

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



March 2008 Update

Submitted to the Office of Juvenile Justice and Delinquency Prevention

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 page 112.

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 resulting in the following juvenile justice areas as 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.

Please note much of the information in this three-year plan is a result of some very important work by others at the national, state and local level. We have cited those sources throughout this text and urge readers to go to those original source documents for much more complete and thorough information and data analysis.

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 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. It is estimated that between 2000 and 2006 the state experienced a 2.8% increase in the number of youth in the age 10-17 population and within that same period experienced shifts in the diversity of it population showing a rising Hispanic youth population, which represented 21.1% of the youth population in 2000 and 24.9% in 2006. The gender breakdown remained stable – 51.3% male and 48.7% female.

Juvenile Population Estimates- Ages 10 through 17						
2000	2001	2002	2003	2004	2005	2006
498,598	506,528	511,556	511,622	510,079	509,975	512,778

	Juvenile Population Estimates- Ages 10 through 17 by Race/Ethnicity			
	2000		2006	
	Number	%	Number	%
White	351,904	70.6%	340,157	66.3%
Hispanic	105,090	21.1%	127,927	24.9%
Black	24,474	4.9%	26,500	5.2%
American Indian	4,624	.9%	4,700	.91%
Asian	12,506	2.5%	13,494	2.6%
Total	498,598	100%	512,778	99.91%

It is also estimated that 77.8% reside in the 10 largest of Colorado's 64 counties, and 68.4% reside in what is called the Front Range area, which follows the north-south Interstate 25 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://www.dola.state.co.us/demog/>; <http://ojjdp.ncjrs.gov/ojstatbb/ezapop/>)*

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 4-6) 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 and his/her family can be simultaneously served by multiple systems/agencies.

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 ◦ Sentencing ◦		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 ° Screening ° Pretrial ° Diversion ° Case Filing °			Adjudication ° Presentence investigation ° Sentencing °	Sentencing °		° 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 ° Screening ° Pretrial ° Diversion ° Case Filing °	Adjudication ° Presentence investigation ° Sentencing °	Sentencing °		° 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)	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; 21 st 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						

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, pages 4-6) 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 6.5% from the fall of 2001 to the fall of 2006.

Public School Enrollment- % of Total by Gender, Race/Ethnicity 2001-2006								
http://www.cde.state.co.us/index_stats.htm								
Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total # Students
2001	66.8	23.3	5.7	3.0	1.2	51.7	48.6	742,145
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	755,668
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	51.3	48.7	780,708
2006	61.9	27.6	6.0	3.3	1.2	51.3	48.7	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 year saw a decline for all youth and the rates continue to differ significantly across race/ethnic groups. Less than 70% percent of Native American youth graduated from high school in Colorado in all years with a precipitous drop in 2006, to less than 57%. As in previous years, in 2006 both Hispanic youth and Black youth had lower graduation rates at 56.7% and 62.7% respectively with significant reductions again showing for 2006. These rates greatly differ than the graduation rates for White youth at 80.8% and Asian youth at 82.5%.

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	80.3	87.0	83.6
	2004	86.4	68.7	76.2	86.9	66.6	79.1	85.6	82.3
	2005	85.5	63.7	74.0	86.1	62.6	77.5	82.7	80.1
	2006	80.8	56.7	62.7	82.5	56.9	70.3	78.0	74.1

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 Hispanic youth (8.2%), Black youth (6.6%) and Native American youth (6.8%) and the alarming increase in their rates from 2004 to 2006, suggest the need for a review of the reasons leading to dropping out of school for these populations.

Drop Out Rates 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
Dropout Rate	2001	5.1%	2.2%	3.6%	2.1%	4.9%	3.2%	2.6%	2.9%
	2002	2.0%	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%	7.5%	5.4%	2.9%	6.7%	4.6%	3.8%	4.2%
	2006	2.8%	8.2%	6.6%	3.1%	6.8%	4.8%	4.0%	4.5%

*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- 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	43.0	42.8	42.9	75.7	50.4
Hispanic	27.6	39.2	38.7	42.3	16.6	35.4
Black	6.0	14.6	15.2	11.0	4.7	10.3
Asian	3.3	1.5	1.6	1.5	2.1	1.8
Native American*	1.2	1.5	1.8	2.3	1.0	2.0

- In 2006, of the Native American students receiving disciplinary actions statewide (825), 13.8% (114) were from the 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.

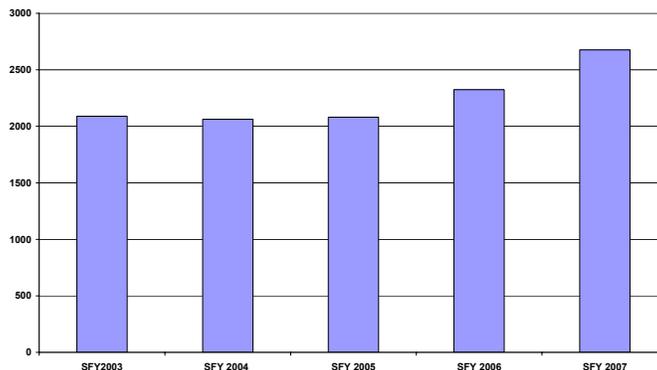
Truancy is an issue of growing concern in Colorado. When reviewing the Colorado Department of Education data for 2004-2005 and 2005-2006, the National Center for School Engagement (NCSE) estimated that in Colorado, there were a total of 1,651,864 unexcused days in the state in 2004-2005, rising to 2,710,717 unexcused days in 2005-2006. These numbers translate to 9,717 and 15,945 years of schooling lost to unexcused absences (170 days each year) for Colorado students. NCSE also estimated

that in Colorado approximately 70% of suspended youth are chronically truant in the previous six months, 80% of dropouts were chronically truant in the past year before dropping out, a staggering 97% of expelled youth were chronically truant in the previous year, and 90% of youth in detention for delinquent acts were truants. Also knowing through research that chronic truants are 21.53 times as likely to commit serious property crimes, 12.15 times as likely to engage in a serious assault crime and are 16.06 times as likely to use marijuana by age 14, we know the potential impact of not intervening with youth on the path to chronic truancy.

With communities responding to this concern, we have seen truancy petitions filed in juvenile court rising by 28% from 2003 to 2007 and believe that they are likely to increase as legislation (SB 50) passed in 2007 permits school districts to use non-attorneys as representatives in judicial proceedings on truancy matters. It is expected that truancy petitions will increase due to the less expensive option for schools to use non-attorneys on these cases.

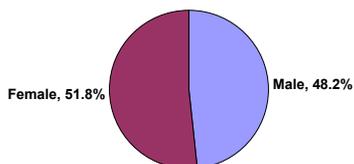
Truancy Petitions Filed in Juvenile Court 2003-2007				
http://www.courts.state.co.us/panda/statrep/pandaannualsindex.htm				
2003	2004	2005	2006	2007
2090	2062	2080	2325	2677

**Truancy Petitions Filed in Juvenile Court
2003-2007**

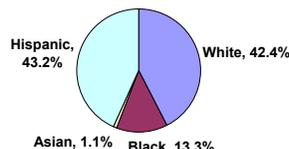


But as truancy petitions increase, so also does the use of detention as a sanction for truants violating court orders, resulting in an increase in the number of violations for failure to follow the Valid Court Order process as outlined in the Colorado Rules of Juvenile Procedure (Rule 3.8). From 2006 to 2007, we saw an increase from 93 to 127 (27%) in the number of violations of the Deinstitutionalization of Status Offenders Core Requirement. Because these numbers were alarming, we began to look closer and found that of the 292 status offenders sentenced to detention in 2007, 278 (95.2%) were related to truancy. Of these 278 youth, 48.2% were females and 51.8% male. 42.4% were White, 13.3% Black, 1.1% Asian and 43.2% Hispanic. We also looked at ages of the youth at the time of their sentence and 2.5% were age 12, 6.5% were age 13, 19.4% were age 14, 56.5% were age 15 and 15.1% were age 16.

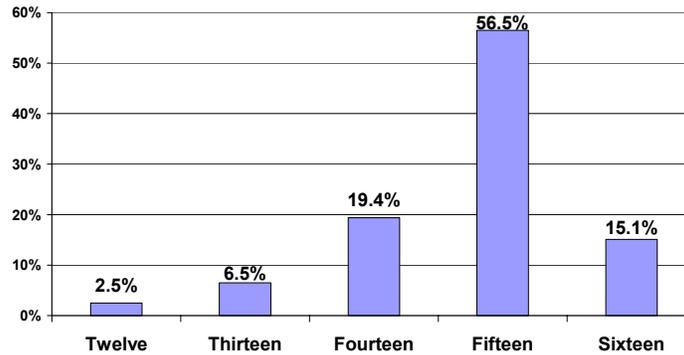
Gender of Truant Youth Sentenced to Detention (SFY 06-07)



Race/Ethnicity of Truant Youth Sentenced to Detention (SFY 06-07)



Ages of Truant Youth Sentenced to Detention (SFY 06-07)



Recognizing that we needed to engage those at the local level to address these concerns, on March 6, 2008, the JJDP Council, with support from the federal Office of Juvenile Justice and Delinquency Prevention and the National Center for School Engagement (NCSE) held a Truancy Symposium attended by over eighty participants representing five pre-selected judicial districts and state agencies. The judicial districts were chosen based on their increase of violations of the federal JJDP Act due to the inappropriate holding of status offenders in secure settings, a significant portion stemming from truancy petitions. We required attendance from a core team of four to twelve members from each community to include at a minimum: courts, schools, social services and the local SB 94 Coordinator and encouraged participation from law enforcement (including the district attorney, sheriff and police departments), probation, the division of youth corrections regional director or regional staff, juvenile detention directors or key staff, parents, youth and any others the community identified as vital for this discussion. A state team was created to mirror the local teams.

The overall goal of this Symposium was to reduce truancy and delinquency in communities through the utilization of effective tools and practices and the objective was for participants to leave the symposium with a framework of a community strategic plan to address truancy. After the state's compliance monitor framed the issue using local data about the number of truants detained and the number of violations in the state, the NCSE (<http://www.schoolengagement.org/>) then facilitated an action planning process, after first providing participants with information regarding best practices. NCSE shared with participants what was published in their October 2003 report, *Saving Money, Saving Youth, the Financial Impact of Keeping Kids in School*, which highlighted the causes and dangerous consequences of truancy (this report was also supported with OJJDP funding provided through DCJ). They 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, NCSE was 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.

Each of the five local and one state teams attending the March symposium is eligible for an additional day of on-site technical assistance to complete a strategic plan to address truancy. We are also hoping to open this process to other communities across the state where, although the number of violations may not be as high as those original five communities, they continue to struggle with truancy.

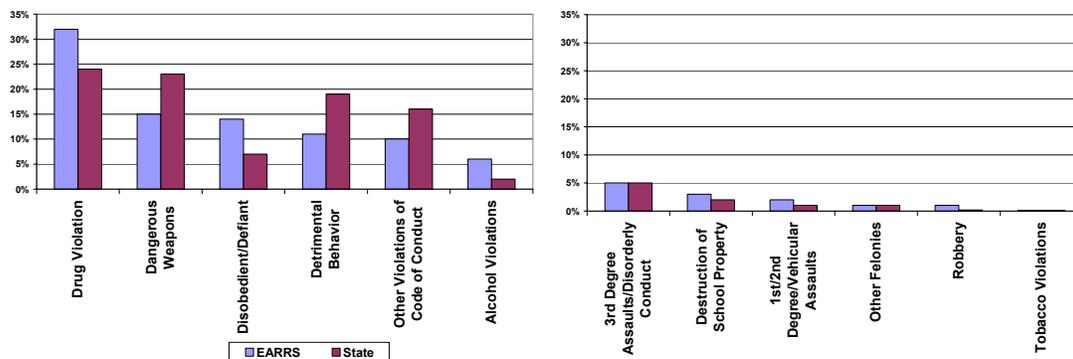
Expulsion should be the last step taken after several unsuccessful attempts to deal with a student who has discipline problems that disrupt learning of other students or cause risk of harm to others. CDE offers

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. In past years, the Colorado Division of Criminal Justice (DCJ) also 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.

According to the **Expelled and at Risk Student Services (EARSS)** Summary Report for the 2006-2007 School Year, Expelled and At Risk Student Services grants were awarded to 60 programs located in 47 of Colorado's 178 school districts and approximately half of the state's counties in that year. These programs served a total of 7,743 students, with 87% (6,765) being at risk of expulsion and 13% (978) expelled. The most common reasons for expulsions were drug violations (32%), with dangerous weapons (15%) and disobedient behavior (14%) distant seconds. For at-risk students, the primary reason for participation was truancy (33%) followed by disobedient behavior (22%). Nineteen (19) percent of the students served had an active Individual Education Plan (IEP) and were receiving Special Education Services while the overall percent of Special Education students in the state was 10.7% showing disproportion in the number of special education students in the program. In addition to the students, 11,253 parents were served and of these 74% improved their ability to support their child's learning.

Similar to past years, in 2006-07 the percent of boys served (64%) far exceeded the percent of girls served (36%). 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 expulsions as in juvenile justice and adult penal systems, suggesting a precursor to overrepresentation of minorities in the justice system. In 2006-2007, Latino students, who made up 27.6% of the total student population, represented 42% of the students served in these programs.

Reasons for Expulsion for SY 2006-2007 EARSS Program Compared to Statewide Expulsion Incidents



CDE- Expelled and At Risk Student Services Grant, End of Year Report 2006-2007 School Year, http://www.cde.state.co.us/cdeprevention/download/pdf/FinalQuickFactsEOY06_07.pdf

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. In 2005-2006, the Colorado Department of Education provided \$1,784,784 to eleven Even Start programs in Alamosa, Aurora, Boulder, Center, Colorado Springs, Cortez, Delta, Denver, Durango, Glenwood Springs, Lafayette, Lamar, Leadville, Monte Vista and Rifle.

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 nine years, the CDE has supported a statewide evaluation of Colorado Even Start programs. The following findings are highlights from the 2005-2006 progress report:

- Colorado Even Start programs met 85% of the targeted goals contained in the state performance measures, a decrease from 89% in 2004-2005.
- Colorado Even Start programs served 382 families with 595 children, a reduction from the previous year but possibly linked to the decreased number of Even Start programs which numbered 13 in the prior year but 11 in the current year.
- Of Even Start parents studying to pass the General Equivalency Exam and teen parents working toward obtaining a high school diploma, 70% attained their goals this year. This figure is a 15% increase from last year and the highest percentage in the four years the statistic has been calculated. The average graduation rate for teen parents in Even Start over the past seven years is 83%.
- The percent of preschoolers in Even Start enrolled in an additional early childhood education program steadily increased over the past five years from 45% to 81%.
- Over three-fourths (78%) of primary grade children in Even Start were reading at or above grade level, or demonstrated one year's growth in literacy skills within one year. Last year 76% of kindergartners through third-graders met this goal.
- Using a new assessment, the Parent Education Profile, 74% of rated parents demonstrated progress in using language with their children. Almost three quarters of the rated families (73%) placed an increased priority on learning with their children at home.
- Eighty-nine percent of unemployed Even Start parents seeking work obtained employment during the year.

The 2005-2006 average cost of serving an Even Start family in Colorado, based only on the state allocation of federal funds to local programs, was \$4,698. In comparison, Head Start's national average cost for serving one child is \$7,287 (Head Start Bureau, 2006). Funding for the family literacy program has remained fairly stable at nearly \$2 million between FY02 and FY06. The extent to which this funding is adequate to meet the needs of children and their families is unknown. The complete Even Start 2005-2006 Report can be viewed at <http://www.cde.state.co.us/cdeadult/download/ES/PDF/ProgRpt0506.pdf>.

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. To download a 2005-2006 Year End Performance Report with data from each of participating schools districts, go to: http://www.cde.state.co.us/cdeprevention/pi_safedrugfree.htm.

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 Support (SW PBS) 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 reinforcers 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 and allows building administrators the opportunity to devote more time to being educational leaders in their schools.

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 2002-2003 school year. Since that time, the School-wide PBS Initiative has grown dramatically and will be in 563 schools by the end 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 for the 2007-08 school year includes:

- School wide PBS is in 56 school districts and 30 counties across Colorado.
- Parents trained in PBS techniques by the CDE and PEAK Parent Center in the past three years total 1,236. One parent commented that, "Thank you for the wonderful information. It made me really think about how important it is to acknowledge good behaviors. Not to focus on bad behaviors all the time. It is okay to say thank you and good job."

Average in-school and out-of-school suspensions in PBS Schools have dropped after one year of implementing PBS practices. Data from the 2006-07 school year reflects overall rates of suspensions in PBS Schools is significantly below those of other Colorado Schools. Overall, Colorado Schools implementing SW PBS in grades K-6th have seen a drop in "out-of-school" suspensions from 4.3 per 100 students in 2003-04 to 3.5 per 100 students in 2006-07.

The School-wide Positive Behavior Support Initiative is developing a common language and forming partnerships with community and state agencies to better address the needs of students with the most challenging behaviors. Creating a systemic approach to meeting the behavioral and mental health needs of students continues to remain a long-term goal of the Colorado Department of Education. Most of these agencies share common values to reduce truancy and criminogenic behavior, suspensions, expulsions, and school failure. In contrast, desirable outcomes include increased graduation rates, improved school safety and student achievement, as well as access to needed Mental Health services. Similarly, these outcomes are consistent with what families and policy-makers value most for school-age children.

Employment Services/ Office of Workforce Development

The Office of Workforce Development, located in the Office of the Governor, reported in its Workforce Investment Act (WIA) Program Year 2006 Annual Report that it and other state agencies were successful 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. (See <http://dola.colorado.gov/wdc/publications/2006%20WIA%20Annual%20Report.pdf> for the full report including a listing and description of funded programs.)

In October of 2003, Colorado was awarded an Innovative State Alignment for Improving Transition Outcomes for Youth with Disabilities, a five-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 provided over \$2 million in funding over 5 years much of which was 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 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. Through this grant, Colorado created a cross-system, multi-agency plan to improve State and local services to youth with disabilities within the workforce system. The primary objectives of the grant included increased access to work-based experience for youth with disabilities; development of systems to share information with providers, employers, parents and youth with disabilities; as well as enhanced communication and coordination among the stakeholders serving youth with disabilities within the workforce development system. In the past year, over 350 youth have been involved and received some type of job readiness service. Based on the success of the local demonstration projects, several of the regions have determined ways to sustain the project after grant funds are no longer available. From this grant a framework for recognizing promising practices (based on the "Youth Guidepost for Success") that effectively address transitioning youth was created.

The 2006 WIA Report outlines how, during the second and final year of a National Governor's Association Policy Academy, Colorado state leaders were given the opportunity to identify weaknesses in current policies and practices and develop/implement realistic strategies for improving the outcomes for youth with disabilities. Colorado's goals for the Policy Academy were to: enhance statewide policy, facilitate data sharing and build collaboration. One of the major accomplishments of the Policy Academy was the development of "Youthnet" (www.dola.colorado.gov/youthnet), a searchable database and website created to provide information about services available to Colorado's youth, especially youth with disabilities who are transitioning to adulthood. Youth, parents, and service providers are able to search for services based on needs, geographic location, the age of the youth, or by several other criteria. Currently over 170 organizations, state-wide, have submitted profiles.

The State Youth Council (SYC) was awarded additional funding from the state Workforce Investment System sub-committee of the CWDC in 2006 to provide an additional \$497,000 to the local regions for youth projects. The SYC awarded projects that targeted the hardest to serve populations (out-of-school youth, youth exiting the corrections and foster care systems, homeless youth, and youth with disabilities) and met the local demand driven industries identified by the local workforce boards. These projects focused on career exploration, work based experiences, community/service work, leadership development, independent living skills, and transition to adulthood.

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.

The Governor or designee meets 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 and the Juvenile Justice Specialist 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). As of January 2008, there are eighteen counties from 13 judicial districts participating in this program.

In SFY 2006-2007, ten CMP counties served 9,557 children (versus 4,752 children served by six counties in the prior year). These ten counties also estimated a reinvestment into child and family services in excess of \$3.5 million to be used for services to children or families who would benefit from integrated multi-agency services.

In addition to reporting of outcomes, counties are asked to communicate any barriers to the state or counties to provide effective services to persons who receive multi-agency services. As will be addressed later in this report (see Collecting and Sharing Juvenile Justice Information section, pages 93-95). counties have identified individual agency data systems that cannot “talk” to each other; lack of uniform cross system child and family information sharing; lack of overall cross system program evaluation capacity; inadequate understanding of roles and responsibilities for participating agencies; reluctance of counties to enroll in the program due to anticipated start-up costs; low level of family participation at governance and operational levels; lack of unitary definition of “collaborative” and “collaboration”. For more information regarding the CMP go to: <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 assists in effective case planning for all youth entering the juvenile justice system, leading to better decision-making when a history of maltreatment is seen.

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)*

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 2006-07, the statewide Core Services appropriation was \$45,379,414.

Core Services Program	FY03	FY04	FY05	FY06	FY07
Appropriated	\$42,124,032	\$44,742,812	\$46,242,811	\$43,402,097	\$45,379,414

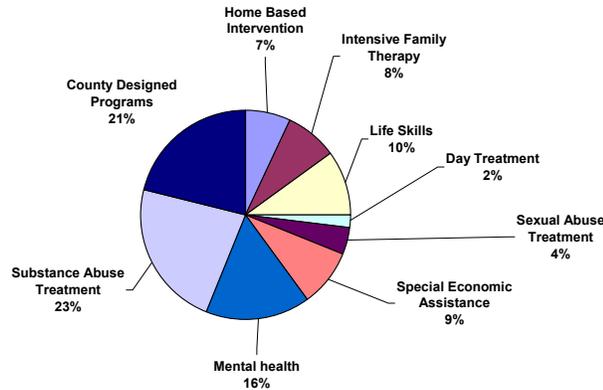
C.R.S. 26-5.3-103(2) states such services are to be provided to children "at imminent risk of being placed out-of-home." A child at imminent risk is immediately provided with services to address the issues putting that child at-risk of out-of-home placement. The Core Services program is required to have 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 over the years from 35,127 served in FY 2005 to 46,394 in FY 2006 and 50,090 in FY 2007 occurring primarily due to several reasons the first of which was the approximate \$3.9 million earmarked to serve adolescents in evidence-based programs allowing 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 data conversion and the learning curve for the newest Trails version may have increased reporting of services to children. The third factor was Counties' active pursuit of preventive, step-down, and reunification services for those children who would have otherwise been placed in the

former Residential Treatment Center (RTC) program. Finally, increased collaboration of the Core Services Program, Promoting Safe and Stable Families and the Family to Family and HB 1451 initiatives statewide may have contributed. (Source: Family Preservation Program Commission Report FY06-07)

**Core Program Services Provided to Colorado's Children-
Duplicated Count Statewide
FY 2006- 2007**



Core Services	FY 2002-03	FY 2003-04	FY 2004-05	FY 2005-06	FY 2006-07
Total Number of Core Services Provided	28,620	32,712	35,1278	46,394 ¹	50,090 ²

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) ²This number represents 19,152 children/youth (unduplicated count). (Family Preservation Program Commission Report FY06-07).

For the FY 2006-07 Core Services 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, a decrease from 66% in the prior year.

The FY07 statewide monthly average cost per child for providing Core Services statewide was \$236; \$185 for the 10 large counties and \$288 for the balance of state counties. It is expected that the average cost per child would be higher in the balance of state counties due partly to the smaller population in the rural area and smaller counties cannot offset the operating costs with a smaller volume. Transportation costs are also higher in these areas. There were 13,042 children in out-of-home placements for FY 2007 with a statewide average cost of \$988 per child per month. The cost efficiency on a per case basis shows a high potential cost avoidance by using Core Services prior to needing out-of-home placement.(Source: Family Preservation Program Commission Report FY06-07)

As stated above, the Core Services Program is appropriated \$3.9 million in order to mitigate county over-expenditures in FY 2006-2007 to fund evidenced based services, which assist counties in providing services to adolescents in both in-home and community-based settings, thus avoiding or reducing the length of costly out-of-home placement when appropriate. To continue to receive the evidence-based services, the county must submit a complete program needs assessment, County Design description and determine projected outcomes. They must also document historical outcomes with regard to how these specific County Designed services demonstrate effectiveness in reducing the need for higher costs of more restrictive or residential services. See the table below for a listing of the evidence-based programming for adolescents supported with Core Services funding.

COUNTY	EVIDENCED BASED SERVICE PROGRAM
Adams	Youth Intervention Program
Alamosa	Intensive Mentoring Project
Arapahoe (1)	Multi-Systemic Therapy - Savio
Arapahoe (2)	Direct Link/MST - Synergy
Archuleta	Moral Recognition Therapy and Responsibility Training
Broomfield	Multi-Systemic Therapy
Chafee	Mentoring
Conejos	Mentoring
Costilla	Intensive Mentoring Project
Denver (1)	Strengthening Families
Denver (2)	Multi-Systemic Therapy
Elbert (1)	Multi-Systemic Therapy
Elbert (2)	Family Coaching/Youth Mentoring
El Paso	Multi-Systemic Therapy
Fremont	Functional Family Therapy
Garfield	Adolescent Mediation Services
Gunnison/Hinsdale	Family and Youth Mentoring
Huerfano	Reconnecting Youth
Jefferson (1)	Multi-Systemic Therapy
Jefferson (2)	Team Decision Making
Kit Carson	Functional Family Therapy
La Plata/San Juan/ Montezuma, Dolores/Archuleta	Adolescent Dialectical Behavioral Therapy
La Plata/San Juan	Multi-Systemic Therapy
Larimer (1)	Family Group Conferencing
Larimer (2)	NYPUM National Youth Program Using Mini-Bikes
Mesa (1)	Rapid Response
Mesa (2)	Day Treatment to Adolescents
Montrose	Promoting Healthy Adolescent Trends (PHAT)
Pueblo	For Keeps Program
Summit	Mentor Supported Substance Abuse Treatment
Teller	Multi-Systemic Therapy
Weld (1)	Teamwork, Innovation, Growth, Hope and Training (TIGHT)
Weld (2)	Multi-Systemic Therapy

Family to Family (F2F) is a child welfare initiative that promotes family-centered, community-based approaches to casework practice. The initiative believes that a child's safety is paramount, children belong in families, families need strong communities and public child-welfare systems need partnerships with the community and with other systems to achieve strong outcomes for children. Supported by the Annie E. Casey Foundation, these practices include strengthening the network of families available to care for abused and neglected children in their own communities; building partnerships with at-risk neighborhoods; and tracking outcomes for children and families, so that child welfare systems can better learn from their experiences. Seven Colorado counties have fully implemented Family to Family.

The Division of Child Welfare promotes Family to Family principles as a best practice model for out-of-home placements and foster care reform. The Division proposes a phased implementation engaging 11 new counties each year for the next three years (achieving coverage for 95% of the children in the state). It will incorporate the remaining counties through county-to-county knowledge transfer.

Since piloting Family to Family practice in 2002, Colorado has observed heartening outcomes:

- Fewer children re-entering foster care, from 14.1% in 2003 to 13.3% in 2005;
- A 6% shift away from residential treatment/group care and toward increased kinship/family care among first time placements;

- Fewer moves between placements. 3% fewer children in foster care experienced more than two moves in their first year of care;
- Siblings placed together 3% more often.

Community partnership is an underlying strategy of Family to Family. Family to Family engages many different community organizations from neighborhoods where referral rates to the child welfare system are high, in order to create environments that support families involved in the child welfare system. These partners have been (and are expected to be) as broadly diverse as county departments of social services, family based grass roots community programs and agencies, local employers and schools, youth in placement, biological and foster parents, parent partners, and tandem families (who link to the at-risk child and support the child's family in the community). In recognition of heightened health needs of children in placement, partnerships will expand to routinely invite collaboration with local clinics, health departments, and medical outreach workers. The Division's technical assistance supports county collaboration with community partners to identify and build working relationships toward the goal of supporting families within neighborhoods.

Colorado's **Promoting Safe and Stable Families Program (PSSF)** seeks to secure safety, permanency and well-being for all children by providing support to families in a flexible, family-centered manner through collaborative community efforts. PSSF programs target three specific populations: adoptive families and families planning to adopt, time-limited reunification families and other at-risk families and children. The purpose of PSSF Programs is to: prevent unnecessary separation of children from their families, to improve the quality of care and services to children and their families, and to ensure permanency for children by reuniting them with their parents, by adoption, or by another permanent living arrangement. PSSF is both family and community driven and all services/structures reflect the unique needs of each community. Local PSSF projects utilize the strengths within their neighborhood, city, county, and/or region, to address the needs of families and children. Forty counties have implemented the Promoting Safe and Stable Families Program.

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 2007 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.

In November 2007, the Prevention Leadership Council and the Collaborative Management Program (CMP) held an unprecedented joint meeting of Executive Directors of eight state departments [CDHS (human services), CDPHE (health), CDE (education), CDOT (transportation), CDPS (public safety), HCPF (Medicaid), Law, & Revenue] and representatives of State Judicial, the Attorney General's Office, the Lt. Governor's Office, and the Office of the Governor. At this meeting, the state leaders were provided a clear sense of the interagency collaborative efforts that are occurring at the state and local levels to

improve how state government manages programs for children and youth by working together on common issues and how local partners are providing collaborative and integrated services. Eight Requests for Action were presented and discussed at the meeting, and are expected to become signed agreements by the participating state leaders in 2008. These eight requests for action included:

- Complete the mandatory memorandum of understanding (MOU) among state agencies for the PLC and request for an optional MOU to solidify commitment to the Collaborative Management Program, county partners, and family representatives; clarify commitment to the waiver process and granting of waivers;
- Create data sharing agreements across state departments. These are needed to enhance long-range integrated and comprehensive planning around common priorities at the state and local levels, to improve resource utilization, and to improve the assessment of the impact of services on social and health indicators;
- Establish an executive Information Sharing Committee to identify existing data workgroups within or across state departments, what information is being collected from the various state data systems and for what purpose, redundancies in data collected across the state data systems; determine what information needs to be shared and under what conditions; develop cross-system protocols; and begin exploring technological solutions for information sharing;
- Support for the incorporation of language into CRS 24-1.9, Collaborative Management of Multi-agency Services Provided to Children and Families that will allow for the utilization of the Performance Based Collaborative Management Incentive Cash Fund for statewide program evaluation and technical assistance;
- Engage program staff and key fiscal staff of state departments in addressing ways to integrate and braid funding across multiple state departments in order to support cross-departmental funding initiatives and create efficiencies at the state and local level;
- Formally support common Request for Proposal and grant applications processes including grant reviews and selection;
- Review and approve the Colorado LINKS for Children and Youth Behavioral Health Action Plan;
- Review and approve the state plan for prevention, intervention and treatment services for children and youth. The goals and objectives of the state plan guide the implementation of innovative approaches to enhancing prevention, intervention, and treatment systems through collaboration among state agencies, and local public and private partners.

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. 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.

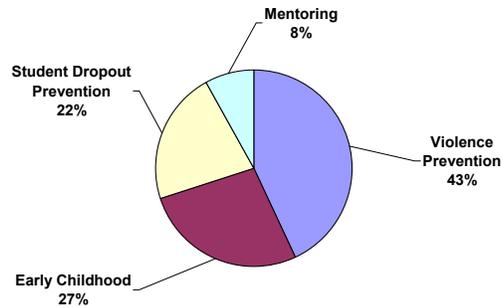
In addition to the Interagency Prevention Project, the Prevention Services Division also administers grant programs that target youth who are at-risk for delinquency. Listed below is a brief description of the programs for at-risk youth managed by the Prevention Services Division.

The **Tony Gramscas 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.

Tony Gramscas Youth Services (TGYS) Program	FY02-03	FY03-04	FY04-05	FY 05-06	FY 06-07
Appropriated	\$1,200,000	\$4,000,000	\$3,491,558	\$3,487,921	\$3,495,654

For fiscal year 2006-07, the TGYS Program was appropriated \$3,495,654 in Master Settlement Agreement Tobacco funds and \$4,000,000 in FY 2005-06 General Funds, with spending authority through June 2007. The actual FY 2006-07 Master Settlement Agreement Tobacco funds appropriation was \$293,913 less than projected. Therefore, out of the total \$7,201,741 appropriated to the TGYS Program, the TGYS Board allocated \$6,300,537 to 186 local TGYS providers through 104 grants. The following information was extracted from the Tony Grampas Youth Services Program Report, 2006-1007 located at: <http://www.cdphe.state.co.us/ps/tgys/2006-2007TobaccoMonitoringReport.pdf>.

Tony Grampas Youth Services Program 2006-2007 Funding



In FY 2006-07, TGYS-funded programs served 52 out of the 64 Colorado counties and served 39,059 children, youth and adults. Of this total, 35,171 of the individuals served were children and youth, and 3,924 of the individuals were parents or caregivers. TGYS-funded programs also served disparate populations in Colorado. The racial/ethnic breakdown of individuals served is as follows: 52% Hispanic, 32% White, 9% African-American, 2% Native American, 1% Asian, and 4% other. According to data from the U.S. Census Bureau, in year 2000, the racial/ethnic breakdown of children and youth, ages 0-19, in Colorado was as follows: 21% Hispanic, 68% White Non-Hispanic, 4% African-American, 1% Native American, 2% Asian, Pacific Islander, and 4% more than one race. Also, 48 grantees reported free and reduced school lunch data for 23,572 of the children and youth served. Fifty-eight percent of these children and youth were eligible for free and reduced lunch. According to the Colorado Department of Education, in the Fall 2006, the average rate of K-12 students qualifying for free and reduced lunch among Colorado school districts was 34%.

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.

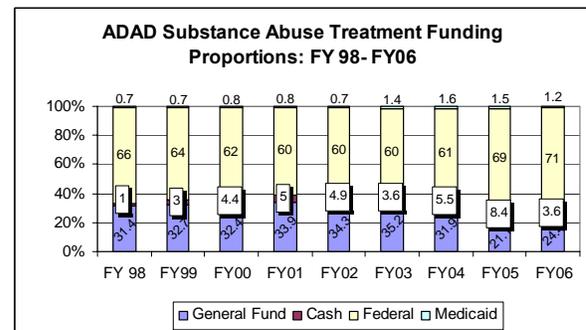
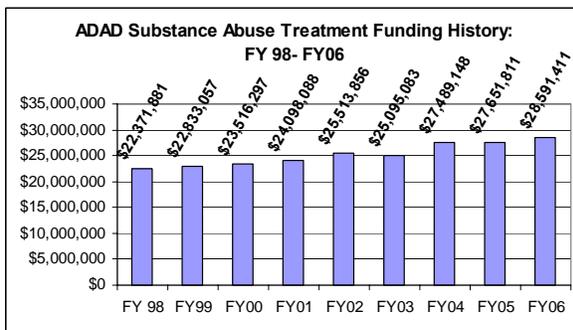
Shannon Breitzman, director of the Injury and Suicide Prevention Programs at the Department of Public Health and Environment, said, "The funding is to be used to develop a strategic plan to address youth violence in Colorado. Our focus will be on preventing our youth from becoming involved in or being 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 updated information in this section is extracted from Colorado's Alcohol and Drug Abuse Division application to the Substance and Mental Health Administration for Access to Recovery (ATR) funds, a federally funded initiative expanding access to substance abuse treatment and recovery support services to over 6000 people (adolescents and young adults- age 25 or younger) over a three-year period to expand existing treatment capacity, increase client choice of treatment provider, and enhance the participation of community and faith based organizations in providing support for individuals with substance abuse problems.

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. 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.

The funding available for intervention and treatment services in Colorado does not adequately address the level of need in the state. It is estimated that substance abuse costs in the U.S. exceed \$294 billion per year, with Colorado's share at \$4.4 billion. For every \$100 spent on the problems caused by substance abuse in Colorado (criminal, medical, etc.), only \$0.06 is spent on treatment or prevention. The average for other states is \$3.70 per \$100. That lack of investment in adequately funding services results in a significant service delivery gap.

The Access to Recovery Grant awarded to Colorado will focus on adolescents and young adults, ages 12-25, as they represent the population with the greatest unmet need in the state. There were 597,097 adolescents, ages 12 through 17 living in Colorado in 2006. Using the national estimate for past month use of an illicit drug by individuals 12 and older (13.4%), Colorado ranks as the 6th highest in adolescent illicit drug use in the nation. Colorado had the highest rate (4.7%) in the nation for past month use of an illicit drug other than marijuana among persons 12 or older. In 2006, Colorado's Drug/Alcohol Coordinated Data System reported 105,365 total admissions to treatment, DUI, and detoxification; 2,544 of these admissions represented ages 17 and under and 6,715 represented the 18-25 year old group.

By applying the 13.4% national estimate to the 597,097 adolescents in Colorado, it can be estimated that there are about 80,010 adolescents currently using drugs. Based on this number and the 2,544 actually admitted to treatment services, it appears approximately 77,466 adolescents are still in need of some level of substance abuse intervention or treatment. Many are still at an experimental stage where the risks are primarily overdose or accident related, however, a substantial number are further down the path to abuse and dependency, and are not receiving any intervention or treatment. The lack of treatment providers in Colorado licensed to serve adolescents has contributed to a de-emphasis on this population. There are 21 counties (out of a total of 65) in Colorado that lack even a single program licensed to treat adolescents and 28 with only one provider for the entire county.

The lack of capacity in current systems to provide services in urban areas, the lack of providers in rural areas, and the cost for treatment reflect significant barriers for accessing treatment. Additional barriers that occur when a person decides to get treatment include lack of childcare, transportation, and other wrap-around support services to address underlying issues that can interfere with seeking and completing treatment, as well as increasing the risk of relapse.

Currently providers in Colorado are averaging a client caseload at 131% of the level of state funding for treatment. For every dollar they receive from the state, they end up spending \$1.31 on treatment services. Few of the targeted populations can afford a significant financial contribution towards the cost of treatment, resulting in a significant loss of funds by the providers. The result is cutbacks to service, longer waiting lists, clients placed in less costly, lower levels of treatment (group rather than individual counseling, outpatient instead of inpatient, etc.), and staff turnover as a result of lower pay and increasing demands to do more with less. There is little incentive for treatment providers to reach out and encourage additional clients to access treatment voluntarily when the involuntary pool of clients already exhausts their system. This lack of outreach, especially to adolescents and young adults, keeps information on the types of services available and how to access them from reaching individuals in need. In addition, the potential of ending up on a long waiting list, especially if they are not from the priority populations listed earlier, serves as a disincentive to seeking treatment.

In rural areas, the lack of providers is a major stumbling block to accessing services. Colorado is considered a frontier state by the federal government, with over 50% of its counties containing fewer than 6 persons per square mile. Individuals in these areas often lack a realistic option of choosing a treatment provider to meet their needs. Additionally, transportation to participate in treatment and recovery services becomes a tremendous barrier. High rates of poverty mean many do not own cars, and there is little public transportation. In mountainous areas, weather often inhibits travel for any significant distance. Specialized services such as detoxification and residential treatment centers are only located in cities large enough to support such services, making them difficult to access from rural areas.

The lack of treatment providers in rural areas often translates into a lack of cultural responsiveness, especially in areas of ethnic and racial identity, sexual orientation and gender, and even age. The lack of options that reflect the characteristics of potential clients results in many people not seeking treatment out of concern that they will not be welcomed or their issues adequately understood. One of the essential goals of Access Colorado will be to not only increase the number of providers in rural areas, but also their cultural diversity.

Cost is a barrier that exists in both rural and urban areas of the state. The research study "Shoveling Up: The Impact of Substance Abuse on State Budgets" by Columbia University's National Center on Addiction and Substance Abuse documented that Colorado spent the least on treatment, prevention and research of all states. According to the report, public funding for treatment in Colorado from federal and state sources amounted to only \$7.50 per Colorado resident, due to 3 factors: 1) relatively low investment of the state's own general fund dollars in treatment; 2) limits on the extent of Medicaid coverage, and 3) failure to use state alcohol excise tax revenues for treatment. State funding of the mental health and substance abuse system has been reduced by 30% over the past three years. The number of clients admitted to publicly-funded treatment programs has declined, down 17% compared to the previous five-year period.

Many Coloradoans lack sufficient insurance to cover the cost for substance abuse treatment. Health insurance plans that normally include mental health and substance abuse benefits are being reduced or cut by employers due to the rising cost of health insurance. For those who still do receive benefits there are an increasing number of restrictions on the number of days of inpatient care or outpatient visits, reduced coinsurance levels, and maximum dollar amounts.

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 2006/07, 66.3% of the females and 58.6% 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 the average daily population for commitments at the Division of Youth Corrections was 1,453.4 juvenile offenders costing Colorado \$94,841,181 per year.

ADAD has also 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 and 2007 Title V grant process was opened up to two collaborations which completed their community planning and were not previous Title V grant recipients. These communities include a Montezuma and Dolores County ("Montelores") and a Grand, Routt and Moffat County collaboration.

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 to 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

This updated information was extracted from the Colorado Mental Health Block Grant application which can be downloaded at: http://www.cdhs.state.co.us/dmh/PDFs/ColoradoCMHS_BlockGrant_FY08_Final.pdf.

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.

Colorado's public mental health system comprises community based mental health programs overseen by the Colorado Division of Mental Health, and the two state mental health Institutes, both of which are organizationally part of the Office of Behavioral Health and Housing within the Department of Human Services and the community based mental health programs overseen by the Department of Health Care Policy and Financing (HCPF). Administration and program oversight of the public mental health system was officially bifurcated in 2004 by a statutory initiative whereby most community mental health programs funded with Medicaid dollars are now directly administered and managed by HCPF, the single, state Medicaid agency. In 2006, the Office sought to integrate the Division and the Alcohol and Drug Abuse Division by creating an additional management structure under Behavioral Health Services. As the delegated State Mental Health Authority (SMHA) pursuant to 27-1-206 of the Colorado Revised Statutes,

the Division remains responsible for the public mental health system as a whole, including the program approval and monitoring of community mental health centers (Centers), clinics and 27-10 designated facilities and their services. The Division also continues to administer the HB 1116 program, which serves families with children at risk of entering the child welfare system to receive mental health services and was reauthorized and funded in 2004 for another five years, and the Goebel lawsuit services.

Community programs continue to provide the majority of the services delivered in the public mental health system. The Division supports community based mental health treatment by purchasing mental health services through contracts with the 17 community mental health centers (the Centers), and six specialty clinics (the Clinics). HCPF is now solely responsible for the contracting and purchasing of these services from the five "Behavioral Health Organizations" or BHOs. BHOs manage the delivery of mental health services to the Medicaid population; Centers and Clinics plan and provide services to individuals who are not Medicaid eligible, as well as delivering a vast majority of the services to the Medicaid population; and the Clinics serve special populations such as members of ethnic or linguistic minority groups. Both Centers and BHOs are responsible for serving individuals in defined geographic service areas.

The vision for public mental health in Colorado is of an integrated, efficient, quality conscious, consumer and family focused system, which includes both inpatient and community-based programs, and incorporates numerous allied services and systems. Increased focus is directed toward integrative and collaborative efforts with other systems, such as correctional, juvenile justice, substance abuse and child welfare systems, which are serving increasing numbers of individuals with serious mental illnesses and emotional disturbances. Moreover, this vision includes the growing dedication to program evaluation and the implementation of evidence based and promising practices that produce positive outcomes. The vision encourages creative and collaborative approaches to organization, financing and service planning in restructuring existing programs, and is based on the belief that local communities are the preferred location for the delivery of most mental health services.

In the last several years Colorado has witnessed significant changes and improvements in the delivery of services to children and adolescents with serious emotional disturbance. Further, a system of care approach based on the work of Stroul and Friedman, 1986 has been implemented. All five BHOs have paid Family Advocacy Coordinators, an interagency coordinating council and an interagency case management team. The State provides assistance to these local sites and also provides system of care technical assistance to the Centers.

In 1999, Colorado received funding from the federal Substance Abuse and Mental Health Services agency, through its Comprehensive Community Mental Health Services for Children and Their Families Program, to develop a system of care for youth with serious emotional disturbances who are involved, or at risk of involvement, with juvenile justice systems and their families in Clear Creek, Denver, and Jefferson counties. The project's goals include implementing a broad array of community-based and family-focused services, helping communities integrate child- and family-serving agencies, and evaluating the system of care. The Colorado initiative, known as Cornerstone, will achieve these goals through a partnership among families, agencies, and communities. In 2002, Colorado received a second system of care grant, Project Bloom, for children 0-5 in four additional counties. And in 2003, Jefferson County received a system of care grant through the Administration on Children and Families focusing on the child welfare population.

In relation to the Individuals with Disabilities Education Act (IDEA), staff from the Department of Human Services (Divisions of Child Welfare, Youth Corrections, and Children's Health and Rehabilitation Services) are working with staff from the Colorado Department of Education to draft a new memorandum of understanding (MOU) concerning the educational needs of children in out-of-home placement, including those with special education needs. With reauthorization of HB99-1116, the mental health system will continue to have an active role regarding this issue.

In June 2001, the Colorado Committee on Adolescents with Substance Abuse and Mental Health Disorders completed an Assessment of the Needs of Colorado Adolescents with Co-occurring Disorders. One part of this study included a survey distributed to professionals and community members throughout the State. The survey contained various services that were rated by respondents regarding service

availability, services needed and potential barriers adolescents with co-occurring substance abuse and mental health disorders may face when trying to access needed services. The other part of the study consisted of 10 focus groups conducted across the State. Five of the groups consisted of adolescents, four with parents of adolescents and one with both parents and adolescents. These focus groups identified available and needed services as well as barriers to service access. These combined efforts have resulted in recommendations formulated by the Committee.

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 all 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.

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/JJMHFinalPlanOct2006.pdf>)

In 2007, based largely on the groundwork set by the Plan, Colorado was selected to become one of four new **Models for Change- Juvenile Justice/Mental Health Action Network** states through a grant from the MacArthur Foundation. Through this grant Colorado is working on two fronts. The first is the systematic incorporation of a research-based mental health screening protocol within all juvenile justice agencies in Denver. This includes pilot-testing the MAYSI-2 within the Denver Juvenile Probation Department to collect information and data that will be used to develop a juvenile justice-system wide mental health screening protocol. This protocol, which will be used to train intake staff from a variety of juvenile justice agencies in Denver, will include procedures for the application of the MAYSI-2 as well as for communication and information-sharing across agencies.

The second front involves working to reduce the number of youth with mental health needs who are referred by the schools to the juvenile justice system. Colorado will explore various approaches for

reducing the number of school referrals to the juvenile justice system involving youth with mental health with a specific focus on addressing truancy.

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>)

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. In Colorado, we have seen a major shift in the assessed needs of youth in the youth corrections commitment population as the percent of males assessed as having "High-Moderate to Severe" mental health needs decreased from 60% in FY 2006-07 to 20.8% in 2006-07. Although not as dramatic a decline, the percent of females assessed as having "High-Moderate to Severe" mental health needs decreased from 52.7% in FY 2005-06 to 29.5% in FY 2006-07. Conversely the females assessed with "Low Moderate/None to Slight" mental health needs increased from 47% in FY 2005-06 to 70.5% in FY 2006-07. The males assessed "Low Moderate/None to Slight" mental health needs also increased from 39.8% in FY 2005-06 to 79.2% in FY 2006-07.

Assessed Mental Health Needs of Committed Youth¹						
	Males			Females		
	FY 2004-05	FY 2005-06	FY 2006-07	FY 2004-05	FY 2005-06	FY 2006-07
High Moderate to Severe	49.2%	60.2%	20.8%	60.3%	52.7%	29.5%
Low Moderate/ None to Slight	50.8%	39.8%	79.2%	39.7%	47.3%	70.5%

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 2006-07 Management Reference Manual, Division of Youth Corrections)

What is unknown at this time is why these shifts have occurred. A number of factors could be responsible, the Colorado Client Assessment Records (CCAR) instrument has changed and the training associated with the instrument has changed, the persons responsible for using the instrument have changed and lastly, previous statistics reflected new commitments while new reporting encompasses the entire committed population. These changes in percentages could be the result of one, all or none of the aforementioned variables and are currently being discussed by DYC to try and ascertain what is occurring.

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 115-117, contains a template showing the juvenile justice system flow from arrest through parole.

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

Colorado Juvenile Arrest Data	FY 2006 (July 1, 2005- June 30, 2006)			
	Population 10-17*		Juvenile Arrests**	
	#	%	#	%***
Total	534,258	100%	47,596	100%
White	362,595	67.9%	19,627	41.2%
Black	26,814	5.0%	10,244	21.5%
Hispanic	124,919	23.4%	16,386	34.4%
Asian	14,165	2.7%	232	.5%
Native American	5,765	1.0%	275	.6%
Other/Unknown	--	--	832	1.7%

* 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.

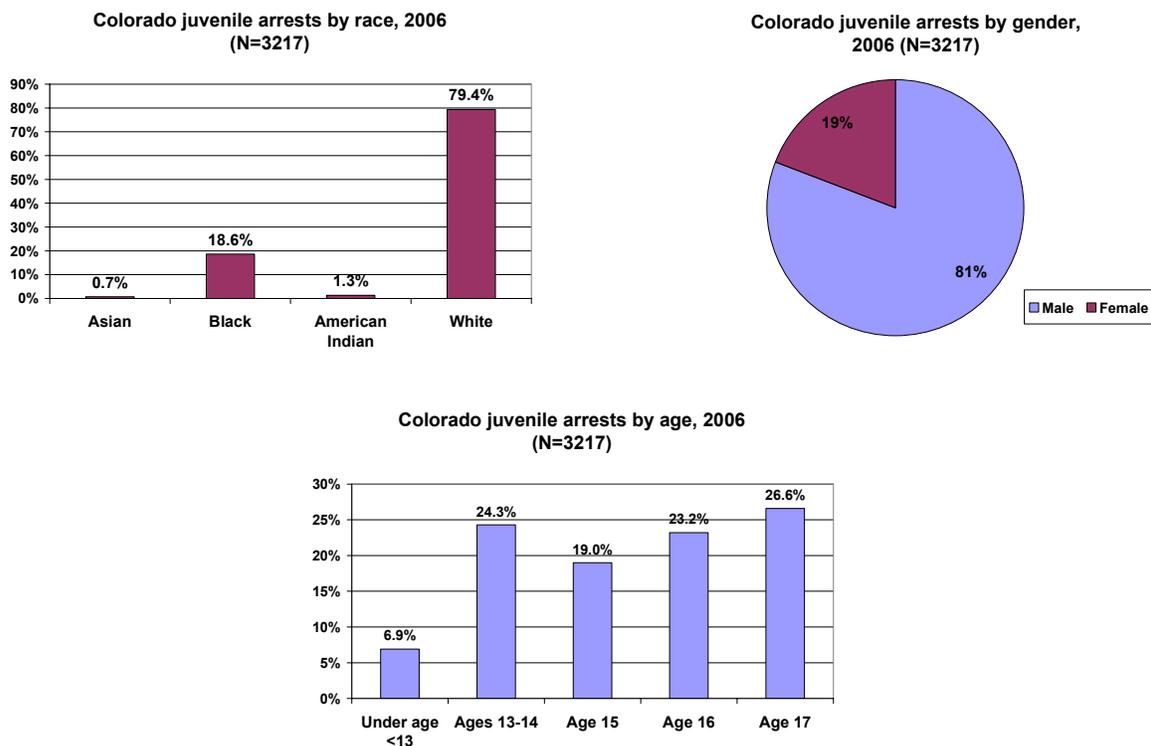
What do we know about juvenile crime in general? According to the 2004 Crime and Justice in Colorado Report, published by the DCJ Office of Research and Statistics, we know that:

- 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.

What do we know about juvenile crime in Colorado? According to the 2006 Crime and Justice in Colorado Report, published by the DCJ Office of Research and Statistics, we know that:

- The state's overall juvenile violent index crime arrest rate in 2003 was about 20 percent below the national average (231 compared to 291 per 100,000 youth age 10-17).
- The state had a much higher weapons arrest rate (168) and a slightly higher non-aggravated assault rate (756), compared to the national averages in 2003 (116 and 738 respectively).
- The State's overall juvenile property crime arrest rate in 2003 was 30 percent above the national average.
- While the State's juvenile burglary arrest rate was below the national average in 2003, arrest rates for larceny, motor vehicle theft and vandalism were considerably higher than the national average.

The arrest data below was extracted from the Colorado Bureau of Investigation's Colorado Criminal History database by means of the Colorado Justice Analytics Support System (CJASS). This data source differs from that used to compile CBI's annual *Crime in Colorado* report statistics, and include only arrests in which a fingerprint was taken, which will generally include only arrests involving more serious crimes (N=3217).



The demographic characteristics of juveniles arrested from July 1, 2005- June 30, 2006 reflect those of adults. Most arrested youth are male (81%) and 79.4 percent are white (including youth of Hispanic

ethnicity). Black and other minority youth represent 20.6 percent of all juvenile arrestees. The average age of juveniles arrested is 15.2 with a median age of 15. Male and female juvenile arrestees did not differ in age, unlike adult arrestees. Increasing age corresponds with increasing numbers of arrests. Half (49.8 percent) of juvenile arrestees are 16 or 17 years of age in 2006. Source: Crime and Justice in Colorado, 2006, Office of Research and Statistics

In general, however, the juvenile crime rate in Colorado continues to decline. Over the last twenty-five years, violent and property arrests in Colorado have decreased. Violent arrests have fallen 21 percent to 98.8 per 100,000 residents, while property arrests have declined by 63 percent to 760.8 per 100,000 residents. 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.

An 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 five 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.

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 Colorado, the lack of access to psychiatric care and treatment is progressively leading to an increase in law enforcement interactions and interventions with people suffering from mental illness and emotional disorders. The increase in incarceration and detention rates for this population is especially alarming: since 1990, the percentage of persons with serious mental illness in the Colorado adult prison population has grown from 4% to 16%; 20.8% of the males and 29.5% of the females committed to the Colorado Division of Youth Corrections in FY 2006/07 were assessed as having high moderate to severe mental health needs.

This phenomenon is not unique to Colorado. Indeed, it mirrors the same experience of many states and reflects the growing concern of national mental health advocacy groups – namely, our systems are resulting in the criminalization of the emotionally disturbed youth and mentally ill adults. About 20% of youth in the general population have a diagnosable mental health disorder but only 1 out of 5 of those needing treatment actually receive it from the mental health system.

Indeed, in many communities, law enforcement personnel have become the primary mental health intervention responders and detention centers and jails have become the solution for insuring persons in crisis will receive medical and psychiatric care, regardless of their ability to pay.

Unfortunately, police officers are not trained clinicians and are now “first responders” to mental health crisis calls. Officers are not prepared by training academies to begin to recognize how mental illness symptoms impact individuals, what adolescent mental illness may look like, and they do not have the knowledge and skills needed to effectively respond to juveniles in mental health crisis calls. Additional skills are necessary for officers to deal with these calls in an effective manner. 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.

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 2100 officers -- more than any other state since inception of the program in 2002. Fourteen counties and 70 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 was presented at the 1st National CIT Conference (2005), and at the 2007 CIT National Conference, 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 been published about the program in local newspapers as well as The Denver Post and Rocky Mountain News.

In November of 2005, the Division of Criminal Justice (DCJ's) Colorado Regional Community Policing Institute (CRCPI) piloted *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 school resource officers, 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, 2007, six CIC classes have been held, training 109 officers and 27 school personnel. In 2006, the CIC program was presented at the National CIT conference in Orlando, Florida which created interest from several states. A school representative from Texas attended the April, 2007 course. One officer from Alaska attended the October, 2007 course and the CIT Manager has received numerous inquiries from other states. In 2007 the CIC course received POST certification. Three local law enforcement agencies have expressed an interest in offering the course as part of their training calendar in 2008 thus potentially expanding the statewide presence of the program.

In 2007, CRCPI received a Formula subgrant to continue the CIC training and to support development of a course manual for the CIC training program allowing for the course to be replicated across the state.

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.

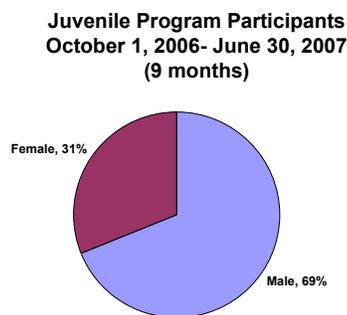
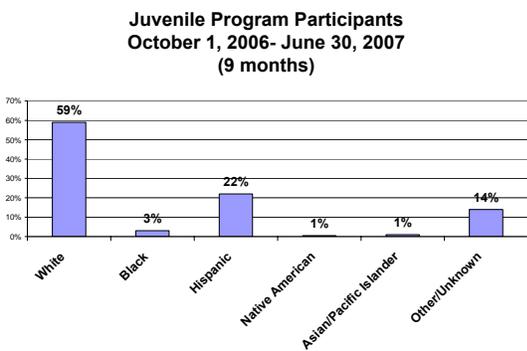
Diversion is defined in the Colorado Children's Code (§19-1-103(44), C.R.S.) as "a decision made by a person with authority or a delegate of that person in which the result is that a specific official action of the legal system is not taken against the youth in lieu of participating in individually designed 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.

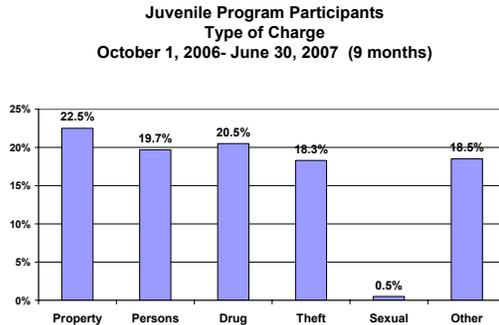
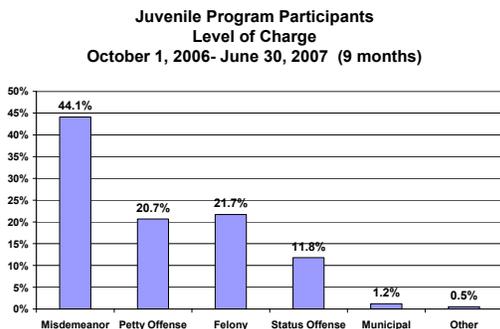
For the **post-adjudicated** youth population, local agencies, both district attorneys' offices and non-profit youth serving agencies, use state juvenile diversion funded services to assist lower-risk probation youth

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 2006-07, juvenile diversion funding was partially restored. Using a competitive grant process where 25 applicants requested \$1.7 in funding, the Division of Criminal Justice (DCJ) awarded \$1.2 million in state funds to 22 Juvenile Diversion programs located in 18 judicial districts across the state. From October 2006 through June 2007 (an abbreviated nine-month period due to state funding being unexpectedly reinstated), a total of 2,671 youth were served. Of these 2,671 youth served, 69% were male and 31% female, 19.3% were under the age of 14 when entering the program, and 54.9% White/Caucasian, 23.6% Hispanic/Latino, 2.4% Black/African American, .8% Native American, .95% Asian/Pacific Islander and 17.2% other.

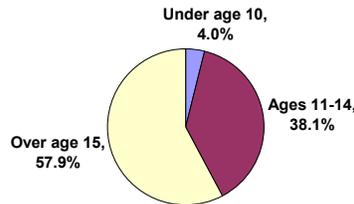


The most prevalent level of charge for which youth were referred were misdemeanors (44.1%), followed by felonies (21.7%), petty offenses (20.7%), and status offenses (11.8%). Property offenses were the leading type of charge (22.5%) followed by drug crimes (20.5%), person crimes (19.7%) and theft (18.3%).



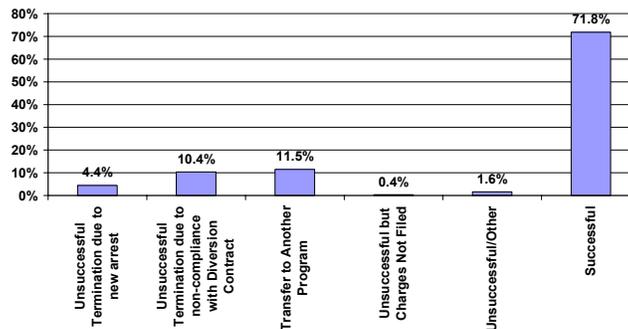
Most participants (57.9%) were over the age of 15 at their first contact with police, with 38.1% between the ages of 11-14, and 4% the age of 10 or under at first contact.

**Juvenile Program Participants
Age at First Contact with Police
October 1, 2006- June 30, 2007
(9 months)**



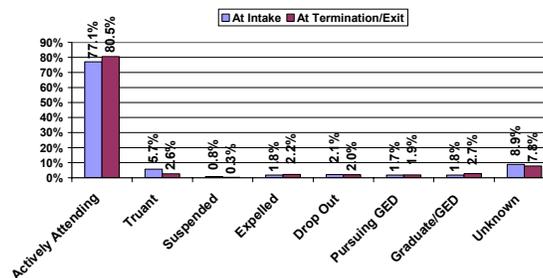
A total of 1,632 youth exited a diversion program during the reporting period, with 71.8% being successful, 11.6% transferring to another program, 4.4% unsuccessfully terminating due to an arrest on a new offense, and 10.4% unsuccessfully terminating due to non-compliance with their diversion contract. A total of 31,710 community service hours (average of 26 hours per participant) were completed by diversion program participants and \$93,343 (average of \$322 per participant) in restitution collected.

**Juvenile Program Participants Outcomes
October 1, 2006- June 30, 2007
(9 months)**



Educational outcomes for youth exiting the Diversion programs appear to be improved overall as programs reported increases in the number of youth actively attending school at exit versus at intake (from 77.1% to 80.5%), those pursuing their GED (1.7% to 1.9%), graduating or receiving their GED (1.7% to 1.9%). Diversion programs also reported reductions in the percent of youth reported as truants (5.7% at intake to 2.6% at exit), or suspended (.8% to .3%), dropped out (2.1% to 2.0). Programs did see an increase in the percent of youth expelled which rose from 1.8% at intake to 2.2% at exit.

**Juvenile Diversion Participants
School Status at Intake and Exit
October 1, 2006- June 30, 2007 (9 months)**



While eighteen of Colorado's twenty-two judicial districts were able to access these state funds and in the process of reestablishing lost programs, resources and infrastructure to successfully implementation diversion in Colorado, there are still four unmet needs that remain:

1. State diversion funds cannot be used for programs for youth referred by law enforcement to municipal or county level courts.
2. State diversion funds were reinstated at half of the previous funding available thus leaving a gap in resources for diversion programming across the state.
3. Diversion is not appropriate for all youth thus other accountability-based sanctions need to be available.
4. State diversion funds made available in SFY06 and SFY07 have largely gone to rebuild infrastructure not to the development and implementation of programs to provide a graduated sanction approach for offenders.

Based on the above gaps, the priority established by the JJDP Council for the 2008 Juvenile Accountability Block Grant (JABG) funds from OJJDP is to support implementation of accountability-based programs.

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.

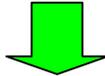
The SB 94 Program experienced two continuing major system changes in FY 2006-07. The first was that it was the fourth fiscal year of implementation of the statutory cap on the use of juvenile detention beds. Although SB 94 Programs again successfully managed to their caps, it was clear that the strain of doing so has remained high for some districts. The second area of major system change was the opportunity provided by funding increases allocated by the Colorado State General Assembly. In FY 2006-07 funding for the SB 94 Program was increased 14.2% from the FY 2005-06 level, partially restoring past reductions. The additional increase projected for FY 2007-08 will bring the SB 94 Program budget back to a point 2.6% higher than in FY 2002-03 (not adjusted for any Cost of Living Increases missed during those years), when State program capacity cuts began. *(Source: SB 94 Annual Report FY 2006-2007 by the TriWest Group for the CDHS/Division of Youth Corrections)*

DYC has continued to operate successfully within the detention bed caps. At the local level, however, one of the most important challenges noted in last year's evaluation report was significant evidence of increased capacity strain across all detention facilities and judicial districts in the state. In FY 2006-07 there were some positive indications that strain might be decreasing, especially in some facilities and districts. However, despite statewide improvement in days at or above 90% of capacity, it continues to be a concern for some districts. While the statewide bed cap of 479 was never exceeded on any day in FY 2006-07, on all but three days one or more facilities experienced high capacity strain (defined as bed occupancy of 90% or higher). On any given day the system averaged about five (42%) facilities at or above 90% capacity. *(Source: SB 94 Annual Report FY 2006-2007 by the TriWest Group for the CDHS/Division of Youth Corrections)*

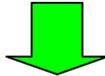
DYC also continues to promote ongoing detention reform through efforts to inform the understanding and development of the detention continuum. DYC is promoting ongoing detention reform by focusing on two key concepts. The first is that detention is a status, and not a place, and the second is that detention 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.

Juvenile Justice Filtering Process to Detention- FY 2006-2007

Total Juvenile Population
525,713 (100%)



Juvenile Arrests
44,985 (8.6%)



Detention Screens
11,842 (2.3%)



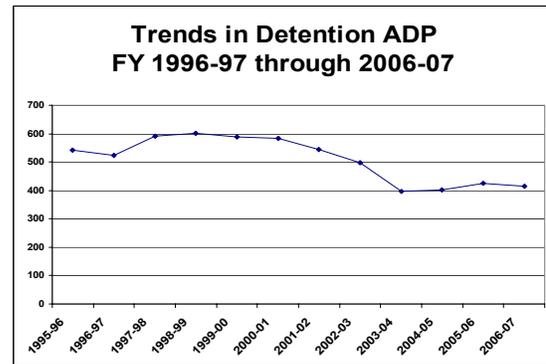
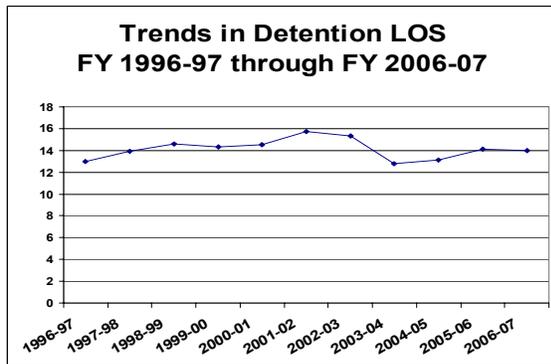
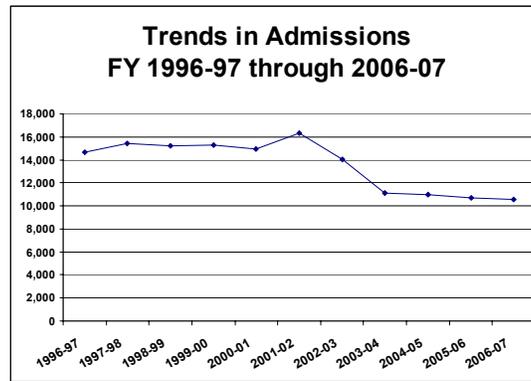
Detention Admissions
10,591 (2.0%)

Youth Held in Detention (including staff secure)							
	FY 00-01	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07
New Admissions	14,921	16,310	14,059	11,148	10,970	10,698	10,591
Average Length of Stay (days)	14.5	15.7	15.3	12.8	13.1	14.1	14.0
Average Daily Population (ADP)	583.0	545.0	497.1	396.2	402	426.3	414.9
Number of Youth Served (unduplicated)	8,899	8,916	8,242	7,290	7,252	7,215	7,195

Source: Division of Youth Corrections Research and Evaluation Unit

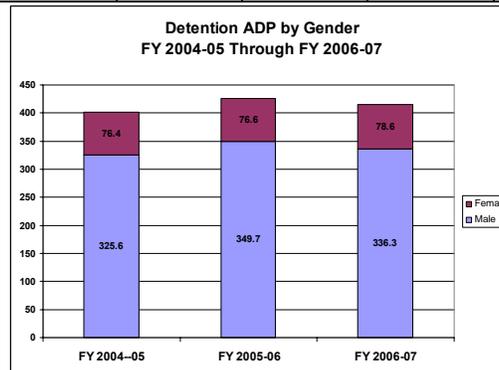
There were 10,591 new admissions to detention, which is an 18-year low, although there was only a 1% decrease in admissions between FY 2005-06 and FY 2006-07 and a 3% decrease in admissions between FY 2004-05 and FY 2005-06. Declines in detention admissions were expected following the implementation of the statewide capping legislation. Prior to the cap, local jurisdictions were given substantial discretion as to which youth could be admitted into detention. Currently, local jurisdictions still have this level of discretion, but now it must be balanced by the reality of a finite number of allocated beds. As a result, detention is now experiencing a marked reduction in usage particularly in the admission of truants, status offenders, and other less serious offenders. *(Source, Division of Youth Corrections, Research and Evaluation Unit, Management Reference Manual, FY 2006-2007)*

Since FY 2003-04, when detention Average Daily Population (ADP) reached a ten-year low, detention Length of Stay (LOS) has not seen much change and ADP experienced some slight changes. The average LOS for a youth in detention remained relatively stable at 14.0 days in FY 2006-07, a decrease of 0.7% from last year's 14.1 days and an 11% decrease from what it was five years ago. Detention ADP decreased 3% to 414.9, which marks the first year of decline following 2 years of growth. *(Source, Division of Youth Corrections, Research and Evaluation Unit, Management Reference Manual, FY 2006-2007)*



What else do we know about the juveniles being served in detention? The percent of male admissions decreased to 76% of the total detention population, which is a 3% decrease in the number of male new admissions between FY 2005-06 and FY 2006-07. The percent of female admissions increased to 24% of the total detention population, which is a 5% increase from the number of female new admissions last year. (Source, Division of Youth Corrections, Research and Evaluation Unit, Management Reference Manual, FY 2006-2007)

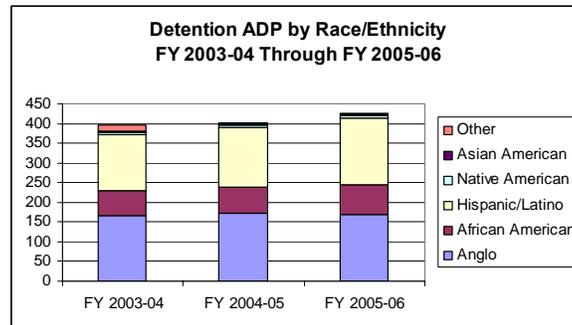
Detention Trends	FY 2005-06				FY 2006-07			
	New Admits	%	ADP	LOS*	New Admits	%	ADP	LOS*
Male	8304	77.6%	349.7	14.8	8082	76%	336.3	14.9
Female	2394	22.4%	76.6	11.4	2509	24%	78.6	11.2



Although white youth, ages 10-17 represent 66.3% of the Colorado youth population, they represent only 42.6% of the detention population in FY 2006-07. Alternatively, Hispanic youth who represent 24.9% of the Colorado youth population represent 37.9% of the detained population and black youth who represent 5.2% of the Colorado youth population represent 16.3% 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. (Source, Division of Youth Corrections, Research and Evaluation Unit, Management Reference Manual, FY 2006-2007)

Detention Trends	FY 2005-06				FY 2006-07			
	New Admits	%	ADP	LOS*	New Admits	%	ADP	LOS*
White	4541	42.4%	169.3	13.2	4514	42.6%	166.1	13.1
African American	1720	16.1%	75.8	15.1	1724	16.3%	75.9	15.9
Hispanic	4131	38.6%	169.3	14.6	4012	37.9%	158.2	14.1
Native American	151	1.4%	6.4	15.5	117	1.1%	5.9	17.9
Asian-American	64	0.6%	2.6	14.0	107	1.0%	3.9	13.3
Other	91	.9%	2.8	11.0	117	1.1%	4.8	13.8

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



Filing/District Attorneys

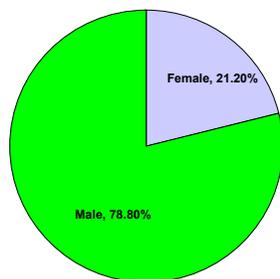
Either at intake or after failure on diversion, the DA can proceed with a formal **filing of a delinquency charge** in district court. Juvenile delinquency cases filed statewide have decreased in number:

Who gets **prosecuted**? The number of juvenile delinquency cases filed statewide in Colorado decreased over the past six years. The most common single crime filed in juvenile delinquency cases in SFY 2007 theft (2,333 or 15.5%) followed by assault (1,863 or 12.9%).

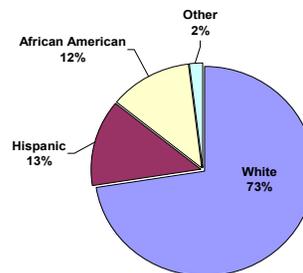
District Court Juvenile Delinquency Filings					
SFY 2002	SFY 2003	SFY 2004	SFY 2005	SFY 2006	SFY 2007
17,675	17,179	15,981	15,156	14,926	14,389

Source: Judicial Department Annual Reports FY 2002-2007

Juvenile Delinquency Petitions Disposed in 2006 by Gender



Prosecutions by Race, Juvenile Delinquency Cases Closed SFY 2006



Of the juvenile delinquency court cases closed in SFY 2006, the majority of prosecutions were on male (78%) and white (72.6%) offenders. Hispanic juveniles represented 13.2 percent of court cases. Black juveniles represented 12.2 percent. The average age of juveniles filed on was 15, with a median age of 16. Six percent of juveniles in court in 2006 were under age 13. Two thirds (66.5%) of juveniles filed on were between the ages of 15 and 17. There is very little difference in the age distribution of male and female delinquents in court. (Source: Crime and Justice in Colorado, 2006)

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.

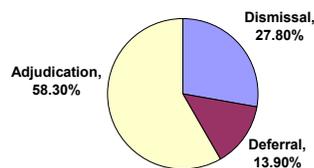
Highest percentages of delinquency filings by type of case

Case Type	SFY 2004/05		SFY 2005/06		SFY 2006/07	
	# of Cases	% of Total Cases	# of Cases	% of Total Cases	# of Cases	% of Total Cases
Assault	1912	12.62	1934	12.96	1863	12.9
Burglary	1339	8.83	1323	8.86	1217	8.5
Criminal Mischief	1148	7.57	1199	8.03	1140	7.9
Drugs	1078	7.11	1139	7.63	1092	7.6
Theft	2724	17.97	2396	16.05	2233	15.5
Trespass	945	6.24	788	5.28	915	6.3
Other	3780	24.96	4005	26.85	5929	26.5
Total	15156	100	14926	100	14389	99.9%

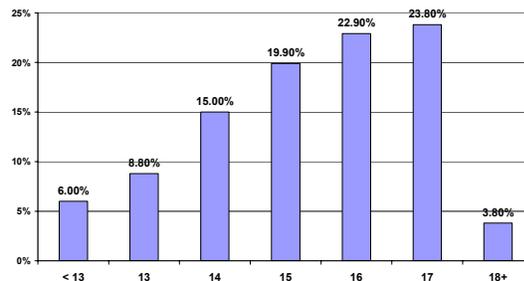
Source: Judicial Dept Annual Reports FY 2004-FY2007

Who gets **adjudicated**? The outcome of juvenile delinquency cases prosecuted is most often adjudication (58.3%), followed by dismissals (27.8%). Relatively few cases result in deferrals (13.9%). (Source: Crime and Justice in Colorado, 2006)

Disposition of Juvenile Delinquency Cases Closed in 2006 (N=16,961)

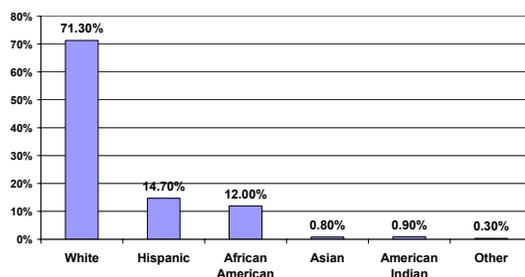


Adjudications and Deferred Adjudications in 2006 By Age (N= 12,131)

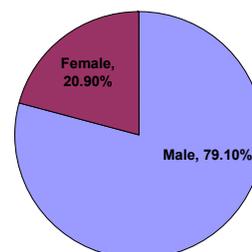


The majority of juveniles adjudicated were male (79.1%) and white (71.3%). Hispanic juveniles represented 14.7 percent of adjudication, while black juveniles represented 12 percent. The average age at the time of filing of juveniles adjudicated was 15.4 years. Six percent of juveniles convicted were under 13 while over two-thirds (67.6%) were ages 15 through 17. (Source: Crime and Justice in Colorado, 2006)

Adjudications by Race, Cases Closed 2006 (N=11,989)



Adjudications by Gender, Cases Closed 2006 (N=11,979)



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: <http://www.courts.state.co.us/distmap.htm>.

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

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

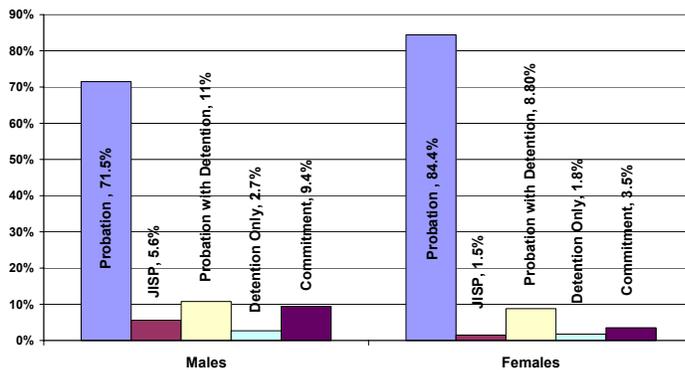
- Sentence to a secure detention facility for no more than 45 days, typically as a condition of probation (19-2-911, C.R.S.).
- Placement of custody with a relative or suitable person, with conditions imposed (19-2-912, C.R.S.)
- Probation supervision with standard and special conditions (19-2-913, C.R.S.).
- 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.).

Characteristics of who goes where after adjudication:

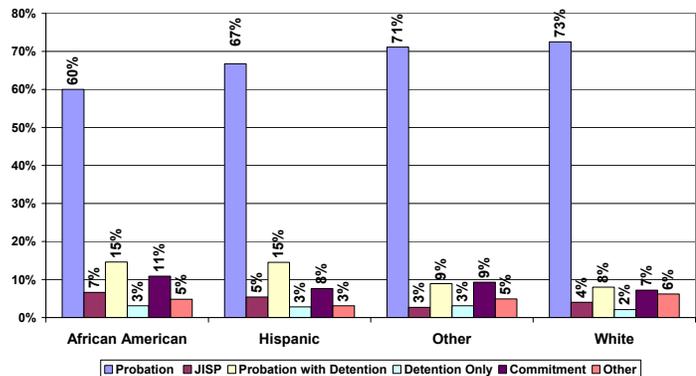
- The majority of youth adjudicated in 2006 received probation sentences.
- The average age of adjudicated juveniles varied little by placement. Those sentenced to the Division of Youth Corrections (DYC) tended to be oldest at 15.8 years. Those sentenced to regular probation averaged 15.3 years.
- In 2006, adjudicated female juvenile offenders were more likely to get a probation sentence than males. Males were more likely to receive a residential placement than females.
- Adjudicated African American juveniles in 2006 were most likely to be sentenced to juvenile intensive supervision probation (JISP) and long-term confinement than regular probation.
- Overall in 2006, white juveniles offenders were the most likely to receive community sentences than sentences of confinement.
- Hispanic males in 2006 were just as likely to be sent to detention as African American males, but Hispanic females were much less likely than African American females to receive this sentence.

Source: Crime and Justice in Colorado 2006

Gender of Offenders by Select Placements for 2006 Delinquency Adjudications (N=10,618)



Race of Juvenile Offenders by Placement for 2006 Delinquency Adjudications (N=11,213)



Source: Crime and Justice in Colorado, 2006

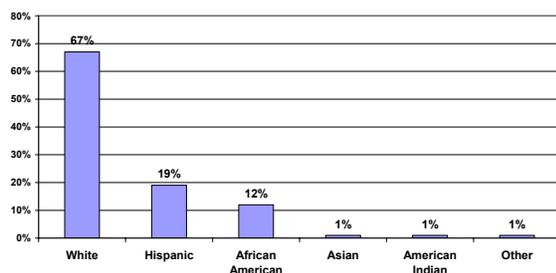
Community Supervision/Probation Services

Probation is the responsibility of the Colorado Judicial Branch, excluding county and 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.

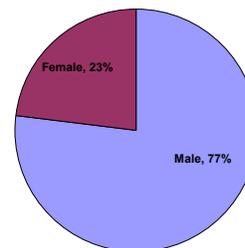
Levels of probation supervision are determined through the use of the CYO-LSI (Colorado Youthful Offender – Levels of Supervision Inventory), a statewide, mandated classification instrument that is used for all juveniles on probation. The CYO-LSI is an automated, standardized assessment that was developed 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.

**STATE JUVENILE PROBATION NEW CLIENTS
BY ETHNIC GROUP
FY 2007**



**STATE JUVENILE PROBATION NEW CLIENTS
BY GENDER
FY 2007**



Regular Juvenile Probation					
	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07
New probation cases	7,764	6,823	5,983	7,550	6,030
Successful Probation Terminations	72%	69%	68%	70%	72%
Revoked – Unsuccessful Probation Terminations**	21%	23%	24%	23%	22%

**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 2006- June 2007

Successful terminations from regular probation between FY 02 and FY 07 have remained stable at around 70%. In addition to gender balance remaining constant at 77% male and 23% female, the time a juvenile is under supervision has also been relatively stable with majority (58%) terminating between 0 and 12 months.

Length of Stay on Probation at Termination			
	0-12 months	13-24 months	More than 24 months
02/03	60%	27%	13%
03/04	60%	28%	12%
05/06	57%	30%	13%
06/07	58%	29%	12%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2006- June 2007

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. However, in FY 2007 the Colorado Legislature appropriated funds for additional new probation officers. This influx of new officers has reduced caseload size and has allowed the probation departments to provide those services that were previously eliminated. Districts are beginning to re-establish specialized caseloads (i.e. gender-specific and mental health) and provide probation officer facilitation of cognitive behavioral groups. Despite the increase in staff, probation departments continue to struggle with the capacity of services available and meeting the treatment needs of juveniles on probation. Further, Colorado continues to lack sentencing alternatives which limits 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 goal of the program is to 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 1993 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. In FY 2007, 246 juveniles successfully completed the program who might otherwise have served sentences in the Division of Youth Corrections.

Juvenile Intensive Supervision Probation (JISP) Program			
	FY 04-05	FY 05-06	FY 06-07
New JISP Cases	560	611	480
Successful JISP Terminations	49%	45%	48%
Revoked – Unsuccessful JISP Terminations**	44%	47%	44%

**This number includes revocations from probation supervision for a technical violation, new misdemeanor, new felony and those who have absconded. 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 2006- June 2007

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.

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.

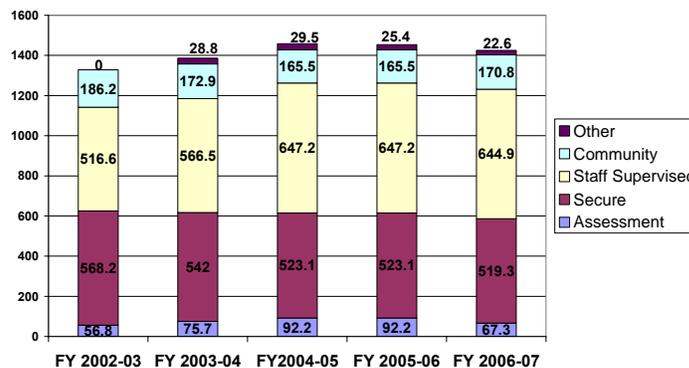
The Department of Human Services can contract with governmental agencies or private providers for placement options. Placements for committed youth include state-operated facilities, privately contracted residential facilities, training schools, conservation camps, diagnostic and evaluation centers,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

The Division of Youth Corrections has embarked upon an initiative to redesign its assessment and classification services, with the goal of developing a comprehensive, state-of-the-art assessment, diagnostic and classification system that is founded in evidence based theory and principles. Effective June 2006, every youth committed to the Division is assessed for actuarial risk using the Colorado Juvenile Risk Assessment Instrument (CJRA), a fourth generation risk instrument development by the Washington State Institute for Public Policy (WSIPP). This instrument measures criminogenic risk, needs and protective factors both from a static and dynamic perspective. Currently, this instrument is being utilized by 8 states nationwide and efforts are continually underway to improve its predictive and case-planning components. The CJRA replaces the Colorado Young Offender Level of Service Inventory (CYO-LSI) that the Division had utilized for over a decade. Unlike the CYO-LSI, the CJRA also incorporates protective factors scales that are valuable when developing case-plans and referring youth to specific residential placements. The CJRA also has a built-in pre-screen, a 27-item questionnaire that can be quickly utilized in making screening decisions. (Source: Recidivism Evaluation for Fiscal Year 2005-06, DYC)

**Commitment ADP
FY 2006-07**



Length of Stay expressed in months
Source: DYC, Management Reference Manual, 2006-2007

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 2006-07. This year's ethnic distribution was 45.2% Anglo, 35.1% Hispanic and 16.2% African American.

Commitment Trends	FY 2005-06		FY 2006-07	
	Males	Females	Males	Females
White	38.5%	51.8%	44.9%	48.0%
African American	18.4%	14.3%	16.7%	12.2%
Hispanic	39.8%	30.4%	35.0%	35.7%
Native American	2.4%	1.8%	1.6%	1.0%
Asian-American	0.2%	0.9%	0.8%	1.0%
Other	0.6%	0.9%	1.0%	2.0%

Source: DYC, Management Reference Manual, 2006-2007

Gender

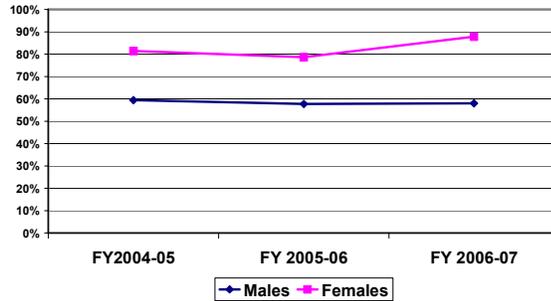
- The number of male new commitments decreased by 11% from FY 2005-06 to FY 2006-07 while the number of female commitments decreased 12.5% in that same period.
- Females represent approximately 12% and males represent 88% of the new commits for FY 2006-07, closely resembling the same percentages as in 2005-06.

	FY 2005-06			FY 2006-07		
	New Admits	%	ADP	New Admits	%	ADP
Male	821	88.0%	1268.4	729	88.1%	1266.9
Female	112	12.0%	185.0	98	11.9%	158.0

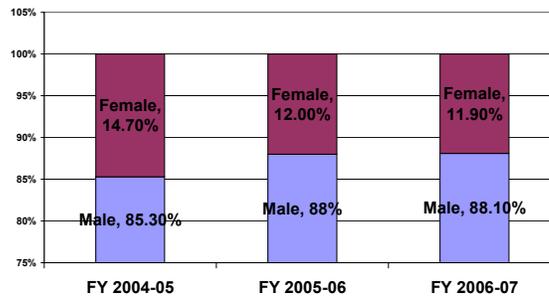
Source: DYC, Management Reference Manual, 2006-2007

- The percent of females with a runaway history has been declining over the past few years: 86% in FY 2003-04, 81% in FY 2004-05, 79% in FY 2005-06 but rising in FY 2006-07 to 87.8%. The percent of males with a runaway history has remained steady at approximately 58% since 2004-05.

History of Runaway
FY 2004-05 to FY 2006-07



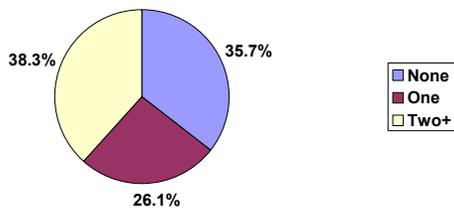
New Commitments by Gender
FY 2004/05 to FY 2006/07



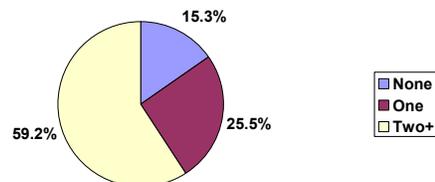
Source: DYC, Management Reference Manual, 2006-2007

- The male and female ADP has not experienced much change as female ADP has grown .1% since FY 2005-06, while the male population decreased by only .1%.
- While sixty seven percent of youth had one or more out-of-home placements in FY 2006-07, a 3% decrease from FY 2005-06, as in prior years one can again see a gender difference as only 15% of females had no prior out-of-home placements versus 36% of the boys committed in FY 2006-07.

Prior Out of Home Placements
Committed Males
FY 2006-07

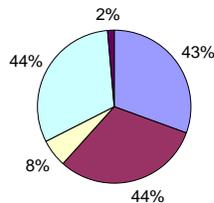


Prior Out of Home Placements
Committed Females
FY 2006-07

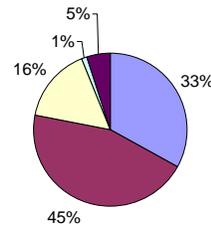


- Seventy six (76) percent of newly committed youth had one or more prior adjudications in FY 2006-07, higher than 69% in FY 2005-06. But, there is a gender difference with only 33.3% of the males being committed on their first adjudication and 41.8% of females. If such a large percentage of the girls were committed on their first adjudication, was the offense type more serious? Data shows that commitment offenses were fairly similar with two notable differences: 41.9% of the boys were committed due to a persons charge (vs. 31.7% of the girls). Females were more likely to be committed on a drug charge (15.3%) than males (7.4%).

**Commitment Offense Type-
Males
FY 2006-07**



**Commitment Offense Type-
Females
FY 2006-07**



Legend: Person (blue), Property (maroon), Drug (yellow), Weapon (light blue), Other/NA (dark maroon)

Legend: Person (blue), Property (maroon), Drug (yellow), Weapon (light blue), Other/NA (dark maroon)

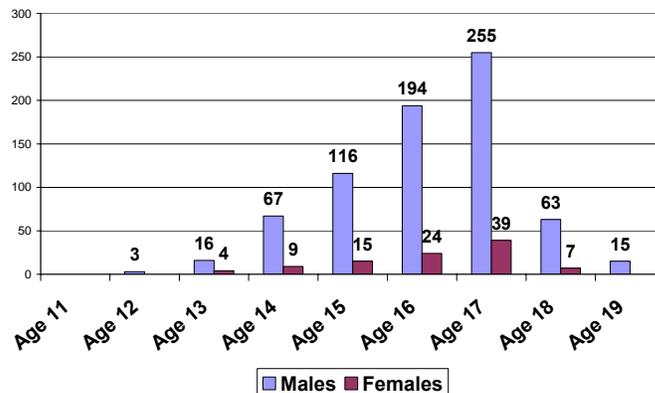
Commitment Offense FY 2006-07	Person		Property		Drug		Weapon		Other/NA
	Misd.	Felony	Misd.	Felony	Misd.	Felony	Misd.	Felony	
Juvenile Females	28.6%	3.1%	18.4%	24.5%	1%	14.3%	0%	1%	9.2%
Juvenile Males	19.3%	22.6%	10.2%	32.6%	2%	7.1%	1.5	1.4%	4.9%

Source: DYC, Management Reference Manual, 2006-2007

Age

- The average age at commitment was 16.7 for males and 16.6 for females in FY 2006-07, averaging 16.5 overall which is up from 16.4 last year. This figure has fluctuated between 16.4 and 16.5 over the past several years.
- Thirty-six (36) percent of youth were 17 years old at commitment, 26% were 16 years old, 16% were 15 years old, 9% were 14 years old and 2.4% were 13 years old. These proportions have not changed significantly in several years.

Age at Commitment FY 2006-07



Source: DYC, Management Reference Manual, 2006-2007

Other Characteristics

- Twenty-two percent of newly committed youth received mandatory sentences.
- Sentences for repeat offenders decreased from 8% in FY 2004-05 and FY 2005-06 to 4.6% in FY 2006-07.

Mental Health

- The percent of males assessed as having “High-Moderate to Severe” mental health needs decreased from 60% in FY 2005-06 to 20.8% in 2006-07. Although not as dramatic a decline, the percent of females assessed as having “High-Moderate to Severe” mental health needs decreased from 52.7% in FY 2005-06 to 29.5% in FY 2006-07. Conversely the females assessed with “Low Moderate/None to Slight” mental health needs increased from 47% in FY 2005-06 to 70.5% in FY 2006-07.

Assessed Mental Health Needs of Committed Youth¹						
	Males			Females		
	FY 2004-05	FY 2005-06	FY 2006-07	FY 2004-05	FY 2005-06	FY 2006-07
High Moderate to Severe	49.2%	60.2%	20.8%	60.3%	52.7%	29.5%
Low Moderate/ None to Slight	50.8%	39.8%	79.2%	39.7%	47.3%	70.5%

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 2006-07 Management Reference Manual, Division of Youth Corrections)

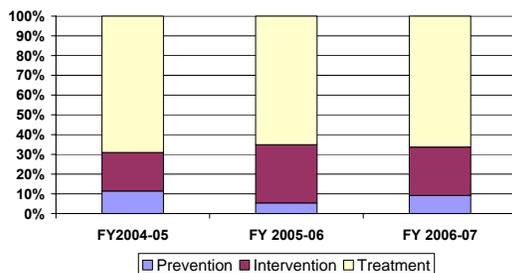
Substance Abuse

- 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 increased slightly from 65.2% to 66.3%.
- Interestingly, the percent of females requiring prevention level substance abuse services rose from 5% last year to 9.2% in FY 2006-07, more closely resembling the level in FY 2004-05 at 11.4%; subsequently, the percent of females requiring intermediate level services decreased from 29.5% in FY 2005-06 to 24.5% in FY 2006-07.

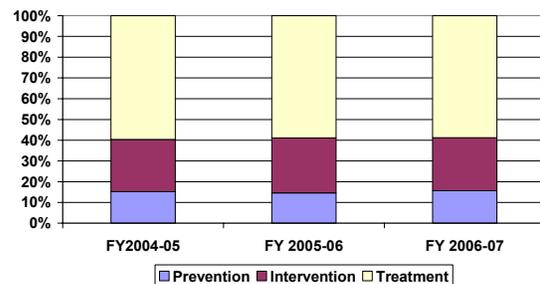
Assessed Substance Abuse Counseling Needs of Committed Youth²						
	Males			Females		
	FY 2004-05	FY 2005-06	FY 2006-07	FY 2004-05	FY 2005-06	FY 2006-07
Prevention	14.7%	14.9%	15.6%	11.4%	5.4%	9.2%
Intervention	24.3%	26.4%	25.5%	19.3%	29.5%	24.5%
Treatment	57.7%	58.6%	58.6%	68.6%	65.2%	66.3%

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. (Source: DYC, Management Reference Manual, 2006-2007)

**Assessed Substance Abuse Counseling Needs
Committed Females
FY 2004-2005 to FY 2006-07**



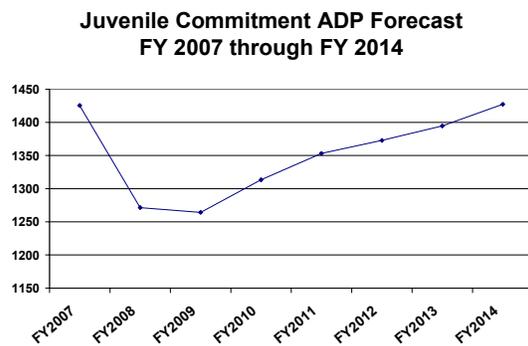
**Assessed Substance Abuse Counseling Needs
Committed Males
FY 2004-2005 to FY 2006-07**



According to the Division of Criminal Justice's Office of Research and Statistics which publishes annual **prison population projections**, growth in the ADP of juveniles committed to DYC has been extremely slow over the past two fiscal years, possibly due to the implementation of the Continuum of Care Initiative. Growth in the ADP barely exceeded zero percent in FY 2006, and the year to date (YTD) ADP at the end of FY 2007 dropped by 2.0 percent. Due to the slow and negative growth observed in the past 28 months, the expected ongoing impact of the Continuum of Care Initiative, and the decline in juvenile filings and new commitments over the past two years, the current year's projections predict very slow or negative growth in the commitment ADP. The YTD ADP for FY 2008 is expected to drop by 10.8 percent from the FY 2007 ADP. An upswing in the growth of the Colorado 10-17 year old population is expected to begin in 2009, resulting in an increase in the projected growth of new commitments. The commitment ADP is expected to increase after FY 2009, by a maximum of 3.9 percent in FY 2010. This is followed by a period of expected slow growth, at 3.0 percent in FY 2011, 1.5 percent in FY 2012, 1.6 percent the following year, and an increase to 2.6 percent in FY 2014. (For full Population Projections for Adult Prison and Parole, Community Corrections, and Juvenile Commitment and Parole Report published in December 2007, go to <http://dcj.state.co.us/ors/>)

DYC Juvenile Commitment Average Daily Population (ADP) Forecast, FYE 2007-2014

Fiscal Year	Year to Date Average Daily Population (ADP) Forecast	Percent Growth
2007*	1425.5	-1.99%
2008	1271.4	-10.75%
2009	1264.3	-0.56%
2010	1313.4	3.89%
2011	1353.2	3.03%
2012	1372.8	1.45%
2012	1394.7	1.60%
2014	1427.4	2.35%



* Actual data: CDHS DYC Monthly Population Report, June 2007

A component of the DCJ juvenile commitment projection model has been developed to obtain estimates of future new commitments. Annual projected new commitments are shown below for the four DYC management regions as well as statewide.

Projected New DYC Commitments per Month Statewide FY 2008 through FY 2014								
	FY 2007*	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
Central Region	310	328	330	334	341	349	358	367
Northeast Region	243	244	246	249	254	260	267	274
Southern Region	177	193	195	196	201	205	211	216
Western Region	93	95	96	97	99	102	104	107
Statewide	823	860	867	876	894	916	940	964

* Actual Data

Source: ORS' Population Projections for Adult Prison and Parole, Community Corrections, and Juvenile Commitment and Parole Report, published December 2007

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.) (Source: Management Reference Manual, Division of Youth Corrections, FY 2003-2004, Division of Youth Corrections)

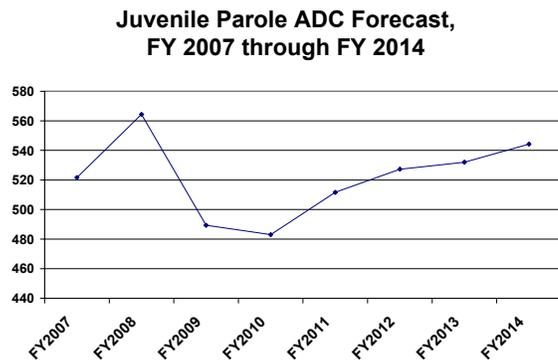
The DYC recently identified transition services as a priority and increased the resources available to youth on parole. In fiscal year 2005-06 the State Legislature allowed DYC some flexibility to spend up to 10% of its residential funding on transition services for youth returning to the community. This effort is referred to as the Continuum of Care Initiative. The Division identified a sample of youth who could potentially benefit from increased services on parole and began utilizing the funding flexibility allowed by the Legislature to increase transition services to youth. Pre-discharge recidivism outcomes for these youth were positive, however post-discharge results are not yet available, due to the one-year follow up period. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

The DCJ Office of Research and Statistics (ORS) in its Population Projections Report notes that it expects the effects of the Continuum of Care Initiative will result in an increase of the juvenile parole Average Daily Caseload (ADC) over the next fiscal year. The YTD monthly ADC is expected to increase by 8.2 percent by the end of the current year (FY 2008). However, the ADC is expected to drop by 13.3 percent in FY 2009, followed by five years of relative stability over which the ADC is expected to increase a total of 11.2 percent. The decline in the FY 2009 ADC is at least partially a result of the decline in new commitments over the prior 2 years. (Source: ORS' Population Projections for Adult Prison and Parole, Community Corrections, and Juvenile Commitment and Parole Report, published December 2007)

ORS believes the juvenile parole population has experienced widely varied growth over the past ten years due to multiple factors. Prior to the mandatory one-year parole terms established in 1997, parole ADC was relatively stable with a slight decline. Subsequent to the mandatory one year parole term, ADC grew at a rapid rate through July 2001. In 2001, the mandatory parole term was lowered to nine months, after which ADC declined rapidly through August 2002. In 2003 the mandatory parole term was further lowered to six months, resulting in a continuing decline. The ADC dropped significantly until May 2004 at which point it began to grow again at a very moderate rate. The implementation of the Continuum of Care Initiative has coincided with and is expected to result in increasing growth in the future. (For full Population Projections for Adult Prison and Parole, Community Corrections, and Juvenile Commitment and Parole Report published in December 2007, go to <http://dcj.state.co.us/ors/>)

**DYC Juvenile Parole Average Daily Caseload (ADC) Forecast,
FYE 2007 through FY 2014**

Fiscal Year	Year to Date Average Daily Caseload (ADC) Forecast	Percent Growth
2007*	521.7	2.82%
2008	564.4	8.19%
2009	489.3	-13.31%
2010	483.0	-1.29%
2011	511.6	5.92%
2012	527.3	3.08%
2013	532.0	0.88%
2014	544.3	2.30%

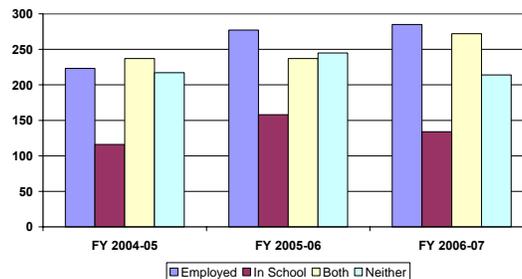


* Actual Data

What do we know about the youth paroled from DYC? Eighty three (83) percent of the youth were discharged from into their homes (including foster homes, step parents, spouses, single parents, etc) during FY 2006-2007. Eleven percent were discharged directly into Adult Jails/Corrections. This statistic has remained relatively stable over the past few years.

At discharge, it is hoped that youth are either employed or in school. Of those same youth discharged in FY 2006-07, 73.4% were employed, employed and in school, or enrolled in school only. (Source: DYC, Management Reference Manual, 2006-2007)

**Job/School Status at Parole Discharge
FY 2004-05 through FY 2006-07**



RECIDIVISM

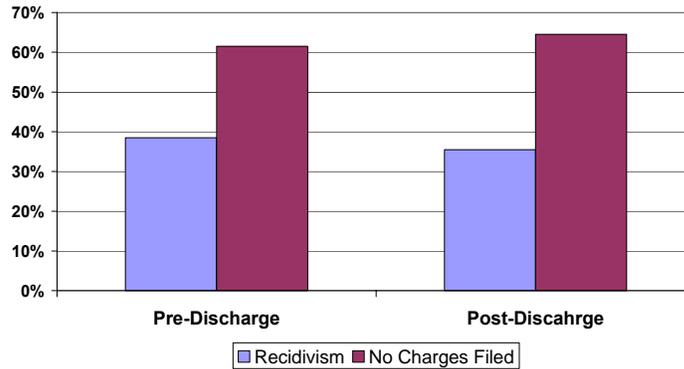
In its *Recidivism Evaluation of Committed Youth Discharged in Fiscal Year 2005-2006 Report*, published in January 2008, (<http://www.cdhs.state.co.us/dyc/PDFs/Recid2008.pdf>) the Division of Youth Corrections (DYC) explains that recidivism is a measure that is often utilized in determining the level 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.

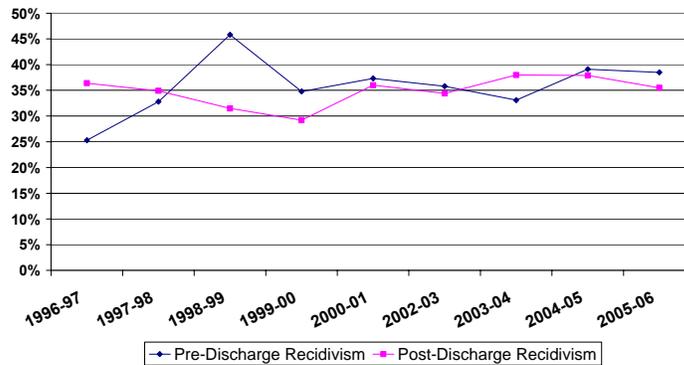
For their most recent Recidivism Report, DYC analyzed pre-discharge and post-discharge recidivism rates using a number of demographic and risk factors (risk of re-offending) for 929 youth discharged from DYC between July 1, 2005 and June 30, 2006. Thirty-nine percent (38.5%) of youth discharged in FY 2005-06 received a new felony or misdemeanor filing prior to discharge (pre-discharge). Thirty-six percent (35.5%) of youth discharged in FY 2005-06 received a new felony or misdemeanor filing within one year following discharge from DYC (post-discharge). (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

Overall Recidivism Rates FY 2005-06



Trend data show that pre-discharge recidivism rates have remained between 33% and 39% for the past five years and post discharge recidivism rates have remained between 34.4% and 38% for the past five years. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

Pre- and Post-Discharge Recidivism Rate Trends



It is important to note that while reporting the trend data, DYC warns that it should be cautiously interpreted as changes made with regard to study methodology, legislative changes, changes in DYC and the juvenile justice system in Colorado, including the reduction in treatment services available as a result of the State’s budget issues, make it difficult to attribute change in recidivism rates to any specific cause.

General Findings re Recidivism

What do we know about recidivism for DYC youth?

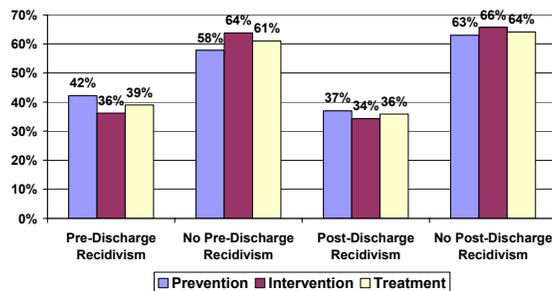
- Thirty-seven percent (37.2%) of pre-discharge filings were for offenses that occurred while youth were on parole status, down from 41.6% in the previously discharged cohort (FY 2004-05 discharges). When looking at pre-discharge recidivism, youth who are committed for “other” offenses (DUIs, trespassing, criminal mischief, and other miscellaneous offenses) are significantly more likely to receive a new filing prior to discharge.
- The number of escapes and recommitments was significantly higher for youth who recidivated (pre-discharge) than for youth who did not.
- Youth who did not have any recommitments during residential placement or parole were significantly less likely to have a new filing for a felony or misdemeanor offense (pre-discharge) than youth that did get recommitment. Youth with more prior out-of-home placements were more likely to recidivate pre-discharge than youth with fewer prior placements.

- Age at first adjudication was significantly lower for youth who committed a pre-discharge recidivist act, than for youth that did not.
- Youth who had more prior contacts with the juvenile justice system (prior detention admissions and prior adjudications) were more likely to recidivate both prior to discharge and following discharge, than youth with no prior contacts.
- Risk scores obtained from the CYO-LSI instrument, as a whole, accurately predicted both pre- and post-discharge recidivism, as youth who scored out as high risk were more likely to recidivate (and vice versa for youth who scored out as low risk).

Recidivism and Substance Abuse Treatment

DYC's Recidivism Report suggests that most youth (55.2%) in state secure facilities who have Treatment or Intervention level substance abuse needs are not receiving amounts of treatment that would be considered clinically appropriate. Improvement in this area is anticipated in the next reporting cycle, as the FY 2006-07 discharge cohort will have had partial benefit of the clinical staff approved by the General Assembly starting in that fiscal year. Three main recommendations for the DYC in this area include augmenting substance abuse assessment, enhancing the collection of this data, and considering substance abuse treatment needs a dynamic risk factor. When looking at recidivism rates, the differences between the three levels of substance abuse needs are not statistically significant. Therefore, DYC states that the difference is not meaningful, but due to chance. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

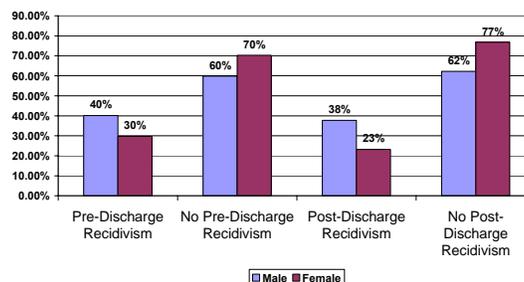
**Recidivism by Substance Abuse Level
FY 2005-2006**



Recidivism and Gender

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. Males were more likely to receive both a post-discharge filing for a new offense (37.7%) than females (23.2%), as well as a pre-discharge filing (40.1% males; 29.7% females). This finding conflicts with the risk (of re-offending) analysis of males compared to females. The Colorado Young Offender-Level of Supervision Inventory (CYO-LSI) risk assessment results show that females scored higher on risk to re-offend at time of commitment (33.3% of females were assessed as being high risk compared to 27.7% of males). Post-discharge recidivism rates for female offenders (23.2%) were up slightly from the value reported last year for this population (20.7%). (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

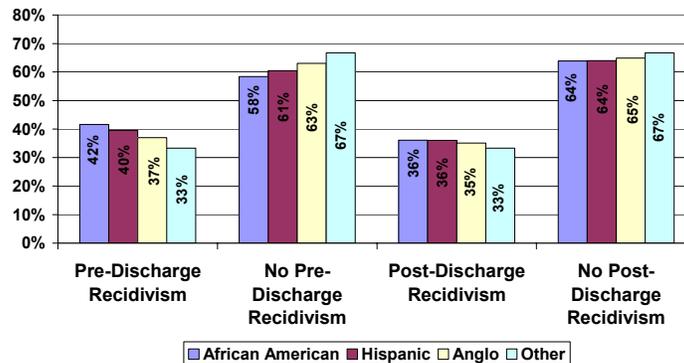
**Recidivism Rates by Gender
FY 2005-06**



Recidivism and Primary Ethnicity

The chart below shows differences in recidivism rates by ethnicity. The ‘other’ category includes Native American and Asian American youth, as well as those officially identified as other. These categories are combined not because of commonalities among them, but because the numbers of youth in each category are too small when taken alone to make valid statistical comparisons. Also, although African American youth in the census have slightly higher rates of pre-discharge (41.6%) and post-discharge (36.1%) recidivism than all other youth, these differences were not statistically significant. Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections

**Recidivism Rates by Primary Ethnicity
FY 2005-06**

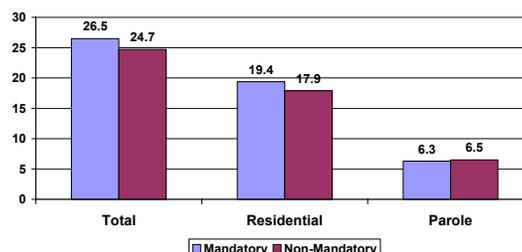


Recidivism and Mandatory vs. Non-Mandatory Commitment Sentence Type

Most youth sentenced to DYC commitment receive a non-mandatory sentence length that varies from zero to twenty-four months. Youth with non-mandatory sentences may be referred for Juvenile Parole Board consideration prior to serving their maximum sentence length. Eighty-one percent (80.9%) of the youth discharged in FY 2005-06 were committed under non-mandatory sentences (N=752). Conversely, 177 youth were required to serve a minimum length of stay (LOS) in residential treatment as determined by the court (i.e., mandatory sentences). In rare instances, the minimum LOS could be up to a seven-year commitment sentence for those youth adjudicated on an aggravated mandatory sentence. Youth serving mandatory sentences have a significantly longer length of stay (average of 26.5 months, including residential placement and parole supervision) than youth serving non-mandatory sentences (average of 24.7 months). Because of these longer lengths of stay for youth serving mandatory sentences, it is expected that a greater percentage of these youth would receive a new filing prior to discharge from DYC (pre-discharge recidivism), simply because of the longer length of time served in DYC. Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections

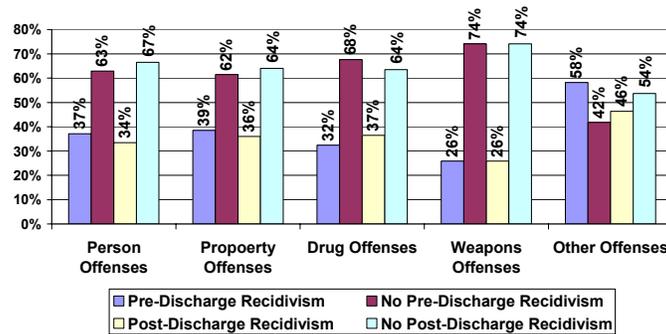
The figure below shows the differences in LOS between mandatory and non-mandatory sentenced youth. There is no statistical difference between the amounts of time these groups spent on parole status. The average LOS on parole for mandatory sentences was 6.3 months, compared with 6.5 months for youth who received non-mandatory sentences. Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections

**Length of Stay by Commitment
Sentence Type
FY 2005-06**



The rates of pre-discharge recidivism were not statistically different between commitment sentences. Overall, 37.4% of youth with non-mandatory sentences, and 43.5% of youth with mandatory sentences received a new court filing prior to their discharge date. But, post-discharge recidivism rates for these youth were statistically significant; youth serving mandatory sentences had a rate of 33.0% for felony or misdemeanor offenses and 46.3% youth serving non-mandatory sentences. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

Recidivism Rates by Original Committing Offense Type FY 2005-06

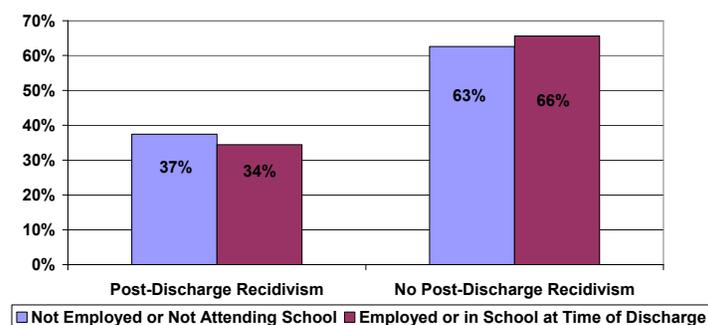


(Other offenses include those such as DUIs, trespassing, criminal mischief, and other miscellaneous offenses)

Recidivism and School/Job Status

Having a job or attending school at the time of discharge was also positively related to a youth's recidivism rate. While not statistically significant, youth that were employed or attending school at the time of discharge were less likely to have received a filing for a new felony or misdemeanor offense within one year of discharge. DYC reports that these and other dynamic protective factors are targeted in an attempt to mitigate a youth's risk to re-offend after discharging. Being employed or enrolled in school is an indication of "buying into" a pro-social lifestyle. While this is only one element of a pro-social lifestyle, in past years it has been significantly associated with lower post-discharge recidivism rates. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

Post-Discharge Recidivism by School/Job Status at Discharge FY 2005-06



Recidivism and Prior Out-of-Home Placements

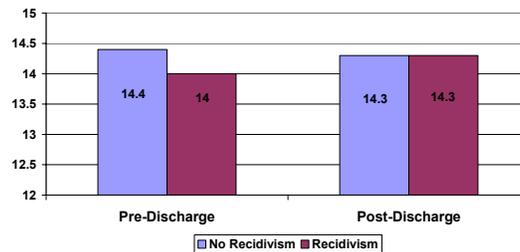
Out-of-home placements can include inpatient mental health or substance abuse treatment facilities, Child Welfare placements, as well as any prior DYC placements. In prior recidivism studies, youth with more prior out-of-home placements were found to have higher rates of recidivism prior to discharge as well as within one year following discharge. In this year's study, analyses of variance on prior placement history shows that youth who received a pre-discharge filing for a felony or misdemeanor offense had, on average a significantly higher number of prior placements (2.6) as compared with youth that did not receive a new filing (1.9 prior placements). The post-release recidivism differences were not statistically significant; youth that did receive a filing for a new offense within a year of discharge had 2.0 prior

placements, compared with 2.3 for youth that did not recidivate after their discharge from DYC. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

Recidivism and Age at First Adjudication

Another primary risk factor for recidivism is the age at the time of the youth's first adjudication. Research has shown that youth who become involved with the criminal justice system at younger ages are more likely to recidivate than youth who are older at the time of their first contact with the system. Looking at both pre-discharge and post-discharge recidivism, difference in age at first adjudication between recidivists and non-recidivists was very small although the pre-discharge difference was statistically significant. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

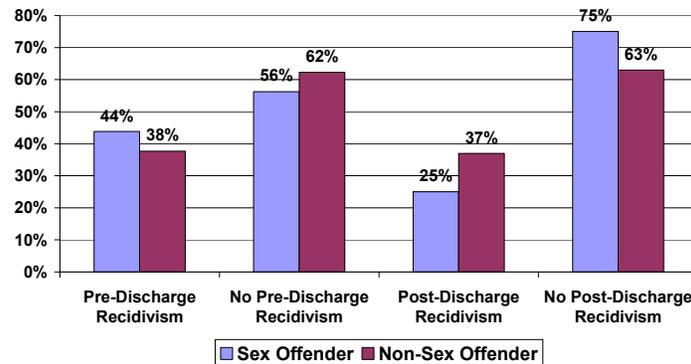
**Average Age at Time of Adjudication
Recidivists vs Non Recidivists
FY 2005-06**



Recidivism and Juvenile Sex Offenders

Sex offenders tend to recidivate at much lower levels than other types of offenders. The differences in pre-discharge recidivism rates between sex offenders and non-sex offenders were not significant, however post-discharge rates were. The chart below shows that sex offenders recidivated at much lower rates (25.0%) than non-sex offenders (37.0%), following discharge from DYC. In the previous year's study, there was no statistical difference in the pre- or post-discharge rates of sex offenders and non-sex offenders. (Source: Fiscal Year 2005-06 Recidivism Report, Division of Youth Corrections)

**Recidivism by Sex Offender Status
FY 2005-06**



DIRECT FILE IN ADULT CRIMINAL COURT

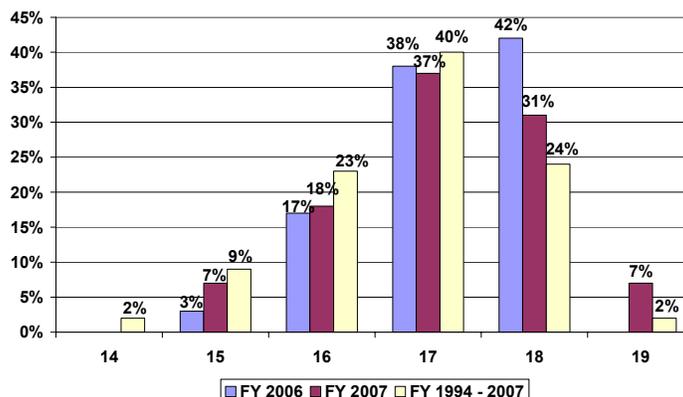
Youthful Offender System/Department of Corrections

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/>.)

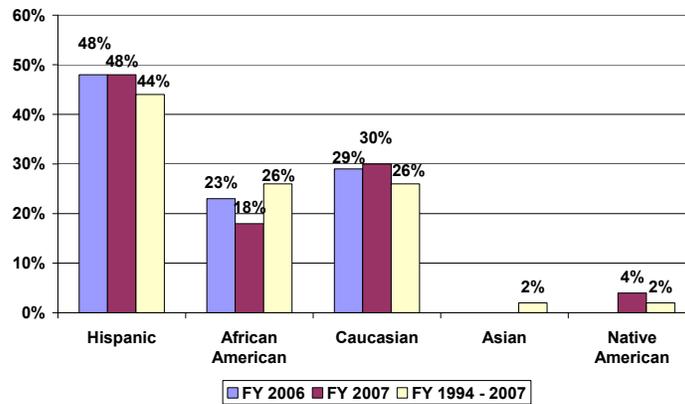
The facility received its first offenders in March 1994 and from its opening through 2007 a total of 1,066 offenders have been sentenced to YOS, including 46 (4.3%) female offenders. The number of admissions declined from 107 in FY 96 to a low of 50 in FY 05. YOS admissions increased to 61 in FY 07. The average age of offenders sentenced to YOS has increased from 16.6 in FY 94 to 17.1 in FY 07, with a median age of 19.7 for offenders currently incarcerated at YOS. (Source: *YOS Annual Report: FY 2005-2007*)

YOS- Age at Admission



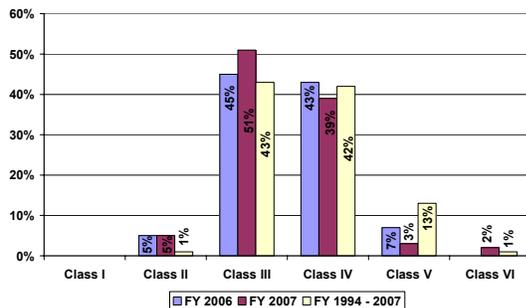
Youthful offenders are primarily ethnic minorities. In FY 07, Hispanics represent the largest ethnic group at 48% followed by the white population at 30%. (Source: YOS Annual Report: FY 2005-2007)

YOS Admissions by Ethnicity

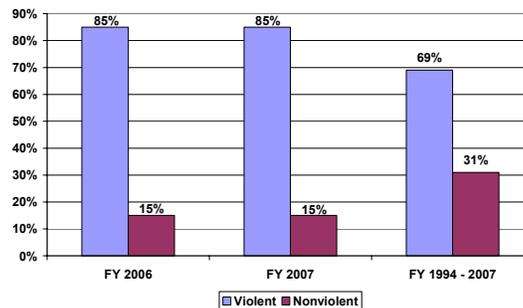


YOS sentences in FY 07 averaged 5 years, 7.2 years shorter on average than the original adult sentence imposed by the courts. YOS has experienced an increase in the seriousness of the offense for which youthful offenders are sentenced. During FY 94, 65% of admissions were for class four felonies with only 13% for class three felonies; in FY 07, 39% of admissions were for class four felonies but 51% were admitted with class three felonies. Violent offenders compose 85% of the YOS admissions in FY 06 and FY 07. (Source: YOS Annual Report: FY 2005-2007)

YOS- Felony Class

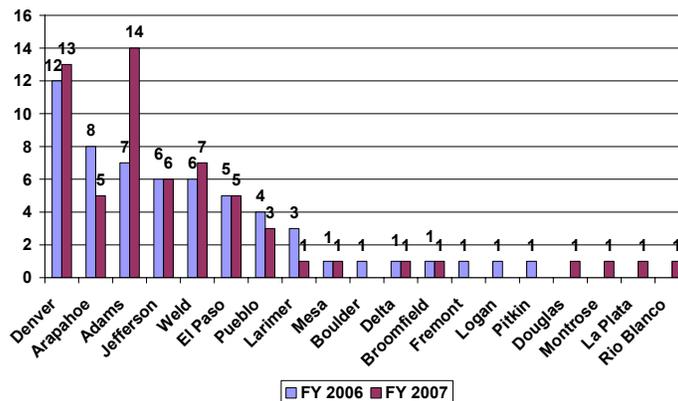


YOS- Violent Offenders



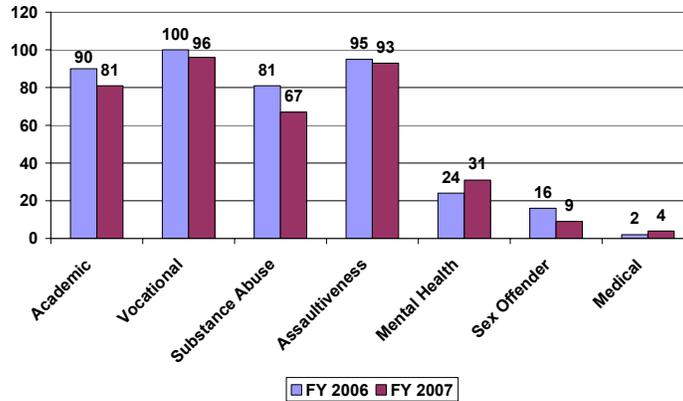
Adams, Arapahoe, Denver, Jefferson and Weld counties had the highest program utilization during FY 05-07. (Source: YOS Annual Report: FY 2005-2007)

YOS- County of Commitment



The majority of YOS offenders have academic, career and technical education, and substance abuse treatment needs. Mental health needs are slightly higher than those found in the adult population with 24 to 31% of admissions identified as having a serious mental illness. (Source: YOS Annual Report: FY 2005-2007)

YOS- Needs Levels



Sentence completion rates were found to be high:

- 79% successfully discharged their YOS sentences
- 16% negatively terminated or had their YOS sentence revoked
- 4% had sentence reconsiderations

Recidivism rates among program completers were substantially lower than those found for adult offenders:

- 6% returned within 1 year
- 19% returned within 3 years
- 30% returned within 5 years

(Source: YOS Annual Report: FY 2005-2007)

For more information on the Youthful Offender System including the full FY 2005-07 YOS Report, go to: <http://www.doc.state.co.us/Statistics/pdfs/OPARReports/YOSReports/OPYOSRPT07.pdf>.

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 14 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 Coalition for Minority Youth Equality or CMYE (Colorado's 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 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 increased, the commitment rate also 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 within 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. In Colorado, we have seen a major shift in the assessed needs of youth in the youth corrections commitment population as the percent of males assessed as having “High-Moderate to Severe” mental health needs decreased from 60% in FY 2006-07 to 20.8% in 2006-07. Although not as dramatic a decline, the percent of females assessed as having “High-Moderate to Severe” mental health needs decreased from 52.7% in FY 2005-06 to 29.5% in FY 2006-07. Conversely the females assessed with “Low Moderate/None to Slight” mental health needs increased from 47% in FY 2005-06 to 70.5% in FY 2006-07.

Assessed Mental Health Needs of Committed Youth¹						
	Males			Females		
	FY 2004-05	FY 2005-06	FY 2006-07	FY 2004-05	FY 2005-06	FY 2006-07
High Moderate to Severe	49.2%	60.2%	20.8%	60.3%	52.7%	29.5%
Low Moderate/ None to Slight	50.8%	39.8%	79.2%	39.7%	47.3%	70.5%

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 2006-07 Management Reference Manual, Division of Youth Corrections)

What is unknown at this time is why these shifts have occurred. A number of factors could be responsible, the Colorado Client Assessment Records (CCAR) instrument has changed and the training associated with the instrument has changed, the persons responsible for using the instrument have changed and lastly, previous statistics reflected new commitments while new reporting encompasses the entire committed population. These changes in percentages could be the result of one, all or none of the aforementioned variables and are currently being discussed by DYC to try and ascertain what is occurring.

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 from 2006-2008 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 2007, Colorado more than tripled the number of violations for deinstitutionalization of status offenders (42 to 127) and experienced a 60% rise in the number of delinquents held in adult jails or lockups over six hours (8 to 20). 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 is 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 .91% of the juvenile population, in FY 2006/07, Native American boys represent 1.6% (down from 2.4%) of the NYC committed male population and girls represent 1% 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 2006-07 in Colorado, girls represented 19.3% of the arrests, less than one-fourth (24%) of the admissions into detention, 21.2% of the juvenile prosecutions and 23% 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 41.8% of those girls committed had no prior adjudications as compared to 33.3% of the boys committed to DYC. If almost half of the girls are committed on their first adjudication, is the offense type more serious? Data shows that commitment offenses were fairly similar with two notable differences: 41.9% of the boys were committed due to a persons charge (vs. 31.7% of the girls). Females were more likely to be committed on a drug charge (15.3%) than males (7.4%).

Commitment Offense FY 2006-07	Person	Property	Drug	Weapon	Other/NA
Juvenile Females	33%	45%	16%	1%	5%
Juvenile Males	43%	44%	8%	44%	2%

Source: DYC, Management Reference Manual, 2006-2007

How else did the committed females differ from the committed males? Almost 87.8% of the females reported a runaway history versus 58% of the males. The percent of females requiring prevention level substance abuse services rose from 5% last year to 9.2% in FY 2006-07, more closely resembling the level in FY 2004-05 at 11.4%; subsequently, the percent of females requiring intermediate level services decreased from 29.5% in FY 2005-06 to 24.5% in FY 2006-07. The percent of females assessed as

having “High-Moderate to Severe” mental health needs decreased from 52.7% in FY 2005-06 to 29.5% in FY 2006-07. Conversely the females assessed with “Low Moderate/None to Slight” mental health needs increased from 47% in FY 2005-06 to 70.5% in FY 2006-07. It is also quite striking that almost 85% of the females had at least one prior out of home placement versus 36% 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 restructured 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. Girls E.T.C. was integrated into the Coalition and 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.

There were 597,097 adolescents, ages 12 through 17 living in Colorado in 2006. Using the national estimate for past month use of an illicit drug by individuals 12 and older (13.4%), Colorado ranks as the 6th highest in adolescent illicit drug use in the nation. Colorado had the highest rate (4.7%) in the nation for past month use of an illicit drug other than marijuana among persons 12 or older. In 2006, Colorado’s Drug/Alcohol Coordinated Data System reported 105,365 total admissions to treatment, DUI, and detoxification; 2,544 of these admissions represented ages 17 and under and 6,715 represented the 18-25 year old group.

By applying the 13.4% national estimate to the 597,097 adolescents in Colorado, it can be estimated that there are about 80,010 adolescents currently using drugs. Based on this number and the 2,544 actually admitted to treatment services, it appears approximately 77,466 adolescents are still in need of some level of substance abuse intervention or treatment. Many are still at an experimental stage where the risks are primarily overdose or accident related, however, a substantial number are further down the path to abuse and dependency, and are not receiving any intervention or treatment. The lack of treatment providers in Colorado licensed to serve adolescents has contributed to a de-emphasis on this population. There are 21 counties (out of a total of 64) in Colorado that lack even a single program licensed to treat adolescents and 28 with only one provider for the entire county.

The number of youth with unmet substance abuse treatment needs is troubling when looking at potential ramifications to the juvenile justice system. 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 increased slightly from 65.2% to 66.3%. The percent of females requiring prevention level substance abuse services rose from 5% last year to 9.2% in FY 2006-07, more closely resembling the level in FY 2004-05 at 11.4%; subsequently, the percent of females requiring intermediate level services decreased from 29.5% in FY 2005-06 to 24.5% in FY 2006-07.

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.

Plan for Compliance with the First Three Core Requirements of the JJDP Act and State Plan for Compliance Monitoring FY 2008 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 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, the state must develop a plan that ensures status offenders and nonoffenders are not placed in secure detention or secure correctional facilities, except as allowed by OJJDP's Guidance Manual for Monitoring Facilities Under the Juvenile Justice and Delinquency Prevention Act of 2002 (revised January 2007).

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

Violations/Year	2004	2005	2006	2007
Status Offenders and Nonoffenders held in jails and lockups	20	40	34	49
Status Offenders held over 24 hours and non-offenders held in juvenile detention centers	4	20	11	16
Status Offenders held without benefit of the Valid Court Order	18	66	48	62
Total	42	126	93	127
DSO Rate of Compliance	3.65	10.95	8.40	10.76

In the 2007 OJJDP Compliance Monitoring Report, Colorado reported a DSO rate of 10.76 juveniles (127 total violations) per 100,000 juveniles held in violation. Therefore, Colorado was found in full compliance with de minimus exceptions and was further found to have adequately addressed Criterion B and C. Although in full compliance, the state remains concerned about any violation of this core requirement and continually reviews violations to determine if they are isolated incidents or if we see patterns or other concerns which must be addressed.

Of the 127 DSO violations in 2007, 49 occurred at jails and lockups and 78 occurred at juvenile detention centers. The 49 violations at jails and lockups represented .56% of the total number of youth held securely (8,700) which is a very small percentage. All of the law enforcement facilities that violated DSO were notified of the violation. Most were due to status offenders arrested on warrants where the original offense was a status offense. Of the 78 DSO violations at juvenile detention centers; 16 were status offenders held over the 24 hour reporting exception and 62 were status offenders sentenced without benefit of the Valid Court Order (VCO). Juvenile Detention Centers are aware of their violations and DCJ is working with communities and the State Court Administrators Office to address the VCO violations.

Over the years, Colorado has made efforts to address those circumstances which could cause the state to be found out of compliance with the DSO requirement. In 1998, the Colorado Supreme Court Judicial Rule Change 3.8 #1997 (17) became effective. This Rule brought Colorado's judicial rules into compliance with the federal Valid Court Order (as written pre-2002) and was intended to reduce the number of DSO violations. 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. It was believed that judges and magistrates were not properly trained on how to use the Valid Court Order and may not have even been aware of the judicial rule change from 1998. As a result of that

meeting and subsequent discussions, a memo was emailed to all judges instructing them on how to use the Valid Court Order, what forms to use, and to call the DCJ compliance monitor with any questions. As hoped, the number of violations decreased in 2006.

To further support compliance, 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."

In 2007, when the number of status offenders sentenced to detention without benefit of the Valid Court Order rose by 14 juveniles, DCJ again contacted the State Court Administrators Office (SCAO) and asked if the VCO forms developed by SCAO (1st VCO, Written Report, and 2nd VCO) could be made mandatory so that all judges would be required to use these forms. In March, 2008, a second memo went out to all judges, probation officers and court clerks from the SCAO strongly recommending the use of the forms and is describing how DCJ monitors compliance so judges and magistrates will understand why certain cases are being counted as violations. It is believed that the memo, along with continued training for judges, will assist in decreasing the number of DSO violations at juvenile detention centers.

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)(l) 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.

In October 2007 the State Court Administrator's Office held a Truancy Symposium to address legislation which had passed the prior year (SB 07-10) allowing non-attorneys to represent schools and school districts in truancy proceedings. Because of the DCJ and JJDP Council's alarm at the potential violations that will likely occur as a consequence of such legislation, the JJ Specialist, the Compliance Monitor and a JJDP Council member attended. At this event it became apparent that the state was likely to see an increase in the number of truancy petitions filed and there was discussion that at least one judicial district planned to adapt the VCO paperwork developed under Rule 3.8 by the State Court Administrator's Office to meet their local needs, thus again increasing the potential for additional violations. It was also apparent during this meeting that school districts and the courts were increasingly frustrated with the rising number of truants and the lack of adequate programming which forced them to file truancy petitions and placements into detention as consequences for failing to attend school.

As a result, the DCJ requested and was approved for technical assistance from OJJDP (NTTAC) to hold a second Truancy Symposium to discuss reasons for truancy, outcomes of truancy, and options for truants other than secure detention. The communities or judicial districts that most frequently used detention as an option were selected to attend this symposium. The local SB 94 Coordinators identified key players at the local level for invitations to attend this day-long meeting including representatives from courts, schools, social services, law enforcement (including the district attorney, sheriff and police departments), probation, division of youth corrections, juvenile detention, parents, and youth. Held on March 6, 2008, over 80 participants attended this daylong event. The goal was to have each community leave the symposium with an outline of a strategic plan followed by technical assistance from the National Center for School Engagement (the organization which facilitated the symposium) as communities implement their respective strategic plans. DCJ will follow up with the communities to determine if the planning efforts are impacting the number of truants sentenced to detention.

The following is Colorado's strategy, activities and timetable to maintain full compliance.

Strategy	Activities	Timetable
Reduce the number of DSO violations at jails and lockups	<ol style="list-style-type: none"> 1. Continue to educate contacts at jails and lockups on C.R.S. 19-2-508 (4)(d)(I) by distributing the Colorado manual and providing on-site training. 2. Review and discuss the causes of the violations with the SB 94 State Advisory Group and local SB 94 Coordinators. Develop strategies and partner with them to develop alternative to detention for status offenders. 3. Follow up with local communities on developing and completing their strategic plan to address truancy 	<ol style="list-style-type: none"> 1. Ongoing 2. Quarterly with State SB 94 Advisory Board and local coordinators 3. April - December 2008
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 juvenile court judges and magistrates on use of the Valid Court Order. 2. Provide technical assistance to Judges/Magistrates when violations occur due to misuse of the VCO. 3. Distribute the updated Colorado compliance manual to juvenile court judges and magistrates in Colorado that handle juvenile cases. 4. Follow up with local communities on developing and completing their strategic plan to address truancy 	<ol style="list-style-type: none"> 1. January- March 2008. 2. Ongoing during site visits 3. Ongoing during site visits 3. April - December 2008

Plan for Separation of Juveniles from Adult Offenders (Separation)

Pursuant to Section 223(a)(12) of the JJDP Act, 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.

In 2007, the DCJ compliance monitor verified that all secure facilities had received the correspondence and manuals and that there were no violations on the separation core requirement. In fact, several law

enforcement departments built or remodeled their facilities and have separate booking and holding areas for juveniles.

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. This facility is inspected and certified annually as per federal regulations. This information is contained in the Ute Mountain Ute Chief Ignacio Justice Center facility file.

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.

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.

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.

Most new law enforcement facilities are incorporating separate juvenile booking and holding areas into their construction plans. The monitor reviews the facility layout and separation levels during each on-site visit. All secure law enforcement facilities are monitored at a desired rate of at least once a year. The monitor reviews and documents each facility's sight and sound separation plan, that documentation is included in their Facility File. All secure facilities in the state are currently either architecturally sight and sound separated or have policies or procedures in place for time phasing the use of areas by both

juveniles and adults. All adult jails physically separate juveniles who are filed on as adults per state statute.

It appears from discussions with the state Division of Youth Corrections (DYC) that there may be noncompliant separation incidents in juvenile detention and correctional facilities. The most common scenario is when a juvenile is sentenced to a juvenile correctional facility under the jurisdiction of the juvenile court (and the juvenile at the time is under the age of 18 – the age of majority in Colorado). In Colorado a sentence can be imposed until the juvenile reaches their 21st birthday. If a juvenile reaches age 18 while in the juvenile correctional facility and subsequently allegedly commits another offense, a problem is presented because of their age (over 18) they are charged as adults. So, in the strictest sense of the separation requirement, this youth has become an adult (over 18) and is accused of, or charged with a criminal offense. At this time, the Division of Youth Corrections assesses the level of risk posed by the youth in these situations and if the new charge warrants separation due to risk (i.e. sexual assault), they are removed to an adult jail pending court proceedings. If the charge is less serious (i.e. contraband) and the youth is not deemed a risk to others in the facility they remain in the juvenile facilities until court proceedings and the court determines if sentencing to the adult correctional system is warranted.

Because this scenario has only recently been discovered, we are unsure how often these incidents occur and what options may be available to remedy the problem, including potential change in the definition of adult offender in the federal JJDP Act. The DCJ and DYC will collect data on these types of situations for the 2009 monitoring year and report these cases as violations of the separation core requirement. Once we determine the extent of the problem, we will discuss options with the Directors of DCJ and DYC. If Colorado has violations under the separation core requirement we will develop a compliance plan to address the noncompliant incidents.

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

Pursuant to Section 223(a)(13) of the JJDP Act, the state must develop a plan that ensures no juvenile shall be detained or confined in any adult jail or lockup, except as OJJDP’s Guidance Manual for Monitoring Facilities Under the Juvenile Justice and Delinquency Prevention Act of 2002 (revised January 2007) allows.

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.

Violations/Year	2004	2005	2006	2007
Delinquents held under six hours in jails and lockups	8993	8516	9281	8700
Delinquents held over six hours in jails and lockups (violations)	8	15	24	20
Jail Removal Rate of Compliance	2.46	4.86	5.04	5.84

In 2006, Colorado passed HB 1112 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. The legislation passed in 2006 also gave DCJ the responsibility to collect data on juveniles held securely from law enforcement facilities and juvenile detention centers and to inspect those facilities for compliance with federal requirements. During this monitoring year as in past years, the compliance monitor will distribute updated Colorado Guide to Holding Juveniles Securely to all Sheriffs and Police Departments as needed during site visits.

Colorado had a rate of 5.84 violations per 100,000 youth in 2007, or 69 violations total. Of those 69 violations, 20 were delinquent youth held over 6 hours in a jail or lockup and 49 were accused and adjudicated status offenders held in jails or lockups. The 69 violations represent .79% of the total number of youth held securely in jails and lockups in 2007 (8,700).

In 2007, the total number of violations represents a very small percentage of the total juveniles detained securely. If a compliance monitoring system is adequate and responsible in their data collection, there will always be a small number of violations due to new law enforcement mistakes due to a lack of training, miscalculations of the 6 hour clock or a lack of placement options for the juvenile once arrested. The primary challenge for the DCJ compliance monitor is educating law enforcement that status offenders arrested on a warrant remain status offenders and can't be held securely. This is a barrier that is being addressed during the on-site visits and in training materials. DCJ will continue to monitor facilities at the desired rate of 100% a year to train, inform and collect data. DCJ will also work with law enforcement and SB 94 coordinators on alternatives.

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 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 the formula grant to support compliance monitoring activities. The Division of Criminal Justice submits a subgrant application to the JJDP Council (SAG) which reviews and approves use of the formula grant funds to accomplish the activities proposed. With these resources, the DCJ has a Compliance Monitor position at .90 FTE. Compliance monitoring activities which account for 80% of her time are funded through the Formula Grant. Onsite reviews of Rural Law Enforcement (RLE) subgrants which are awarded to smaller local law enforcement agencies) account for 10% of her time. These RLE subgrants and her time (10%) to conduct on-site reviews of them are funded under the Justice Assistance Grant from the Bureau of Justice Assistance.

Many years ago DCJ determined that in order to have an effective compliance monitoring system, they needed support from the JJDP Council (SAG) to have the Compliance Monitor incorporate system

improvement efforts into her work. This additional focus not only acknowledges the need but also enables the compliance monitor to work with agencies, communities and systems on improving those parts juvenile justice system contributing to the state's violations. It has been found to be very effective.

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. Regulatory, licensing and monitoring units or divisions are contacted by phone and in person to update the universe and provide lists of the facilities, licensing rules and regulations.

Colorado maintains a Monitoring Universe filing system. This filing system 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 include: a monitoring universe survey containing information on the purpose of the facility, the population served, facilities available, licensing procedures and standards, inspection process, violation procedures and other information, a list of the facilities, and licensing procedures and standards.

It should be noted that while updating the monitoring universe is a yearly task, designated to occur between January and March of each year, information on the universe is collected all year during on-site visits and through conversations with key people.

Classification of the Monitoring Universe. 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 and March of every year. This is an ongoing process and is verified on-site in most cases. All identified facilities 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 for the Department of Human Services facilities is done through their licensing regulations. For example, shelter care facilities are not allowed to be secure per licensing regulations. The state Department of Human Services provides state licensing and then the local Department of Human/Social Services inspects them annually to determine if compliance with the licensing rules and regulations. Any violations are reported to the state Department of Human Services, who in turn reports that to the DCJ compliance monitor during the annual query on classification of facilities.

Other types of facilities require on-site visits to verify their classification. Jails, lockups, court holding facilities, juvenile detention centers and juvenile correctional facilities 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.

Inspection of Facilities. Colorado uses an annual 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. 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. Facilities identified as non-secure law enforcement are monitored every other year. An example would be a police department that does not have a holding cell or a secure room or a cuffing ring or cuffing bench. This type of facility would receive an inspection every other year to make sure that they are still non-secure. Non-secure Certification Forms are completed during the on-site inspections and the Chief signs them. The original is placed in the Facility File and a copy given to the Chief.

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. Law enforcement facilities are monitored for DSO, separation and jail removal. Juvenile detention centers receive a yearly inspection. They are monitored for DSO and separation. Court holding facilities are inspected every other year and are monitored for separation and to confirm their classification. Secure law enforcement airport substations are inspected yearly and monitored for DSO, separation and jail removal. If a facility is having problems with compliance, the inspections are more frequent. During each inspection classification is reviewed and updated if necessary, sight and sound separation is assessed, record keeping is reviewed for compatibility with OJJDP requirements, and the compliance monitor works on enhancing the relationship. All inspections are documented via an On-Site Summary Form that is an NCR form. The white copy is given to the facility, the yellow copy is retained in the Facility File and the pink copy is given to the DCJ Manager (JJ Specialist).

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.

Data Collection and Data Verification. Colorado uses an annual cycle to complete the four monitoring tasks, a complete description of which is contained in Colorado's Compliance Monitoring Policies and Procedures. Data collection is ongoing, from July through 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.

Every juvenile that is held securely in Colorado at a law enforcement agency is recorded on a Juvenile Holding Cell log. Those logs are either collected on-site or submitted to the compliance monitor at least twice a year. Every juvenile that is detained in a juvenile detention or juvenile correctional facility is entered into a computer program called TRAILS; those records are provided to the Division of Criminal Justice once a year in the Fall. The DCJ reporting period is always 12 months, from July - June. All facilities comply with collecting data therefore no data is projected. The DCJ compliance monitor verifies all data during on-site inspections.

If a violation is discovered when reviewing the logs, the DCJ compliance monitor verifies that it is a violation with the facility administrator or contact person by reviewing the juvenile's file. Per DCJ policy, a compliance violation form is completed and mailed if a violation is discovered. 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.

Barriers

The Monitoring Universe is constantly changing. It is really not a once a year process and in Colorado it is treated as an on-going event. Because of the adequate resources provided with Formula grant funding, we have successfully mitigated this barrier.

Colorado faces two barriers regarding classification of facilities. The first is licensing requirements which change from year to year and require that the DCJ compliance monitor to read each manual completely to learn if there were any changes that could impact compliance. This is simply time consuming but has been overcome with pre-planning. Time is set aside in the identification and classification process for reading and researching rules and regulations. The second barrier is the sheer number of facilities that

require on-site verification of their 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 conducting on-site monitoring.

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 each 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 unlikely this would happen with an on-line reporting system (or unlikely that an 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 require inspection. To overcome this barrier, the DCJ compliance monitor is often on the road for a week at a time inspecting dozens of facilities.

Role of the SAG

The Colorado Juvenile Justice and Delinquency Prevention Council (SAG) is a partner with the Division of Criminal Justice in maintaining compliance with the core requirements. As early as the first part of the 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 direct compliance monitoring functions, members are updated at each meeting on compliance monitoring progress. If problems develop the SAG works with the monitor on compliance strategies. They assist the compliance monitor in answering specific questions as they relate to compliance monitoring, for example, what statutes Colorado courts use for involuntary commitments to state mental hospitals or what the licensing requirements for detoxification facilities are, but in no case do they perform actual monitoring of facilities or compile data. If a problem arises they are called upon to assist in problem solving.

Colorado has been found in compliance with the Deinstitutionalization of Status Offenders, the Sight and Sound Separation of Juveniles from Adult Offenders and the Jail Removal 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 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.

Monitoring Universe information is contained in a filing system in the DCJ compliance monitor's office. All facilities in the state are identified, classified, an inspection schedule is set and data is collected and verified on all juveniles held securely. Licensing rules and regulations are contained within.

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 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). This subgrant application is reviewed and approved yearly by the SAG.

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 were 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.

Legislative and administrative procedures and sanctions that the state has established to receive, investigate, and report compliance violations.

In previous years Colorado struggled with the lack of statutory authority to inspect facilities and collect data. This barrier was corrected in 2006 through HB 1112 which gave DCJ statutory authority to monitor facilities and collect data. This statute (C.R.S. 24-33.5-503) now states the Division of Criminal Justice has the 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." To support compliance at the local level, the legislation included a civil fine of no more than one thousand dollars which may be imposed if a Sheriff or Police Chief willfully and continually violates any provision of the legislation.

As the designated State Administering Agency for federal funds, the Division of Criminal Justice includes compliance with the federal JJDP Act as a condition for receipt of federal funds from OJJDP as well as the Justice Assistance Grant. Applicants, both governmental and non-governmental, are encouraged to contact our Compliance Monitor to determine their jurisdiction's compliance status at the time application. This encourages conversations at the local (and state) level about why compliance with the Act is important and allows for improved collaborations in addressing the needs of youth, especially those who require secure detainment in our communities.

Colorado's Plan for Compliance with the Disproportionate Minority Contact (DMC) Core Requirement and State Plan for DMC Compliance FY 2008 Update

A. Update DMC Identification Spreadsheets

Colorado's DMC spreadsheets are contained in Attachment 2.

B. DMC Data Discussions:

In the past few years, Colorado has focused its DMC efforts on improving data collection, data analysis and data presentation and as a result believe we have been able to use our data in a more sophisticated way than in the past. In this past year, we have reviewed DMC trend data which was then used to facilitate discussions about why rates at certain decision points may be high or low, especially in areas where we see discrepancies in rates from year to year. This allowed both the DMC Committee (the Coalition for Minority Youth Equality) and the JJDP Council (the state SAG) to use trends data from the last six years to determine if their efforts were aimed at the appropriate area(s) or if it was time for a change in interventions.

Through this trend analysis, two areas were identified as particular areas of concern: arrest and commitment to DYC. These two areas represent entrance to the juvenile justice system and the most restrictive setting. 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 the state's lack of interventions for addressing DMC at arrest and a decision was made that Colorado wants to focus again on arrest. Specifically the state was concerned that in FY05/06 African American youth were 7 times and Hispanic youth almost 2.5 times more likely to be arrested than White youth.

Efforts were made to look for proven law enforcement interventions finding only one intervention related to training of 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 locally. Therefore, in the 06/07 funding solicitation, local law enforcement agencies were encouraged to apply for funding to support intervention strategies to prevent or reduce the number of minority youth arrested. The state received no applications from law enforcement in response to this solicitation.

After conferring with the DMC Committee, the JJDP Council will be asked in the May 2008 meeting to support diverting the unused funds initially set aside for law enforcement DMC interventions and use them in a more directed manner by engaging the local communities, including law enforcement, in conversations about DMC in their communities. It will be recommended that at a minimum the funds be used to conduct focus groups in select communities in attempt to tease out the information that has been eluding us. The information gathered would be then used to develop a curriculum to train on DMC for new law enforcement officers to assist them in becoming aware of DMC as an issue and help the law enforcement community in developing alternative responses to arrest when appropriate. In discussions, it may be based somewhat on a "community policing" model, although until we have larger discussion we cannot yet know for sure what the curriculum and future interventions might be.

The DMC Committee and the JJDP Council continue to be committed to using data to form intervention strategies and will continue to reassess Colorado's data annually to effectively respond to the state trends in DMC. What follows is an assessment of the most recent (FY 06/07) Relative Rate Indexes and other data provided to DCJ.

Comparison of past data to current fiscal year

As related above, the Relative Rate Index (RRI) for African American youth at arrest is alarmingly high and has been for the last 3 years, especially the last two where they are found to be seven and six times more likely to be arrested as white youth. We have seen improvement at the preadjudication detention level where they are now less likely than whites to be placed into detention at this early stage. It should be noted that two years ago, local communities were asked to discuss their efforts at addressing minority overrepresentation in their annual SB 94 (Alternatives to Detention) Plans.

Colorado DMC Matrix Data Trends for <u>African American Youth</u> FY 01 through FY 07						
Decision Points	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07
Arrest	2.6	2.77	2.2	3.99	7.06	6.21
Pre Adjudicated Detention	3.0	4.39	5.27	1.27	.76	.89
Misdemeanor Filing	2.2	1.35	2.17	.43	.07	.09
Misdemeanor Adjudication	2.0	1.4	2.19	.97	** .80	.35
Felony Filing	2.4	1.77	2.32	.65	.32	**1.07
Felony Adjudication	2.2	1.85	2.46	1.06	**1.11	**1.12
Probation Supervision	2.2	1.4	1.98	.84	.96	1.24
Probation Sentence to Detention	2.6	2.33	2.74	1.8	**2.39	1.43
Commitment NYC	3.0	3.78	3.57	2.3	2.12	1.97

**Numbers bolded are statistically significant. The numbers not bolded (and marked with **) were not statistically significant and cannot be used to analyze or make assumptions about the RRI at that decision point.

African American youth who represent approximately 5.2% of the Colorado youth population represent 16% of the detained population and according to the Division of Youth Corrections have the second highest length of stay (LOS) at 15.9 days (highest LOS is for American Indian youth at 17.9 days). This higher length of stay may be a result of the higher ratio of sentences to detention (RRI of 1.43) made by the court versus the earlier preadjudication detention (RRI of .89) where one might expect shorter stays as detention at this stage is used primarily for determining the immediate need for detention based on level of risk to the community and these youth are eligible to receive SB 94 services if it is determined that such services would permit them to remain in the community.

Also of concern is that African American youth are almost two times as likely as white youth to be committed to the Division of Youth Corrections (RRI of 1.97). Length of Stay (LOS) for African American youth in commitment appears relatively stable at 19.4 months in FY 2006/07 (was 19.7 in FY 04/05 and 19.1 in FY 05/06).

Colorado DMC Matrix Data Trends for <u>Hispanic Youth</u> FY 01 through FY 07						
Decision Points	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07
Arrest	N/A	*2.21	N/A	*2.46	*2.42	*2.02
Pre Adjudicated Detention	1.9	2.03	3.01	1.11	1.12	1.34
Misdemeanor Filing	.8	.38	.47	.15	.09	.16
Misdemeanor Adjudication	.7	.49	.56	1.4	1.17	1.27
Felony Filing	.8	.64	.70	.29	.21	.30
Felony Adjudication	.8	.70	.92	N/A	N/A	N/A
Probation Supervision	.8	.58	.77	1.05	1.06	1.20
Probation Sentence to Detention	.8	.91	.81	1.35	1.77	1.29
Commitment NYC	.9	2.24	.72	3.53	1.31	1.07

* 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.

Although not as alarming as for African American youth and noting its decline since FY 2004/05, the Relative Rate Index at arrest for Hispanic youth must be addressed (RRI of 2.02 in FY 2006/07) as

Hispanic youth are still twice as likely to be arrested as White youth. We have also seen some improvement for Hispanic youth at the Commitment stage which shows a RRI of 1.07 in FY 06/07.

Due to the high rates at arrest for Hispanic and African American youth, Colorado will focus its DMC efforts at these decisions points with a goal to reduce both rates within 5 years. We will continue to monitor other decisions points, adding Diversion since state funding was again appropriated beginning in 2006 after a several year lapse due to budgetary concerns.

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 several 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.

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 2007 PROGRESS: We continued to work on this area. Through our partnership with Colorado's Statistical Analysis Center (SAC) which is located here at the Division of Criminal Justice, we are able to get data for the matrices and they have been instrumental in analysis when needed. They have also assisted in improvements in how the RRI data was presented at the National DMC Conference in October of 2007. We have also introduced to our JJDP Council (SAG) the possibility of pursuing a data driven funding model based on the RRI Information and DMC trends.

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 PROGRESS: In Colorado, there are 22 judicial districts and we collect and distribute individual DMC data for ten of these 22, as well as statewide aggregate data, on an annual basis. It is also available via our website. We continued to offer assistance to local communities related to their data collection efforts. You will note that we have removed the DMC/MOR checklist development in our 2008 DMC plan

as we have determined that this area does not yet have enough evidence-based research to appropriately create a checklist of this kind.

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 2007 PROGRESS: In 2006, staff and DMC Committee (Coalition for Minority Youth Equality or CMYE) members developed a power point presentation that includes speaking notes that can be used for presentations. In 2007 the DMC Coordinator and members of the CMYE used the power point to train at three conferences including the National DMC Conference. The revised DMC plan has changed the target audience from agencies and service clubs to targeting juvenile justice and other system professionals which the DMC Committee thinks will have a greater impact.

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 PROGRESS: The Division of Criminal Justice continually monitors proposed legislation affecting the juvenile justice system in Colorado and provides this information to the JJDP Council (SAG) and the CMYE. This is done through a relationship with the CO Department of Public Safety's legislative liaison who tracks all legislations, alerts the JJ Specialist when a bill is introduced and identified as potentially impacting the juvenile justice system. The JJ Specialist reviews the legislation and alerts the JJDP Council if there are immediate concerns. There is a regularly scheduled time at the JJDP Council meetings for legislative update and discussion. Because this is a standard daily business operation, this objective has been removed from the 2008 DMC plan.

OBJECTIVE 5: Expand the DMC Committee (CMYE) 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 PROGRESS: Over the past year, we have seen renewed interest in the CMYE and have expanded representation from a local Mental Health Center, Denver Public Schools Social Workers, and the Denver Indian Resource Center. With the 2008 revision to our DMC Plan, which we believe is now more realistic, it will be easier to identify and recruit missing members. We purposefully did not include this objective in the revised plan however, as we have added staffing the CMYE as an objective and include recruiting new members as needed as a required task.

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 PROGRESS: As we have for the last nine years, we continue to offer funding to communities to implement the minority family advocacy program model which supports advocates who help minority youth navigate the juvenile justice system, with a special emphasis 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 and two of the sites are included in the Model Program Guide in the newly added DMC Section. This Objective is continued in the 2008 DMC plan.

D. DMC Reduction Plan for FY 2008

As noted in the 2007 update, Colorado has struggled with creating and implementing a realistic DMC Plan. Much of the original DMC plan was non-specific in nature and difficult to articulate thus making it difficult to engage others in our efforts.

When it became clear our DMC Plan needed to be modified, we engaged Colorado's SAG (JJDP Council) and the DMC Committee (Coalition for Minority Youth Equality or CMYE) in a retreat in April 2007. Our DMC Coordinator had participated in the first OJJDP-supported DMC "training of trainers" the previous January, therefore it was a great opportunity to utilize her new skills. We were able to get OJJDP technical assistance to bring in Tom Begich of Alaska as a facilitator and assist the coordinator in her first training using the OJJDP curriculum. We began this process with an overview of the DMC issue (global discussion regarding causes of DMC, etc.), provided a brief description of the Relative Rate Index (RRI) including how it is calculated, the perceived benefits of the revised calculation, and provided a primer on interpreting the RRI based on rates, volume, and statistical significance. We then used the balance of the day to review the actual Colorado DMC RRI data and using that information revised the DMC Plan for 2008.

Although the overall result of the day was good, with a group of very enthusiastic, energized people trained on DMC and a revised plan, we remained concerned because the revised DMC Plan was again not as realistic as anticipated. Since then, we have continued to review and revise the plan with the CMYE and JJDP Council. What is provided below is the final 2008 DMC Plan to be implemented in 2008. We anticipate this plan carrying over to the three-year plan developed for 2009-2011.

GOAL 1: **Research and Data: Improve the data collection and analysis system in Colorado to measure disproportionate minority contact and the impact of interventions on DMC.**

OBJECTIVE 1: Improve use of the OJJDP required data collection including the RRI Matrix.

ACTIVITIES:

- Examine existing RRI data by Judicial Districts and identify which judicial districts are affecting the high Relative Rate Index (RRI) for African-American and Hispanic Youth arrests.
- Develop a Report Card for each Judicial District using their RRI data.

FY 2008:

The state (the Division of Criminal Justice, the JJDP Council and the CMYE) wants to focus its efforts based on data-driven planning and this is the first step toward that plan. DMC Coordinator efforts will include analyzing the RRI data to determine which judicial districts are contributing to the high index rate for arrest. Once identified, we will target our law enforcement interventions in those areas. The Report Card will be done in subsequent years when we have more data available to us.

OBJECTIVE 2: Provide data driven recommendations to the JJDP Council related to DMC reduction to include in their 2008 Retreat where the next three year plan will be developed.

ACTIVITIES:

- Use the RRI arrest information and past Research Committee work to develop and present a recommendation to the JJDP Council. Include recommendations related to resources (money, training and technical assistance, etc).

FY 2008:

The CMYE will be involved in making recommendations related to DMC to the JJDP Council for the upcoming three-year plan. This is an important role for the CMYE and the DMC Coordinator will provide resources, data and information to assist them in making informed recommendations to the JJDP Council in this area.

OBJECTIVE 3: Improve the DMC-related data by expanding it beyond what is currently collected and analyzed within the juvenile justice system.

ACTIVITIES:

- Identify additional information/data available in Colorado that may be used to analyze DMC- both factors which contribute to DMC and factors which mitigate DMC.
- Use information currently collected through COKIT to inform CMYE on the impact of currently funded programs on DMC.

FY 2008:

We have begun making contact with other agencies and organizations that have data that relates to the over representation of minority youth in the juvenile justice system. We want to augment the juvenile justice and RRI data with data from the other systems such as child welfare, education, substance abuse, prevention and mental health. The state has a State Epidemiological Group funded through a grant from SAMSHA who will be able assist with pulling additional data and some limited analysis. We will use this information to begin moving toward data-driven funding of DMC interventions across the state. We will also access data from COKIT, our state data collection system for tracking outcomes of funded programs. We will use the COKIT data to assist us in determining if what we are funding is working or do changes need to be made.

GOAL 2: Policy: Improve the juvenile justice system response to minority youth and their families

OBJECTIVE 1: Establish relationships with other statewide initiatives/systems to educate them about DMC and assist them in developing a process for tracking DMC-related data, if appropriate, encouraging them to use CMYE as a resource.

ACTIVITIES:

- Meet with representatives of the recently established Colorado Criminal and Juvenile Justice Commission to discuss how the CMYE, the JJDP Council and staff can assist the Commission in meeting its legislative mandates as they relate to DMC.
- Establish connections with juvenile justice system professionals and organizations such as the Colorado District Attorneys' Council (CDAC), Public Defender's Office, judges, SB94 State Advisory Board, etc.
- Formalize relationships with other initiatives such as System of Care, CO LINKS, PLC, Collaborative Care Management (HB1451), Access to Recovery, etc.

FY 2008: The CMYE members and DMC Coordinator are prioritizing forming relationships with existing entities, organizations and initiatives who should be natural partners in addressing DMC. Some of the initial contacts have been made but in 2008 we will work toward formalizing these relationships. The goal is to educate them on issues related to DMC and infuse DMC work in their initiatives as appropriate.

OBJECTIVE 2: Provide DMC-related policy, practice or funding recommendations developed by CMYE to the JJDP Council.

ACTIVITIES:

- DMC Coordinator will assist the CMYE in developing a research proposal to bring forward to the JJDP Council for consideration.

FY 2008: With the clarification of roles between the JJDP Council and the CMYE this objective clarifies that the CMYE (DMC Committee) makes recommendations related to policy, practice or funding to the JJDP Council (SAG) who has the authority and responsibility to move them forward. In order to develop recommendations to the JJDP Council for appropriate DMC-related interventions; the CMYE must have more information regarding DMC, information specifically related to the arrest point of contact which has high RRI for minority youth.

GOAL 3: Training and Technical Assistance: Provide technical assistance to programs/communities addressing minority over representation and provide education to targeted audiences, i.e. Judges, District Attorney's, Public Defenders, other systems such as mental health and substance abuse treatment and prevention.

OBJECTIVE 1: Provide programs/communities the tools necessary to address DMC appropriately.

ACTIVITIES:

- Present on Colorado's DMC efforts at a minimum of two conferences each year.
- Provide on-site technical assistance to three state or local programs/communities each year

FY 2008: In 2008 the DMC Coordinator has a better understanding on where to focus training and technical assistance efforts. The coordinator will provide training at conferences as well as on-site technical assistance.

OBJECTIVE 2: Provide staff support to the CMYE membership assisting them in their DMC planning and work.

ACTIVITIES:

- DMC Coordinator will provide staff support to the CMYE as permitted under the DMC Staff support Formula subgrant.

FY 2008: The DMC Coordinator will continue to staff the DMC Committee and their efforts. Tasks will include meeting support such as scheduling, meeting set up, minutes, etc. The DMC

Coordinator will also continue to solicit for new members as deficits in membership are identified.

GOAL # 4: Programs and Practices: Fund and support programs and intervention strategies that have been proven effective in addressing disproportionate minority contact.

OBJECTIVE 1: Continue to fund and expand Minority Family Advocacy Programs in communities with high rates of DMC.

ACTIVITIES:

- Use data and information to assist in expanding Minority Family Advocacy Program to other Colorado communities.

FY 2008: The DMC Coordinator will do this through the technical assistance provided to communities and through the implementation of a data driven process to drive DMC interventions.

OBJECTIVE 2: Use data and best practice information to drive DMC funding decisions.

ACTIVITIES:

- CMYE will use available data, information and resources to make funding recommendation to the JJDP Council annually.

FY 2008: Data will continue to be an integral part of the decision making process. As Goal 1, Objective 3 is implemented we will have better data to use to make such recommendations and decisions.

Budget for implementation of FY 2008 Plan:

Support for DMC-specific program interventions through Formula subgrants- \$227,368

Support for DMC Coordinator staff time and other costs associated with supporting the CMYE- \$34,823.

COORDINATION OF CHILD ABUSE & NEGLECT AND DELINQUENCY RECORDS

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 although 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.

COLLECTING AND SHARING JUVENILE JUSTICE INFORMATION

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 (ACTION)

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.

Current Information Sharing Improvement Efforts

The Colorado Prevention Leadership Council (PLC) and the Collaborative Management Program State Steering Committee (CMP-SSC) - both groups where the state Juvenile Justice Specialist and/or her staff are key members- are interagency collaborative groups addressing coordination, collaboration and integration of children and youth prevention, intervention and treatment services. One of the priorities identified by both groups is the need for data sharing agreements across state departments in order to enhance long-range integrated and comprehensive planning around common priorities at the state and local levels, to improve resource utilization, and to improve the assessment of the impact of services on social and health indicators. Between the two interagency groups there are representatives of six state departments, including the Colorado Department of Education, Colorado Department of Human Services, Colorado Department of Health Care Policy and Finance, Colorado Department of Law, Colorado Department of Public Health and Environment, Colorado Department of Public Safety, Colorado State Judicial, and the Colorado Department of Transportation. In addition, each group meets with local partners to discuss common issues related to coordination, collaboration and integration as related to services for children, youth and families. One of the issues discussed between state and local partners has been that of data sharing and utilization.

In November 2007, an unprecedented joint meeting of Executive Directors of the above state agencies representatives of State Judicial, the Attorney General's Office, the Lt. Governor's Office, and the Office of the Governor was held. At this meeting, the PLC and CMP-CSS presented recommended action steps on several priorities, including **cross-systems data coordination and data sharing** and it was the consensus of this group that data sharing and utilization is a priority issue in line with priorities of the current executive administration. It has since been proposed that an umbrella group be formed as a steering committee of the Colorado Prevention Leadership Council and named the "Colorado Data Sharing and Utilization Group" (CDSUG). This group would consist of individuals with a vested interest in policy issues related to data sharing and utilization, and would serve as a steering committee to help develop objectives, oversee workgroup activities, provide general support and feedback, and promote efforts and recommendations to the Colorado Prevention Leadership Council, State Agency Directors, and other key policy makers.

To begin, the CDSUG would have four primary focus areas, described below.

1. Develop a data sharing workgroup of the CDSUG to explore barriers and opportunities related to the sharing, exchange and analysis of state and local data sets.

Increased interest has emerged related to improving the access and sharing of state and local data sets in two distinct areas:

- i. Sharing of data in the aggregate between agencies and systems; and
- ii. Examining client level information that flows between different agencies and management information systems.

Problems in these two areas exist for a number of reasons including: institutional and policy barriers, management information systems, confidentiality concerns, data publication and reporting, etc. However, given the opportunity these data hold for supporting multi-agency problem assessment and collaborative efforts, it is important that a group be convened to explore and recommend methods, purposes and policies that might guide and support greater data sharing at the aggregate and individual levels. For this work to be successful there must also be a group of policy-level actors that

is invested and supportive of this workgroup's activities and helps establish its mission and objectives.

2. Develop a workgroup of the CDSUG with the objective of furthering alignment between state and local priorities through the development of data profiles that relate to key objective areas of selected state initiatives.

As more data become available, it becomes increasingly difficult for state agencies and funding efforts to prioritize subsets of key indicators that might help focus assessment, funding and evaluation efforts over the long term. In addition, community groups are being provided with increased access to large and diverse data sets, but without sufficient guidance on how best to make use of these data and for what purposes. This workgroup would explore issues of data use at the community level broadly and also work with selected funding efforts to develop a set of prioritized indicators and related data profiles.

3. Convene an epidemiological workgroup of the CDSUG, develop bi-annual reports of substance abuse and discuss emerging trends with a group of key stakeholders.

While a current State Epidemiological Workgroup (which is the precursor to this proposed CDSUG) has worked to meet the needs of the Colorado Prevention Partners effort to address underage substance use and those of other groups (e.g., the Methamphetamine Task Force and the Violence Prevention Advisory Group), there is a need to conduct ongoing epidemiological data collection and analysis to examine, discuss, and plan around emerging substance abuse issues. While much of the required data has been collected, additional efforts need to be implemented to focus on the reporting of data and the selection of state individuals who are most relevant to discussions of substance abuse trends.

4. Provide reactive data analysis support to identified commissions, committees or other interagency group efforts.

The state is in need of a body that can provide data analysis and reporting support to various policy-related efforts. At the same time, the resources of any one state agency's funding is limited in terms of the number of staff it can assign to the provision of this service. Efforts should be made to proactively identify one or more groups for which the CDSUG could provide meaningful and long-term data analysis and reporting support.

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
2007	\$92,400	\$92,400	\$184,800
2008	\$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
2007	\$30,000	\$0	\$30,000
2008	\$30,000	\$0	\$30,000

PROGRAM AREA # 10 – DISPROPORTIONATE MINORITY CONTACT

PROBLEM STATEMENT: Colorado has been addressing DMC for the last 14 years and has invested a significant amount of time and effort in improving its data collection system in order to show areas of improvement and areas where problems still exist. This has been done by building relationships with the state's SAC, with reporting agencies (law enforcement, probation, etc.), and with communities to improve the capacity to gather the data needed for the indices as required by OJJDP and for presenting over-representation data to communities and the state in such a way that it can be tracked over time.

Although we have invested significant time in addressing the intricate issues involved in DMC we still have some on-going problems requiring attention. We continue to strive for an accurate, fair and easily understood format for the representation of the DMC data. A proven effective research-based method for intervening at the arrest stage is a large need especially as the arrest rate for minority youth has increased significantly throughout the years. We are inhibited by the amount of funds available to address this vast issue.

In addition to the above, Colorado has struggled with creating and implementing a realistic DMC Plan. Much of the original DMC plan was non-specific in nature and difficult to articulate thus making it difficult to engage others in our efforts.

When it became clear our DMC Plan needed to be modified, we engaged Colorado's State Advisory Group or SAG (JJDP Council) and the DMC Committee (Coalition for Minority Youth Equality or CMYE) in a retreat in April 2007. Our DMC Coordinator had participated in the first OJJDP-supported DMC "training of trainers" the prior January therefore it was a great opportunity to utilize her new skills. We were able to get OJJDP technical assistance to bring in Tom Begich of Alaska as a facilitator and assist the coordinator in her first training using the OJJDP curriculum. We began this process with an overview of the DMC issue (global discussion regarding causes of DMC, etc.), provided a brief description of the Relative Rate Index (RRI) including how it is calculated, the perceived benefits of the revised calculation, and provided a primer on interpreting the RRI based on rates, volume, and statistical significance. We then used the balance of the day to review the actual Colorado DMC RRI data and using that information revised the DMC Plan for 2008.

Although the overall result of the day was good, with a group of very enthusiastic, energized people trained on DMC and a revised plan, we remained concerned because the revised DMC Plan was again not as realistic as anticipated. Since then, we have continued to review and revise the plan with the CMYE and JJDP Council resulting in a revised DMC Plan for 2008.

What is provided below is the final 2008 DMC Plan to be implemented in 2008. We anticipate this plan carrying over to the three-year plan developed for 2009-2011.

GOAL 1: Research and Data: Improve the data collection and analysis system in Colorado to measure disproportionate minority contact and the impact of interventions on DMC.

OBJECTIVE 1: Improve use of the OJJDP required data collection including the RRI Matrix.

ACTIVITIES:

- Examine existing RRI data by Judicial Districts and identify which judicial districts are affecting the high Relative Rate Index (RRI) for African-American and Hispanic Youth arrests.
- Develop a Report Card for each Judicial District using their RRI data.

OBJECTIVE 2: Provide data driven recommendations to the JJDP Council related to DMC reduction to include in their 2008 Retreat where the next three year plan will be developed.

ACTIVITIES:

- Use the RRI arrest information and past Research Committee work to develop and present a recommendation to the JJDP Council. Include recommendations related to resources (money, training and technical assistance, etc).

OBJECTIVE 3: Improve the DMC-related data by expanding it beyond what is currently collected and analyzed within the juvenile justice system.

ACTIVITIES:

- Identify additional information/data available in Colorado that may be used to analyze DMC- both factors which contribute to DMC and factors which mitigate DMC.
- Use information currently collected through COKIT to inform CMYE on the impact of currently funded programs on DMC.

GOAL 2: Policy: Improve the juvenile justice system response to minority youth and their families

OBJECTIVE 1: Establish relationships with other statewide initiatives/systems to educate them about DMC and assist them in developing a process for tracking DMC-related data, if appropriate, encouraging them to use CMYE as a resource.

ACTIVITIES:

- Meet with representatives of the recently established Colorado Criminal and Juvenile Justice Commission to discuss how the CMYE, the JJDP Council and staff can assist the Commission in meeting its legislative mandates as they relate to DMC.
- Establish connections with juvenile justice system professionals and organizations such as the Colorado District Attorneys' Council (CDAC), Public Defender's Office, judges, SB94 State Advisory Board, etc.
- Formalize relationships with other initiatives such as System of Care, CO LINKS, PLC, Collaborative Care Management (HB1451), Access to Recovery, etc.

OBJECTIVE 2: Provide DMC-related policy, practice or funding recommendations developed by CMYE to the JJDP Council.

ACTIVITIES:

- DMC Coordinator will assist the CMYE in developing a research proposal to bring forward to the JJDP Council for consideration.

GOAL 3: Training and Technical Assistance: Provide technical assistance to programs/communities addressing minority over representation and provide education to targeted audiences, i.e. Judges, District Attorney's, Public Defenders, other systems such as mental health and substance abuse treatment and prevention.

OBJECTIVE 1: Provide programs/communities the tools necessary to address DMC appropriately.

ACTIVITIES:

- Present on Colorado's DMC efforts at a minimum of two conferences each year.
- Provide on-site technical assistance to three state or local programs/communities each year

OBJECTIVE 2: Provide staff support to the CMYE membership assisting them in their DMC planning and work.

ACTIVITIES:

- DMC Coordinator will provide staff support to the CMYE as permitted under the DMC Staff support Formula subgrant.

GOAL # 4: Programs and Practices: Fund and support programs and intervention strategies that have been proven effective in addressing disproportionate minority contact.

OBJECTIVE 1: Continue to fund and expand Minority Family Advocacy Programs in communities with high rates of DMC.

ACTIVITIES:

- Use data and information to assist in expanding Minority Family Advocacy Program to other Colorado communities.

OBJECTIVE 2: Use data and best practice information to drive DMC funding decisions.

ACTIVITIES:

- CMYE will use available data, information and resources to make funding recommendation to the JJDP Council annually.

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 state agencies reporting improved data collection systems.**
- **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 of contact points reporting reduction in disproportionality at the state level.**
- **Number of contact points reporting reduction in disproportionality at the local level.**
- 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
2007	\$305,000		\$305,000
2008	\$262,191		\$262,191

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 has 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:

- Support updating of the Children in Crisis Curriculum.
- 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
2007	\$133,341		\$133,341
2008	\$147,770		\$147,770

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 2007, Colorado more than tripled the number of violations for deinstitutionalization of status offenders (42 to 127) and experienced a 60% rise in the number of delinquents held in adult jails or lockups over six hours (8 to 20). 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 is 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.
- Continue to train all District Court Judges and Magistrates on the proper use of the federal and state Valid Court Order.
- Continue to work with local communities and state agencies on addressing truancy which has contributed to the rise in the DSO rate for the state.

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
2007	\$101,000		\$101,000
2008	\$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. Staffs 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 .91% of the juvenile population, Native American boys represent 1.6% of the NYC committed population (down from 2.4% in the previous year) and girls represent 1% 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
2007	\$80,000		\$80,000
2008	\$50,000		\$50,000

PROGRAM AREA # 13: GENDER-SPECIFIC SERVICES

PROBLEM STATEMENT: In FY 2006-07 in Colorado, girls represented 19.3% of the arrests, less than one-fourth (24%) of the admissions into detention, 21.2% of the juvenile prosecutions and 23% 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 41.8% of those girls committed had no prior adjudications as compared to 33.3% of the boys committed to DYC. If almost half of the girls are committed on their first adjudication, is the offense type more serious? Data shows that commitment offenses were fairly similar with two notable differences: 41.9% of the boys were committed due to a persons charge (vs. 31.7% of the girls). Females were more likely to be committed on a drug charge (15.3%) than males (7.4%).

Commitment Offense FY 2006-07	Person	Property	Drug	Weapon	Other/NA
Juvenile Females	33%	45%	16%	1%	5%
Juvenile Males	43%	44%	8%	44%	2%

Source: DYC, Management Reference Manual, 2006-2007

How else did the committed females differ from the committed males? Almost 87.8% of the females reported a runaway history versus 58% of the males. The percent of females requiring prevention level substance abuse services rose from 5% last year to 9.2% in FY 2006-07, more closely resembling the level in FY 2004-05 at 11.4%; subsequently, the percent of females requiring intermediate level services decreased from 29.5% in FY 2005-06 to 24.5% in FY 2006-07. The percent of females assessed as having "High-Moderate to Severe" mental health needs decreased from 52.7% in FY 2005-06 to 29.5% in FY 2006-07. Conversely the females assessed with "Low Moderate/None to Slight" mental health needs increased from 47% in FY 2005-06 to 70.5% in FY 2006-07. It is also quite striking that almost 85% of the females had at least one prior out of home placement versus 36% 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 restructured 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 take a more effective and active role in promoting practices which meets the needs of girls at all levels, including prevention, early intervention and treatment. Girls E.T.C. was integrated into the Coalition and 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
2007	\$80,000		\$80,000
2008	\$138,387		\$138,387

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.

There were 597,097 adolescents, ages 12 through 17 living in Colorado in 2006. Using the national estimate for past month use of an illicit drug by individuals 12 and older (13.4%), Colorado ranks as the 6th highest in adolescent illicit drug use in the nation. Colorado had the highest rate (4.7%) in the nation for past month use of an illicit drug other than marijuana among persons 12 or older. In 2006, Colorado's Drug/Alcohol Coordinated Data System reported 105,365 total admissions to treatment, DUI, and detoxification; 2,544 of these admissions represented ages 17 and under and 6,715 represented the 18-25 year old group.

By applying the 13.4% national estimate to the 597,097 adolescents in Colorado, it can be estimated that there are about 80,010 adolescents currently using drugs. Based on this number and the 2,544 actually admitted to treatment services, it appears approximately 77,466 adolescents are still in need of some level of substance abuse intervention or treatment. Many are still at an experimental stage where the risks are primarily overdose or accident related, however, a substantial number are further down the path to abuse and dependency, and are not receiving any intervention or treatment. The lack of treatment providers in Colorado licensed to serve adolescents has contributed to a de-emphasis on this population. There are 21 counties (out of a total of 65) in Colorado that lack even a single program licensed to treat adolescents and 28 with only one provider for the entire county.

The number of youth with unmet substance abuse treatment needs is troubling when looking at potential ramifications to the juvenile justice system. 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 increased slightly from 65.2% to 66.3%. The percent of females requiring prevention level substance abuse services rose from 5% last year to 9.2% in FY 2006-07, more closely resembling the level in FY 2004-05 at 11.4%; subsequently, the percent of females requiring intermediate level services decreased from 29.5% in FY 2005-06 to 24.5% in FY 2006-07.

Assessed Substance Abuse Counseling Needs of Committed Youth²						
	Males			Females		
	FY 2004-05	FY 2005-06	FY 2006-07	FY 2004-05	FY 2005-06	FY 2006-07
Prevention	14.7%	14.9%	15.6%	11.4%	5.4%	9.2%
Intervention	24.3%	26.4%	25.5%	19.3%	29.5%	24.5%
Treatment	57.7%	58.6%	58.6%	68.6%	65.2%	66.3%

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. (Source: DYC, Management Reference Manual, 2006-2007)

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.

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
2007	\$32,259		\$32,259
2008	\$75,000		\$75,000

PROGRAM AREA # 19 – JUVENILE JUSTICE SYSTEM IMPROVEMENT

PROBLEM STATEMENT: The Colorado Juvenile Justice and Delinquency Prevention Council again reaffirms 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 Colorado has struggled with budget deficits for several years resulting in cuts to vital services at all levels from prevention through intervention, 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. 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
2007	\$70,000		\$70,000
2008	\$27,252		\$27,252

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 formula subgrant application instructions include 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
Model Programs Guide (MPG)	http://www.dsgonline.com/mpg2.5/mpg_index.htm
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
Colorado Best Practices Website	http://www.colorado.gov/bestpractices/
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/
Helping America's Youth	http://guide.helpingamericasyouth.gov
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
SAHMSA - A Guide to Evidence-Based Practices on the Web	www.samhsa.gov/ebpWebguide
Surgeon General's Youth Violence Report	http://www.surgeongeneral.gov/library/youthviolence
National Registry of Evidence-based Programs and Practices	www.nrepp.samhsa.gov

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. The DCJ also agrees to encourage use of SMART, the geomapping resources developed by OJJDP, subgrant applicants.

**STATE ADVISORY GROUP MEMBERSHIP
 COLORADO'S JUVENILE JUSTICE AND DELINQUENCY PREVENTION
 (JJDP) COUNCIL
 2008 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.”

Per Executive Order B 015 07, signed December 31, 2007, Governor Bill Ritter continued the State Juvenile Justice and Delinquency Prevention Council and reauthorized its authority and responsibility which includes:

- 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 (Y)	Youth Community Member		07/04	Denver
4	Bill Bane	Division of Mental Health Services/CDHS	X	12/99	Denver
5	Steve Brittain	Chief Probation Officer, 6th and 22nd JD		12/99	Durango
6	Alison Bujanovich (Y)	Youth- Community Member		07/05	Granby
7	Susan Colling	State Court Administrator's Office	X	09/01	Denver
8	Jim Covino	Attorney at Law		02/97	Englewood
9	Kayla Duran (Y)	Youth- Community Member		07/05	Denver
10	Alisha Encinias (Y)	Youth- Community Member		11/06	Las Animas
11	Regis Groff	Community Member/Retired Legislator		06/94	Denver
12	Joe Higgins	Mesa County Partners		02/89	Grand Junction
13	Larry Hudson	Community Member		07/04	Denver
14	Gerry Oyen	Sheriff, Bent County	X	07/04	Las Animas
15	Stan Paprocki	Alcohol and Drug Abuse Division/CDHS	X	05/06	Denver
16	Bob Pence	Community Member		06/92	Littleton
17	David Shakes	Judge	X	05/05	Colorado Springs
18	Lindi Sinton	Volunteers of America		06/94	Denver
19	Ted Trujillo	Division of Child Welfare/CDHS	X	07/04	Denver
20	Pam Wakefield	Chief Deputy District Attorney, 17 th JD	X	08/96	Englewood
21	Debbie Wilde	YouthZone		04/04	Glenwood Springs
22	Jeremy Wilson (Y)	Youth- Community Member		05/05	Denver

The JJDP Council currently has 22 members of which 36.4 (8) are full-time govt. employees, 22.7% (5) are youth (Y), and 3 admitted to prior juvenile justice jurisdiction.

STAFF OF THE JJDP FORMULA GRANT PROGRAM 2008 UPDATE

STATE PLANNING AGENCY: Division of Criminal Justice (DCJ), Colorado Department of Public Safety; (Jeanne M. Smith), Director of the Division of Criminal Justice (Authorized Official)

Office of Research and Statistics (6.65 FTE), BJS Statistical Analysis Center (SAC)

Office of Community Corrections (5.40 FTE), administers the OJP RSAT programs

Office of Victims Programs (10.30 FTE) Administers VOCA Victims Assistance and Victim Compensation funds, and Violence Against Women Act (VAWA) funds

Administration, Budget, Accounting and Administrative Support (7.35 FTE)

Colorado Regional Community Policing Institute/Police Corps (CRCPI) (2.80 FTE), OJP COPS funds

Office of Domestic Violence and Sex Offender Management (State-funded 11.85 FTE)

Office of Adult and Juvenile Justice Assistance – This office administers eight major federal and state criminal and juvenile justice funding programs. There are 8.80 FTE in OAJJA of which 1.24 FTE were charged to Formula Grant Administration from 1/1-12/31/07.

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 2006/07 these grant programs totaled approximately \$1.67 million and \$1.61 million in FFY 2005/06. Beginning 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, Prisoner Reentry Initiative and Justice Assistance Grants from the federal Bureau of Justice Assistance; the Stalking and Domestic Violence Records Improvement and 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. In FFY 2006/07, these grant programs totaled approximately \$5.1 million.

The Formula Grant planning and administrative costs cover:

- Salaries/indirect costs for 1.2 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= 10%
% of time dedicated to Juvenile Justice= 51%

Tammy Russ
Title: Lead Staff of OAJJA
State Classification: GP V
FTE: 1.0
% of salary from Formula Grant Admin= 11%
% of time dedicated to Juvenile Justice=40%

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

Anna Maria Lopez
Title: Project Manager - DMC/Title V
State Classification: GP IV
FTE: .95
% of Salary from Formula Grant Admin = 8%
% of Time dedicated to Juvenile Justice = 97%

Michele Lovejoy
Title: Program Grant Manager
State Classification: GP IV
FTE: 1.0
% of Salary from Formula Grant Admin = 39.5%
% 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 = 31%
% of Time dedicated to Juvenile Justice = 95%

Sue Bradley
Title: Administrative Assistant
State Classification: Admin Assistant II
FTE: 1.0
% of Salary from Formula Grant Admin= 19%
% of Time dedicated to Juvenile Justice = 40%

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

A
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CHILD TAKEN INTO CUSTODY
19-2-502

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

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

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

YES
19-2-507(3)

NO
19-2-507(1)

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G

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

RELEASE WITH
SERVICES
19-2-302

STAFF SECURE
FACILITY
19-1-103(101.5)

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

SHELTER
19-2-508(1)

TEMPORARY
HOLDING
FACILITY
19-2-507(1)

DETENTION
19-2-507

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

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

RELEASE WITH
SERVICES
19-2-302

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

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

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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 GUILT

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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