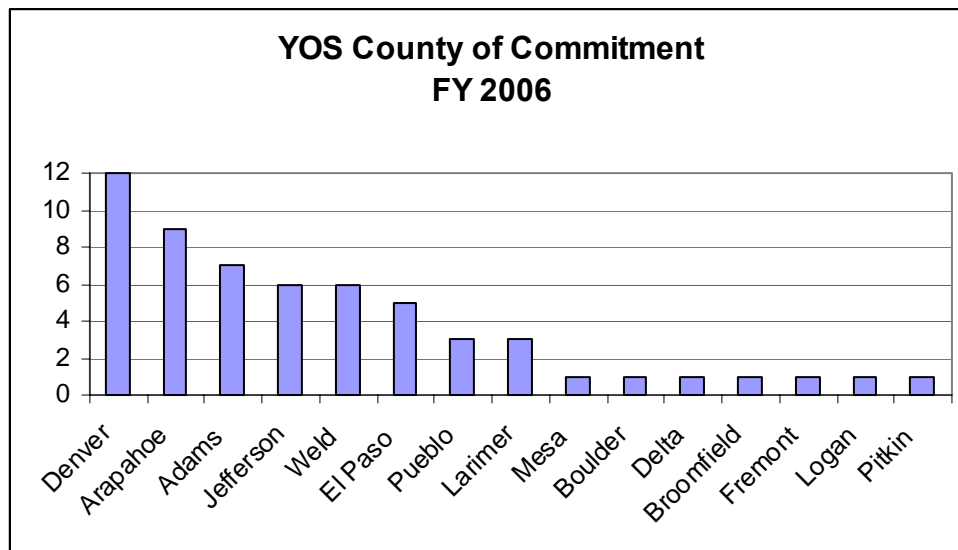
The YOS enabling legislation, 18-1.3-407, C.R.S., requires that the state provide a sentencing option for “certain youthful offenders” in a “controlled and regimented environment that affirms dignity of self and others, promotes the value of work and self-discipline, and develops useful skills and abilities 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. (Source: *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/>.)

The facility received its first offenders in March 1994 and from its opening through 2006 a total of 1,005 offenders has been sentenced to YOS, including 42 (4.2%) female offenders. The average age was 17 years for 2006 admissions. Hispanics represent the largest ethnic group at 48.3% followed by the white population at 29.3%. Offenders with primarily class three and four felonies were sentenced to the program with four offenders sentenced for class five felonies. The overall sentence average for fiscal year 2006 admissions was 54.8 months which is 9.6% higher than the 50 month average for 2005 admissions. Assault and aggravated robbery continue to represent the most frequent commitment offenses for this population. (Source: *Statistical Report- Fiscal Year 2006, Office of Planning and Analysis, Colorado Department of Corrections* <http://www.doc.state.co.us/Statistics/pdfs/OPARReports/STATReports/2006Complete.pdf>)



Denver, Arapahoe and Adams Counties sentenced a combined total of 28 offenders to YOS in 2006, 48.3% of the admissions. The highest number of admissions were sentenced by Weld County in 2005

(15 offenders). (Source: Statistical Report- Fiscal Year 2006, Office of Planning and Analysis, Colorado Department of Corrections)



Statistical Report- Fiscal Year 2006, Office of Planning and Analysis, Colorado Department of Corrections

In 2004, the Division of Criminal Justice's Office of Research and Statistics completed an evaluation of the Youthful Offender System. The report located at <http://dcj.state.co.us/ors/> provides a plethora of information regarding the youth served in YOS including the following.

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
- 103 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
One Year Post Discharge	22.2% (93)	19.1% (80)	22.4% (60)	18.3% (46)
Two Years Post Discharge	32.9% (121)	29.7% (109)	35.5% (65)	26.5% (45)
Five Years Post Discharge	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/>.

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 pre-adjudication 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. As Colorado has emphasized its work on data collection and presentation of the data we have been able to use data in a more sophisticated way than in the past. Over the last year we were able to look at trend data and facilitate discussions about why rates at certain decision points may be high or low. The DMC Committee and the JJDP Council were able to use the tables representing the trends over the last four years to determine if their efforts were aimed at the appropriate area or if it was time for a change in interventions.

Through this analysis and discussion, two areas were identified as particular areas of concern; arrest and commitment to NYC. These two areas are the entrance to the overall juvenile justice system and to the most restrictive placement. Colorado's DMC Committee, the Coalition for Minority Youth Equality or CMYE, and the JJDP Council felt that the interventions they are currently supporting remain effective at reducing the commitment rates but were concerned about lack of interventions for addressing DMC at arrest. Therefore, a decision was made that Colorado wants to begin to address the arrest decision point. When looking at Colorado's data, several issues came to the forefront:

- Arrest rates are high for both African-American and Hispanic youth
 - In FY05-06 African American youth were seven-times more likely to be arrested than White youth and
 - In FY05-06 Hispanic youth were almost two and a half times more likely to be arrested than White youth)
- In the past year there has been significant changes in the relative rate index (RRI) for African-American youth in the sentenced to detention category where the RRI rose from 1.8 to 2.39
- At the same time that rate of sentences to detention rose, the commitment rate increased for African American youth (2.3 to 3.24). It is necessary to examine why the African American rates are increasing so alarmingly at many decision points.
- For Hispanic youth, the relative rate indices appeared fairly stable with the exception of the commitment to NYC rate which significantly increased (3.53 to 5.500) and the sentence to detention rose (1.35 to 1.77). Those increases occurred at the same time that the arrest rate for Hispanic youth decreased slightly (2.46 to 2.42) which is troubling and needs further investigation.

Due to the high rates at both arrest and commitment for Hispanic and African American youth, Colorado will focus its DMC efforts at these decisions points with a goal to reduce both rates with in 5 years.

In order to reduce the number of minority youth entering the system and being committed we will be looking into what factors may be contributing to the numbers. Colorado has seen an increase in gang activity in the past three-years and an increase in the number of undocumented immigrant youth in the state. Both these issues and will be investigated in the upcoming year. Colorado also remains concerned about the response to truancy by the courts with a concern that courts are beginning to use detention as a response to failing to attend school and its potential impact on DMC.

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. The percent of "High-Moderate to Severe" assessed mental health needs for males increased to 60% in FY 2005-06 from 49% last year. There has been a steady incline of identified high mental health needs in males over the past few years. The percent of "Low Moderate/None to Slight" assessed mental health needs for males decreased from 51% in FY 2004-05 to 40% in FY 2005-06. In contrast, the percent of "High-Moderate to Severe" assessed mental health needs for females decreased from 60% in FY 2004-05 to 53% in FY 2005-06 and "Low Moderate/None to Slight" assessed mental health needs increased from 40% in FY 2004-05 to 47% in FY 2005-06.

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 MIJS Task Force. This committee developed a comprehensive framework and followed by a plan to address the needs of youth with mental health and co-occurring disorders and is working on implementing this plan with the systems involved.

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 continued implementation of Colorado's Juvenile Justice State Plan for Youth with Mental Health Issues and Co-Occurring Disorders; continuing to support Children in Crisis (a CIT model for youth) and assisting communities in meeting their youth populations' mental health needs.

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, from 2004 to 2006, Colorado more than doubled the number of violations for deinstitutionalization of status offenders (42 to 93) and experienced a tripling of the number of delinquents held in adult jails or lockups over six hours (8 to 24). Legislation regarding the holding of juveniles in compliance with the core requirements of the JJDP Act was passed during Colorado's 2006 legislative session which will be of great assistance in maintaining compliance which must be supported through the system improvement efforts of the compliance monitor as listed above.

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 2.4% of the DYC committed male population and girls represent 1.8% of the committed female 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 2005-06 in Colorado, girls represented less than one-fourth (22%) of the admissions into detention, 22% of the juvenile prosecutions and 22% 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 12% of the juvenile population committed to the Division of Youth Corrections (DYC), almost 43% of those girls committed had no prior adjudications as compared to 30% of the boys committed to DYC. If almost 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, with females actually being committed less for crimes against persons than males.

FY 2005-06 Commitment Offense	Person	Property	Drug	Weapon	Other
Juvenile Females	28%	49%	12%	3%	8%
Juvenile Males	41%	44%	7%	3%	5%

Source: Division of Youth Correction, Research and Evaluation Unit

How else did the committed females differ from the committed males? Almost 80% of the females reported a runaway history versus 58% of the males. Approximately 65% of the females were assessed as needing substance abuse treatment versus 58.6% of the males, and 52.7% of the females were assessed as having high-moderate to severe mental health treatment needs versus 60.2% of the males. It is also quite striking that almost 81% of the females had at least one prior out of home placement versus 62% of the males.

Gender-Specific Services has been a Colorado priority for the past 8 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. Colorado intends to continue 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.

Also, as noted in last year's plan, the JJDP Council was planning on restructuring 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 could more effectively take a more active role in promoting practices which meets the needs of girls at all levels, including prevention, early intervention and treatment. To that end, a joint meeting between Girls E.T.C. and the Colorado Coalition for Girls (Coalition) was held July 24, 2006. At that time it was decided to integrate Girls E.T.C. into the Coalition which was just beginning to create a strategic plan. A JJDP Council member attended the strategic planning meetings and successfully encouraged the creation of a Juvenile Justice subcommittee within the Coalition. To support the merger of Girls ETC with the Coalition, the JJDP Council approved a grant for \$20,000 to the Coalition to support the activities of the Coalition.

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. In FY 2005-06, over 65% of the females and 58% of the males committed to the Division of Youth Corrections were assessed as needing substance abuse treatment.

According to ADAD's October 2006 report to the joint health and human services committees of the state legislature, there are an estimated 30,000 adolescent substance abusers (ages 12-17) in Colorado. In FY2006, ADAD reported 4,758 youth ages 18 and under were admitted to publicly funded programs, an increase from 2004 when 4,068 youth were served, indicating that approximately 15% of those needing treatment actually received it. In addition, there were 1,166 alcohol-related emergency room visits by youth under the age of 21 in 2005, a 54% increase from the prior year. This again is troubling when comparing costs for these visits versus detoxification services. One emergency room episode costs approximately \$900-\$1,100 and detox \$250/day with youth seldom needing more than one day.

The number of youth with unmet substance abuse treatment needs is troubling when looking at potential ramifications to the juvenile justice system. Of the youth committed to DYC in FY 2005/06, 65% of the females and 59% of the males were assessed as in need of treatment level services. 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. Studies show drug treatment reduces drug use by 40 to 60 percent and significantly decreases criminal activity during and after treatment. Although substance abuse treatment can significantly reduce further penetration into the juvenile justice system; recent reductions in these services will likely increase the need for more costly programs in future years.

Problem Statement #7:

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

In order to address this lack of funding in communities 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. To accomplish this, state agencies have been working together through the 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 Uniform Minimum Standards relates to the provision of programs, policies and practices that are evidence-based.

Delinquent youth in Colorado need cost effective interventions geared toward keeping them from further penetration into the juvenile justice system. This past year, the Colorado General Assembly reinstated Juvenile Diversion at half of its previous allocation allowing the Division of Criminal Justice to award \$1.2 million in state funding to 22 programs in 20 judicial districts across the state. 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. In order to ensure appropriate and effective diversion and other juvenile justice and delinquency prevention programming, the Division of Criminal Justice's Office of Adult and Juvenile Justice Assistance with Council support must continue to support juvenile diversion and other through education, training, program material development, technical assistance and onsite support.

Plan for Compliance with the First Three Core Requirements of the JJDP Act and State Plan for Compliance Monitoring FY 2007 Update

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 non-offenders 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).

The following table shows the number of DSO violations at jails, lockups and juvenile detention and correctional facilities in Colorado over the past three years:

Violations/Year	2006	2005	2004
Status Offenders and Nonoffenders held in jails and lockups	34	40	20
Status Offenders held over 24 hours and non-offenders held in juvenile detention centers	11	20	4
Status Offenders held without benefit of the Valid Court Order	48	66	18
Total	93	126	42
DSO Rate of Compliance	8.40	10.95	3.65

The number of violations is contingent upon several factors. The first is the availability of juvenile diversion programs. In late 2004 those programs were zeroed out of the state's budget due to a budget crisis. The programs were refunded by the state in 2006. The lack of these programs no doubt created some violations in 2005. The second is the availability of Division of Youth Corrections beds. A detention cap was placed by state legislators on all DYC facilities in 2004 and has not been lifted. This probably helped decrease potential violations in 2005 and 2006 in juvenile detention centers but added to the number of violations at jails and lockups as there was no secure option for these youth due to the cap. The third was continuing misunderstanding of the state's Valid Court Order by Juvenile Court Judges.

The Colorado Supreme Court passed Judicial Rule Change 3.8 #1997 (17) which became effective on January 1, 1998. This rule change brought Colorado's judicial rules into compliance with the federal Valid Court Order (as written pre-2002). This was intended to bring the number of DSO violations down. Unfortunately, not all judges were properly trained on how to use the Valid Court Order and may not have even been aware of the judicial rule change. Alarmed at the increased number of status offenders sentenced to detention without benefit of a Valid Court Order between 2004 and 2005, the DCJ Juvenile Justice Specialist and compliance monitor met with Senior Judge Toth (a SAG member) and the State Court Administrator's Office to discuss ways to educate juvenile judges throughout the state on the Valid Court Order. As a result of that meeting and subsequent discussions, a memo was emailed to all judges outlining how to use the Valid Court Order, what forms to use, and with instructions to call the DCJ compliance monitor with any questions. As hoped, the number of violations decreased in 2006. On-going discussions between DCJ and the State Court Administrator's Office are expected to keep these violations at a minimum.

Additionally, in 2006, legislation was passed requiring juvenile judges to use the Valid Court Order as written in Colorado Judicial Rules when sentencing a status offender to secure detention. C.R.S. 22-22-108 states: "Judicial Proceedings. (3) After the petition is filed, the court shall notify the board and shall hold a hearing on the matter. The court shall conduct judicial review of a hearing decision pursuant to rule 106(a)(4) of the Colorado rules of civil procedure and Rule 3.8 of the Colorado Rules of Juvenile Procedures."

A second part of the 2006 legislation prohibits the placement of status offenders and non-offenders in adult jails and lockups. C.R.S. 19-1-103(103.7) states: "Status offender" shall have the same meaning as defined in federal law in 28 CFR 31.304, as amended. C.R.S. 19-2-508 (4)(d)(I) states: "Any juvenile arrested and detained for an alleged violation of any article of title 42, C.R.S. (criminal code) or for any alleged violation of a municipal or county ordinance, and not released on bond may be detained in a jail or lockup for processing only for only six hours in a sight and sound separated area." This specifically refers to delinquents and when used in conjunction with the proceeding statute prohibits status offenders and non-offenders from being detained in a jail or lockup. Every Sheriff and Chief in the state received a copy of the new legislation with an accompanying explanation. This statute also contains a clause allowing a Sheriff or Chief to be fined no more than \$1,000 if they violate the provisions. These statutes are expected to substantially reduce the number of violations in jails and lockups in 2007.

Although Colorado has achieved substantial compliance, as the rate of compliance in 2006 was 8.40, Colorado continues to strive for full compliance. The following is Colorado's strategy, activities and timetable to achieve full compliance.

Strategy	Activities	Timetable
Reduce the number of DSO violations at jails and lockups	<ol style="list-style-type: none"> 1. Educate all contacts at jails and lockups on C.R.S. 19-2-508 (4)(d)(I) by distributing the Colorado manual and explaining it. 2. Discuss the causes of the violations with the SB 94 Advisory Group. Develop strategies with them and partner to fund alternatives. 	<ol style="list-style-type: none"> 1. Between January 1 and December 31, 2007. 2. Meet with the SB94 Advisory Group on January 12, 2007. 3. Discuss partnership opportunities with the SAG.
Reduce the number of DSO violations at juvenile detention centers	<ol style="list-style-type: none"> 1. In conjunction with the State Court Administrator's Office, send out a memo to all judges on the Valid Court Order again. 2. Distribute the new Colorado manual to all judges in Colorado that handle juvenile cases. 	<ol style="list-style-type: none"> 1. Between January 1 and March 1, 2007. 2. Between January 1 and December 31, 2007.

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.

In 2006, Colorado passed legislation addressing separation.

C.R.S. 19-2-508(4)(d)(I) states: "A juvenile may be detained in a jail, lockup, or other place used for the confinement of adult offenders only for processing for no longer than six hours and during such time shall be placed in a setting that is *physically segregated by sight and sound from the adult offenders*, and in no case may the juvenile be detained in such place overnight."

C.R.S. 19-2-508(4)(d)(II) states: "A Sheriff or Police Chief who violates the provisions of subparagraph (I) of this paragraph (d) may be subject to a civil fine of no more than one thousand dollars."

C.R.S. 19-2-508(4)(g) states: "A juvenile court shall not order a juvenile offender who is under eighteen years of age at the time of sentencing to enter a secure setting or secure section of an adult jail or lockup as a disposition for an offense or as a means of modifying the juvenile offenders behavior."

In May 2006 the DCJ compliance monitor sent a copy of this legislation with a memo explaining the statutes to all Sheriffs and Police Chiefs in the state, including those with no facilities, to ensure all parties were aware of the new statute. During the 2006/2007 monitoring year, the DCJ compliance monitor will visit adult jails and lockups and will distribute a new Colorado Guidance Manual that contains the new legislation.

Colorado rarely has violations of the Separation core requirement. In 2005, a Sheriff placed a juvenile in an adult jail to teach her a lesson. That Sheriff was reprimanded by the County Sheriffs of Colorado and received a Colorado Compliance Violation Report. Most jails and lockups have policies and procedures requiring separation of juveniles from incarcerated adults in all areas of the facility by time phasing their common areas. Some larger departments even have totally separate booking and holding areas for juveniles to prevent any sight or sound contact. Secure facilities are visited at a desired rate of 100% per year and non-secure facilities are visited at a desired rate of 50% a year. During each visit the DCJ compliance monitor inspects for sight and sound separation and obtains revised policies and procedures that address separation.

Collocated Facilities. Colorado has one Collocated Facility. It is located on Ute Mountain Ute tribal land (federal) in Ignacio and is operated by the Bureau of Indian Affairs Tribal Police. Since this is technically a federal facility they do not need to comply with the core requirements. However, they are in agreement with the regulations and are following the pre-2002 Collocated Facility requirements. They have separate staff for juveniles. Per BIA policy their staff must be trained and certified to work with juveniles. It is inspected every year by the compliance monitor per federal regulations and data is collected and reviewed on all juveniles held even though they technically are not required to comply. There are no other Collocated Facilities in Colorado. Therefore, Colorado is not obligated to have a policy on staff training and certification and in fact does not have one.

Transferred or Waived Youth. Colorado statute requires that a juvenile who is transferred or waived to (adult) criminal court be placed in an adult facility (jail) pending trial. The only exception to this statute is if a juvenile is determined to be too immature to remain in an adult jail. These findings must be in the court record and approved by the court, District Attorney and the Public Defender (or Defense Attorney). This rarely occurs, as most juveniles are 16 or 17 years of age when they commit the offense. The approval to move the juvenile to the juvenile facility is only in effect until the juvenile is either found guilty or innocent, always within one year of arrest and placement in the juvenile facility. Therefore, in most cases the juvenile would be less than 18 years of age when they are removed from the juvenile facility and sentenced to either the Colorado Department of Corrections (adults only) or the Youthful Offender System (transferred juveniles only). If the transferred juvenile were in the juvenile detention center when they turned 18, it is the Division of Youth Corrections policy to move them on that date to the adult jail within the county that is prosecuting them. The Youthful Offender System provides that specific types of transferred juvenile offenders (non-violent), after conviction, may be placed in a separate system and housing that only accepts transferred juveniles. This of course does not apply to the OJJDP regulation that transferred juveniles be removed from juvenile facilities as the Youthful Offender facility only houses transferred juveniles.

Per statute, if a juvenile remains under the jurisdiction of the juvenile court for a delinquent offense they may be sentenced to either the adult jail or the juvenile detention or correctional center. Again, this does not apply to the OJJDP regulation that transferred juveniles be removed from juvenile facilities once they reach the age of eighteen years and six months as these juveniles remain juveniles in the eyes of the court. This is a rare occurrence.

In addition, the DCJ compliance monitor verifies the above statutes and practices when conducting on-site visits to adult jails and juvenile detention and correctional facilities. All detention centers and correctional facilities are visited at a desired rate of 100% annually.

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. Colorado uses the six-hour hold exception. The following chart shows the number of delinquents held under six hours and the number of delinquents held over six hours in jails and lockups for the past three years.

	2006	2005	2004
Delinquents held under six hours in jails and lockups	9281	8516	8993
Delinquents held over six hours in jails and lockups (violations)	24	15	8

In 2006, Colorado passed several statutes addressing the six-hour rule and compliance with the JJDP Act and OJJDP regulations. C.R.S. 19-2-508(4)(d)(I) states: "Any juvenile arrested and detained for an alleged violation of any article of title 42, C.R.S. (adult criminal statutes), or for any alleged violation of a municipal or county ordinance, and not released on bond, shall be taken before a judge with jurisdiction of such violation within forty-eight hours for the fixing of bail and conditions of bond pursuant to subparagraph (IV) of paragraph (a) of subsection (3) of this section. A juvenile may be detained in a jail, lockup, or other place used for the confinement of adult offenders *only for processing for no longer than six hours and during such time shall be placed in a setting that is physically segregated by sight and sound from the adult offenders*, and in no case may the juvenile be detained in such place overnight." In addition, a civil fine may be imposed on a Sheriff or Police Chief if this provision is violated. C.R.S. 19-2-508(4)(d)(II) states: "A Sheriff or Police Chief who violates the provisions of subparagraph (I) of this paragraph (d) may be subject to a civil fine of no more than one thousand dollars." It is anticipated that the two above additions to the Children's Code will reduce violations. The DCJ compliance monitor has sent a copy of the new statutes with an accompanying memo explaining the statutes to all Sheriffs and Police Chiefs. During the 2006/2007 monitoring year the compliance monitor will personally distribute a new Colorado Guide to Holding Juveniles Securely to all Sheriffs and Police Departments.

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

Transfer or waiver exception. Colorado does use the transfer/waiver exception. Per state statute this type of juvenile does not need to be sight and sound separated from incarcerated adults but does need to be physically segregated. Juveniles who are fourteen years or older and commit a felony offense that is a crime of violence or a crime that results in a homicide may be charged by the direct filing of an information in the district court, or by indictment. Or, upon hearing the case in the Juvenile Court, the judge may transfer the case to adult criminal court. If the case is a direct file the Sheriff or Police may place the juvenile in the adult jail directly. If the case is a transfer they must place the juvenile in an approved juvenile detention facility pending the transfer hearing. If, during the transfer hearing, the juvenile's case is transferred to adult criminal court the juvenile may then be placed in the adult jail. This is verified by the DCJ compliance monitor when reviewing juvenile holding cell logs at the adult jails.

Plan for Compliance Monitoring for the First Three Core Requirements of the JJDP Act

Pursuant to Section 223(a)(14) of the JJDP Act, the state must provide for an adequate system of monitoring jails, lockups, detention facilities, correctional facilities, and nonsecure facilities. The state must provide a monitoring plan that includes a detailed description of monitoring tasks and identifies the specific agency or agencies responsible for each task.

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.

(1) 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.

(2) Classification of the Monitoring Universe. Colorado uses a yearly cycle to complete the four monitoring tasks; a complete description is contained in Colorado's Compliance Monitoring Policies and Procedures. The formal Classification of Facilities occurs between January – March of every year. This is an ongoing process and is verified onsite in most cases. All facilities identified are classified as 1) secure or non-secure; 2) public or private; 3) for juveniles only, for adults only, or for both juveniles and adults; and 4) residential or non-residential. Much of the classification of Department of Health and Human Services facilities is done through their licensing regulations. For example, shelter care facilities are not allowed to be secure per their licensing agreement. The state Department of Health and Human Services provides state licensing and then the local Department of Social Services inspects them annually to determine if they are complying with the licensing rules and regulations. Any violation of licensing regulations is reported to the state Department of Health and Human Services, who in turn reports that to the DCJ compliance monitor during the yearly query on classification of facilities.

Other types of facilities require onsite visits to verify their classification. Jails, lockups, court holding facilities, juvenile detention centers and juvenile correctional facilities that the state has identified as secure are visited at a desired rate of 100% annually. Police departments that are classified as non-secure are visited at a desired rate of 50% annually. By visiting them every other year DCJ will capture those facilities that have become secure in the previous year and can classify them correctly for monitoring purposes. The DCJ compliance monitor is a 90% employee. She has two job responsibilities: compliance monitoring and monitoring the Rural Law Enforcement grants. Funds for her position and to support the compliance monitoring efforts are Formula Grant funds. The SAG sets aside approximately \$90,000 a year to support this work.

(3) Inspection of Facilities. Colorado uses a yearly cycle to complete the four monitoring tasks; a complete description is contained in Colorado's Compliance Monitoring Policies and Procedures. The inspection of facilities occurs all year, from July 1 through June 30 (Colorado's monitoring year). Each

July, the DCJ compliance monitor prepares an inspection list and schedule for the year and discusses it with the JJ Specialist. Of course, there are minor changes to the schedule as the year progresses. Training requests, snowstorms, and illness can change the date and time of the visit, but all the facilities on the list will be visited by June 30 of the following year. Jails, lockups, court holding facilities, juvenile detention centers and juvenile correctional facilities are visited at a desired rate of 100% a year. Non-secure police departments are visited at a desired rate of 50% a year. Inspections occur for three reasons: 1) to verify classification, 2) to determine if the facility is sight and sound separated and 3) to determine that the right data is being collected on juveniles held securely.

Each facility in Colorado has a Facility File which contains a basic informational sheet, a sight and sound checklist, a monthly summary of juveniles held, any Compliance Violation Forms, a non-secure certification form if applicable, correspondence and On-Site Summary Forms. This information is cumulative and contains at least ten years of summarized data. The DCJ compliance monitor has a system to record yearly visit dates and violations. During the onsite visit the compliance monitor distributes written materials and conducts training. Colorado has a brochure and notebook manual that each department has copies of. Posters were distributed several years ago, they still hang in the secure areas of most facilities. Each facility that detains juveniles securely has a log next to the cell and records the following information: name, age or DOB, race, sex, ethnicity, date and time in the secured setting, date and time out of the secured setting, most serious offense and who the juvenile was released to.

The DCJ compliance monitor is a 90% employee. She has two job responsibilities: compliance monitoring and monitoring the Rural Law Enforcement grants. Funds for her position and to support the compliance monitoring efforts are Formula Grant funds. The SAG sets aside approximately \$90,000 a year to support this work.

(4) Data Collection and Data Verification. Colorado uses a yearly cycle to complete the four monitoring tasks; a complete description is contained in Colorado's Compliance Monitoring Policies and Procedures. Data collection is ongoing, from July – June of each year. Colorado uses a 12-month reporting period, July – June, and does not project data for the OJJDP Compliance Monitoring Report. The state-planning agency, DCJ, is responsible for all monitoring tasks; no task is delegated or contracted out to an independent or other state agency.

The DCJ compliance monitor is a 90% employee. She has two job responsibilities: compliance monitoring and monitoring the Rural Law Enforcement grants. Funds for her position and to support the compliance monitoring efforts are Formula Grant funds. The SAG sets aside approximately \$90,000 a year to support this work. Violations of the three core requirements are usually found when the compliance monitor collects the data onsite. Each violation is personally investigated to make sure it is really a violation. In some cases the facility calls the compliance monitor to report the violation. In all cases, whenever a violation is found, it is recorded in the Facility File.

Per DCJ policy, a compliance violation form is completed and mailed to the offending facility; a copy is retained in the Facility File. The facility is provided with ideas on how to correct future violations; the compliance monitor may schedule time to conduct training at the facility. At the end of the monitoring year a chart showing the number of violations at all facilities is mailed out to all Sheriffs and Police Chiefs. This has had a peer pressure impact on many departments.

Barriers. Colorado faced several barriers in the early 1990's regarding identification of the monitoring universe, and overcame them. Initially it was thought that only jails and lockups needed to be identified, as a result of OJJDP training and guidance we learned that the monitoring universe is much larger than just those facilities. Step by step, year after year, the universe was expanded to include all facilities that might hold juveniles pursuant to public authority. As required, this is an annual task, so each year more facilities were captured. Understanding the juvenile justice system, and therefore understanding where juveniles might be placed pursuant to public authority, was also a learning process. DCJ now serves as a resource for juvenile justice professionals seeking a greater understanding of the "system" as all of the DCJ staff has a good working knowledge of the system. Colorado is currently in compliance with all core requirements.

Colorado faces two barriers regarding classification of facilities. The first is licensing requirements. They change from year to year and require that the DCJ compliance monitor read each manual completely to learn if there were any changes that might impact compliance. This is simply time consuming. This barrier has been overcome with planning. Time is set-aside in the identification and classification process for reading and researching rules and regulation. The second barrier is the sheer number of facilities that need visited to verify classification. Again, this is a matter of priorities, so to overcome the barrier the DCJ compliance monitor may be out of the office for a week at a time monitoring. Colorado is currently in compliance with all core requirements.

Regarding inspection of facilities, Colorado does not have a centralized data collection system for juveniles held securely. It could be a barrier, or strength. In Colorado's case, it may be strength. Officers must physically write down each juvenile they place in a cell, all entries are checked by a supervisor at least once a shift. If there is a juvenile coming close to the six-hour window, the supervisor can alert the officer to remove the juvenile immediately. It is unknown if this would happen with an on-line reporting system, or if the on-line system would be a reliable reflection of all juveniles placed in a secure setting. A second barrier is the sheer number of facilities that need to be inspected in this large state. To overcome this barrier, the DCJ compliance monitor is often on the road for a week at a time inspecting dozens of facilities. Colorado is currently in compliance with all core requirements.

Colorado did not have statutory authority to inspect facilities and collect data. In addition, Colorado did not have any real teeth when it came to violations. These were both barriers. During the SAG fall retreat in 2005, the DCJ compliance monitor raised these issues as barriers. A SAG member who is also a state representative, offered to sponsor reform legislation in the 2006 legislative session. Much to everyone's delight and surprise, the legislation passed. As of March 2006, DCJ now has statutory authority to monitor facilities and collect data. And, a civil fine of no more than one thousand dollars may be imposed if a Sheriff or Police Chief violates any provision of the legislation. C.R.S. 24-33.5-503 states: "Duties of Division (DCJ). The division has the following duties: (r) To inspect secure juvenile facilities and collect data on juveniles that are held in secure juvenile facilities, jails and lockups throughout the state."

Role of the SAG. The Colorado Juvenile Justice and Delinquency Prevention Council (SAG) plays a large role in maintaining compliance with the core requirements. In the early 1990's, when Colorado was out of compliance with the core requirements, the SAG formed a Compliance subcommittee to assist the DCJ compliance monitor with education and training efforts. This proved to be a successful partnership. Although the SAG does not perform any compliance monitoring function, the SAG is updated at each meeting on compliance monitoring progress. If problems develop the SAG works with the monitor on compliance strategies. They may ask specific questions as they relate to compliance monitoring, for example, what statutes do Colorado courts use for involuntary commitments to state mental hospitals or what are the licensing requirements for detoxification facilities, but in no case do they perform actual monitoring of facilities or compile data.

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.

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.

Colorado's Plan for Compliance with the Disproportionate Minority Contact (DMC) Core Requirement and State Plan for DMC Compliance FY 2007 Update

A. Update DMC Identification Spreadsheets

Colorado's DMC spreadsheets are contained in Attachment 2.

B. DMC Data Discussions:

As Colorado has emphasized its work on data collection and presentation of the data we have been able to use data in a more sophisticated way than in the past. Over the last year we were able to look at trend data and facilitate discussions about why rates at certain decision points may be high or low. The DMC Committee and the JJDP Council were able to use the tables representing the trends over the last five years to determine if their efforts were aimed at the appropriate area or if it was time for a change in interventions.

Through this analysis and discussion, two areas were identified as particular areas of concern; arrest and commitment to DYC. These two areas are the entrance to the juvenile justice system and the most restrictive and permanent decision point commitment. The DMC Committee and the JJDP Council felt that the interventions they are currently supporting remain effective at reducing the commitment rates but were concerned about lack of interventions for addressing DMC at arrest. A decision was made that Colorado wants to begin to address the arrest decision point for two reasons, the arrest rates are high for both African-American and Hispanic youth (in FY05-06 African American youth were seven-times more likely to be arrested than White youth and Hispanic youth were almost two and a half times more likely to be arrested than White youth) and the arrest decision point is the entrance to the formal juvenile justice system.

Efforts were made to look for appropriate law enforcement interventions finding only one intervention related to training law enforcement officers using a curriculum developed in Connecticut. Because this was the only intervention that addressed this decision point and because an evaluation has not yet been completed on that intervention, a decision was made to let local law enforcement agencies design interventions themselves. Therefore, in this next funding solicitation, local law enforcement agencies can apply for funding to support intervention strategies to prevent or reduce the number of minority youth arrested. The intervention strategy must link the proposed strategy to the reduction of minority over representation at arrest.

The DMC Committee and the JJDP Council continue to be committed to using data to inform intervention strategies and will continue to reassess Colorado's data annually to effectively respond to the state trends in DMC.

Comparison of past data to current fiscal year

Colorado DMC Matrix Data Trends for African American Youth FY 01 through FY 06					
Decision Points	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06
Arrest	2.6	2.77	2.2	3.99	7.06
Pre Adjudicated Detention	3.0	4.39	5.27	1.27	.76
Misd. Filing	2.2	1.35	2.17	.43	.13
Misd. Adjudication	2.0	1.4	2.19	.97	.80
Felony Filing	2.4	1.77	2.32	.65	.56
Felony Adjudication	2.2	1.85	2.46	1.06	1.11
Probation Supervision	2.2	1.4	1.98	.84	.96
Probation Sentence Detention	2.6	2.33	2.74	1.8	3.24
Commitment DYC	3.0	3.78	3.57	2.3	2.82

Colorado DMC Matrix Data Trends for <u>Hispanic Youth</u> FY 01 through FY 05					
Decision Points	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06
Arrest	N/A	*2.21	N/A	*2.46	*2.42
Pre Adjudicated Detention	1.9	2.03	3.01	1.11	1.12
Mis Filing	.8	.38	.47	.15	.10
Mis Adjudication	.7	.49	.56	1.4	1.17
Felony Filing	.8	.64	.70	.29	.21
Felony Adjudication	.8	.70	.92	N/A	N/A
Probation Supervision	.8	.58	.77	1.05	1.06
Probation Sentence Detention	.8	.91	.81	1.35	1.77
Commitment NYC	.9	2.24	.72	3.53	5.50

* State rate for Hispanic arrest data was calculated by applying a formula based on the percentage of arrests that Hispanic youth represent in jurisdictions where we have Hispanic arrest data and where a large portion of the state's youth population and Hispanic youth population reside.

As can be seen in the tables above, there were some significant changes in the relative rate index for African-American youth in the sentenced to detention category (RRI rose from 1.8 to 2.39). At the same time that rate of sentences to detention rose, the commitment rate increased for African American youth (2.3 to 2.82). Further investigation on the rising RRIs in many of the African American decision points needs to be a focus in the upcoming years.

For Hispanic youth, the rates appeared fairly static with the exception of the commitment to NYC rate that saw a significant increase (3.53 to 5.50) and the sentence to detention rose (1.35 to 1.77). Those increases occurred at the same time that the arrest rate for Hispanic youth decreased slightly (2.46 to 2.42) which is troubling and needs further investigation.

Due to the high rates at both arrest and commitment for Hispanic and African American youth, Colorado will focus its DMC efforts at these decisions points with a goal to reduce both rates with in 5 years.

In order to reduce the number of minority youth entering the system and being committed we will be looking into what factors may be contributing to the numbers. Colorado has seen an increase in gang activity in the past three-years and an increase in the number of undocumented immigrant youth in the state. Both these issues and will be investigated in the upcoming year. Colorado also remains concerned about the response to truancy by the courts, such as courts use of detention as a response to failing to attend school, and the impact upon DMC.

Finally, other possible causes that will be the focus of the DMC Committee over the next two-years is the large difference in the arrest rates between 04-05 and 05-06 for African American youth looking at the impact the changing of the data source may have had on this RRI and looking at causes for the large increase for Hispanic youth in the area of commitment between these same years. Also, with the reestablishment of state Diversion funding, Colorado will now have a new critical decision point for analysis. Time will be spent analyzing how this decision point affects the rest of the system.

C. 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

FY 2006 PROGRESS: A lot of time and effort was spent addressing the collection, representation and interpretation of DMC-related data in Colorado. With the assistance of our State Analysis Center (SAC), graphs and trend data were created, presented and discussed at various DMC Committee Meetings. The result is that the arrest has been added as a decision point at which Formula Grant funds can be used to address DMC. We will continue to use trend data to inform the interventions supported by the JJDP Council.

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

FY 2006 PROGRESS: Data has been provided to communities through a partnership with another state initiative aimed at providing alternatives to detention. Colorado's SB 94 initiative provides judicial districts with state funding to develop alternatives to detention. A requirement of the SB 94 application is for districts to cite efforts 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. Many districts reported a great deal of progress, but also acknowledged that minority overrepresentation remains an ongoing issue that must continuously be addressed. We provide DMC data to those districts for which we have local data, which is then used by the local SB 94 programs when addressing DMC in their annual application of funds. We also continue to assist communities in filling in data gaps by offering technical assistance through a grant to the SAC.

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

FY 2006 PROGRESS: Staff and DMC Committee members developed a power point presentation that includes speaking notes that can be used by DMC Committee members to present in their agencies or communities. To date we have not begun to assess training needs nor identified target agencies or marketed the availability of training outside of the DMC Committee or the SB 94 Initiative mentioned above. We will look into the feasibility and usefulness of these activities in the next few months.

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

FY 2006 PROGRESS: The process for disseminating information related to legislation to the DMC Committee is through the Department of Public Safety's legislative lobbyist. She provides information related to juvenile bills to staff who then report this information at the regularly scheduled DMC Committee meetings. We will look into other processes of distributing legislative information that may be more effective. We will also be revisiting the last activity proposed for feasibility.

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

FY 2006 PROGRESS: Progress has been made in this area. We are very proud to have representation from law enforcement and education. These areas have been the hardest to engage over the years. At this time we have two representatives that are very committed to this issue and are looking for ways to intervene within their own systems. Discussions related to contributing factors are occurring and we anticipate recruiting representatives from other disciplines as needed.

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

FY 2006 PROGRESS: We continue to offer funding to communities to implement the minority family advocacy program model to provide advocates to help minority youth navigate the juvenile justice system especially focusing on the court process. This model has shown proven outcomes in at least two of the communities where it has been implemented. This program model has also been featured in OJJDP's DMC Technical Assistance Manual 3rd Edition section on using evidence-based strategies.

D. DMC Reduction Plan for FY 2007

The FY 2006-08 Plan that was developed last year will be amended soon. We recognize that there are some flaws in that plan such as ensuring that the activities proposed can be accomplished by the members of the DMC Committee, DMC Staff and the JJDP Council. Work needs to be done to identify the tasks needed to accomplish the activities as well as who is responsible for what activities and tasks. We will be working with a technical assistance provider in April to refine the FY 2006-08 plan. The DMC Committee and many JJDP Council members have committed to a whole day meeting in April to ensure that the state's DMC Intervention Plan is realistic and based on the data and needs of the state.

We will provide a copy to OJJDP of the amended plan when is completed and will also use this as the roadmap for objectives and activities to be implemented in FY 2007 and FY 2008. We think that a more realistic plan with responsible parties assigned will lead to more effective interventions and higher success for the DMC Committee, the JJDP Council and the state.

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

FY 2007: Staff will continue to work with the state's SAC as well as relying on the input of the DMC Committee to continue to work on this objective. This is an on-going objective.

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

FY 2007: We will continue to look at the most efficient and effective way to provide individual communities data related to DMC. We believe that working through existing efforts such as SB 94: Alternatives to Incarceration is a good plan.

We will take a look at the last activity as we amend our plan with the help of technical assistance from OJJDP in April. This may be an activity that changes in scope.

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 (DMC Committee) 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

FY 2007: Staff and DMC Committee members developed a very good power point presentation that includes speaking notes that can be used by DMC Committee members to present in their agencies or communities. There are plans for staff to present and provide technical assistance at three-communities before the summer.

If we keep the last three bullets related to training and marketing and targeting training it will be important to identify responsible parties and realistic time-lines.

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

FY 2007: It is important to provide or receive information related to legislation and other policies that may positively or negatively affect DMC. When we revise the plan a method of meeting this objective will have to be determined.

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

FY 2007: The DMC Committee will continue to look at the contributing factors to DMC in the state and at what decision points it is occurring. Recruiting other disciplines and decision-makers in those areas will continue to be a method used to address DMC in Colorado.

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

FY 2007: Funding proven interventions and looking for proven interventions to address our DMC needs will continue to be an objective and we will work on this in 2007. The focus will be on finding interventions that are successful in addressing the arrest decision point.

Budget for implementation of FY 2007 Plan: Funds associated with accomplishing the above plan include the funds budgeted for program interventions, \$270,000 and staff time that includes a budget amount of \$25,000. Funds to support meetings of the DMC Committee come from the budgeted SAG funds.

INFORMATION SHARING AND CROSS SYSTEM COORDINATION

Reducing the Caseload of Probation Officers. In Colorado, Juvenile Probation duties fall under the Judicial Department. Based on a staffing model, probation officers are assigned to 22 of the state's judicial districts throughout the state. Budget cuts in prior years resulted in the loss of a substantial number of officers statewide although some restoration of probation officers has occurred during the last several fiscal years. Through the budget process for FY 2008, it is anticipated that the Judicial Department should continue to receive funding from the General Assembly for the hiring of additional officers. If this appropriation comes to fruition, statewide the probation departments will be approximately 75% staffed. To increase the number of cases staffed, the Judicial Department will need to continue requesting appropriation from the State General Fund for additional staff in the coming years. 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.

Congress, concerned about inadequate data regarding children in adoptions and foster care, enacted legislation that requires states to collect reliable and consistent information. The federal government made funding available to states to develop and implement automated systems to enable states to meet federal reporting requirements. Colorado Trails was a statewide effort to automate services in Child Welfare and the Division of Youth Corrections. The project streamlined both record keeping and service delivery through the installation of new hardware and customized software in all of Colorado's counties, regions, and facilities.

Now fully implemented, the 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 also provides case management support for direct client workers, decision-making support tools for managers, and access to client information across all Child Welfare and Division of Youth Corrections populations in the state. 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 system is designed to meet federal requirements for statewide automated child welfare information systems (SACWIS) and Adoption and Foster Care Analysis and Reporting System (AFCARS) requirements. Meeting federal requirements is critical to obtain federal funds for child welfare programs. (Source: <http://www.cdhs.state.co.us/trails/General.htm><http://www.cdhs.state.co.us/trails/General.htm>)

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, Pre-sentence 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 pre-sentence investigation unless waived by the court on its own determination or on recommendation of the prosecution or the juvenile. The pre-sentence investigation shall take into consideration and build on the intake assessment performed by the screening team. The pre-sentence 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 pre-sentence 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.

Describe the state's process for gathering juvenile justice information and data across state agencies—i.e. state departments of education and welfare, mental health services, local law enforcement—and how the state makes this information available across agencies and incorporates the data into its comprehensive 3-year plan and annual plan updates.

Colorado's Three-Year Juvenile Justice Plan is a collaborative venture with many state agencies actively engaged in its development. This is done in various ways, often through requests via e-mail and/or phone by the Juvenile Justice Specialist to the research and evaluation divisions within those other youth-serving systems. Data is also mined from various state systems' webpages as evidenced by the numerous internet citations in this three-year plan. After the data has been analyzed for inclusion in the plan, the agencies which supplied the source data complete a final review to assure appropriate interpretation and representation. This information is then used by the JJDP Council (SAG) in determining or confirming its priorities and becomes the basis for Colorado's Three-Year Juvenile Justice Plan. The Plan and its annual updates is printed, bound and distributed to key stakeholders, as well as posted on the Division of Criminal Justice webpage for access by others.

Identify specific barriers the state encounters with the sharing of juvenile information of at-risk youth among state agencies, including local law enforcement, i.e. where state statute, regulation, or policy prohibits the sharing of this information.

Information sharing is aided by the Colorado Integrated Criminal Justice Information System which is a single program that facilitates the sharing of critical data among five state-level criminal justice computer systems at key decision points in the criminal justice process. CICJIS is an independent program that relies on the equal participation of the five CICJIS agencies. Each agency has its own "business", business models, and strategies, yet each has a vested interest in and gains benefits from the CICJIS program. The agencies (primary stakeholders) and integrated systems include:

- Colorado Department of Public Safety, Colorado Bureau of Investigation (CCIC)
- Colorado Judicial Branch (ICON)
- Colorado Department of Corrections (DCIS)
- Colorado Department of Human Services, Division of Youth Corrections (TRAILS)
- Colorado District Attorneys Council (Blackstone)

Although the juvenile justice system is represented in the CICJIS system, it is important to note that improvements are still necessary. State and local youth-serving systems and agencies are currently in discussion about developing a collaborative research project which could serve to inform the state about how and what youth are entering the juvenile justice system, what services are being provided and the success rate. Ultimately it is believed this project can provide information regarding the trajectory of youth entering the juvenile justice system and help us to identify what services can best meet the needs of our system-involved youth. Although this project was initiated for a particular research plan, because this is a multi-disciplinary endeavor and would require sharing of information across multiple state systems, it is anticipated that it will assist future research endeavors as protocols for sharing information among the various databases, including CICJIS, will be developed assuring the appropriate privacy protections are in place.

Sharing information across systems is also facilitated by the development of an on-line School Violence Prevention and School Discipline Manual (<http://www.ago.state.co.us/schoolvio/svpm2006.pdf>) which

provides guidance about information sharing requirements related to school safety. What is uniquely helpful with this manual developed by the Colorado's Attorney General published is that it not only outlines in detail the extensive requirements for information sharing per Colorado Statute it also dispels myths about what information can and cannot be shared and under what circumstances. The manual further provides concrete guidance about how information sharing can be accomplished through a 16-page quick *Outline of the Colorado Information Exchange Law* and a template for a *Model Inter-Agency Agreement for Information Sharing* (<http://www.ago.state.co.us/dynamicPage.cfm?cpyID=237>).

Finally, although Colorado does have information sharing protocols for child welfare and the courts/probation and school safety and school violence prevention as seen above, the state also recognizes that it still struggles to integrate other youth-serving systems, especially those with information regarding subjects that have extended federal protections such as mental health, substance abuse and educational services. Acknowledging this, the HB 1451 Collaborative Management Group (see page 18 of this plan) has scheduled an OJJDP Information Sharing to Prevent Juvenile Delinquency Project Workshop for June 2007. At this workshop each local 1451 community as well as the state agencies will create teams to explore the purpose and vision for information sharing, confidentiality and privacy protections, and information needs. At the end of the day the teams will complete an action plan outlining next steps. A follow up session will be scheduled to assist teams address barriers and progress. It is hoped that we can unearth some of the barriers, some real and some artificially created due to fear and misinformation, and develop a process by which appropriate information can be shared in an effort to assist system-involved youth.

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 FTEs funded with FG funds
- Number of subgrants awarded
- Number of RFPs developed that support programming identified in the Plan
- Number and percent of programs monitored

OUTCOME PERFORMANCE MEASURES:

- Average time from receipt of subgrant application to date of award
- Number and percent of programs funded directly in-line with the 3-year plan
- Percent change in technically acceptable proposals received

BUDGET:

Fiscal Year	Formula Grant Funds	State/Local/Private Funds	Total
2006	\$88,584	\$88,584	\$177,168
2007	\$92,400	\$92,400	\$184,800

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 SAG committee meetings held
- Number of SAG subcommittee meetings held
- Annual Report submitted to the Governor
- Number of grants funded with Formula Grant funds
- Number and percent of programs using evidence-based models
- Number of grant applications review and commented on
- Number and percent of activities/meetings that involve youth
- Percent of SAG allocation used

OUTCOME PERFORMANCE MEASURES:

- Number and percent of plan recommendations 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
2007	\$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 often confusing data.

The FY 2006-08 Plan that was developed last year will be amended soon. We recognize that there are some flaws in that plan such as ensuring that the activities proposed can be accomplished by the members of the DMC Committee, DMC Staff and the JJDP Council. Work needs to be done to identify the tasks needed to accomplish the activities as well as who is responsible for what activities and tasks. We will be working with a technical assistance provider in April to refine the FY 2006-08 plan. The DMC Committee and many JJDP Council members have committed to a whole day meeting in April to ensure that the state's DMC Intervention Plan is realistic and based on the data and needs of the state.

We will provide a copy of the amended plan to OJJDP when completed and will also use this as the roadmap for objectives and activities to be implemented in FY 2007 and FY 2008. We think that a more realistic plan with responsible parties assigned will lead to more effective interventions and higher success for the DMC Committee, the JJDP Council and the state.

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

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:

- Number of programs implemented.
- Number of program youth served.
- Number of program materials developed.
- Number of service hours completed.
- Number and percent of program staff trained
- Number and percent of non-program personnel trained

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.
- Number and percent of staff with increased knowledge of the program area

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$295,000		\$295,000
2007	\$305,000		\$305,000

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. 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. 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 that 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 MIJS 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 school resource officers and 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:

- Number of program youth served
- Number of youth referred
- Number of youth screened/assessed
- Number of program youth with formal psychological/psychiatric evaluations

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 program youth charged with formal probation or parole violations
- Number and percent of program youth satisfied with program.

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$100,000		\$100,000
2007	\$133,341		\$133,341

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, from 2004 to 2006, Colorado more than doubled the number of violations for deinstitutionalization of status offenders (42 to 93) and experienced a tripling of the number of delinquents held in adult jails or lockups over six hours (8 to 24). Legislation regarding the holding of juveniles in compliance with the core requirements of the JJDP Act was passed during Colorado's 2006 legislative session which will be of great assistance in maintaining compliance which must be supported through the system improvement efforts of the compliance monitor as listed above.

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.
- Develop a list for inspection of facilities that are securely and non-securely holding juveniles.
- Conduct on-site inspection of facilities and collect/verify data on juveniles held securely throughout the year.
- Prepare and submit the OJJDP Compliance Monitoring report documenting the number of compliance violations no later than December 1.
- Research the possibility of using a statewide electronic data reporting system.
- Develop training materials and then train all District Court Judges and Magistrates on the proper use of the federal and state Valid Court Order.

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
2007	\$101,000		\$101,000

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 2.4% of the DYC committed population and girls represent 1.8% 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 throughout the state representing or serving the Native American population to support and enhance their efforts.
- Continue to fund at least one juvenile justice delinquency prevention or intervention program at the Southern Ute Tribe and Ute Mountain Ute Tribe.
- The SAG will meet with both tribes at their locations to build relationships and gain insights into the challenges both tribes face.
- Continue to provide technical assistance and problem solving to the Ute Mountain Ute tribe as requested. At the last meeting, held in September of 2006, between Ute Mountain Ute Tribal representatives, community-based service providers and members of the JJDP Council it was decided that responsibility for meeting planning including agenda setting, previously borne by the Council, will be transferred to their Community Providers meeting which is held monthly. If gaps in services are identified they will be taken to the Scoping Meeting. The Council and DCJ staff will be asked to attend a Community Providers meeting annually.
- 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
- 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.

- DCJ staff and selected SAG members will attend Ute Mountain Ute Juvenile Justice Issues group meetings as requested.

OUTPUT PERFORMANCE MEASURES:

- Number of program youth served.
- Number of FTE's funded by Formula Grant dollars.
- Number of program slots available.

OUTCOME PERFORMANCE MEASURES:

- Number and percent of youth who offend or re-offend.
- Number and percent of program youth completing program requirements.
- Number of youth committed to a correctional facility.
- The number and percent of youth satisfied with the program.

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$80,000		\$80,000
2007	\$80,000		\$80,000

PROGRAM AREA # 13: GENDER-SPECIFIC SERVICES

PROBLEM STATEMENT: In FY 2005-06 in Colorado, girls represented 22% of the admissions into detention, 22% of the juvenile prosecutions and 22% 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 girls represent only 12% of the juvenile population committed to the Division of Youth Corrections (DYC), 29.4% of the males were committed on their first adjudication versus 42.9% of females. If such a large percentage of the girls were committed on their first adjudication, was the offense type more serious? Data shows that commitment offenses were fairly similar with two notable differences: 37% of the boys were committed due to a persons charge (vs. 27% of the girls) and conversely, 47% of the girls were committed due to a drug offense (vs. 42% of the boys)

Commitment Offense	Person	Property	Drug	Weapon	Other/NA
Juvenile Females	26.8%	47.4%	11.6%	2.7%	11.7%
Juvenile Males	37.3%	41.7%	7.0%	2.9%	11.1%

Source: Division of Youth Correction, Research and Evaluation Unit

How else did the committed females differ from the committed males? The percent of committed females with a runaway history has been declining over the past few years: from 86% in FY 2003-04, to 81% in FY 2004-05, and now 79% in FY 2005-06 and while sixty-four percent of youth had one or more out-of-home placements in FY 2005-06, a 5% decrease from FY 2004-05, one can see a gender difference as 81% of females had one or more out-of-home placements versus 62% of the boys.

Gender-Specific Services has been a Colorado priority for the past 8 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. Colorado intends to continue 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.

Also, as noted in last year's plan, the JJDP Council was planning on restructuring 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 could more effectively take a more active role in promoting practices which meets the needs of girls at all levels, including prevention, early intervention and treatment. To that end, a joint meeting between Girls E.T.C. and the Colorado Coalition for Girls (Coalition) was held July 24, 2006. At that time it was decided to integrate Girls E.T.C. into the Coalition which was just beginning to create a strategic plan. A JJDP Council member attended the strategic planning meetings and successfully encouraged the creation of a Juvenile Justice subcommittee within the Coalition. To support the merger of Girls ETC with the Coalition, the JJDP Council approved a grant for \$20,000 to the Coalition to support the activities of the Coalition.

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 gender-specific programming to address the needs of girls in the juvenile justice system or to help prevent girls from entering the juvenile justice system.

OBJECTIVE 2: Support Colorado Coalition for Girls (Coalition) in its efforts to address gender-specific juvenile justice issues.

ACTIVITIES:

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

OUTPUT PERFORMANCE MEASURES

- Number of program youth served.
- Number of program slots available.
- Number of service hours completed.

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 program youth charged with formal probation violations
- Number and percent of program youth satisfied with program.

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$100,000		\$100,000
2007	\$80,000		\$80,000

PROGRAM AREA # 32: SUBSTANCE ABUSE SERVICES

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.

According to ADAD's October 2006 report to the joint health and human services committees of the state legislature, there are an estimated 30,000 adolescent substance abusers (ages 12-17) in Colorado. In FY2006, ADAD reported 4,758 youth ages 18 and under were admitted to publicly funded programs, an increase from 2004 when 4,068 youth were served, indicating that approximately 15% of those needing treatment actually received it. In addition, there were 1,166 alcohol-related emergency room visits by youth under the age of 21 in 2005, a 54% increase from the prior year. This again is troubling when comparing costs for these visits versus detoxification services. One emergency room episode costs approximately \$900-\$1,100 and detox \$250/day with youth seldom needing more than one day.

The number of youth with unmet substance abuse treatment needs is troubling when looking at potential ramifications to the juvenile justice system. Of the youth committed to DYC in FY 2005/06, 65% of the females and 59% of the males were assessed as in need of treatment level services. 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. Studies show drug treatment reduces drug use by 40 to 60 percent and significantly decreases criminal activity during and after treatment. Although substance abuse treatment can significantly reduce further penetration into the juvenile justice system; recent reductions in these services will likely increase the need for more costly programs in future years.

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:

- Number of program youth served
- Number and percent of youth screened
- Number and percent of youth assessed
- 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 program youth exhibiting desired change in substance use
- Number and percent of program youth satisfied with the program
- Number and percent of program staff with increased knowledge in program area

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2006	\$12,259		\$12,259
2007	\$32,259		\$32,259

PROGRAM AREA # 19 – JUVENILE JUSTICE SYSTEM IMPROVEMENT

PROBLEM STATEMENT: In the fall of 2006, 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, the Council committed 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, many systems appear to be stretched to 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 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.

Council also recognized that because of the budget cuts suffered over the years, programs struggle to continue with service provision and often do not have the resources to produce quality evaluations. Council is therefore also committed to financially assisting programs in receiving the evaluation necessary to be deemed a promising or best practice. Finally, because transfer of knowledge and dissemination of information is vitally important to improving Colorado's juvenile justice and delinquency prevention systems, the Council is also committed to financially supporting state-wide training and conferences bringing together experts in the various fields with those who are providing the service.

GOAL: Support trainings, 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 of agencies sharing automated data
- Number of recommendations implemented
- 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
2007	\$70,000		\$70,000

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 2007 formula grant subgrant application announcement currently has the following language:

*Priority for funding will be given to those applicants who are requesting funding to implement research or evidence-based programs and activities. **If you have stated that you are using an evidence-based program on page one of this application, you must provide the source from which your model program was cited.** If it is not located in one of the sources below, please cite where the information can be found, including if you are using local/state data or research showing a program's effectiveness.*

*For additional information regarding **research or evidence-based programming**, there are several resources listed below including the Model Programs Guide (MPG) website at http://www.dsgonline.com/mpg2.5/mpg_index.htm, which has been 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 re-entry. 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.*

Other resources for evidence-based programs include:

Source	Web address
Blueprints for Violence Prevention	http://www.colorado.edu/cspv/blueprints/
CASEL (Collaborative for Academic, Social, and Emotional Learning)	http://www.casel.org/home/index.php
Centers for Disease Control and Prevention	http://www.cdc.gov/node.do/id/0900f3ec8000e539
Community Guide for Helping America's Youth	http://www.helpingamericasyouth.gov/
Department of Education Safe, Disciplined, and Drug Free Schools	http://www.ed.gov/about/offices/list/osdfs/index.html
Drug Strategies, Inc.	http://www.drugstrategies.org/
Making the Grade	http://www.healthinschools.org/home.asp
Hamilton Fish Institute	http://hamfish.org/cms/
Institute of Medicine	http://www.iom.edu/
NIDA Preventing Drug Abuse	http://www.nida.nih.gov/Prevention/Prevopen.html
National Institute of Justice What Works Report	http://www.ncjrs.gov/works/
OJJDP Model Programs Guide	http://www.dsgonline.com/mpg2.5/mpg_index.htm
Promising Practices Network	http://www.promisingpractices.net/
SAMHSA Model Programs	http://www.modelprograms.samhsa.gov
Surgeon General's Youth Violence Report	http://www.surgeongeneral.gov/library/youthviolence

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
2007 UPDATE**

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	Affiliation	FT Govt	Date of Appt	Residence
1	Dianne Van Voorhees, Chair	Attorney at Law		07/04	Denver
2	Katie Wells, Vice-Chair	Alcohol and Drug Abuse Division/CDHS	X	12/99	Denver
3	Katy Avila	Youth Community Member		07/04	Denver
4	Bill Bane	Division of Mental Health Services/CDHS	X	12/99	Denver
5	Steve Bates	Office of Children, Youth and Families/CDHS	X	09/01	Denver
6	Steve Brittain	Chief Probation Officer, 6th and 22nd JD	X	12/99	Durango
7	Alison Bujanovich	Youth- Community Member		07/05	Granby
8	Susan Colling	State Court Administrator's Office	X	09/01	Denver
9	Jim Covino	Attorney at Law		02/97	Englewood
10	Kayla Duran	Youth- Community Member		07/05	Denver
11	Alisha Encinias	Youth- Community Member		11/06	Las Animas
12	Regis Groff	Community Member/Retired Legislator		06/94	Denver
13	Joe Higgins	Mesa County Partners		02/89	Grand Junction
14	Larry Hudson	Community Member		07/04	Denver
15	Christal O'Brien	Youth- Community Member		11/06	Denver
16	Gerry Oyen	Sheriff, Bent County	X	07/04	Las Animas
17	Stan Paprocki	Alcohol and Drug Abuse Division/CDHS	X	05/06	Denver
18	Bob Pence	Community Member		06/92	Littleton
19	Lowell Richardson	Police Chief, Estes Park		01/06	Estes Park
20	David Shakes	Judge	X	05/05	Colorado Springs
21	Lindi Sinton	Volunteers of America		06/94	Denver
22	Crystal Talamante	Youth- Community Member		05/05	Boulder
23	Richard Toth	Retired Senior Court Judge		06/94	Colorado Springs
24	Ted Trujillo	Division of Child Welfare/CDHS	X	07/04	Denver
25	Pam Wakefield	Chief Deputy District Attorney, 17 th JD	X	08/96	Englewood
26	Debbie Wilde	YouthZone		04/04	Glenwood Springs
27	Jeremy Wilson	Youth- Community Member		05/05	Fort Collins

The JJDP Council currently has 27 members of which 41% (11) are full-time govt. employees, 26% (7) 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; (Vacant), Director of the Division of Criminal Justice (Authorized Official)

Office of Research and Statistics (3.85 FTE), BJS Statistical Analysis Center (SAC)

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

Office of Victims Programs (10.65 FTE) Administers VOCA Victims Assistance and Victim Compensation funds, and Violence Against Women Act (VAWA) funds

Administration, Budget, Accounting and Administrative Support (8.95 FTE)

Colorado Regional Community Policing Institute/Police Corps (CRCPI) (3.5 FTE), OJP COPS funds

Office of Domestic Violence and Sex Offender Management (State-funded 6.8 FTE)

Office of Adult and Juvenile Justice Assistance – This office administers eight major federal and state criminal and juvenile justice funding programs. There are 9.8FTE in OAJJA of which 2.44 FTE were charged to Formula Grant Administration as of 1/1/07.

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 2006-2008 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 FFY 2004/05 these grant programs totaled approximately \$1.8 million and \$1.6 million in FFY 2005/06. In the 2006 legislative session, the Colorado General Assembly also appropriated \$1.2 million in funding to DCJ for re-establishing the Juvenile Diversion program.

OAJJA also administers the Anti-Gang and Justice Assistance Grants 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 FFY 2004/05, these grant programs totaled approximately \$5.1 million and \$3.1 million in FFY 2005/06.

The Formula Grant planning and administrative costs cover:

- Salaries/indirect costs for 2.44 FTE, including the juvenile justice specialist.
- Travel costs for staff for the following:
 - Attendance at national conferences such as the OJJDP-sponsored national and regional trainings
 - Attendance at the Coalition for Juvenile Justice Conferences, as appropriate
 - Other regional and local conferences related to juvenile justice and delinquency prevention
 - Subgrant monitoring and site reviews
- Supplies and operating costs to administer the federal formula grant program

OAJJA STAFF

Meg Williams
Title: Manager of OAJJA and Juvenile Justice Specialist
State Classification: GP VI
FTE: 1.0
% of salary from Formula Grant Admin= 21%
% of time dedicated to Juvenile Justice= 51%

Tammy Russ
Title: Lead Staff of OAJJA as of 1/1/06
State Classification: GP V
FTE: 1.0
% of salary from Formula Grant Admin= 25%
% of time dedicated to Juvenile Justice=41.5%

Susan Davis
Title: Compliance Monitor
State Classification: GP IV
FTE: .90
% of Salary from Formula Grant Admin = 0%
% of Time dedicated to Juvenile Justice = 92%

Anna Maria Lopez
Title: Project Manager - DMC/Title V
State Classification: GP IV
FTE: .95
% of Salary from Formula Grant Admin = 16%
% of Time dedicated to Juvenile Justice = 98.7%

Michele Lovejoy
Title: Program Grant Manager
State Classification: GP IV
FTE: 1.0
% of Salary from Formula Grant Admin = 80%
% of Time dedicated to Juvenile Justice = 100%

Deb Ristow
Title: Grant Finance Officer
State Classification: GP III
FTE: 1.0
% of Salary from Formula Grant Admin = 60%
% of Time dedicated to Juvenile Justice = 97%

Betty Mahaffey
Title: Grant Finance Officer
State Classification: GP III
FTE: 1.0
% of Salary from Formula Grant Admin = 12%
% of Time dedicated to Juvenile Justice = 12%

Sue Bradley
Title: Administrative Assistant
State Classification: Admin Assistant II
FTE: 1.0
% of Salary from Formula Grant Admin= 30%
% of Time dedicated to Juvenile Justice = 36.5%

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

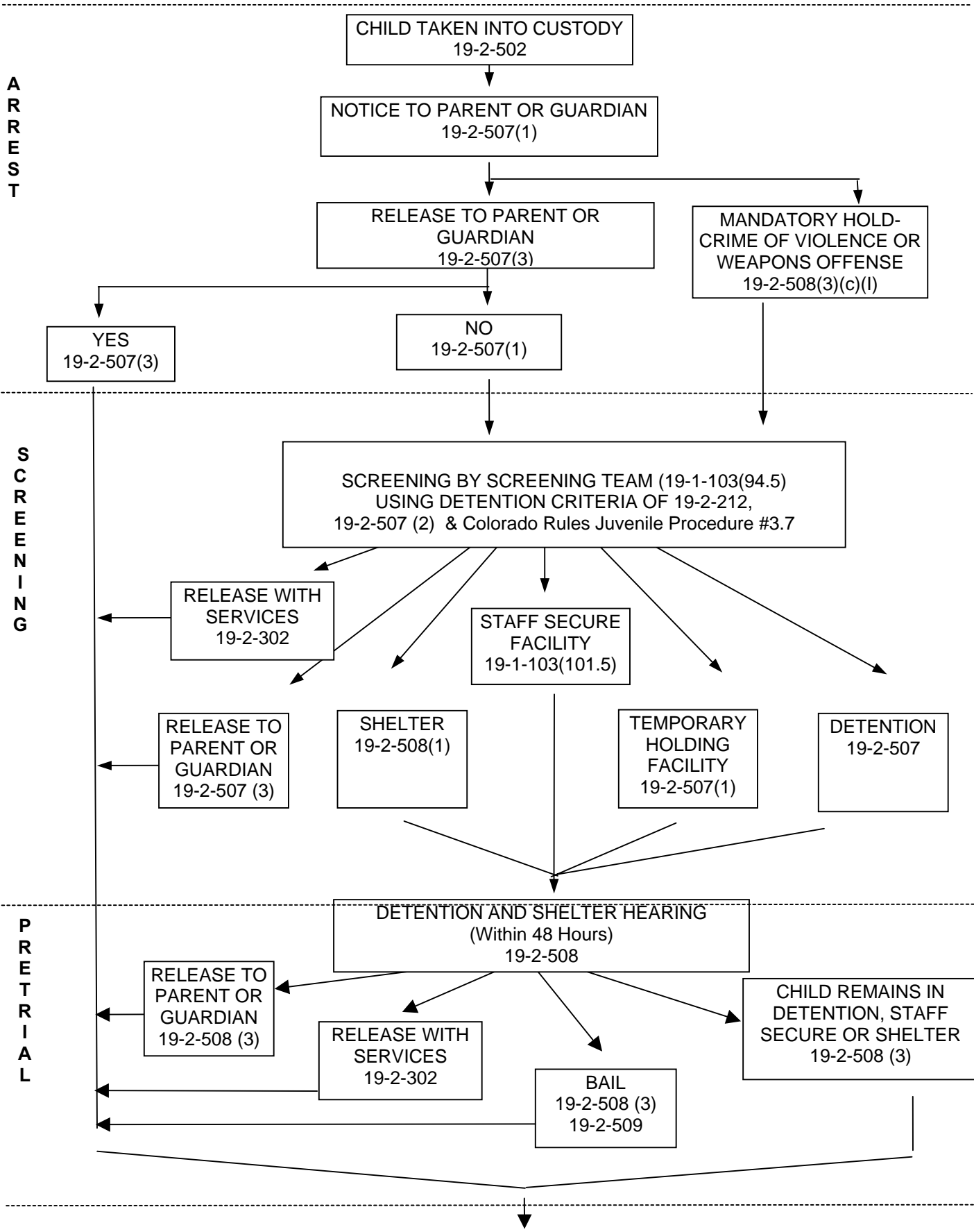
Appendix A

STATE OF COLORADO
JUVENILE JUSTICE SYSTEM FLOWCHART

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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

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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 GUILTY

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

DEFERRED ADJUDICATION
19-2-709

ADJUDICATION

NOT GUILTY

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PRESENTENCE
INVESTIGATION
19-2-905

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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)

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