

Colorado's Three-Year Juvenile Justice and Delinquency Prevention Plan (2012-2014)



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By the Juvenile Justice and Delinquency Prevention Council

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Table of Contents

Abstract	1
Introduction	2
Description of System-Overview	4
Colorado's Comprehensive Strategy Framework	5-7
Structure, Function and System Flow- Prevention through Parole/Aftercare.....	8-82
Prevention and Early Intervention	8-42
Educational Services/Department of Education	8
Employment Services/Department of Work Force Development.....	18
4-H Programming/Cooperative Extension Offices & Colorado State University	19
Prevention Services/Department of Health & Environment	20
Child Welfare Services/Department of Human Services	23
Mental Health and Substance Abuse Services/Department of Human Services	32
Enforcing Underage Drinking Programs/Department of Revenue	40
Immediate Interventions	43-60
Arrest/Law Enforcement	43
Diversion and Filing/District Attorneys	49
Detention/Senate Bill 94	52
Intermediate Interventions	61-68
Adjudication/Colorado Courts	61
Community Supervision/Probation.....	64
Institutional Confinement/Aftercare	69-82
Commitment/Division of Youth Corrections	69
Parole/Aftercare/Division of Youth Corrections.....	72
Direct File in Adult Criminal Court/Youthful Offender System-DOC	79
Statewide Initiatives	83
Colorado's Juvenile Justice Needs/Problem Statements	91
Plan for Compliance with the First Three Core Requirements of the JJDP Act	94-111
Plan for Deinstitutionalization of Status Offenders	94
Plan for Separation of Juveniles from Adult Offenders	97
Plan for Removal of Juveniles from Adult Jails and Lockups	99
Plan for Compliance Monitoring	100
Compliance Monitoring Work Plan	104
Colorado Compliance Monitoring Universe	108
Plan for Compliance with the Disproportionate Minority Contact Core Requirement.....	112-131
Identification	112
Assessment/Diagnosis	119
Intervention	122
Evaluation.....	126
Monitoring.....	128
Coordination of Child Abuse & Neglect and Delinquency Records.....	132
Disaster Preparedness Plan.....	135
Suicide Prevention	136
Collecting and Sharing Juvenile Justice Information.....	137
Program Descriptions.....	139-153
Planning and Administration.....	139
State Advisory Group Allocation.....	141
Disproportionate Minority Contact	142
Compliance Monitoring.....	147
American Indian Programs	149
Juvenile Justice System Improvement	151
SMART	154
Subgrant Award Assurances.....	155
State Advisory Group Membership	156
Staff of the JJDP Formula Grant Program	157
Performance Measures.....	159
Appendix A- Colorado Juvenile Justice System Flowchart	160

ABSTRACT

The Colorado Juvenile Justice and Delinquency Prevention Council has prioritized Juvenile Justice System Improvement (JJSI), Native American Programming, Disproportionate Minority Contact (DMC), and Compliance Monitoring as the main purpose areas for its focus from 2012-2014. For JJSI, the goal is to prevent low risk, high need (LRHN) from entering or further penetrating the juvenile justice system through system improvement efforts building off of the myriad of initiatives already active in the state, promotion of evidence-based principles in children, youth and family services, and supporting “professionalism” for systems professionals. With the assistance of the Executive Secretary of the Colorado Commission of Indian Affairs who is also a Council member, the JJDP Council will work closely with the Ute Mountain Ute and Southern Ute Indian Tribes in meeting their needs related to juvenile justice. DMC will continue as a priority; the Council building off of the work in process with its Coalition for Minority Youth Equality (CMYE), and finally Colorado’s Compliance Monitoring process will continue to be supported and issues raised in the process brought to the Council to address. The Division of Criminal Justice will create a reporting process for all projects funded with the Title II/Formula grant funds for reporting both to the Council and the federal Office of Juvenile Justice and Delinquency Prevention.

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 156.

Colorado has actively participated in the JJDP Act since 1984 and through early comprehensive efforts the JJDP Council and the 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 the 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.

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.

This three-year plan is based upon an in-depth analysis of the juvenile justice system including a systematic review of the various initiatives in place to address 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 prioritized Formula grant Program 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.state.co.us/gov_dir/leg_dir/olls/colorado_revised_statutes.htm (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 2011 the state experienced an 8% increase in the number of youth in the age 10-17 population and within that same period experienced shifts in the diversity of its population showing a rising Hispanic youth population, which represented 21.1% of the youth population in 2000 and estimated at 29.4% in 2011. The gender breakdown remained stable – 51% male and 49% female.

Juvenile Population Estimates- Ages 10 through 17											
2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
497,733	510,616	515,163	516,239	518,312	509,975	512,778	516,436	529,031	531,241	534,952	541,013

	Juvenile Population Estimates- Ages 10 through 17 by Race/Ethnicity			
	2000		2011	
	Number	%	Number	%
White	351,904	70.6%	330,549	61.1%
Hispanic	105,090	21.1%	159,065	29.4%
Black	24,474	4.9%	25,831	4.8%
American Indian	4,624	.9%	6,244	1.1%
Asian	12,506	2.5%	19,324	3.6%
Total	498,598	100%	541,013	100%

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.colorado.gov/cs/Satellite/DOLA-Main/CBON/1251593300013>)

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 5-7) 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
	COLORADO'S JUVENILE JUSTICE SYSTEM						
			Arrest → Screening → Pretrial → Diversion → Case Filing →	Adjudication → Presentence Investigation → Sentencing →	Sentencing →		→ Transition
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)	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 Health Care Policy & Financing: Supplemental Security Income; Foster Children; Baby Care Program; Public School Health Services, Chip+, Medicaid Agriculture: Child Nutrition; Food Stamps; WIC Human Services: Child Welfare - Family Preservation/Family Support, Out-of-Home Placement Care; Family Issues Cash Fund; Independent Living, Youth Development Human Services: Health & Rehabilitation - Early intervention Human Services: Division of Behavioral Health, Alcohol and Drug Abuse Services - Managed care funds (prevention and intervention); detox centers; Adolescent Treatment Fund and Drug Offender Surcharge Fund. Local Affairs: Housing assistance; Community Services Block Grant 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 Higher Education: Vocational schools; financial aid; county extension youth programs; Colorado Community College Occupational Education System (teen parent program) Public Safety; DCJ: Federal Juvenile Justice funds Labor and Employment: Job Training Revenue: Enforcing Underage Drinking Laws Transportation: Law Enforcement Assistance Fund (DUI); Military Affairs: Youth Conservation Corps; Drug Demand Reduction Program Natural Resources: Youth in Natural Resources; Seasonal Work			Human Services: Youth Corrections – Detention Continuum (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 Human Services: Division of Behavioral Health, Mental Health Services - Mental Health Screening and Referral for Detained Youth Human Services: Division of Behavioral Health, Alcohol and Drug Abuse Services- Managed care treatment funds Public Safety; Division of Criminal Justice: Federal Juvenile Justice suspension programs; Title I High-Risk Youth Military Affairs: Youth Conservation Corps; Drug Demand Reduction Law: 80% of elected district attorneys salaries Judicial: Probation Officers and program services (electronic monitoring, drug testing); Public defenders, Guardians Ad Litem, and alternate defense counsel (no specific amount for juveniles) Corrections: Youthful Offender Program and Community Transition Programs (for certain direct-file juveniles)				

Components: <i>(Items are examples, not all inclusive)</i>	Preventing Youth from Becoming Delinquent			Improving the juvenile justice system response Accountability ■ Competency Development ■ Community Protection			
	Prevention for all Youth	Early Intervention for Youth at Risk	Immediate Intervention	Intermediate Sanction	Community Confinement/ Supervision	Institutional Confinement	Aftercare
			COLORADO'S JUVENILE JUSTICE SYSTEM				
			Arrest → 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						
			*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 5-7) 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. The October 2011 Colorado public school membership (854,265) increased by 51,626 students from the October 2007 count of 802,639 students, an increase of 6.43 percent.

Public School Enrollment- % of Total by Gender, Race/Ethnicity 2007-2011								
http://www.cde.state.co.us/index_stats.htm								
Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total # Students
2007	61.5	27.9	6.0	3.4	1.2	51.3	48.7	802,639
2008	60.9	28.4	6.0	3.6	1.2	51.3	48.6	818,443
2009	60.6	28.6	5.9	3.7	1.2	51.3	48.7	832,368
2010	56.8	31.6	4.8	2.9	0.9	51.3	48.7	843,316
2011	56.1	31.9	4.8	3.1	0.8	51.3	48.7	854,265

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 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 an overall improvement but the rates continue to differ significantly across race/ethnic groups. The graduation rate for the Class of 2011 was 73.9 percent. This is a 0.7 percentage point decrease from the Class of 2009 rate of 74.6 percent. But in 2011, the graduation rate was only slightly above than 60 percent for Hispanic and a mere 52.2 percent for Native American youth in Colorado. These rates greatly differ than the graduation rates for White youth at 81.1% and Asian youth at 82.8%.

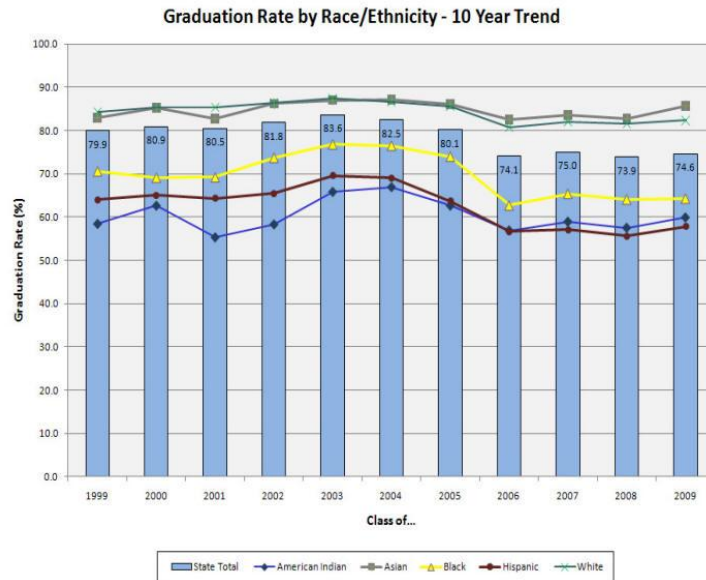
Graduation Rates by Race/Ethnicity Groups in Colorado Public Schools 2007 - 2011

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

	Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total
% Graduation	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
	2007	82.1	57.1	65.4	83.5	58.9	71.5	78.6	75.0
	2008	81.6	66.7	64.1	81.7	57.5	70.7	77.6	73.9
	2009	82.3	67.2	64.3	82.4	55.9	71.4	76.3	74.6
	2010	80.2	55.5	63.7	85.7	50.1	68.7	78.0	72.4
	2011	81.1	60.1	64.6	82.8	52.2	70.3	77.4	73.9

The four-year on-time graduation rate for the Class of 2011 was 73.9 percent, which amounts to a 1.5 percentage point increase from the 2009-10 rate. The new four-year formula defines “on time” as only those students who graduate from high school four years after entering ninth grade. It is important to note that this new formula yields a rate that cannot be compared directly with data prior to 2009-10. With the old system, students who took longer than four years to graduate were factored into the formula. Under this four-year “on-time” formula, a student is assigned an unchanging graduating class when they enter ninth grade. The graduating class is assigned by adding four years to the year the student enters ninth grade. In other words, the formula anticipates that a student entering ninth grade in fall 2010 will graduate with the Class of 2014.

Gender differences are quite alarming as well. The 2011 Graduation rates show an overall rate for all students at 73.9, girls more successfully graduating with a rate of 77.4 versus boys at 70.3. The significant difference in the graduation rate by race/ethnic for males is evident as the rate for Hispanic males is only 55.6, and 59.5 for Black males, a significant and troubling difference from the graduation rates for White and Asian Males.

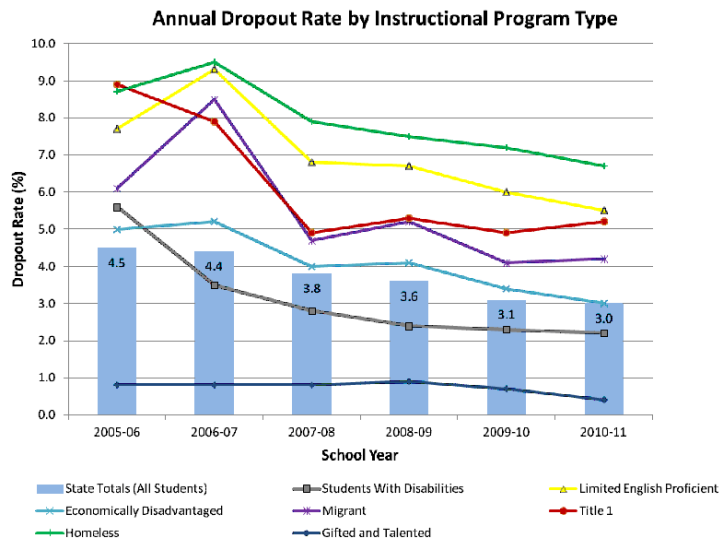
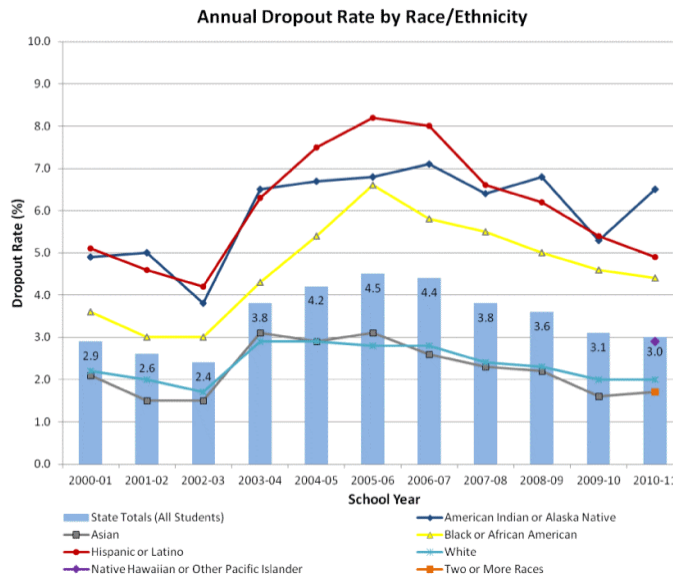


High school **dropout rates** are also of concern although the State has experienced improvement over the past several years. Students attending Colorado’s public schools during the 2005-2006 school year had an overall dropout rate of 4.5 percent and by 2011 this rate was down to 3.0, a 1.5 percentage point decrease. All racial/ethnic populations continue to have a significant number of youth who fit the criteria of a drop out, but the rates for Hispanic youth (4.9%), Black youth (4.4%) and Native American youth (6.5%) suggest the need for a continued review of the reasons leading to dropping out of school for these populations.

Dropout Rates by Race/Ethnicity Groups in Colorado Public Schools 2007-2011

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

	Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total
Dropout Rate	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%
	2007	2.8%	8.0%	5.8%	2.6%	7.1%	4.7%	4.0%	4.4%
	2008	2.4%	6.6%	5.5%	2.3%	6.4%	4.0%	3.5%	3.8%
	2009	2.3%	6.2%	5.0%	2.2%	6.8%	3.8%	3.4%	3.6%
	2010	2.0%	5.4%	4.6%	1.6%	5.3%	3.4%	2.9%	3.1%
	2011	2.0%	4.9%	4.4%	1.7%	6.5%	3.2%	2.8%	3.0%



Source: <http://www.cde.state.co.us/cdereval/rv2007DropoutLinks.htm>

Presently, one quarter of Colorado's students fail to graduate within four years of starting high school, and many of these students fail to finish at all. Estimates indicate that the failure of Colorado's residents to finish high school costs our state at least \$ 3.4 billion each year. The Colorado Department of Education notes that though a variety of statutes support local dropout prevention strategies and provide resources for engaging and reengaging students, the current funding allocated by the state does not sufficiently meet the total need. CDE has also recognized that a number of state statutes and school policies that appear to conflict with one another, particularly those dealing with compulsory school attendance and

expulsion and existing policies may not incentivize student engagement effectively. For example, policies developed to address truancy may result in suspension or expulsion of students, which may reduce academic progress and student engagement.

The Office of Dropout Prevention and Student Engagement within the Colorado Department of Education was established October 1, 2009 pursuant to HB 09-1243 (22-14-103) which also called for the development of a Best Practice Guide. This guide, which is a compilation of research and articles recommended by the Colorado Department of Education, is meant to be a resource for districts and communities to help end the dropout crisis in America by starting at the local level. It is meant to inspire and encourage a spirit of change, by bringing to light how “do-able” it really is to keep students in school. By increasing community will and capacity locally, we can make strides in the right direction towards keeping all kids in school, “one step at a time.”

The primary purpose is for school districts, school leaders, teachers and staff; to assist them moving forward in the creation of a Student Graduation and Completion Plan. These plans will be developed in an effort to increase graduation rates and decrease dropout rates. According to the members of the Prevention Network at the Colorado Department of Education, school and district leaders stated a need for “information on practical ways to implement dropout prevention and recovery strategies and best practices” into their schools. Therefore, the best practice guide intends to be a practical resource for schools and districts, addressing barriers and challenges that may interfere with implementing a successful dropout prevention and/or recovery program. The secondary purpose of the Best Practice Guide is to provide information about what is currently happening in the nation and in the state of Colorado regarding dropout prevention and student re-engagement to CDE Leadership and Legislators. It shall also serve as a tool to promote general awareness about the dropout issue to the citizens of Colorado and encourage community-school partnerships in an effort to end the dropout dilemma. CDE’s Best Practice Guide is available on-line at: <http://www.cde.state.co.us/DropoutPrevention/bestpractices/>.

A March 2010 Policy Report to the Joint Education Committee completed by the Office of Dropout provides a comprehensive overview of issues tied to student dropout and graduation in Colorado including an analysis of overall incidence, factors and impacts; data on school attendance and truancy; a review of policies, practices and legislation related to school attendance, dropout and graduation; a review of state expenditures on dropout prevention and re-engagement efforts and recommendations and next steps. <http://www.cde.state.co.us/cdeprevention/download/pdf/CDEDPSEPolicyBriefJEC2010Final%20%282%29.pdf>

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. The data below reflects the Race/Ethnicity and Gender of the students who were suspended and/or expelled. Because a student could be suspended more than one time in a school year or could be suspended and later expelled, this data reflects the number of students by incident.

Disciplinary Actions by Race/Ethnicity Groups in Colorado Public Schools- 2011						
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	56.8	38.0	38.2	43.4	48.3	44.7
Hispanic	31.6	44.8	43.2	40.1	43.8	38.7
Black	4.8	12.7	13.2	10.1	3.9	10.5
Asian	2.9	1.14	1.2	1.4	0.9	1.5
Native American*	0.9	1.12	1.4	2.3	0.9	1.6

In the 2011 Legislative session, SB 11-133 was passed which created a Legislative Task Force to Study School Discipline to discuss the interaction of school discipline practices with the juvenile justice system.

Task force meetings were devoted to discussions of the administration of school conduct and discipline codes and reported data, options for sharing discipline-related data among various departments, victims' rights, the role of school resource officers (SROs) and other law enforcement agencies when responding to school-based disciplinary or legal offenses, and legislation in other states addressing school discipline issues. The task force heard testimony from agencies of state and local governments, law enforcement, parents of students, education officials and teachers' representatives, restorative justice practitioners, district attorneys, criminal defense organizations, and the Colorado Commission on Criminal and Juvenile Justice. In addition, the task force heard regular testimony from a student advisory group. An opportunity for public testimony was provided at each meeting.

A bill (SB 12-046) has been since introduced to address the myriad of issues raised during testimony and discussions at the Task Force meetings. Such items include refinement of the School Codes of Conduct, adding Restorative Justice to the menu of options available to the schools for addressing disruptive behavior, promotion of best practices such as Positive Behavioral Intervention and Supports (PBIS). Of great concern to the Task Force was the use of school resource officers in school settings, concerned that their presence may indeed inflate the use of juvenile justice for addressing school misbehavior. The proposed legislation would mandate that officers who are assigned to schools as SRO's receive training to prepare the peace officers to serve as SROS's. The full SB 133 Legislative Report is available on line at: <http://www.colorado.gov/cs/Satellite?blobcol=urldata&blobheader=application%2Fpdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1251761735777&ssbinary=true>.

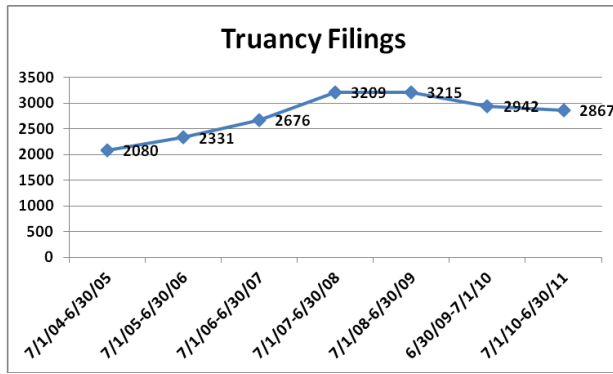
Truancy continues to be an issue of growing concern in Colorado as in other states. The National Center for School Engagement recently published *The Costs and Benefits of Truancy Intervention to Prevent High School Dropout and Juvenile Delinquency in Washington: A Policy Brief* completed for the State of Washington. It includes an analysis of the "Becca Bill" (E2SSB 5439, Chapter 312, Laws of 1995), to address truancy. This Policy Brief notes that:

- 67% of ninth grade truants will ultimately drop out of high school.
- Unemployment rates for high school dropouts are 20% higher than for graduates.
- Dropouts earn \$630,000 less in a lifetime than graduates.
- Each dropout costs the public sector \$240,000 on average over a lifetime due to lower tax contributions, higher use of Medicaid and Medicare, higher criminal activity, and higher use of public welfare.
- It would take only 52 truant students who would have dropped out but did not because of inventions made available through the Becca process to pay the return on investment of the biennial truancy portion of the Becca appropriation of \$12.5 million in later cost avoidance.**

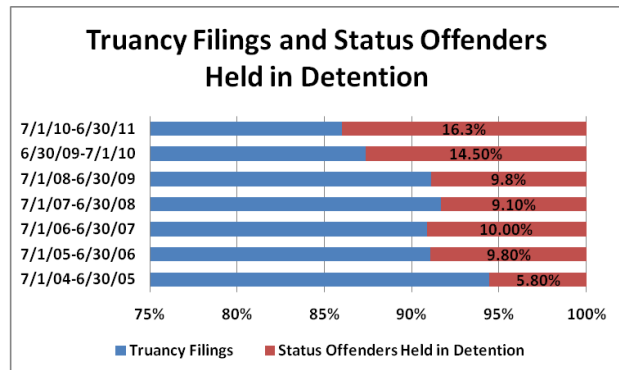
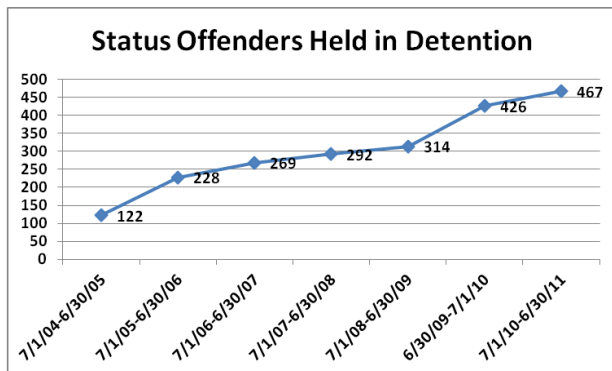
In Colorado, there have been active discussions regarding truancy through the JJDP Council (state SAG) and the Colorado Commission on Criminal and Juvenile Justice's (CCJJ) Education Task Force and Truancy Committee. Senate Bill 50, which passed in 2007, permitted school districts to use non-attorneys as representatives in judicial proceedings on truancy matters. It was expected that truancy petitions would increase due to the less expensive option for schools to use non-attorneys on these cases. The State has seen truancy petitions filed in juvenile court gradually increasing each year ultimately rising overall by 5.9% from 2005 to 2011.

Truancy Filings and Use of Detention							
	2005 7/1/04 to 6/30/05	2006 7/1/05 to 6/30/06	2007 7/1/06 to 6/30/07	2008 7/1/07 to 6/30/08	2009 7/1/08 to 6/30/09	2010 7/1/09 to 6/30/10	2011 7/1/10 to 6/30/11
Truancy Filings¹	2080	2331	2676	3209	3215	2942	2867
Status Offenders Held in Detention^{2*}	122	228	269	292	314	426	467
	5.8%	9.8%	10%	9.1%	9.8%	14.5%	16.3%

¹ Data provided by the Colorado State Court Administrator's Office, Evaluation Unit ² Data provided by the Division of Criminal Justice Compliance Monitor. *Most are truants held for violating a court order.



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 2005/2006 to 2010/2011, we saw an increase from 122 to 467, a seventy three percent increase in the use of detention for status offenders who do not abide by court orders. A majority of these are for truancy. Of even greater concern was the use of detention as a response for failing to obey a court order to attend school. In 2011 alone there were 2,867 truancy petitions filed with the court and 467 truants sent to detention, representing 16.3% of the filings.



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 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.

The **Expelled and At-risk Student Services (EARSS) Grant Program** at the Colorado Department of Education (CDE) was created in statute in 1997. Colorado Revised Statute 22-33-205 describes the

purpose of the grant program, which is to assist in providing educational services to expelled students and at-risk of expulsion students. Legislation mandates that “at-risk” be defined at the district level and may include students who are habitually truant and/or habitually disruptive.

EARSS grants are annually awarded on a competitive basis. Eligible applicants include school districts, charter schools, alternative schools within school districts, facility schools, non-public, non-parochial schools and boards of cooperative educational services (BOCES). Each grant reflects a four-year funding cycle, contingent upon availability of state funds, review of the continuation application and annual evaluation reports submitted by grantees.

In 2010-2011 \$7,493,560 was appropriated to the total program, resulting in the following:

- 66 grantees located in 34 counties served 10,100 students.
- 91 percent of students participated in an EARSS program because they were identified as at-risk of expulsion.
- 9 percent participated because they were expelled.
- 6,919 parents/guardians of the EARSS students also received services.

Expelled Students

Of the 916 expelled students served in a non-facility school, a significantly high percent were male (80 percent) and most were White (48.9 percent) and Hispanic (36.1 percent). Twelve percent of the EARSS expelled students had a special education designation. This rate is higher than the state average of 9.6 percent. Approximately nine percent of these students were classified as English language learners, which is below the state average of 13.9 percent. The majority (69.7%) of expelled students served were in high school. EARSS students were expelled primarily for drug violations (42 percent).

Students At-Risk of Expulsion

Of the 8,333 at-risk students served in a non-facility school, 56 percent were male and most were Hispanic (45.3 percent) and white (44.0 percent). Of the at-risk student served, 13.5 percent had a special education designation and 12.8 percent were classified as English learners. Fifty-five percent of students participating in an EARSS program were designated at-risk because of truancy issues, 17 percent were at-risk due to disobedience, and 12 percent because of detrimental behavior.

Facility School Students

Nine Facility Schools served 851 students of whom 29 were expelled and 822 were designated as at-risk. A high percent of those served were male (75.4 percent). Most of the served students were White (50.7 percent), 27.3 percent were Hispanic and 18 percent were Black. Almost two-thirds (62.3 percent) of the Facility School students served had special education needs, which is substantially higher than the state rate of 9.6 percent. The percent of English language learners was considerably lower than the state rate. Only 0.8 percent of the EARSS students in facilities are classified as English language learners. Close to 60 percent of the EARSS students in facility schools were in high school.

Of the 29 expelled students served by Facility Schools, the most common reasons for expulsion were detrimental behavior and drug violations. Of the 822 at-risk students served by Facility Schools, the majority were at-risk because of detrimental behavior, alcohol/tobacco and robbery.

The effectiveness of the EARSS program grantees is measured by student and family outcomes and by tracking program objectives. In FY11, the following gains were made:

Student and Parent Outcomes

- 88 percent of at-risk students experienced positive outcomes, which represents school completion and continuation of education within the same school district.
- 79 percent of expelled students experienced positive outcomes, as reported by EARSS grantees. These outcomes reflect school completion, continuation of education, completion of expulsion and return to school.
- 88 percent of parents/guardians of expelled students and 68 percent of parents/guardians of at-risk students received EARSS-funded services, such as parenting education, home visits, family conferencing and support to assist with students' homework.

- 76 percent of parents/guardians improved their ability to support their child's learning. This changed was primarily demonstrated by improved family functioning, increased parent participation in school activities, and improved observed behavior as reported by school staff or the students themselves.
- The dropout rate of at-risk 7-12 grade students in an EARSS program was 3.3 percent, which is only slightly higher than the state rate of 3.1 percent.
- The dropout rate of expelled 7-12 grade students in an EARSS program was 2.3 percent, which is below the state rate.

Program Results (*Based on the grantees reporting in each category*)

Program results are based on self-reporting by EARSS grantees. Each year grantees identify objectives and assess if they are *completely on track*, *partially on track* or *not on track* in meeting their objectives. The results showed the following:

- 63 percent were completely on track with academic objectives
- 59 percent indicated they were completely on track with safety and discipline objectives
- 59 percent were completely on track with student attendance objectives
- 49 percent were completely on track with parent engagement objectives

Academic and attendance strategies most frequently supported through EARSS grant funding include credit recovery, online learning, building study skills and attendance contracts. Overall the most effective strategies cited by the EARSS grantees involved credit recovery, character education, small group instruction, and mentoring.

An estimated \$10.7 million of per pupil revenue (PPR) was retained from EARSS programs for re-investment in the following school year (range between \$0.00 and \$2.1 million, and median of \$21,427). Grantees anticipated re-investing 76 percent of these dollars back into their programs. The estimate of retained PPR is based on the number of public school students that have been re-engaged through an EARSS program multiplied by the base amount of PPR for the state. Several grantees have successfully used this formula to budget for future sustainability of their programs. (EARSS update an excerpt from CDE's 2010-11 EARSS End of Year Report to the Colorado legislature, supplied by Janelle Krueger, program manager)

Since 1988, the **Safe and Drug-Free Schools and Communities** program (SDFSC) supported 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. Congress eliminated 2010-11 funding for the State Grant portion of the Safe and Drug-Free Schools and Communities program. The final 2009-10 allocations distributed to school districts from the Colorado Department of Education was \$2,387,909.

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 2010-13 Title X (Elementary and Secondary Education Act) Grant Cycle provides supplemental funding to 17 public school districts and Boards of Cooperative Educational Services (BOCES) throughout six educational regions. CDE anticipates federal funding in 2013 to support a new Homeless Education grant opportunity. The next competitive three year grant cycle will be released in January 2103, with decisions made by July 1, 2013. It is anticipated that grants up to \$45,000 will be made available in this next grant cycle 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, 2013 - June 30, 2016, contingent upon annual funding available and continuing evidence that the homeless education program in the district/BOCES has met grant requirements.

Education for Homeless Children and Youth	FY06-07	FY07-08	FY08-09	FY09-10	FY10-11	FY11-12
Appropriated	\$507,000	\$493,170	\$534,000	\$589,500	\$631,087	\$616,800
Number of Students Served	11,954	12,302	15,834	18,408	21,487	*

* Totals served not available

Positive Behavioral Interventions and Supports (PBIS) also known as Positive Behavior Support or School-wide 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. PBIS 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 PBIS suggest that, on average, PBIS 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 Positive Behavioral Interventions and Supports (PBIS):

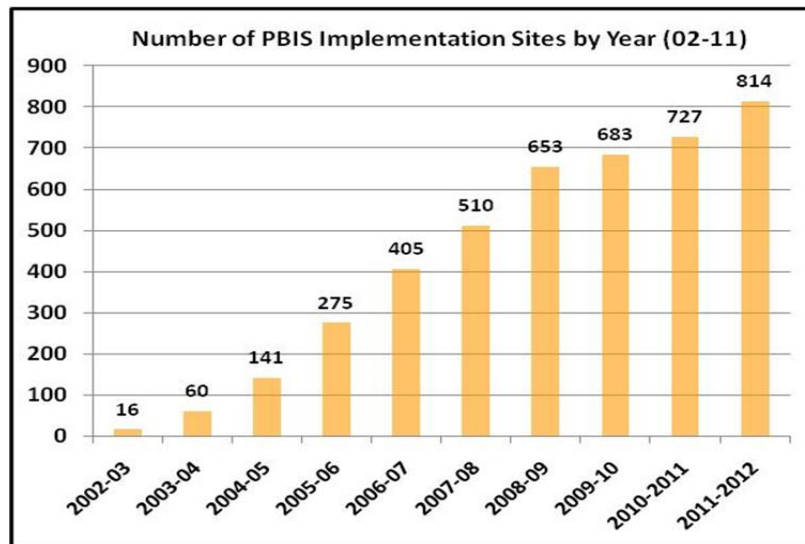
- A common approach to discipline
- Positively stated expectations for all students and staff
- Procedures for teaching these expectations to students
- A continuum of supports for encouraging demonstration and maintenance of these expectations
- A continuum of procedures for discouraging rule-violating behavior
- Procedures for monitoring and evaluating the effectiveness of the discipline system on a regular and frequent basis
- Methods for partnering with families and communities

Colorado began to strategically implement PBIS (also known as SW PBS) in two school districts 2002-2003 school year. Data from the first two school districts reflects five years of growth both academically as well as in improved school climate. The Colorado PBIS 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.

The CDE works in partnership with various parent groups across the state to provide training and technical assistance to Board of Cooperative Educational Services (BOCES), school districts, schools, and families. This training and technical assistance focuses on integrating evidence-based strategies to create family-school partnerships that increase outcomes for schools, students, and families.

Average in-school and out-of-school suspensions in CO PBIS Schools have declined. Additionally, CO PBIS schools implementing with fidelity and are well below the national average with respect to office discipline referrals, suspensions, and expulsions.

Growth of PBIS in Colorado



<http://www.cde.state.co.us/pbis>

In November 2006, the Colorado Department of Public Health and Environment (CDPHE) conducted a survey of over 150 school-based psychologists, social workers and counselors to understand their perspective on services, barriers and opportunities in Colorado. According to the survey's results, mental health services were the most frequently identified need by these professionals. Yet, schools and community mental health systems struggle to meet that need in Colorado because of inadequate resources (e.g. waiting lists, limited space and staff availability); lack of funding for personnel, financial constraints of families; and inadequate community mental health resources. Other identified challenges include the lack of understanding about the need for school mental health services, in particular among school administrators who may fail to understand how mental health problems relate to school success and among teachers who may fail to understand how and when to refer students for mental health services. The stigma associated with mental health challenges often prevents students from accessing and receiving necessary services. Also, cultural and linguistic differences place a significant role in limiting local access to appropriate services.

Survey participants, however, identified several effective strategies to meet the needs of students with mental health issues and co-occurring disorders in school settings: partnering with the community; school-wide or classroom-wide approaches, including PBIS; location of mental health staff in schools; implementing screening, identification, and referral processes; and increasing teacher awareness and support for mental health services.

Using the information garnered from that CDPHE survey, and understanding the significant needs for youth with mental health disorders, in 2008, the CDE was successful in securing federal funds to implement Building Bridges for Children's Mental Health Project in Colorado (Building Bridges) which is designed to build a statewide system to support and sustain the integration of public schools and local mental health systems that will lead to increased access and improved outcomes for school-aged children. The grant for this project has ended but the work continues. Building Bridges is based on integrating two complementary approaches currently in place in many Colorado communities: PBIS and System of Care (SOC) from the mental health system, which has focused on children and youth with serious mental health issues and those with co-occurring disorders. Building Bridges is a collaborative project with the Department of Human Services' Behavioral Health Services (the state's mental health authority and substance abuse authority), the State's Judicial Department (Colorado's juvenile justice authority overseeing the probation system), and a cross-system state leadership team that has a statewide family advocacy organization and other key stakeholders on it.

Employment Services/Department of Labor & Employment

The Department of Labor and Employment (CDLE), and its affiliated Office of Workforce Development, reported in the Colorado State Plan for 2007-2009, May 2007 Revision, that it and other state agencies were successful in meeting Colorado youth's needs, especially youth with disabilities. There is also a deep, collaborative association among the agencies that serve these populations, both at the state and local level. See <http://www.coworkforce.com/cwdc/news.asp> for the full plan 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 (ODEP) 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 being administered through six local prototype sites (workforce regions). Since grant implementation in October 2003, the state has successfully mapped the resources available to youth at a state level, and has conducted dozens of focus groups of parents of youth with disabilities, youth with disabilities, and employers. This work was also conducted locally in six workforce regions (Alamosa, Boulder, Jefferson, Weld, Denver, and Arapahoe/Douglas counties). The goal of the grant is systems change framed around the operating guideposts identified by ODEP. Each region has developed and implemented their own strategies to address the gaps and challenges identified in their research, and have done innovative work-based projects, developed youth resource rooms, created independent living curriculum and programs, resource guides, and have greatly improved the collaboration and infrastructure in these communities. One region also developed a team that conducts a training "road show" to reach parents, youth, and employers that are spread throughout their vast rural region.

Colorado has also been implementing a project funded by the National Governor's Association to improve transition outcomes for youth, particularly youth with disabilities. Goals of this project include collaboration and education, policy development, and data sharing/warehousing. The project is closely linked with the State Alignment Grant listed above, as well as by the State Youth Council and Project TRAIN. Under the auspices of this 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. Youthnet will continue to evolve and improve, and content will be added continually.

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.

The SYC also sponsors an annual "Think Big Youth Forum", which brings together a statewide audience to participate in training and workshops for youth service providers from workforce centers, local youth councils, School to Work Alliance Program staff, counselors from the Division of Vocational Rehabilitation, local school district representatives, the youth corrections system (state and local), community-based and faith-based organizations, and many others. The 2007 Think Big Youth Forum was attended by over 230 individuals, and 35 workshops featured a diverse array of topics addressing workforce development, Colorado's diverse youth, business & education pipelines for youth, and agency partnership strategies. Workshops addressed many new topics such as the use of labor market information, case management

skills, grant writing, electronic resources in Colorado, gang behavior/awareness, suicide prevention, teen parents & their barriers and obstacles, disability topics, homeless youth, apprenticeship programs, labor laws, foster care, and gay/lesbian/bisexual/transgender/questioning youth, and featured the recognition of 5 promising practices, which will be forwarded to the National Collaborative on Workforce & Disability for inclusion in the Probank database of promising practices.

In December 2008, the Division of Criminal Justice in partnership with the Colorado Department of Labor & Employment, and a multitude of state and local partners submitted a State/Local Juvenile Offender Implementation Grant request for over \$3 million to the federal Department of Labor. The state/local implementation grant proposal entitled "Going the Distance: Achieving Education and Employment for Youth Offenders," is aligned with the Governor's "Promise" to reduce recidivism, increase employment and promote self-sufficiency for youth offenders by providing youth offenders with the education and training needed to work in high- growth, high-wage industries will build a pipeline of skilled workers who will earn a livable wage, and meet the demands of the 21st century workforce. Colorado's proposal for youth returning to the Denver area is two fold: first, providing individualized pre- release employment, educational and training services to better prepare youth to re-enter society, and second, to provide a variety of post-release services that will ease the transition from juvenile corrections to Denver's communities by creating a multi-disciplined, Youth Re-Entry Center operated by a faith- or community-based partner.

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 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 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.

There are four DTBY sites located in Colorado.

- An urban site based in Colorado Springs, at Harrison School District Two (HSD2), serves a high risk population of 11.3% Hispanic, 6% African American, and 76% White/non-Hispanic.
- A rural site in southwestern Colorado includes La Plata and Montezuma Counties. This site reflects a diversity of cultures including Native American, Hispanic and White/non-Hispanic. It is characterized by a remarkably low number of services, isolation from major population centers and stresses caused by a diversity of cultures and socio-economic status.
- Pueblo County and has one site each for family and youth only.
- Morgan County and Washington County are rural, primarily agribusiness, communities in the northeast corner of Colorado. Their combined populations are 32,097 with 8,783 claiming Hispanic ethnicity. (Source: <http://www.4h.colostate.edu/>)

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, juvenile delinquency, family advocacy programs, and many more.

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

1. Coordinate and streamline state-level processes of state-managed children and youth programs.
2. Utilize a system of care approach to better meet the multiple and changing needs of children, youth and families.
3. Advance the sharing and utilization of data to improve the use of resources, service delivery, and the assessment of the impact of prevention, intervention, and treatment services on health and social indicators.

4. Ensure collaborative planning and decision-making between state agencies and local stakeholders to increase effectiveness of prevention, intervention and treatment services for children and youth.

A *State Plan for Prevention, Intervention and Treatment Services for Children and Youth*, approved by the Governor of Colorado in December 2009, outlines specific objectives and benchmarks for each of the above goals and covers the four years of 2010 through 2013. For an electronic copy of the most current *State Plan*, go to www.colorado.gov/plc. Currently, several larger projects of the Colorado Prevention Leadership Council include:

- Multi-agency Children and Youth Information Sharing initiative to structure policy and procedures for efficient, appropriate and timely sharing of accurate information between children and youth serving agencies at the state and local levels to improve services and outcomes of children, youth and families involved in services.
- Utilization of the Common Components of Children and Youth Request for Proposals/Applications among state-managed children and youth programs.
- Creating guidelines for the review and selection of applications/proposals for funding children and youth programs/services.
- Identifying common goals and outcomes for children, youth and families across state departments.
- Promoting the inclusion of youth and family voice in interagency collaborative groups that address children and youth needs.
- Adopting a common definition of care coordination across state departments that manage funds and programs for children and youth.
- Instituting a state-level, non-categorical system of care approach that fosters more efficient use of current resources and more effective, integrated responses to addressing the needs of children, youth and families.

In November 2011, the Colorado Prevention Leadership Council and the Collaborative Management Program (CMP) State Steering Team held their annual meeting with the executive department and judicial leaders of eight state departments [CDHS (human services), CDPHE (health), CDE (education), CDOT (transportation), CDPS (public safety), Revenue, and representatives of State Judicial. At this meeting, the state leaders were updated on the progress of activities since the last meeting in October 2010 and given a sense of direction for the Colorado prevention Leadership Council in the coming year. The accomplishments for 2010 and 2011 include:

- The Governor signed the revised State Plan for Prevention, Intervention and Treatment Services for Children and Youth
- Completion of the Common Components of Children and Youth Request for Proposals/Application format, including templates and a guidance document.
- Establishing the Colorado Children and Youth Information Sharing Collaborative in conjunction with the Colorado Collaborative Management Program and obtaining federal funding through state agency and private non-profit partners from the Office of Juvenile Justice and Delinquency prevention and the Bureau of Justice Assistance. With the assistance of the Center for Network Development and in coordination with the Governor's Office of Information Technology on inter-departmental information sharing, the following have been accomplished:
 - Completed a governance structure for information sharing.
 - Completed data system inventories in the Colorado Department of Human Services, The Colorado Department of Education and State Judicial.
 - Identified needed changes in the practice and policies related to informed consent.
 - Identified elements of a "core record" for collecting information on children and youth across different disciplines.
- Being accepted into the National Network of Children's Cabinet's and Councils.
- Establishing the Colorado Training Exchange as part of the Web-based CO-TRAIN for managing training and professional development opportunity by state-managed programs for children and youth.

- Partnering with the Colorado System of Care Collaborative and the Center for Systems Integration on the development of guides for blending and braiding of public funds.
- Collaborating with state and non-state government partners on obtaining one of four System of Care Planning Expansion grants in Colorado

Of great importance to the DCJ and the JJDP Council, the Colorado Prevention Leadership Council continues to truly provide leadership in several key areas that serve to improve the juvenile justice and delinquency prevention service delivery system.

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

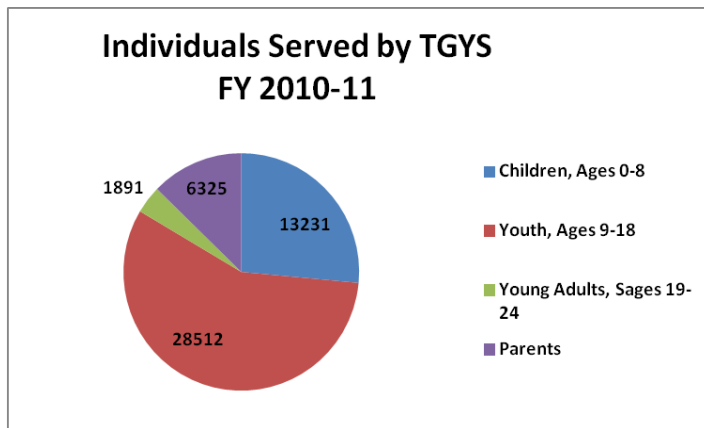
Tony Grampsas Youth Services (TGYS) Program	FY 08-09	FY 09-10	FY 10-11
Appropriated	\$5,372,524	\$3,987,528	\$3,841,275

For further information on the TGYS program please go to www.tgys.org to review the annual report.

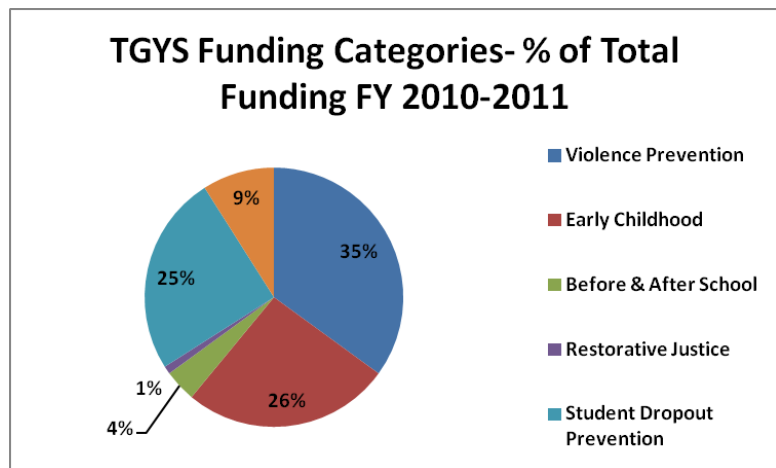
The TGYS Program is designed to serve children, youth and families statewide across Colorado. In fiscal year 2010-11, TGYS-funded programs served 49,959 children, youth and parents, in 55 out of 64 Colorado counties. Of this total, 13,231 were children (ages 0-8), 28,512 were youth (ages 9-18), 1,891 were young adults (ages 19-24), and 6,325 were parents.

TGYS-funded programs also served disparate populations in Colorado. The racial/ethnic breakdown of individuals served is as follows: 46% Hispanic, 36% White, 9% African-American, 2% Native American, 2% Asian, and 6% Multi-ethnic. Also, the 37 grantees reported that 9,782 of the youth served qualified for free and reduced school lunch. Grantees reported that fifty-six percent of these children and youth were eligible for free and reduced lunch. According to the Colorado Department of Education, in the Fall 2007, the average rate of K-12 students qualifying for free and reduced lunch among Colorado school districts was 39%. 2010-2011 Pre-post analyses demonstrated statistically significant mean change in the desired direction on 57 percent, or 12 of 21 TGYS measurement instruments. It is also worthy to highlight the fact that both youth and parent data established positive movement on outcomes that are closely linked to the TGYS goals of *reduced crime and violence* and *prevention of child abuse and neglect*. Effects established by risk analyses indicate that participants who are most at risk are benefitting strongly from TGYS programming. Moreover, longitudinal analyses yielded a positive outlook on the performance of TGYS-funded programs. Participants experienced consistently positive change on measures of life skills, including Resilience, Life Effectiveness, and Coping Strategies. Data also indicated that youth in general became increasingly bonded to school, and are less likely to participate in bullying over the 3-year period.

According to statute, at least 20 percent of the appropriated funds must support early childhood programs, and at least 20 percent must support student dropout prevention programs. In fiscal year 2010-11, 26 percent of TGYS funds supported early childhood programs, and 25 percent supported student dropout prevention programs. Please see chart below for the breakdown within all 6 funding categories.



TGYS supports six funding areas, including early childhood, student dropout prevention, youth mentoring, before- and after-school, restorative justice and violence prevention programs. In FY 2010-11, TGYS funded 148 programs for a total of \$3,357,260 of which 26% supported early childhood programs and 25% supported student dropout prevention programs.



Colorado's Youth Partnership for Health (YPH) (<http://www.cdphe.state.co.us/ps/adolschool/youthpartnership.html>) is a diverse group of 14-18 year olds from across Colorado, recruited from a variety of schools, local health agencies and community programs such as Rainbow Alley and Project PAVE. They are selected to participate based on their age, geographic location and unique experiences. The youth work directly with adults to help make decisions affecting all youth in Colorado. Every month, the YPH convenes to discuss such issues as teen driving safety and substance use prevention. They then provide open and honest feedback to programs, agencies and organizations developing programs and policies for youth.

Since 2000, the YPH has provided feedback and recommendations to many programs and initiatives that have resulted in policy and practice changes, written articles for Colorado prevention newsletters, presented and served as workshop assistants at statewide conferences, provided technical assistance to various public and private partners and developed an original DVD and guidebook on effective youth-adult partnerships to be distributed nationally. The Colorado Department of Public Health and Environment is committed to YPH and believes young people are experts in youth attitudes, behaviors and culture. It wants to hear directly from young people on how adults can partner better with youth and work together to improve issues that affect their health and safety.

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. 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 as delinquent, the juvenile court judge can order a juvenile to be placed out-of-home. The youth is put in the 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.

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.

As can be seen below, the number of children and families in the state who are touched by the child welfare system are staggering, making the case to appropriately address children's needs more compelling.

**Division of Child Welfare Facts
July 1, 2010 June 30, 2011**

Number of Colorado's Child and Adolescent Population ages 0-17

1,274,619

Number of Referrals

80,094

Number of Children in Open Assessments

60,791

Number of Children in Open cases

39,403

Number of Children in Core Services Programs

24,122

Number of Children in Out-of-Home Placement

11,153

Number of Children in Foster/Group Homes

7,396

Number of Children in Kinship and Other Care

4,126

Number of Children in Residential Care

2,466

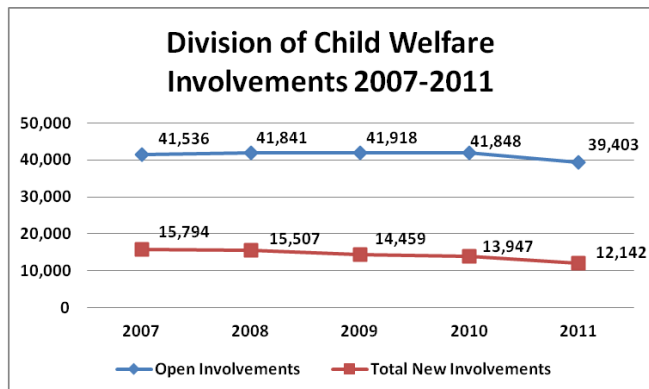
Number of Finalized Adoptions

926

As noted in the 2011 Annual Evaluation Report from the Division of Child Welfare (<http://www.colorado.gov/cs/Satellite?blobcol=urldata&blobheadname1=Content-Disposition&blobheadname2=Content-Type&blobheadvalue1=inline%3B+filename%3D%222011+Annual+Report.pdf%22&blobheadvalue2=application%2Fpdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1251772827807&ssbinary=true>), in SFY 2011, Colorado received 80,094 referrals (a family count, not individual child count). Of these, 44.73% (35,832) were opened for investigation, a decline from the previous year's 50.26%. These investigations represent 60,791 children.

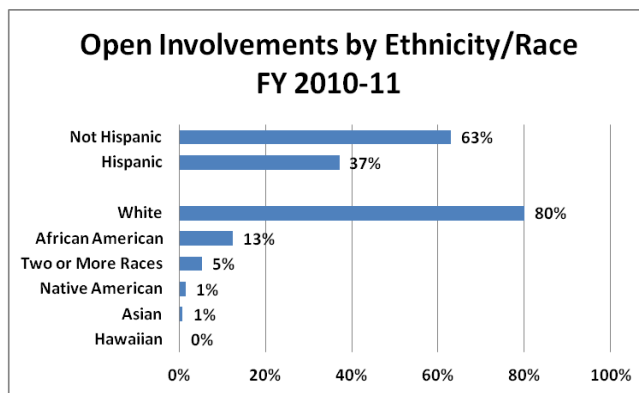
In SFY 2001, Colorado had 39,403 children in open involvements- which is when a case is opened for ongoing services following an investigation or assessment. While the number of open involvements has

remained steady from 2007-2011, this past year it significantly declined. New involvements have also been declining over the past five years.

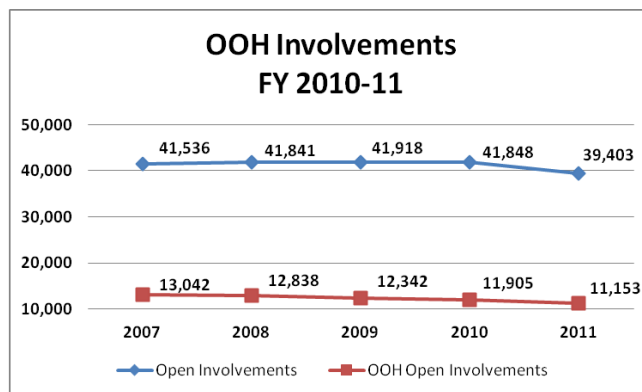


Almost a quarter of the children (22.8%) in open involvements were ages 14 to 17, followed by ages 7-10 (18.88) and ages Birth to 3 (16.2%). The gender distribution is 53.3% male and 46.7% female.

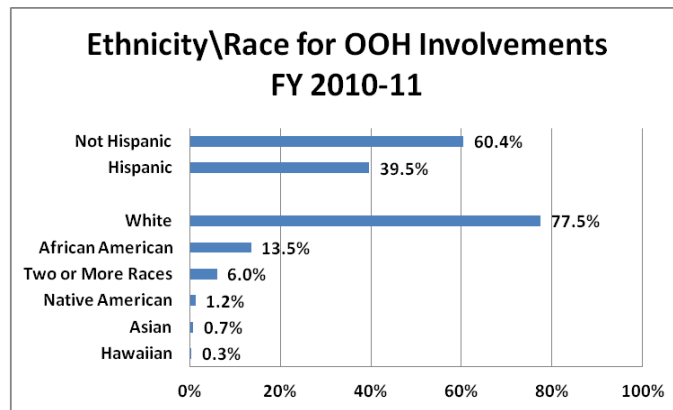
Of the 39,403 children in open involvement most were Caucasian (80%) followed by African American (12.5%) and Multi-Racial (5.2%)



Of the 39,403 children in open involvements, 11,153 were placed in out-of-home (OOH) settings (28.3%) of overall involvements. Over the past five years OOH placements have decreased, both in terms of the number of children in OOH placements as well as the percentage of overall involvements.



A higher percentage of Hispanic children are represented in OOH placement as compared to overall involvements as are African American and Multiracial children. A lower percentage of Caucasian children are represented in OOH care.



In the past year Colorado's child welfare system has been engaged in several system improvement efforts established to address deficiencies within the child welfare system from investigations of abuse/neglect to out-of-home care and adoption. The initiatives have become the cornerstone of the **Division of Child Welfare's (DCW) Master Three Year Plan** with a goal to improve the safety, permanency, and well-being of children and families who enter the child welfare system. This work will be done by: implementing a Colorado Practice Model (CPM) to establish best practice consensus about principles and values and establishing a clear basis for supervision, performance management and quality assurance; through a Differential Response Pilot; through the Collaborative Management Program; through its Court Improvement Program which intends to improve its working partnership with the legal system by providing training to court and child welfare stakeholders through Leadership Symposiums and provision of TA to Best Practice Court Teams; through its Child Welfare Training Academy which prepares staff to effectively fulfill their roles through standardization of practice across the state and certification of new case workers and supervisors; and through its Permanency by Design initiative which strives to improve permanency outcomes for older youth (ages13-17).

Recognizing that children and youth are being placed out of home in child welfare, youth corrections and in residential treatment centers at great cost yielding poor outcomes, the Division of Child Welfare and the Division of Behavioral Health is in the process of developing a Three Year Plan for Implementing an **Integrated Trauma Informed System of Care**. The need for System of Care is based upon several facts:

- During SFY 2011, the number of Colorado children in out-of-home placement was 11,153.
- Based on 2010 AFCARS data, Colorado ranks second only to Wyoming in its use of congregate care with 22 counties having 2575 placements in Congregate Care. This represents 27% of Colorado's out of home cases (not including DYC children) when compared to a national average of 15%.
- Children and Family Service Review (CFSR) data indicates Colorado is 44th in the country in re-entries from reunification (18.7% vs. 13.1% national median).
- Reducing beds to the national average could redirect \$17 million/year.
- Nineteen percent of youth committed to youth corrections were assessed with high-moderate mental health needs. The percentage of females (34%) at that level was twice that of males (Colorado Department of Human Services, 2011).
- Seventeen percent of out-of-home placements were in residential mental health treatment centers in FY 2010 (Colorado Department of Human Services, 2010).
- Although progress has been made in reducing out of home placements, children of color are entering child welfare and youth corrections at a disproportionate rate and are underrepresented in the Behavioral Health System. African American children comprise 4% of the child population; however, they represent 12% of those involved in the child welfare system, 15% of youth admitted to a juvenile detention center, and 18% of youth committed to youth corrections (Colorado Department of Human Services, 2011).
- There was an increase in teen suicides in 2009 with 49 deaths due to suicide. (Kids Count 2011, Colorado Children's Campaign). Colorado is among 10 states with the largest percentage of youth ages 12-17 that experienced a major depressive episode the past year (Office of Applied Statistics, SAMHSA, 2010).

- Over one-third of the 49,364 Colorado children and adolescents with a Serious Emotional Disturbance (SED) who are eligible for public mental health services are not receiving them (Western Interstate Commission on Higher Education, Mental Health Program, 2009).
- Although children and adolescents comprise one-quarter of Colorado's population, they experience one-third of severe mental health needs in the state (TriWest Group, 2003).
- Many youth with serious mental health issues also have co-occurring substance abuse problems. The rate has been documented at 13% but we suspect it may be higher.
- Colorado teens engage in more risky behaviors such as binge drinking and marijuana use compared to their peers nationwide. 20, 245 youth per year are involved in underage use and abuse use of alcohol and other drugs.
- Although 30,000 youth are estimated to need treatment for substance abuse issues, only 3,000 receive treatment annually. (WICHE, 2009; Kids Count 2011, DBH)
- In fiscal year 2010-2011, 56.3% of the youth committed to DYC correctional facilities had mental health needs that required professional interventions. (2011 DYC Continuum of Care Report)
- Hispanic youth with an SED had the lowest rate (4%) of accessing mental health services. Hispanic children have a higher rate of seriously considering suicide compared to their white peers (Colorado Children's Campaign, 2011).

The vision for this Trauma Informed System of Care is to develop "a spectrum of effective, trauma-informed, community-based services and supports for children and youth with or at risk for mental health or other challenges and their families that is organized into a coordinated network, builds meaningful partnerships with families and youth and addresses their cultural and linguistic needs, in order to help them function better at home, in school, in the community and throughout life exists throughout Colorado." (adapted from Stoul and Friedman 2011)

Colorado is moving towards this vision with the help of a system of care expansion planning grant of \$800,000 and a partnership between child welfare and behavioral health. Colorado has applied for and is expecting to receive a grant to improve the monitoring and management of prescription and administration of psychotropic medication to children in foster care. Colorado is implementing the Colorado Child Welfare Practice Model to support counties in developing and implementing promising practices at the local, regional, and state level by 2015. One of those practices is system of care. A critical component of Colorado's Child Welfare Master plan is to work collaboratively with the Division of Behavioral Health to plan, develop, and implement a system of care model across all 64 counties.

Two national partners, Casey Family Programs (CFP) and the Annie E. Casey Foundation (AECF) are helping Colorado's child welfare system efforts to increase permanency, focusing on its adolescent populations, and to more appropriately use congregate care. AECF conducted a statewide assessment that incorporated "youth voice", a clarification of permanency values for child welfare professionals, and data analysis with a recommendation to design better supports for kinship and family-like setting options for older youth. Colorado is currently developing a work plan with AECF to more appropriately use congregate care, increase permanency for adolescents, and improving the performance management capabilities of the Colorado system. AECF has committed to providing resources to improve these issues over the next three years.

Casey Family Programs has been actively engaged in supporting the following Key Permanency Strategies:

- **State-Counties Permanency Plan:** The National Governors Association (NGA) – Three Branch Institute integrated the permanency efforts of Colorado's Executive, Legislative and Judicial branches with 10 Counties.
- **Permanency Roundtables (PRT) Practice Model:** Trained 40 Colorado trainers and 14 counties. Denver County Human Services reported that 58% of older youth (N=104) in a long-term placement who received a PRT service received a new permanent connection; 7% received legal permanency and 31% moved into a family with a pending hearing to finalize legal permanency.

- **No Time to Lose (NTTL) - A Permanency Policies and Practices Framework:** Assisted in developing the seven core permanency principles into an action plan with the priorities, strategies and supports for implementation.
- **Crossover Youth Practice Model (CYPM):** Supported the Georgetown University training of five counties in providing permanency for youth involved with the child welfare and juvenile systems. Assisted the court, probation and child welfare professionals in integrating their decision-making processes, reports and recommendations that better support permanency for youth and families.

In 2012, Casey Family Programs will continue to provide on-going technical assistance or supports in the implementation, development, support and spread of the Key Permanency Strategies, statewide. CFP will also support the Division of Child Welfare and the Colorado Human Services Directors Association (CHSDA) to provide staff training on the PRT model in all six of the CHSDA regions.

In May 2009, the Division of Child Welfare in partnership with the American Humane Association launched the **Colorado Disparities Resource Center (CDRC)** to address longstanding issues of disparities in child welfare based on race and ethnicity. In October 2010, the CDRC developed reporting mechanisms for counties to examine the race of children at key decision points (e.g. referrals, assessments, case open, and removals) throughout Colorado's child welfare process. In addition, the CDRC is currently working to develop reporting mechanisms to examine the race and ethnicity of children at the service level in Colorado.

Collaboration is a cornerstone to the work of the CDRC. Therefore, the project hosts regional meetings and forums throughout Colorado to engage child welfare professionals, service providers, community partners, mandated reporters, families, and youth in taking action to identify and address complex causes of child welfare inequities, both at the state and county levels. Partnership is crucial to the realization of developing lasting, systemic change, which will reduce disparate outcomes and enhance service equity for all. During the upcoming year the CDRC website will complete its public facing with de-identified data at both state and county levels to increase awareness and accountability within the State. Please see the website at <https://www.aha-cprc.com/disparities/countySplit/Colorado/>.

The **Colorado Consortium on Differential Response**, a group comprised of five counties and the Colorado Department of Human Services (CDHS), applied for and received a \$1.8 million federal research and development grant to fund a pilot project examining the effects of a differential response practice model on outcomes for children and families. In addition to the CDHS Division of Child Welfare; the consortium consists of Colorado State University; and the counties of Arapahoe, Fremont, Garfield, Jefferson and Larimer. The consortium, under the direction of a management team, plans to implement and evaluate this model in these counties as a four-year research pilot project between February 1, 2010 and June 30, 2013. <http://www.colorado.gov/cs/Satellite/CDHS-ChildYouthFam/CBON/1251593257417>

The Division of Child Welfare Services in partnership with the Mountain and Plains Child Welfare Implementation Center (MPCWIC) has initiated the **Colorado Practice Model (CPM)** <http://www.colorado.gov/cs/Satellite/CDHS-ChildYouthFam/CBON/1251588065877>. Through this effort Colorado is committed to achieving positive outcomes for children and their families involved with the child welfare system. To support Colorado on this journey, the MPCWIC is supporting a three-year implementation project, which has defined a practice model and is implement specific practice strategies directed towards improved outcomes for children and families. Through this initiative, the Colorado child welfare system, in partnership with families and communities, will protect children and youth by striving to achieve their safety, permanency, and well being. This mission will be achieved by consistently and effectively:

- engaging families;
- collaborating with federal, state, local, and tribal entities;
- practicing in a culturally responsive manner;
- providing individualized services that strengthen children, youth and families and remove barriers; and,
- developing a competent, professional, responsive and accountable staff.

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. In 2008, the Division of Youth Corrections was added as a mandatory partner agency on the Collaborative.

The process calls for a Memorandum of Understanding (MOU) that may include other community stakeholders. 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.

There is an annual meeting that includes Department Directors 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 has developed the operating parameters of the program along with outcome areas and associated incentives. The outcomes that have been developed touch on the four collaborative areas (judicial/probation, mental health/public health, education, human services).

The CMP initiative was first implemented in six counties in 2005-09 with additional counties added annually. This year there are 30 local CMPs, two of which are multi-county partnerships.

Number of Counties Participating in the CMP Initiative								
Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
	6	12	15	24	29	31	30	32

According to the HB 1451 Collaborative Management Program, Year 2 Statewide Evaluation Findings (<http://collaboration.omni.org/sites/1451/CMP%20Evaluation/OMNI%20Evaluation%20Reports%20and%20Presentations/CMP%20Annual%20Report%20FY%202011%20-%202012.pdf>), a report completed by completed by the OMNI Institute, in FY2010-11 70,000 individuals were considered eligible for CMP services and about half (30,000) of that population was reportedly screened for CMP services.

The total served was calculated at different levels of service delivery (all include duplicated cases):

- 19,600 individuals participated in local services or efforts that were associated with their CMP (e.g., paid by incentive funds, donated in-kind, provided by partnering agencies).
- 7,000 individuals received services through the local ISST process.
- 5,300 individuals received services that were funded, at least in part, by CMP incentive funds (among 19 CMPs where their IOG financially supported specific programs).

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, page 137). 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”. Go to <http://collaboration.omni.org/sites/1451/SitePages/Home.aspx> for more information regarding the CMP.

As CMP has grown, so has interest in further statewide implementation. To assist new counties as well as new staff who are added to CMP communities, a CMP Coordinator’s Handbook was recently developed that provides detailed information about the history of the CMP, best practices, Individualizes Service and Support Teams, engaging families and overviews of the commonly used assessments. This tool will be invaluable not only to the new and current CMPs across the state but also for the partner agencies that can use it to develop their own interagency collaborative processes that are in concert with CMP. This tool is available at: <http://collaboration.omni.org/sites/1451/SitePages/Home.aspx>.

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 2010-11, the statewide Core Services appropriation was \$44,576,054 of which \$4,006,949 were for evidence-based services.

Core Services Program	FY07	FY08	FY09	FY10	FY11
Appropriated	\$45,379,414	\$49,848,548	\$45,956,710	\$45,456,711	\$44,576,054

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 ten basic services available statewide.

- Home based interventions,
- Intensive family therapy,
- Life skills
- Day treatment,
- Sexual abuse treatment,
- Special economic assistance,
- Mental health services,
- Substance Use Disorder services,
- Aftercare, and
- County-designed services (optional).

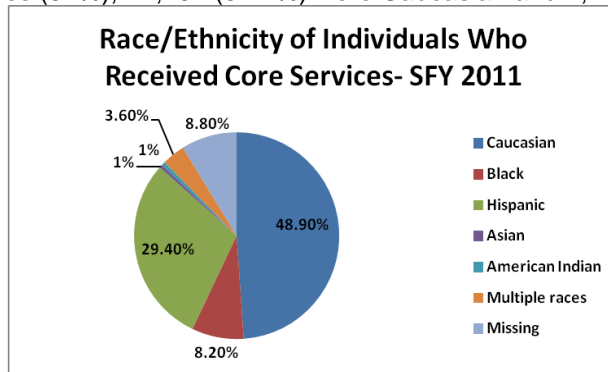
The Statewide Core Services program is built upon 4 main goals

1. Focus on family strengths by directing intensive services that support and strengthen the family and protect the child/youth;
2. Prevent out-of-home placement;
3. Return children/youth in placement to their own home, or unite children/youth with their permanent families;
4. Provide services that protect children/youth.

The numbers of individuals provided core services increased over the years from 19,006 served in SFY 2006 in to 24,122 in SFY 2011. This includes children and youth receiving services (13,200) and adult caregivers receiving services on behalf of the child (10,922) (Core Services Program Evaluation Annual Report FY 2010-11 by the TriWest Group for the Colorado Department of Human Services, Division of Child Welfare)

Core Services	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10	FY 2010-11
Total Number of Individuals Served	19,006	19,152	17,793	16,066	15,226	24,122

Of the individuals served, 10,922 (45%) were adults and 13,200 (55%) were children, with the average age of children/youth served was 8.7 years with a range of newborn to 18 years old. Of the individuals served, 12,533 were females (52%), 11,792 (57.7%) were Caucasian and 7,200 (29.4%) were Hispanic.



At the time of closure of Core Services, 52.4% of the services were deemed successful, 19.2% were still in services, 11.5% were partially successful, 9.7% were not engaged and 7% made no treatment progress. Children/youth receiving services made up 23,573 discharges representing 9,063 unique children/youth. At the end of Core services, 65.8% were at home, 15.1% were with a relative, 14.5% were in a foster/group/residential treatment center, and 2% were in an adoptive setting.

For the FY 2010-11 Core Services Evaluation Annual Report, counties were asked about gaps and needs in services. This year, all but three counties identified multiple barriers. The two most common identified were the distance families must travel to access services (noted by 17 of 64 counties) and lack of transportation (noted by 45 of 64 counties). Many counties also noted barriers of concerns related to mental health services and substance use disorder treatment for families. Specifically noted were concerns of accessing timely, quality services; limited hours of availability; difficulties navigating the Medicaid system; and a limited array of services offered. Solutions to these barriers are currently being explored.

As stated above, the Core Services Program is appropriated over \$4 million in order 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.

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 Colorado's PSSF program provides funding to thirty-three program sites, comprised of 41 counties and one tribe.

Mental Health and Substance Abuse Services/ Department of Human Services

A growing crisis in Colorado and across the country has been the influx of youth with serious mental illnesses and emotional disorders entering the juvenile justice system. A growing need for families with youth in crisis is access to services within the home and community environment or, if necessary, within a community-based non-secure treatment setting. Earlier identification of mental health, substance abuse and co-occurring disorders has the potential to address youth needs before delinquent behavior occurs. Services to determine this early need and to provide adequate treatment of mental health and other presenting needs are not available in all parts of Colorado. Youth who are not Medicaid eligible or those who do not have the adequate health insurance are often unable to access quality mental health services.

Nationally, approximately 57.7 million people aged eighteen or older suffer from a diagnosable mental health disorder in a given year. In 2005, an estimated 19.7 million Americans were classified as current illicit drug users, and 126 million individuals aged twelve or older were current drinkers (HJR07-1050). Mental health disorders are the leading cause of disability in the United States for individuals ages fifteen through forty-four. Of children, youth, and young adults entering the justice system, a large number (65–70 percent) have at least one diagnosable mental health need, and 20–25 percent have serious emotional issues¹. In Colorado, six out of ten people receiving mental health services receive them outside of the mental health system through other systems such as Corrections and Human Services/Social Services. For example, in FY 2006 43% of youth receiving mental health treatment were referred by the justice system. Colorado is among 10 states with the largest percentage of youth ages 12–17 that experienced a major depressive episode in the past years². Further, Colorado spends just over \$64 dollars per capita on publicly funded mental health care, which is 21% below the national average. Due to a lack of appropriated resources in FY 2006, 17,300 individuals with serious mental illness did not receive treatment (HJR07-1050). Nationwide, \$27 dollars per United States resident are spent on publicly funded substance abuse treatment compared to \$7.50 spent per resident in Colorado. Yet, Colorado ranks 19% higher than the national average in per capita consumption of alcoholic beverages and an estimated 30,000 youth living in Colorado are substance abusers (HJR07-1050). *Colorado HJR 07-1050 Behavioral Health Task Force Report, McHugh, D., Lynn, J., Portman-Marsh, N., Kahn, R., 2008. Denver, CO: Colorado State Leg*

Mental health epidemiological data for Colorado³ indicates that over one-third of the 49,364 children and adolescents with SED eligible for public mental health services are not receiving treatment. Hispanic youth had the lowest rate (4%) of accessing mental health services. Of all children who utilized services, 13% (3,971) had a co-occurring substance use disorder.

Colorado's public mental health system is comprised of 17 community mental health centers and specialty clinics (including 2 that serve linguistically diverse populations) funded and overseen by the Colorado Division of Behavioral Health within the Office of Behavioral Health (OBH), Department of Human Services. Further, 5 Behavioral Health Organizations (BHOs) provide necessary mental health services for Medicaid-eligible individuals under contract with and 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. Beginning in 2006, Division of Mental Health and the Alcohol and Drug Abuse Division were integrated, creating what is now known as the Division of Behavioral Health, within the Office of Behavioral Health. As the delegated State Mental Health Authority (SMHA) the Office of Behavioral Health remains responsible for funding, program approval, and monitoring of community mental health centers (Centers), clinics and facilities designated under 27-65-101, et.seq., C.R.S to provide involuntary mental health services. Beginning in 2012, the Division of Behavioral Health will

1 Kinscherff, R. (2012). A Primer for Mental Health Practitioners Working With Youth Involved in the Juvenile Justice System. Washington, DC: Technical Assistance Partnership for Child and Family Mental Health.

2 Office of Applied Statistics, SAMHSA, 2010.

3 Colorado Division of Behavioral Health and Western Interstate Commission on Higher Education, Mental Health Program (2009). *Colorado population in need – 2009*.

monitor Residential Child Care Facilities (RCCFs) authorized to provide Medicaid-funded mental health services to children and adolescents.

The Division also continues to administer the Child Mental Health Treatment Act (HB 99-1116) program, which serves families with children in need of intensive community-based and residential mental health services when a dependency and neglect action is neither appropriate nor warranted. Originally focused solely on providing residential treatment, SB 07-230 expanded this to include a broader array of services for eligible youth, including intensive community-based care. SB 09-30 reauthorized the Act until 2019.

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, education, substance abuse and child welfare systems, which are serving increasing numbers of individuals with serious mental illnesses and emotional disturbances. Moreover, this vision includes a 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 disturbances. Further, a system of care approach based on the work of Stroul and Friedman, 1986 has been implemented. In 1999 Colorado received funding from the federal Substance Abuse and Mental Health Services Administration (SAMHSA), 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. The project's goals included 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, achieved these goals through a partnership among families, agencies, and communities. In 2002, Colorado received a second SAMHSA system of care grant, Project Bloom, for children 0-5 and their families in four additional counties. In 2003, Jefferson County received a system of care grant through the Administration on Children and Families focusing on the child welfare population. In October, 2011 Colorado received a SAMHSA one-year system of care expansion planning grant. This project will involve 7 Communities of Excellence which will assist in developing a state and local strategic plan focused on expanding the system of care approach to all of Colorado's 64 counties. The project is overseen by a Design Team with representation from State and local youth-serving agencies (including juvenile justice and child welfare), families, youth, and cultural groups.

In 2007, the Colorado Legislature passed House Joint Resolution 07-1050, creating a task force for the study of behavioral health funding and treatment in Colorado ("1050 Task Force"). The 1050 Task Force's charge was to study mental health and substance abuse services in order to coordinate state agency efforts, streamline services provided, and maximize federal and other funding sources. The 1050 Task Force focused its efforts on the public systems that provide behavioral health services and did not address behavioral health services through the private insurance system. According to the Behavioral Health Task Force Report, the recommendations create opportunities for significant changes in many key areas. Though they do not address all possible issues in the envisioned behavioral health system, collectively these eleven recommendations would bring Colorado closer to an integrated system. The first recommendation is to create a Behavioral Health Commission ("Commission") with leadership from the three branches of state government, adult and youth consumers and families, providers, and communities. Recommendations 2 through 6 specifically describe alignment opportunities for Colorado's integrated behavioral health system and 7-11 focusing on financing reform; electronic cross-system data collection, sharing, and evaluation; cultural competency; adult, youth, and child consumer and family involvement, and workforce development. The full report can be downloaded at: <http://www.csi-policy.org/1050taskforce/index.htm>

Across the country States are addressing the issue of Co-Occurring Disorders (Mental Health and Substance Abuse) with their clients. Both Mental Health and Substance Abuse centers confront this issue

on a daily basis. Addressing Co-Occurring issues, with adolescents can be challenging and often times frustrating. There are a limited number of treatment approaches that address this issue with clarity and many clinicians face barriers when confronting the often-complex issues young people bring to the therapy arena. The Division of Behavioral Health contracted with several local consultants with national expertise to develop practice guidelines for the care and treatment of youth with co-occurring disorders. These practice guidelines include sections that outline why it is important to address both issues at the same time, how common the problem is, guiding principles for integrated assessment and treatment, models of integration and issues of implementation. For full Practice Guidelines, go to: <http://www.colorado.gov/cs/Satellite?c=Page&childpagename=CDHS-BehavioralHealth%2FCBONLayout&cid=1251581557830&pagenam=CBNWrapper>

A **community-based mental health pilot program** authorized by **HB 00-1034** funded an urban and rural project 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. Although it is no longer supported through State funds, the program continues to provide a number of services to at-risk youth and their families. 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 00-47** 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-2 is also administered to juvenile probationers in all of the 22 judicial districts. Needing to better understand the needs of its juvenile populations, in FY 2006-07 DYC implemented the Colorado Juvenile Risk Assessment (CJRA) with committed youth, and in FY 2007-08 began its use within the detention continuum and SB 94 program. The CJRA is a standardized, validated risk assessment that identifies a juvenile's risk to re-offend based on multiple, proven criminogenic factors. Using the CJRA, each youth's unique criminogenic needs are identified by a series of questions that probe all the areas of a youth's life that have been proven to predict pro- or anti-social behavior: family, relationships, use of free time, attitudes, behaviors, alcohol and drugs, education, employment, mental health, aggression, and skills. *(Source: SB 94 Annual Report FY 2007-08 by the TriWest Group for the CDHS/Division of Youth Corrections)*

In the 2000 legislative session, **HB 00-1033** 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. The Collaborative believes 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. See <http://www.cosystemofcare.org/> for more information. This SOC Collaborative will be tapped for working with the Trauma Informed System of Care work noted under the Child Welfare Section of this report.

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 HB 04-1451 (Collaborative Management Program) 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 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 a number of Colorado communities. 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*

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 worked on two fronts. The first was 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 was used to train intake staff from a variety of juvenile justice agencies in Denver, and includes procedures for the application of the MAYSI-2 as well as for communication and information-sharing across agencies.

The second front involved working to reduce the number of youth with mental health needs who are referred by the schools to the juvenile justice system. Colorado explored 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. To this end, the Colorado Department of Education received a federal grant to support integrated school and community health services for at-risk youth. Entitled "**Building Bridges**", this project was based in Mesa County on Colorado's Western Slope and linked with the Positive Behavioral Interventions and Supports (PBIS) model of school-wide prevention and intervention.

In 2007, the **Family Advocacy Demonstration Program (HB 07-1057)** was enacted, with support from the MICJS Task Force and family organizations. This program funded family advocacy services in an urban, suburban, and rural community, providing supports to youth with mental health and co-occurring disorders who are in, or at-risk of involvement with, the juvenile justice system and their families. Managed by the Division of Behavioral Health and evaluated by the Division of Criminal Justice, each project was based on a partnership between a family organization and the local system of care, focusing on preventing further involvement in justice systems. **HB 11-1193** extended the program until 2021 and required the Division of Behavioral Health to manage the program and develop rules and standards. Further, the legislation requires the Division of Behavioral Health to provide technical assistance and coordination to promote the development of local family advocacy programs.

Through funding provided by the Colorado Juvenile Justice and Delinquency Prevention Council, and assistance from the joint JJDP Council and MIJS Task Force subcommittee mentioned earlier, the Federation of Families for Children's Mental Health~Colorado Chapter was contracted to develop an online family advocacy toolkit for family advocates and juvenile justice system professionals (www.coloradofederation.org/toolkit). A launch event was held in October 2011 to introduce the toolkit; the event was attended by a broad spectrum of juvenile justice and mental health professionals, along with family representatives. A follow-up survey will be conducted to assess how the toolkit is being used and determine if any changes are needed.

The Division of Behavioral Health, in collaboration with the Division of Youth Corrections, managed the State-funded "TurnAbout" program which provides mental health services to youth in detention as well as those who require that level of care but remain in the community. The two program sites were Mt. View Youth Services Center/Jefferson Center for Mental Health in the Denver metro area, and Grand Mesa Youth Services Center/Colorado West Regional Mental Health Center on the Western Slope. Services are provided in the detention centers and the community. In both sites the mental health centers provided Functional Family Therapy (FFT) in addition to other forms of intervention and care management. Although no longer supported through State funds, the programs developed in each community continue to serve as models for integrating public mental health services with the youth corrections and juvenile justice systems.

SB 07-097 was developed in response to Colorado's significant growth in the demand for community-based mental health services for individuals with mental illness involved in local and State criminal justice systems. Through new funds authorized by the Colorado General Assembly (HB 07-1359 - which is a complimentary bill to SB 07-097), the Colorado Department of Human Services, Behavioral Health Mental Health funds 11 mental health service programs by Community Mental Health Centers (CMHC) for

juvenile and adult offenders with mental health problems who are involved in the criminal justice system. In FY 2010-11, there were 256 juveniles served through the programs.

Colorado **LINKS for Mental Health** (Linking Interagency Networks for Kids' Services) promotes partnerships among state agencies and key stakeholder groups by weaving together existing efforts to create a more coordinated continuum of mental health services for Colorado children, youth, and families. LINKS is unique in the history of behavioral health system reform in Colorado because it fully engages communities, youth and families – not only in developing the plan for reform, but in playing leadership roles in implementation and long-term activities within the system. It is not state government doing “business as usual,” but rather it is those affected the most by state government becoming active participants in opportunities to improve and enhance the current and future 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.cdphe.state.co.us/ps/adolschool/healthyouthcolorado/Initiatives/mentalhealthlinks.html>

Two recent initiatives supported by the Division of Behavioral Health are focused on transition age youth (TAY) with serious behavioral health needs (many of whom become involved with the justice system), and incorporating trauma-informed care into the behavioral health system. Regarding TAY, DBH conducted a statewide survey of services providers to determine needs and resources, and sponsored a Research Forum on February 16, 2012 featuring Dr. Maryann Davis, a noted advocate, expert, researcher, and author on the topic. The trauma-informed care effort also included a Research Forum on the topic and obtaining consultation from the national GAINS Center.

The mission of the Division of Behavioral Health (DBH) is as follows: “We are dedicated to strengthening the health, resiliency, and recovery of Coloradans through quality and effective behavioral health prevention, intervention, and treatment.” 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 DBH has not decreased as dramatically as most of the state and federal juvenile programs, their ability to serve youth is still affected as DBH providers receive funding from multiple sources, many of which were simultaneously reduced. As funds are being cut to DBH 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.

The funding available for intervention and treatment services in Colorado continues to not meet the level of need in the state. Coloradans are affected by the societal costs of substance use in many ways. The Magnitude of public funds spent on the direct and indirect consequences of substance use and abuse is staggering, and dozens of Colorado public agencies play a part in controlling substance use or dealing with its consequences. It is estimated that one-fourth of all people admitted to general hospitals have alcoholism and 30% of emergency room patients are problem drinkers or drug users. These individuals are seeking medical attention for alcohol or drug-related illness or injury, not for the addiction problem.

- In 2010, there were 913 calls to the Rocky Mountain Poison Control Center related to alcohol, 107 related to marijuana, 72 related to amphetamines, and 64 related to cocaine
- Seventy-six percent of injecting drug users is infected with Hepatitis C, a chronic and sometimes fatal disease of the liver
- In 2010, 672 Colorado residents died of drug related causes and 730 died of alcohol related causes.
- For fiscal year 2011, 20,173 youth 20 and under, received either a minor in possession (MIP) offense, a Driving Under the Influence (DUI) citation, or were admitted to detox or treatment services,

Currently, DBH has oversight of approximately 700 licensed substance abuse providers across the state. Of those, approximately 350 are licensed to treat minors, (17.99 and under) and approximately 400 provider services to DUI offenders.

DBH is committed to encouraging existing programs in the rural communities that currently serve adults, to expand their services to include adolescents as well as explore the establishment of new adolescent programs in the rural communities that currently have no services.

Currently there are 17 mental health centers that provide both mental health and substance abuse services; however, only 10 of the centers are licensed to treat adolescents. Co-Occurring disorders are present in 50-60% of youth being served, with the majority of these youth being serviced by multiple systems which indicates a greater need for collaboration with other Divisions and Departments.

DBH is responsible for monitoring the Federal Block Grant-funded contracts that subcontract with 42 treatment providers with over 200 sites in 54 of Colorado 64 counties. They are also responsible for writing and enforcing substance use disorder treatment rules for the over 700 treatment programs across the state, which includes the 200 funded program sites. All programs licensed by DBH must follow all the requirements of the Substance Use Disorder treatment rules.

By applying the 13.4% national estimate to the 543,413 adolescents in Colorado, it can be estimated that there are about 72,817 adolescents currently using drugs. Based on the number of youth 17 and under, admitted to treatment in FY 2011, which was 2,597 70,220, adolescents are still in need of some level of substance abuse intervention or treatment. Overall, many youth 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 22 counties (out of a total of 65) in Colorado that lack even a single program licensed to treat minors and 14 counties with only one provider for the entire county licensed to treat minors.

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 access to continued recovery-oriented support services to address underlying issues that can interfere with the recovery process.

DBH and the State have done several things to address the lack of services in the rural communities as well as the lack of funding for adolescent services. Effective January 2006, Medicaid amended their state plan to provide outpatient services for substance abuse. This will provide additional options for families in need of services that can't afford to pay for it. Also in 2006 Senate Bill 122 passed which created the Adolescent Substance Abuse Prevention and Treatment Fund, which collects a surcharge from Minor in Possession (MIP) citations, and other youth offenses, which is appropriated to the Division of Behavioral Health for dissemination to adolescent substance abuse prevention and treatment programs. Currently 4 communities provide services funded by these dollars. In 2013 programs licensed to treat minors will have the option of an additional licensed level of care specific to providing services for youth that have received an MIP. These dollars continue to be available to providers that currently do not serve adolescents, but would like to, thus expanding the capacity across the state to fill in the gaps. These dollars are for both prevention and treatment services.

DBH has a dedicated staff member to serve as the state's senior authority on effective substance abuse treatment and related services for substance-abusing minor, adolescents and juvenile offenders. This position is responsible for ensuring that all programs licensed to treat minors are implementing evidenced based curriculums, screening and assessment instruments, designed and developed specifically for adolescents, as well as appropriate policies and procedures regarding treatment strategies, family involvement and recovery support services. In 2009, programs licensed to provide DUI services began implementing a curriculum designed specifically for the adolescent DUI offender, which is the first youth DUI curriculum available in the country. Approximately 145 individual clinicians have been trained to implement this curriculum.

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.

According to NYC (2011 Management Reference Manual), fifty-six percent of the newly committed youth in FY 2010-11 were assessed as requiring professional mental health interventions and sixty nine percent of the newly committed youth in FY 2010-11 were assessed as needing substance abuse treatment and another 18% were assessed as needing intervention services for substance abuse. Studies show drug treatment reduces drug use by 40 to 60% 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 2011, DBH Prevention initiated a new five year funding cycle for the SAMHSA Substance Abuse Prevention and Treatment (SAPT) Block Grant. The state is required to allocate a minimum of 20% total SAPT Block Grant funds for primary prevention. In Colorado, the allocation is approximately 23% of the total Block Grant allocation.

A variety of strategies are to be utilized within prevention implementation to include the SAMHSA/Center for Substance Abuse Prevention (CSAP) six strategies: Information dissemination, Education, Alternatives, Problem Identification and Referral, Community Based Process, and Environmental. The prevention strategies also include the Institute of Medicine (IOM) model of Universal (direct and indirect), Selective and Indicated

- **Universal** strategies address the entire population with messages and programs aimed at preventing or delaying substance use.
- **Selective** strategies serve subsets of the population who are deemed to be at risk for substance use or behavioral disorders, such as students who are failing academically.
- **Indicated** strategies are designed to prevent the onset of substance use among those individuals identified as being high-risk.

CSAP promotes the priority populations for prevention programming that include children and youth under age 18; young adults age 18-25 years olds, military and their families, older adults. DBH Prevention has determined three priority areas for this new competitive funding cycle:

- Prevention and Reduction of Under Age 18 Alcohol, Tobacco and Other Drug Use with the intended out comes:
 - Reduce the current ATOD rate
 - Prevent early initiation of substance use
 - Promote healthy behavior
 - Support positive choices in schools and communities by youth under age 18
- Changing Community Norms Regarding Alcohol, Tobacco and Other Drug Use with the intended outcomes:
 - Increase current perceptions of social acceptability
 - Decrease substance abuse related problem behavior
 - Increase understanding of the contributing factors
 - Promote healthy behavior and lifestyles to support positive choices
- Addressing Population-Based Needs Regarding Alcohol, Tobacco and Other Drug Use with the intended outcomes:
 - Reduce current ATOD rate
 - Prevention early initiation of substance use
 - Promote healthy behavior
 - Support positive choices

The Division of Behavioral Health Prevention promotes and requires comprehensive primary substance abuse prevention services and efforts throughout the state of Colorado to best meet the local needs of communities. DBH Prevention relies on organizations to implement evidence-based strategies and practices in reducing the current alcohol, tobacco, and other drug use rate. The Strategic Prevention Framework model is utilized for prevention delivery and is designed to assess population needs, resources and gaps, mobilize and build capacity, develop a strategic plan, implement evidence –based prevention programs, practices, policies, and to evaluate, sustain, and improve strategies.

In addition to the SASPT Block Grant, Colorado is one of only five states to be awarded the Substance Abuse and Mental Health Services Administration (SAMHSA) Partnership for Success: State and Community Prevention Performance grant in October, 2009. This program is designed to help reduce statewide substance abuse rates by addressing gaps in current prevention services and increasing the ability to reach out to specific populations or geographic areas with serious, emerging substance abuse problems.

The Colorado Prevention Partnership for Success (CPPS) project employs a public health model to demonstrate positive statewide change to prevent the onset and reduce the progression of underage and binge drinking among Hispanic/Latino high school youth. The target outcome for this initiative is to reduce 30 day binge use among Latino high school youth by 5% after 3 years and 8% after 5 years

The Division of Behavioral Health also administers 2 state cash fund programs: Law Enforcement Assistance Funds and Persistent Drunk Drivers funds:

The Law Enforcement Assistance Fund are state funds financed from DUI offenses for community substance abuse prevention programs and projects. Monies allocated to the Division of Behavioral Health Prevention are used to establish a statewide program for the prevention of driving after drinking, training of teachers, health professionals, and law enforcement in the dangers of driving after drinking, preparing and disseminating educational materials dealing with the effects of alcohol and other drugs on driving behavior, and preparing disseminating education curriculum materials for use at all levels of school.

Referred to as the Persistent Drunk Driver Act of 1998, created PDD Cash Fund, which are surcharges imposed on convicted DWAI/DUI offenders. Monies in the PDD fund are subject to annual appropriation by the general assembly with the scope of their use stipulated by statute. The primary purpose of the fund is to support programs that are intended to deter persistent drunk driving or intended to education the public, with particular emphasis on the education of young drivers, regarding the dangers of persistent drunk driving.

Enforcing Underage Drinking Laws (EUDL)/Department of Revenue

The following is an excerpt from the 2009-11 application for EUDL funding submitted by the CO Department of Revenue to the Office of Juvenile Justice and Delinquency Prevention.

For the past four years, the Colorado Department of Revenue, Liquor and Tobacco Enforcement Division (LTED), has been designated as the state government unit responsible for administration of the Enforcing Underage Drinking Laws (EUDL) program. The LTED has primary responsibility for enforcing State liquor statutes and regulations, and licensing beer and liquor establishments throughout the State of Colorado. The LTED conducts both routine and investigative compliance checks on these establishments with 14 full time liquor investigators, who have responsibility for overseeing more than 12,000 active liquor licenses. Approximately 9,500 of these are stores, restaurants, hotels, pubs and taverns that routinely sell alcoholic beverages to the public.

Colorado has more than 100,000 square miles of total area. Several of its urban counties are rated nationally among those with the highest rates of growth, while rural communities struggle with limited resources and geographic remoteness that act as barriers to interagency cooperation. All levels of government have been affected by the current recession and, consequently, the availability of funding for enforcing laws against underage drinking.

Underage drinking in Colorado is a problem that received little public notice until the deaths of two college students at leading state institutions in 2005. These tragic deaths focused attention on the problem of underage drinking. Colorado's 2005-07 EUDL award focused on state colleges and universities, resulting in a number of policy changes by those institutions and increased enforcement of underage drinking laws.

In 2005 and 2006, public attention was focused on underage drinking and driving among high school students as a result of several fatal car crashes involving teen drivers. This resulted in tightening state laws that govern licensing and permit requirements for 15 and 16-year-olds. Still, there is a lot to do. Levels of enforcement of underage drinking laws vary considerably between jurisdictions and parental attitudes toward drinking often send mixed messages to youth.

From FY 2006 through FY 2011, LTED has more than doubled its number of arrests for minors in possession, sales to minors, and use of false identification. LTED has also increased the number of compliance checks conducted from approximately 400, with a 71% compliance rate, to more than 1300, with a current compliance rate of 83%. LTED believes that the success of the compliance checks is attributable to the increased training of liquor licensees.

In 2010, the LTED applied for funding to develop an underage drinking website for the State of Colorado. The website will include databases for Minor In Possession citations and results of compliance checks by the LTED and Colorado law enforcement agencies. The website is expected to be online by the summer of 2012.

There is a continued need for enforcement at both statewide and local levels. The LTED has contracted with local law enforcement agencies to conduct enforcement and to coordinate activities with community based organizations. These sub-grants have been highly successful.

There have been notable outcomes over the past seven years from EUDL sub-grants in Colorado include:

- EUDL grants can reduce the negative consequences of underage drinking on college campuses. In 2005/06, the University of Northern Colorado saw a decrease of 45% in the number of hospitalizations for alcohol poisoning (from 20 to 11) during the 13-month sub-grant period, and a decrease of 10.1% in the number of transports for involuntary detoxification (from 58 to 52).
- Success with patrols at home football games was improved when:
 - There was a high rate of attendance by students (as opposed to alumni);
 - Law enforcement did preventive activities in neighborhoods near the stadium by contacting party hosts and patrolling during the games.
 - Signage and pre-game media releases created public awareness of increased enforcement and zero tolerance for underage possession and consumption.
- Success with non-alcohol events occurred when the events were sponsored by the college, well advertised in advance, included freebies for attendees, and coordinated with other campus events such as home games or alcohol prevention activities such as social norming campaigns. Pre and post event surveys measured changes in student attitudes and likelihood of repeating risky behaviors.
- Enforcement does discourage underage drinking. The effects are greater when:
 - The enforcement efforts are well advertised;
 - Coordinated with alcohol education and prevention efforts;
 - Data is collected and tracked for tickets for a wide range of alcohol-related violations that include noise violations (parties), possession and consumption by minors, fighting and public nuisance.
- One measure of success of a grant program is the rate at which the activities and programs funded by the grant are continued after the grant has ended. All 2005/07 EUDL sub-grantees were asked during the final contract monitoring visit which activities and programs would continue at full or partial levels, using available community resources for continuing funding, personnel and

materials. They indicated that 36 out of 61 activities and programs will continue after the end of the 2005/07 EUDL grant, a 62% continuation rate.

The focus of EUDL grant activities for 2011/13 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. Enforcing underage drinking laws statewide. The LTED has statewide jurisdiction over liquor licenses, and maintains satellite offices in several locations. LTED investigators will continue its 2008/10 level of activity throughout the state, conducting operations on its own initiative and in cooperation with local law enforcement agencies. The LTED has been able to greatly expand its local presence as a result of the federal EUDL awards.
2. Maintaining a EUDL support emphasis for local law enforcement agencies by providing training and assistance. The LTED 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 LTED's continued emphasis on supporting enforcement of underage drinking laws has enabled the LTED to increase underage enforcement and training activities and assistance to local law enforcement agencies.
3. 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 is to strengthen and support 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.
4. Implementing a new initiative for rural law enforcement agencies to award smaller sub-grants for enforcement purposes only. This enables rural agencies to apply for funding without having to compete with the larger urban agencies.

Application and funding for these sub-grants will be limited to Colorado law enforcement agencies as primary contractors. This includes municipal police departments, sheriff's offices, campus and tribal police departments.

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.

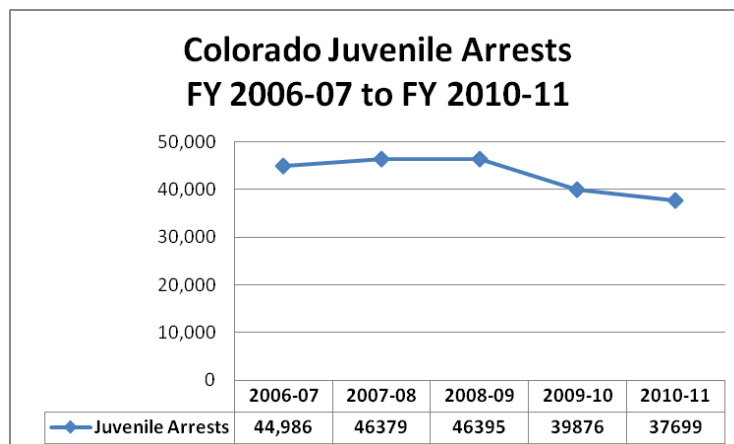
Per state statute each of the 64 counties in Colorado has a sheriff who is elected every four years. The sheriff is responsible for maintaining a county jail, providing civil and criminal paper service, transportation for the courts, responding to requests for service in the county outside municipalities 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 160-162, 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, 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 like other states across the nation is experiencing lower numbers in its juvenile justice system. Over the last three years (2008-2011) arrests have decreased by 18.7%, delinquency petitions decreased by 17.4%, detention admissions reduced by 18.1% and juvenile commitments decreased by 15%.



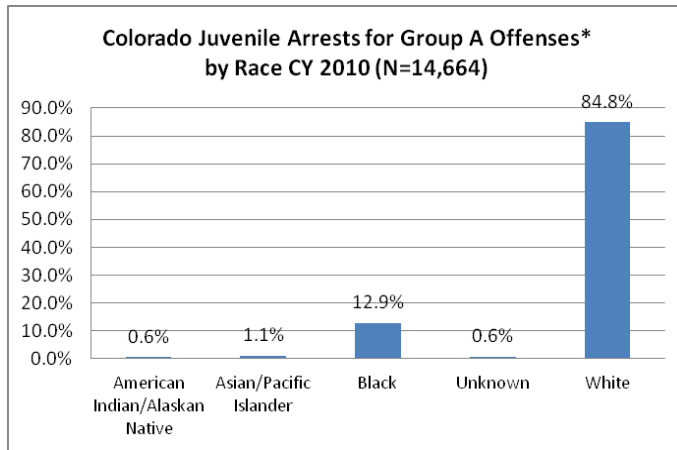
What is disconcerting is the racial and ethnic disparities at arrest. While black youth represent 4.8% of the state juvenile population ages 10-17, they represent 14.3% of the arrests for Group A and B offenses (see Table below for listing of offenses).

Colorado Juvenile Arrest Data	CY 2010			
	Population ages 10-17		Group A and B Juvenile Arrests*	
	#	%	#	%
Total	534,951	100.0%	31,761	100.0%
White	331,293	61.9%	16,619	52.3%
Black	25,918	4.8%	4,529	14.3%
Hispanic	153,064	28.6%	10,017	31.5%
Asian	18,401	3.4%	306	1.0%
Native American	6,275	1.2%	154	0.5%
Other/Unknown	--	--	136	0.4%

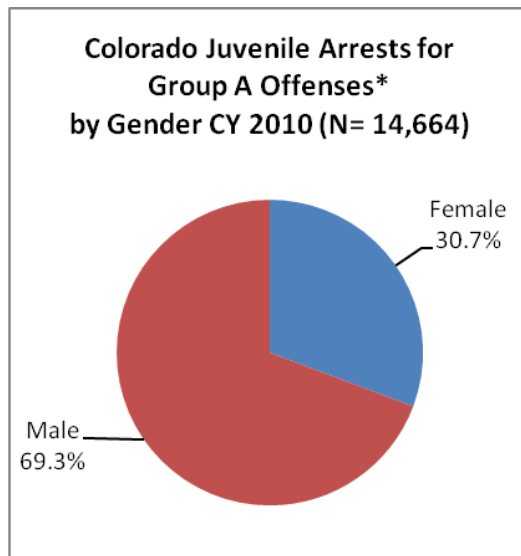
Data Sources: Population data from Colorado State Demography Office, <http://dola.colorado.gov/dlg/demog/2010censusdata.html>. Arrest data from CBI Perspective System. Extracted 2/27/2012 and analyzed by DCJ.

Part A and Part B Offenses Defined by the Colorado Bureau of Investigation		
Part A offenses		
Crimes Against Persons	Crimes Against Property	Crimes Against Society
Murder and Non-negligent Manslaughter	Bribery	Drug/Narcotic Violations
Negligent Manslaughter	Burglary/Breaking & Entering	Drug Equipment Violations
Justifiable Homicide	Counterfeiting/Forgery	Betting/Wagering
Kidnapping/Abduction	Destruction/Damage/Vandalism of Property	Gambling
Forcible Rape	Embezzlement	Sports Tampering
Forcible Sodomy	Extortion/Blackmail	Pornography/Obscene Material
Sexual Assault with an Object	False Pretenses/Swindle/Confidence Game	Prostitution
Forcible Fondling	Credit Card/Automatic Teller Fraud	Weapons Law Violations
Incest	Impersonation	
Statutory Rape	Welfare Fraud	
Aggravated Assault	Robbery	
Simple Assault	Pocket picking	
Intimidation	Purse snatching	
	Shoplifting	
	Theft	
	Theft of Motor Vehicle Parts/Accessories	
	All other Larceny	
	Motor Vehicle Theft	
	Stolen Property Offenses	
Part B Offenses		
	Bad Checks	
	Curfew/Loitering/Vagrancy	
	Disorderly Conduct	
	Driving Under the Influence	
	Drunkenness	
	Family Offenses	
	Liquor Law Violations	
	Peeping Tom	
	Runaway	
	Trespass of Real Property	
	All Other Offenses	

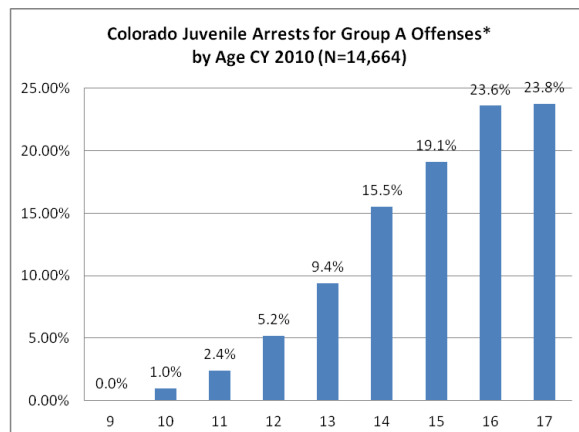
Source: CBI Perspective System



What do we know about juvenile crime in Colorado? Most youth arrested in calendar year 2010 were male (69.3 percent), and 85 percent were white (including youth of Hispanic ethnicity). Black youth represented 12.9 percent of all juvenile arrests, with 1.7 percent made up of other minority groups. (Source: CBI Perspective System. Extracted 2/14/2012 and analyzed by DCJ).



The average age of juveniles arrested was 15.1, with a median age of 15. The most frequent age arrested was 17. Almost half (47.4 percent) of juvenile arrestees were 16 or 17 years of age, with increasing age corresponding with increasing proportions of arrests. (Source: CBI Perspective System. Extracted 2/27/2012 and analyzed by DCJ).



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. Pursuant to Senate Bill 11-133, the use of school resource officers in school settings, was one focus of a Legislative Interim Committee to Study School Discipline which was directed in part to consider the use of law enforcement on school grounds and at school activities. Many members of the task force expressed concern that students who are arrested or ticketed in school face serious consequences not only within the justice system, but also when applying for college, the military, or a job. One national study reviewed by task force members states that schools may be "inappropriately adopting law enforcement strategies that are leading students unnecessarily into the juvenile or criminal justice systems." After thorough discussions, the Legislative Committee recommended that Colorado's Peace Officer Standards and Training (P.O.S.T.) Board provide training for school resource officers, and specifies that schools may not accept the assignment of an officer who has not completed the P.O.S.T. training after a certain date. This and other recommendations made by the Task Force were included in SB 12-046 which has been introduced. To review the full Report of the Legislative Task Force to Study School Discipline, go to: <http://www.colorado.gov/cs/Satellite?blobcol=urldata&blobheader=application%2Fpdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1251761735777&ssbinary=true>

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%; while 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.

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 training 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’s CIT program and training is statewide, coordinated initiative.

- 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.

Recognizing the need for specialized law enforcement training that is specifically focused on youth with mental health needs, the Models for Change Mental Health / Juvenile Justice Action Network, supported by the John D. and Catherine T. MacArthur Foundation, developed a Crisis Intervention Team for Youth (CIT-Y) training curriculum as an 8-hour continuing education program for CIT trained officers. In 2008, CRCPI received grant funding from the MacArthur Foundation to participate in the Models for Change: Mental Health/Juvenile Justice Action Network project to design & develop CIT Curriculum Toolkits. This funding created several curriculum guides, or CIT ToolKits, one for the 8-hour continuing education course – CIT for YOUTH and one for CIT for Schools & SRO’s ToolKit – 24 hour course.

The 8-hour CIT-Y was developed in conjunction with three participating Mental Health/Juvenile Justice Action Network States – Colorado, Louisiana, and Pennsylvania. Content development and layout was completed by the Colorado Regional Community Policing Institute in consultation with Don Kamin, Ph.D. of the Monroe County, New York Office of Mental Health, and Stephen Phillippi, Ph.D., LCSW of the Louisiana State University Health Science Center.

Following the release of the 8-hour CIT for YOUTH continuing education curriculum ToolKit, Colorado refined the current CIT for Schools & SROs to link CIT benefits to interventions in the school setting for law enforcement and school personnel (teachers, counselors, and administrators) as well as juvenile justice stakeholders (probation). This 24-hour CIT for Schools & SROs ToolKIT incorporates scenario training methodology to further develop crisis intervention skills for participants, similar to the CIT CORE 40-hour course.

The CIT for SROs and School Personnel (CIT for SROs) training curriculum is a three-day (24hour) training for law enforcement, school resource officers, school personnel and juvenile justice stakeholders. The training is administered in 11 separate units, ranging from .5 to 1.5 hours long. CIT for SROs is intended to provide participants with information about:

- Important adolescent development concepts and mental disorders in youth;
- Crisis intervention, de-escalation, and communication skills; and
- Options available to divert youth.

The training is provided in a classroom setting and is intended to be highly interactive. It includes a mix of instructional presentations, interactive exercises, videos, discussions, and most importantly, scenario training. Scenario training is one of the core elements of all CIT programs across the country, as it allows

participants to apply and actively test the knowledge and skills developed during the course. Course participants should be actively engaged with the instructors and other participants, and should be encouraged to draw upon their own experiences as first responders and contribute to the discussions.

CIT for SROs is targeted for law enforcement officers who function as School Resource Officers or juvenile specialists, school personnel, and juvenile justice stakeholders. It is intended to supplement rather than supplant the CIT training and, therefore, does not cover all of the topics typically included in the full 40-hour CIT training.

A local jurisdiction may consider inviting other stakeholders to the training to learn about the CIT for Youth program. However, before inviting additional participants, it is important to consider the impact of the presence of additional participants on the target training audience. If there are concerns that the presence of these supplemental audience members will hinder free flowing discussion and participation in the exercises, then the training audience should be limited to the primary target audience.

The CIT ToolKit is intended to be used by qualified instructors and Course Directors to implement an eight-hour CIT for SROs training. For each unit in this course, the guide includes the following:

- Delivery Sequence Matrix
- Unit content outlines
- PowerPoint materials
- Training aids and activities
- Performance outcomes
- Resource articles and references

In order to ensure that the training experience is engaging and relevant for its participants, instructors are encouraged to supplement the materials in this guide with their own experiences and understanding of the local area to ensure that the training fits with local needs and resources.

Colorado is delivering the CIT Schools & SRO's ToolKits through train the trainer courses (3 courses held in 2011) and will be introducing the toolkit at the National School Resource Officer Conference to be held in Denver, Colorado in July 2012. However the delivery of the 8-hour CIT for Youth ToolKit is currently managed by Models for Change Mental Health / Juvenile Justice Action Network, supported by the John D. and Catherine T. MacArthur Foundation.

Another area of growing concern for law enforcement in Colorado is the **Commercial Sexual Exploitation of Children (CSEC)**. The following information is provided by the Denver Police Department through its 2011 Law Enforcement CSEC Grant Proposal and the Rocky Mountain Safe Streets Task Force's Innocence Lost Working Group (ILWG) 2011 Comprehensive Report.

Colorado is a known source, transit, and destination state for human trafficking. Denver, in particular, provides a geographic crossroads and is accessible via an international airport and by two major interstates: Interstate 25, which nearly reaches the Mexican border and Interstate 70, which spans the east coast to west coast. In the last four years, the Denver Police Department (DPD) Vice Team has been involved in nearly 100 separate Human Sex Trafficking and Child Prostitution investigations, leading to the arrest and prosecution of close to 300 persons, and the rescue of 68 persons – of which 33 were children. Human trafficking is one of the world's fastest growing criminal enterprises, operating on the same scale as the illegal trafficking of weapons and narcotics and Denver is no exception. Commercial sexual exploitation of children in Denver, especially in the area of child prostitution and child sex trafficking, has increased exponentially. Between 2009 and 2010 the number of DPD Human Trafficking Investigations increased 100% (from 14 and 28) and the number of children that were rescued from exploitative situations more than tripled.

In Denver, the following forms of Commercial Sexual Exploitation of Children (CSEC) are most common: 1) prostitution, 2) pimp control, 3) massage parlors that may have included minors, and 4) internet crimes against children. Investigation of any of these crimes can be complex and can span several jurisdictions. It can take years to bring down an entire criminal enterprise through Grand Jury indictments.

Studies have demonstrated that prostituted youth are more often victims of violent crimes and that 53% of prostituted girls were victims of sexual abuse and torture. 49 percent of prostituted women will attempt suicide and 75% will report drug abuse problems. Research indicates that a number of factors can contribute to teenage prostitution; most notably, homelessness, running away, and a history of abuse

and/or neglect. A young person being homeless for more than 30 days has been shown to be the “single most determinate factor causing youth to engage in prostitution.” In fact, a Denver study found that 24% of homeless youth reported they had trade sex for a survival resource (e.g., food, shelter). Two of every three runaways turn to prostitution and 77% of prostituted teens report running away from home at least once prior to being prostituted. Studies have found that up to 90% of young prostitutes report prior sexual abuse and two in three have been physically assaulted in their home.

In 2011, the ILWG reported 29 juveniles recovered in Denver, Lakewood, Aurora, Wheat Ridge and Colorado Springs, 4 of whom were received twice making 33 recoveries. The average age of the juvenile recoveries was age 16, with the average age of beginning prostitution being 15. The race breakdown were 18 (55%), white 14 (42%) African American and 1 (3%) Hispanic, Non-white. All but one were females and 29 of the 33 were on runaway status when recovered.

Diversion or Filing/District Attorneys

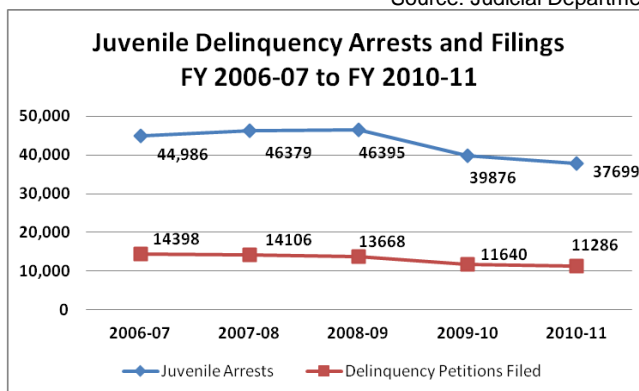
The District Attorney (DA) is elected to a four-year term in each of the 22 judicial districts in Colorado. Judicial districts vary in the number of counties they cover, from one to seven. Larger DA offices may have a separate juvenile division that is often the “learning ground” for new prosecutors. 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.

Either at intake or after failure on diversion, the DA can proceed with a formal **filing of a delinquency charge in** district court. Colorado has experienced a 24 percent decrease in the number of juvenile delinquency filings since SFY 2006, with 14,926 filings in 2006 lowering to 11,286 in SFY2011.

District Court Juvenile Delinquency Filings					
SFY 2006	SFY 2007	SFY 2008	SFY 2009	SFY 2010	SFY 2011
14,926	14,389	14,106	13,668	11,640	11,286

Source: Judicial Department Annual Reports FY 2006-2011



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. The most common single crime filed in juvenile delinquency cases in SFY 2011 theft (1,777 or 16.0%) followed by assault (1,486 or 13.0%).

Highest percentages of delinquency filings by type of case						
Case Type	SFY 2008-09		SFY 2009-10		SFY 2010-11	
	# of Cases	% of Total Cases	# of Cases	% of Total Cases	# of Cases	% of Total Cases
Assault	1729	13.0	1557	13.0	1486	13.0
Burglary	1207	9.0	938	8.0	867	8.0
Criminal Mischief	1059	8.0	890	8.0	949	8.0
Drugs	1029	8.0	900	8.0	888	8.0
Theft	2126	16.0	1777	15.0	1777	16.0
Trespass	878	6.0	734	6.0	732	6.0
Other	5640	40.0	4844	42.0	4587	41
Total	13668	100%	11640	100%	11,286	100%

Source: Judicial Dept Annual Reports FY 2008-09 to FY 2010-11

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.

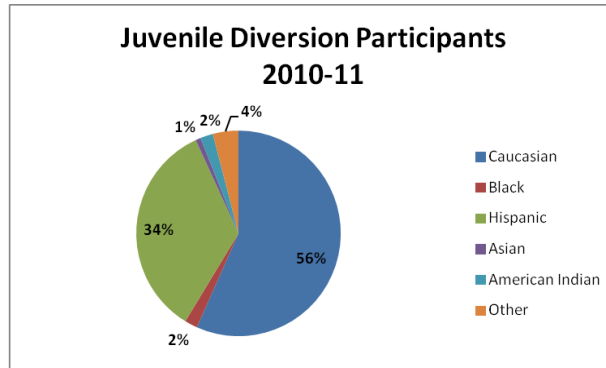
Diversion of a juvenile or child may take place either at the pre-filing level as an alternative to filing of a petition pursuant to C.R.S. 19-2-512 or at the post adjudication level as an adjunct to probation services following an adjudicatory hearing pursuant to C.R.S. 19-3-505 or a disposition as 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.

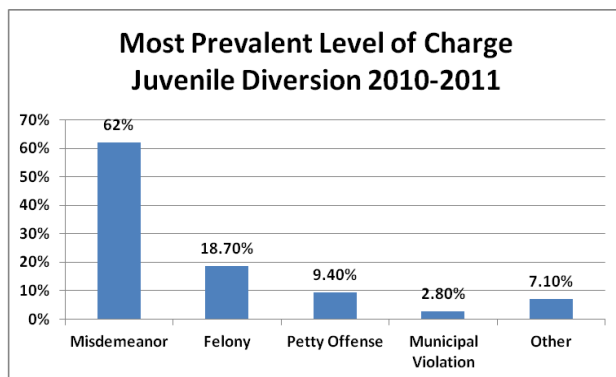
After 20 years of stable funding, in FY 2002-03, state funding of \$2.5 million for juvenile diversion was vetoed from the state appropriations bill and reverted to the state General Fund to help address the state budget shortfall. Although juvenile diversion programs in district attorneys' offices and 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 at \$1.2 million.

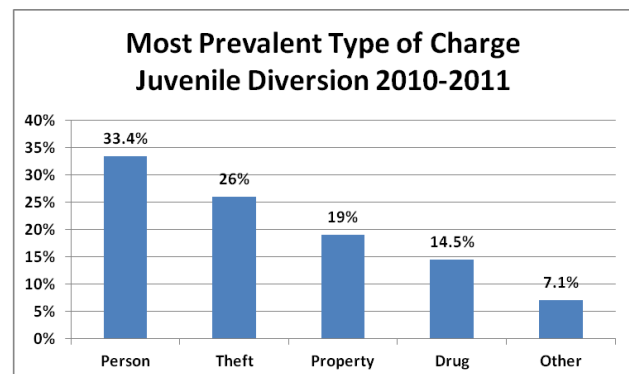
The Division of Criminal Justice is responsible for administering the Juvenile Diversion funding. In 2011, it awarded funds to 19 programs in 15 of the 22 Judicial Districts. From July 2010 through June 2011, a total of 1,591 youth were served through 20 state-funded juvenile diversion programs located in 15 Judicial Districts across the state. Eight programs were located within District Attorneys' Offices, 2 were county-based programs, 2 were municipal programs and 8 were community-based programs. Of the youth served, 63% were male, 56% White/Caucasian, 34% Hispanic/Latino, 2% Black/African American, 2% Native American, .8% Asian/Pacific Islander and 4% other.



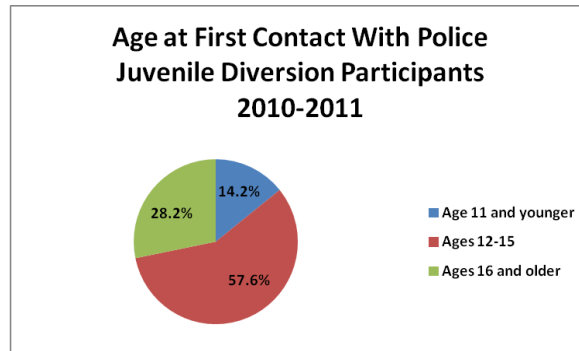
The most prevalent level of charge for which youth were referred to Diversion was misdemeanors (62%), felonies (18.7%), petty offenses (9.4%), and municipal violations (2.8%).



Person was the leading type of charge for Diversion participants (33.4%) followed by theft crimes (26%), property offenses (19%) and drug crimes (14.5%).



Most Diversion participants (57.6%) were between the ages of 11 and 15 at their first contact with police, 14.2% ages 10 or under and 28.2% ages 16 and 17 at first contact.



A total of 667 youth exited a diversion program during the reporting period, with 82.9% being successful, 5.0% unsuccessfully terminating due to an arrest on a new offense, and 7.9% unsuccessfully terminating due to non-compliance with their diversion contract. A total of 10,949 community service hours were ordered of which 9,556 were completed by diversion program participants and \$49,051 in restitution collected.

There are two Formula Grant-funded juvenile diversion studies currently underway with the OMNI Institute. In the first, OMNI is analyzing intake/exit data from current state-funded juvenile diversion programs, and recidivism data from DCJ, to assess grantee-level program outcomes and recidivism rates among diversion participants. This work will culminate in individual grantee-level reports that importantly supplement aggregate analyses of diversion data, and provide valuable information to grantees and DCJ regarding populations served, services provided, and potential areas of program improvement. The overarching aim of the second project is to improve the juvenile diversion evaluation system in order to enable providers and the state to make more informed decisions and improve their provision of services. The evaluation activities proposed are designed to yield significant improvements in: assessment and referral of youth to needed services; evaluation capacity of grantees; and amount and utility of data and findings available to assess program quality, program outcomes, and statewide impact on juvenile crime and recidivism.

Detention/Senate Bill 94- Detention Continuum

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. Youth can also be screened into detention pretrial based on the type of crime and/or the level of risk to self or others. 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.

Certain crimes also require the pretrial 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.

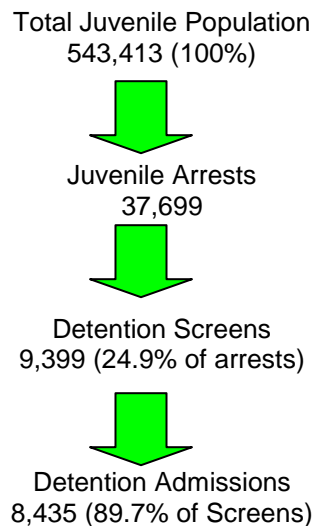
If an intake screener has assessed that a juvenile is to be securely detained after the arrest, the court must hold a **detention and shelter hearing** within 48 hours, excluding weekends or holidays, from the time the juvenile is taken into temporary custody. The hearing is held to determine whether 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. Release 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.

During FY 2010-11, there were 37,699 juvenile arrests across the state of Colorado. Approximately one-fourth of arrests resulted in the youth being screened for detention placement and 22.4% of those arrests resulted in a secure detention admission.

Juvenile Justice Filtering Process to Detention- FY 2010-2011



In the *Evaluation of the Senate Bill 94 Program: From Innovation to Integration Fiscal Year 2010-2011 Annual Report* (http://www.colorado.gov/cdhsdyc/Resources-Publications/SB94_2011_Annual_Report.pdf), the Center for Research Strategies and the Aurora Research Institute highlighted five main themes regarding SB 94's practices, challenges, and successes. Much of the SB 94 section of this Three Year plan includes excerpts from the above referenced report. Readers are encouraged to view the full report located at the link above.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- As the SB 94 budget decreased in FY 2003-04 and FY 2004-2005, the percentage of funding spent on treatment decreased while the percentage spent on supervision increased.
- As the budget increased in subsequent years, this trend was reversed and a lower percentage of the budget was spent on supervision while a higher percentage was spent on evidence-based treatment.
- The percentage of the budget spent on treatment services across the state, reached its highest level during the most recent fiscal year at 17.0% of the total budget.

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

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

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

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

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

- Each JD is required to have a Juvenile Services Planning Committee (JSPC) to set JD funding priorities.
- The JSPCs include members from a variety of agencies that collaborate to deliver an integrated array of services to youth at risk of further involvement with the juvenile justice system.
- Local control has translated into statewide success. JDs have consistently performed extremely well on three identified objectives:
 - High rates of youth who complete services without failing to appear at court hearings (98.0%).
 - High rates of youth who complete services without incurring new charges (97.0%).
 - High rates of youth who complete services with positive or neutral reasons for leaving SB 94 programming (91.5%).
- Overwhelming JD success in achieving current goals suggest that it may be time to focus JD attention on new areas for improvement and progress.

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

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

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

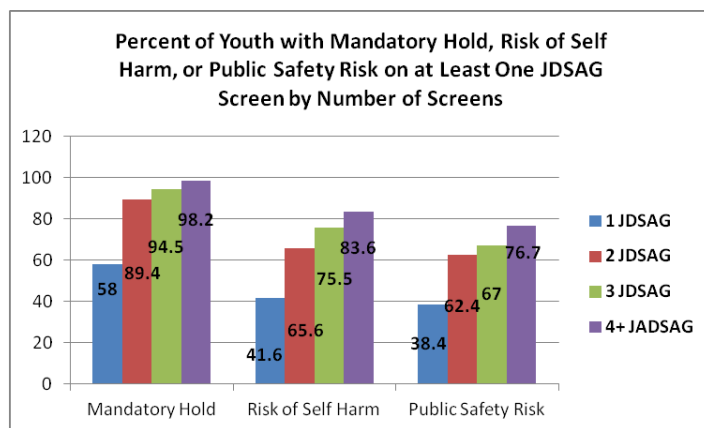
In 2004, the legislature imposed a cap of 473 on the number of detention beds that can be utilized on any given day. The SB 94 program assists DYC in effectively managing detention bed utilization by funding community-based services for youth that are not a threat to public safety. Community services provision enhances the detention continuum capacity, ensuring that detention beds are available when needed. Indices of secure bed utilization suggest that capacity was successfully managed during FY 2010-11.

- The maximum of the daily maximum count was 416 beds used (86.8% of the 479 bed detention cap).
- On average, 2.5 (21.2%) of facilities were at or above the 90% capacity on any given day and there was at least one facility at or above 90% of cap on 307 days (84.1%).
- During FY 2010-11, the total client load averaged 417.6 youth per day. This is down 4.4% from FY 2009-10, and represents an average client load that is 87.2% of the secure detention cap.

- Median LOS has been stable over the past five years. The fiscal year 2011 median of 7.1 days is only slightly below the five-year high of 7.3 days, and slightly above the five-year low of 7.0 days.

By the time youth are admitted to a secure detention facility they have received two screens, the Juvenile Detention Screening and Assessment Guide (JDSAG) and the Colorado Juvenile Risk Assessment (CJRA) Prescreen. These screens serve different purposes. The JDSAG was designed to predict youth failure to appear for their court hearing and to determine whether youth pose an immediate risk to the community if released. In contrast, the CJRA pre-screen assesses youth risk of reoffending; assigning a risk level of low, moderate, or high to each youth. SB 94 uses the JDSAG at time of arrest to determine appropriate youth placement along the detention continuum of services. Structured as a decision tree, the JDSAG produces a placement recommendation based upon responses to questions about mandatory hold factors³, serious delinquency, risk of self-harm, public safety risk, family or community resources, presence of a responsible adult, and the type of offense. The JDSAG is not administered to every youth arrested. Youth arrested for minor offenses may be released without completing a JDSAG; particularly if the youth is arrested for a more minor offense that would be unlikely to lead to admission in a secure detention facility. It is possible that the detention cap had the deleterious effect of reducing screenings for these youth with minor offenses. It is best practice to screen all youth arrested, regardless of current offense to ensure that youth are screened both in *and out* of detention placements based on standardized and validated instrument scores.

There were a total of 9,399 JDSAG screens administered during FY 2010-11. The JDSAGs were administered to 6,045 unique youth. Youth with a single JDSAG during FY 2010-11 accounted for 43.5% of the detention screens completed. Approximately one third of screened youth received more than one screen during the fiscal year. These youth accounted disproportionately for 56.5% of all screens. Youth with a single JDSAG within the FY exhibited lower risks than youth with more than one JDSAG. Youth with two or more JDSAG screens were much more likely to be identified as a risk to public safety or a risk to themselves on at least one JDSAG screen, increasing the likelihood of placement in secure detention following the screen. In addition, youth who received multiple JDSAGs were more likely to have an outstanding warrant or to have been arrested for a crime that mandated placement in secure detention. In essence, a large proportion of detention resources are being used to repeatedly screen and securely detain a minority (one third) of youth who represent the highest public safety risk. This is an indication that the limited number of secure detention beds are appropriately being reserved for those youth who are unable to succeed in the community setting.



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

During the FY 2010-11 fiscal year, almost half of secure detention admissions resulted from warrants issued because the youth failed to comply with court ordered sanctions or failed to appear for a court hearing. Secure detention admissions related to warrants and remands increased slightly over values from the prior two fiscal years. Preadjudicated detention admissions accounted for 37.7% of secure

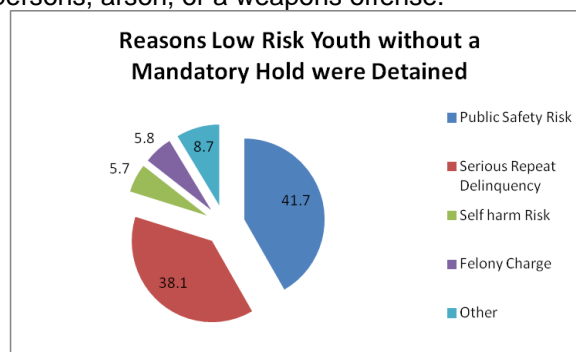
detention admissions. This value has declined slightly over the past three FYs. These changes should be interpreted cautiously. The table which follows is included to provide readers with a general picture of the detained population.

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

Since FY 2008-09, JDs have been required to use the CJRA Prescreen for every youth admitted to a secure detention facility. In FY 2010-11, 89.8% of all youth received a CJRA Prescreen shortly after admission to a secure detention facility. The CJRA assigns a risk level of low, moderate, or high to each youth. In interpreting the Prescreen result categories, it is important to remember that “Low” risk is a relative term that simply describes an individual’s risk of reoffending relative to other delinquent youths’ risk of reoffending. The CJRA Prescreen is a short, initial screen that does not cover all domains associated with risks of youth re-offense.

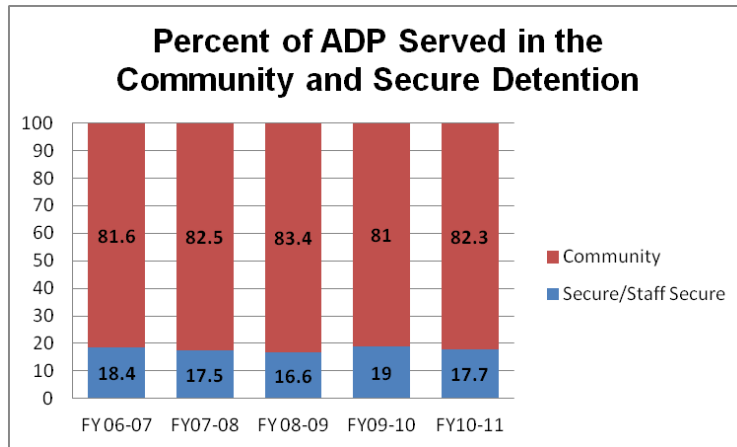
CJRA’s Completed and Level of Risk						
Fiscal Year	Total Admissions	CJRA’s Completed	Percent of Total	High Risk	Moderate Risk	Low Risk
FY 2008-09	10,295	8,445	82.0	35.0	31.4	33.6
FY 2009-10	9,102	7,471	82.1	36.2	32.4	31.3
FY 2010-11	8,435	7,577	89.8	34.0	29.5	36.5

Among youth at low risk of reoffending (CJRA finding), mandatory holds accounted for 72.4% of secure detention admissions. Upon further examination of the reasons these youth were detained, it was found that eighty percent were deemed to be a risk to public safety or displayed indicators of serious repeat delinquency. In fact, 34.6% of these youth had a prior history of violence and 30.8% had a history of committing crimes against persons, arson, or a weapons offense.

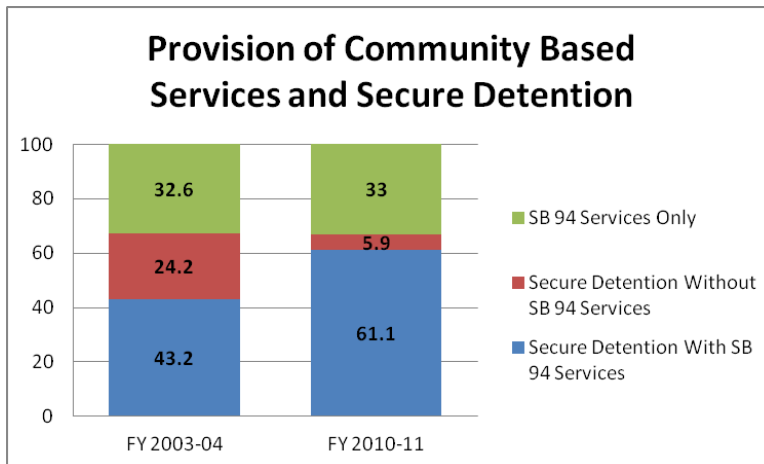


DYC uses Five Key Strategies to guide its implementation of evidence-based juvenile justice practice: (1) The Right Services at the Right Time delivered by (2) Quality Staff using (3) Proven Practice in (4) Safe Environments embracing (5) Restorative Community Justice Principles. The SB 94 program enables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

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



Since FY 2003-04, the SB 94 program has instituted programmatic changes that resulted in a dramatic shift in the provision of community based services for youth who also have secure detention stays. While the percent of youth receiving *community* services without a secure detention stay remained constant, the proportion of youth with secure detentions stays who *did not* receive SB 94 community based services dropped from 24.2% to 5.9%. This shift reflects a growing reliance on the evidence-based principle that dictates the inclusion of community based support for all youth in effective juvenile justice practice.



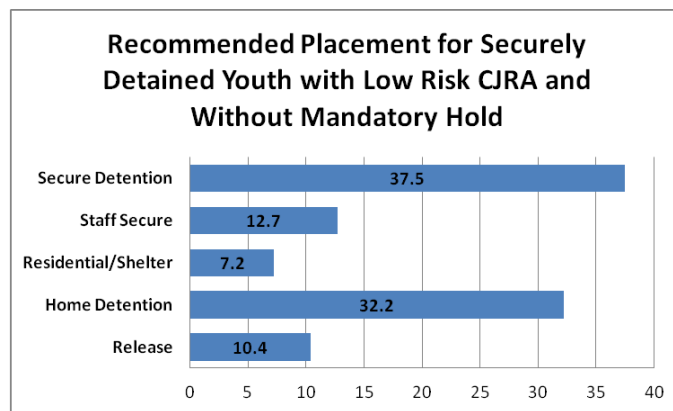
Part of the SB 94 program's efforts to provide the right service at the right time includes using the JDSAG to determine the appropriate level of placement. A critical element for successful implementation of the JDSAG is the ability for local staff to over-ride placement decisions. The strength of this model is that it

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

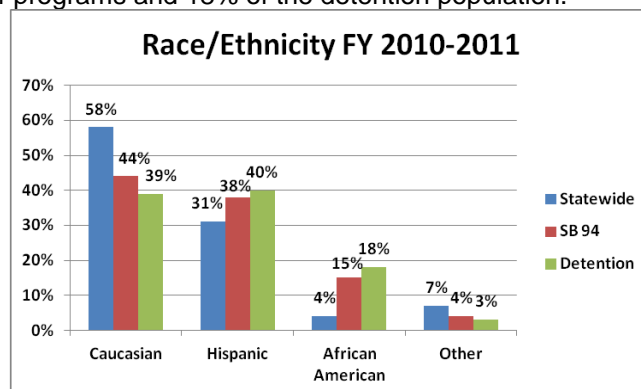
A positive indicator of appropriate placement decisions utilizing the JDSAG would be a high degree of agreement between the screening and actual placements. Fiscal year 2010-11 indicators look strong, with an overall agreement of 84.4% between screening recommendation and actual placement.

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

The figure below depicts the JDSAG *recommended* placement of a specific subset of youth who were actually placed in secure detention. These 653 youth scored as low risk on the CJRA pre-screen (low risk category simply assesses a youth’s risk of re-offense based on a short screening tool and should not be interpreted to mean that the youth are low risk to public safety as compared to risks posed by the general public) and did not have a mandatory hold. Youth represented in the ‘Secure Detention’ category are youth whose JDSAG recommended placement matched their actual placement. The remaining 62.5% of youth were screened as needing a less secure placement but were instead, placed in secure detention.



Although white youth, ages 10-17 are estimated to represent 58% of the Colorado youth population, they represent only 44% of the juveniles served in SB 94 programs and 39% of the detention population in FY 2010-11. Alternatively, Hispanic youth who are estimated to represent 31% of the Colorado youth population represent 38% of the juveniles served in SB 94 programs and 40% of the detention population and African American youth who represent 4% of the Colorado youth population, represent 15% of juveniles served in SB 94 programs and 18% of the detention population.



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 comprised of 21 regional trial offices and employs 410 lawyers and a total staff of 650. 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 committed to ensuring that children represented by guardians *ad litem* (GALs), Colorado's most vulnerable and marginalized population in the courts, receive the best legal services available to protect and promote their safety and well-being throughout all aspects of a case. Court-appointed attorney GAL service is a mandated service that must be provided to children; as such, these services are not discretionary. Section 19-3-203, C.R.S. states the court shall appoint a GAL in every dependency and neglect (D&N) case; §19-1-111, C.R.S. requires the court to appoint a GAL in delinquency (JD) matters and other case types when it is necessary to serve the child's best interest; and §14-10-116, C.R.S. requires the state to bear all costs in a parental responsibility case of a Child's Legal Representative (CLR) or Child and Family Investigator (CFI) appointment if the parties are indigent. See <http://coloradochildrep.org/> for more information.

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 litigations 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. FY 11 yielded a decrease in JD costs. The OCR attributes this to the second full year of implementation of SB09-268, which amended C.R.S. § 19-1-111 to clarify that GALs are only appointed in certain instances in delinquency matters: 1) if a parent is not present, 2) if there is a conflict of interest between the child and parent and 3) appointment is in the best interest of the child. Also, the GAL must not remain on the case indefinitely. The GAL's appointment terminates upon sentencing when the child is re-turned home.

(http://coloradochildrep.org/images/uploads/attachments/2011_General_Assembly_Report.pdf)

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:

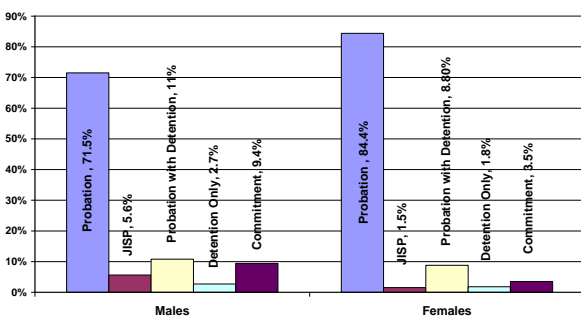
- Commitment to the Division of Youth Corrections for a period up to 7 years (19-2-909, C.R.S.). Specific sentences for special offenders are required by statute (19-2-908, C.R.S.).
- Sentence to a county jail if the juvenile is at least 18 at the time of sentencing (19-2-910, C.R.S.).
- Sentence to 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:

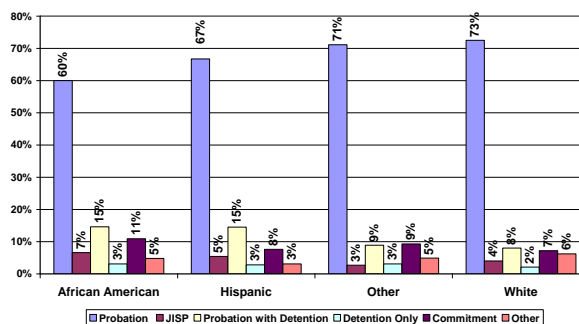
- The majority of youth adjudicated in 2006 received probation sentences.
- The average age of adjudicated juveniles varied little by placement. Those sentenced to the Division of Youth Corrections (DYC) tended to be oldest at 15.8 years. Those sentenced to regular probation averaged 15.3 years.
- In 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)



Community Supervision/Probation Services

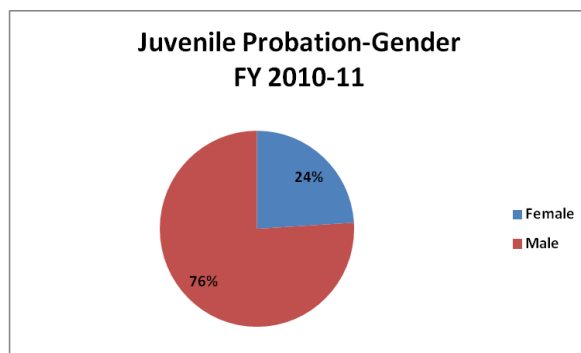
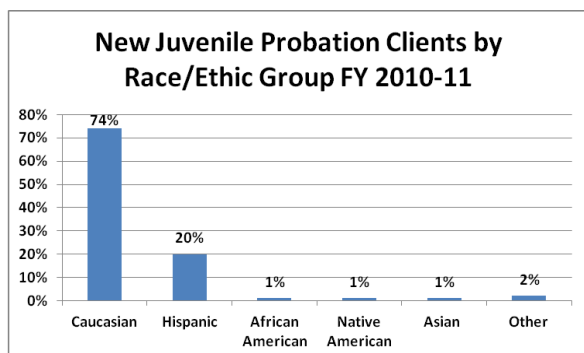
Probation is the responsibility of the Colorado Judicial Branch, excluding county and municipal probation. Managed by the Chief Probation Officer in each judicial district, probation officers provide assessments and pre-sentence information to the courts, supervise the offenders sentenced to community 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 refer the juvenile to community-based services, and may operate or refer a juvenile to a community service or work program. A graduated sanction framework is followed when a juvenile violates or fails to comply with conditions of probation. Probation officers work closely with the local “alternative to incarceration” programs to lessen the sentencing of non-compliant juveniles to secure detention or commitment.

Regular Juvenile Probation					
	FY 06-07	FY 07-08	FY 08-09	FY 09-10	FY 10-11
New probation cases	6,030	5,924	5,707	4,746	4,637

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2010-2011



The number of new clients accepted into regular juvenile probation numbered 4,637 in FY 2010-11 a slight decrease from the prior year. Most new juvenile probationers were males (76%) and Caucasian (74%) and ages 16 (21%) or 17 (25%) years of age at the time of intake.

Juvenile Probation New Clients by Age FY 2010-11					
10-14 Years	15 year	16 Years	17 Years	18 Years	Unknown
1,048	831	992	1,139	627	2
23%	18%	21%	25%	14%	0%

A majority of new juvenile probationers were adjudicated on a misdemeanor charge (59%), followed by felony charge (28%).

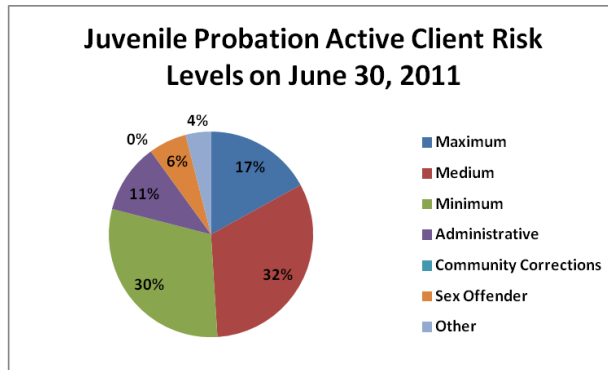
Juvenile Probation New Clients by Offense Type FY 2010-11					
Felony	Misdemeanor	Petty Offense	Traffic	Other	Total
1,910	2,731	236	3	346	4,637
28%	59%	5%	0%	7%	100%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2010- June 2011

Of the 5,676 juvenile probationers having an active case in FY 2010-11 , 17% were assessed as having a maximum level of risk, 32% as medium level of risk and 30% as minimum level of risk.

Juvenile Probation Active Clients Risk Levels on June 30, 2011							
Maximum	Medium	Minimum	Administrative	Community Corrections	Sex offender	Other*	Total
956	1,789	1,686	637	16	354	238	5,676
17%	32%	30%	11%	0%	6%	4%	100%

* Includes probationers within their first 30 days of supervision start date and Interstate Transfers to Another State Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2010- June 2011



Successful termination rates have improved slightly rising from 72% in FY 2007-08 to 74% in FY 2010-11. It appears that the amount of time a juvenile is under supervision has slightly increased but a majority (53%) terminates within the first 12 months of supervision.

Regular Juvenile Probation- Termination Status				
	FY 07-08	FY 08-09	FY 09-10	FY 10-11
Total Terminations	4,705	4,729	4,501	3,998
Successful Probation Terminations	72%	74%	73%	74%
Revoked – Unsuccessful Probation Terminations	21%	21%	22%	21%
Absconded- Unsuccessful Probation Terminations	6.0%	5.0%	5.0%	5.0%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2008- June 2011

Length of Stay on Probation at Termination			
	0-12 months	13-24 months	More than 24 months
07/08	55%	32%	14%
08/09	56%	31%	13%
09/10	54%	32%	15%
10/11	53%	32%	15%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2008- June 2011

In the annual recidivism report, terminations are analyzed and reported slightly differently and therefore do not match the above termination percentages. The table below shows that for all terminations in FY 2009-10, 19.9% of the cases, were terminated for a technical violation, reflecting a slight increase from the previous year's rate of 19.3%. Revocations for a technical violation are based on non-compliance with probation conditions and include failure to report to the probation officer, failure to attend and/or complete treatment, failure to attend school, etc. These pre-release recidivism rates have remained relatively stable. In FY 2009-10, juveniles were terminated from probation for the commission of a new crime in 7.1% of the cases, which is slightly higher than the 7% rate from FY 2008-09.

Regular Probation- Juvenile Terminations FY 2008-09 and FY 2009-10 Comparisons		
Termination Type	FY 2008-09	FY 2009-10
Successful	73.7% (3,485)	73.0% (3,285)
Failure: Technical	19.3% (912)	19.9% (898)
Failure: New Crime	7.0% (332)	7.1% (318)
Total	100% (4,729)	100% (4,501)

Source: Pre-Release Termination and Post-Release Recidivism Rates of Colorado's Probationers: FY2009- 2010Release, Division of Probation Services, Evaluation Unit, Colorado Judicial Branch

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.

Placement of Juvenile Probationers Who Successfully Completed Probation and had a New Filing Post Release- FY 2009-10		
	Regular Probation	Intensive Supervision Probation
Incarceration (DYC)	2.8% (13)	0% (0)
Detention/County Jail	13.9% (46)	0% (0)
Supervised Probation	17.9% (36)	12.5% (1)
Alternate Sentence	8.8% (41)	12.5% (1)
Not Yet Sentenced or Case Dismissed	70.5% (327)	75.0% (6)
Total	100% (463)	100% (8)

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 2010-11, a total of 402 new clients entered the JISP Program; a majority being transferred from regular probation.

Juvenile Intensive Supervision Probation (JISP) New Clients by order Type FY 2007-08 through FY 2010-11										
	Direct Sentence		Transfer from Regular Probation		Change of Venue		Interstate Transfer to Colorado		Total New Clients	
	Number	%	Number	%	Number	%	Number	%	Number	%
FY 2007-08	160	33%	291	61%	28	6%	0	0%	479	100%
FY 2008-09	198	39%	285	56%	29	6%	0	0%	512	100%
FY 2009-10	192	37%	300	57%	32	6%	0	0%	524	100%
FY 2010-11	131	33%	249	62%	22	5%	0	0%	402	10%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2008-July 2011

In FY 2010-11, 223 juveniles successfully completed the JISP Program who might otherwise have served sentences in the Division of Youth Corrections. Out of a total of 448 clients who exited the JISP Program, 46% were revoked for a technical violation; a new felony or a new misdemeanor; a 7% decrease from FY 2007-08.

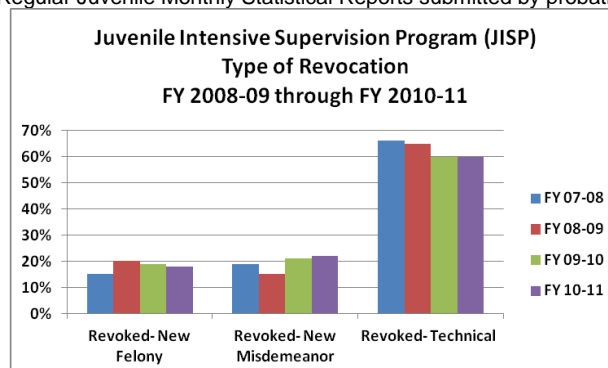
Juvenile Intensive Supervision Program (JISP) Successful/Unsuccessful Terminations FY 2007-08 through FY 2010-11								
	FY 07-08		FY 08-09		FY 09-10		FY 10-11	
	Number	%	Number	%	Number	%	Number	%
Successful Probation Terminations	204	41%	245	45%	217	46%	223	50%
Revoked- Unsuccessful Probation Terminations	261	53%	267	49%	232	49%	204	46%
Absconded- Unsuccessful Probation Terminations	32	6%	32	6%	25	5%	21	5%
Total Terminations	497	100%	544	100%	474	100%	448	100%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2008-July 2011

Looking at the type of revocations from the JISP Program, we see 60% of those revoked in FY 2010-11 were due to technical violations of probation; a decrease from prior years. Increases in the revocations were largely a result of new misdemeanor and felony crimes which increased from 19% in FY 2007-08 to 22% in FY 2010-11 for misdemeanors and from 15% in FY 2007-08 to 18% in FY 2010-11.

Juvenile Intensive Supervision Program (JISP) Type of Revocation FY 2007-08 through FY 2010-11								
	FY 07-08		FY 08-09		FY 09-10		FY 10-11	
	Number	%	Number	%	Number	%	Number	%
Revoked- New Felony	40	15%	53	20%	44	19%	36	18%
Revoked- New Misdemeanor	50	19%	41	15%	48	21%	45	22%
Revoked- Technical	171	66%	173	65%	140	60%	123	60%
Total Revocations	261	100%	267	100%	232	100%	204	100%

Source: Regular Juvenile Monthly Statistical Reports submitted by probation districts for July 2008-July 2011



In 2010, the Division of Probation Services was awarded a Justice Assistance Grant, entitled the **MAYSI Screening for Juveniles with Mental Health and Substance Use Needs**, to pursue statewide implementation of the Massachusetts Youth Screening Instrument-Second Version (MAYSI-2). Colorado had already conducted mapping of juvenile justice and mental health systems to determine areas of needs and gaps with mental health screening being identified through a MacArthur Foundation grant and Colorado's involvement in the Models for Change Mental Health/Juvenile Justice Action Network grant awarded to the Division of Criminal Justice in 2007.

To date under the auspices of this JAG project, five agencies have begun implementation of the MAYSI-2 (Denver Juvenile Probation, Denver Safe City, Jefferson County JAC, 1st JD Juvenile Probation, and 8th JD Juvenile Probation), site specific procedures and protocols have been developed to guide referrals in response to findings on the MAYSI, and a MAYSI on-line training as well as a Level of Needs report were developed. This report was generated from data collected from the sites that identified demographics, types of potential MH & substance use needs, and identified implications for service needs (barriers and resource availability). In addition, focus groups were held with youth and parents. In its first year, a total of 1,813 MAYSI-2 were completed.

Now in its second year, the project had added the 10th and 14th JD Juvenile Probation Offices. From February through August of 2011, a total of 1855 MAYSI-2's were completed, of which 65% were for males. Caution and Warning scores are being tracked and analyzed to determine if modification of referral protocols are warranted. If additional funding is awarded, the following tasks will be completed:

- Case Studies: Develop a series of case studies on sites where MAYSI-2 implementation has been very successful and sites where it has been less successful – sharing models for successful implementation for other sites to utilize and leveraging knowledge about best practices in implementation for both early entry sites and Probation.
- Literature Review: Complete an updated literature review of Juvenile Justice mental health screens and the use of the MAYSI-2 nationally (specifically capturing what other states are learning from the use of the MAYSI-2 across their Juvenile Justice systems) to inform Year 3 deliverables.
- Multiple administrations of the MAYSI-2: Develop criteria/guidelines on when it is appropriate to administer the MAYSI-2 (based on two years of program implementation, feedback from juvenile justice professionals and the MAYSI-2 national research) for more system involved youth. This would be particularly relevant to Probation sites where information is already available about the youth as opposed to early entry sites where no or only limited information may be available
- Develop, vet and revise existing products (referral protocol template, accompanying instructions and individualized referral templates, and online training modules) based on the successful strategies that are uncovered as well as the learning from the new rural sites (Grand, Moffat and Routt) and another non-Metro Denver site (Pueblo). Finalized products will be released for statewide dissemination.
- Finalize data collection and analysis for 10th and 14th JD's to allow sufficient time to report the results back to them to inform their efforts to implement the MAYSI-2.

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. Juveniles 10 to 20 years old may be committed to DYC for acts committed prior to the youth's 18th birthday. Individuals over the age of 18 at the time of sentencing may be sent to a county jail or to community corrections. The Division on Youth Corrections cannot maintain custody or supervision of any individual past the age of 21. Although the majority of the sentences to DYC are for approximately two years, individuals who are found to be "Aggravated Juvenile Offenders" can be sentenced to a commitment period of up to seven years, and may be transferred to the Department of Corrections (adult facility) after the age of 18.

The mission of the DYC is to protect, restore, and improve public safety through a continuum of services and programs that effectively supervise juvenile offenders, promote offender accountability to victims and communities, and build skills and competencies of youth to become responsible citizens. 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. DYC divides the state into four management regions so that services can be tailored to the special needs of Colorado's diverse mix of urban, suburban and rural communities.

The decision as to where committed juveniles are placed lies with the DYC. During the first thirty days of a youth's commitment, he/she is taken to one of four regional assessment centers where a full complement of assessment instruments is used to determine a youth's treatment needs. The assessment occurs in a secure facility, and the assessment period lasts for thirty days. Youth are evaluated on a wide variety of factors to determine where a youth will be placed (secure facility or community placement), and to develop a specific treatment plan. 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, 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. The DYC Client Manager develops an individual care plan to ensure that the juvenile's specific needs and problems are addressed. The plan maps out what will happen to the juvenile during the period of commitment, the projected length of stay and the arrangements for aftercare. The Client Manager will monitor the youth's progress throughout his/her commitment and will serve as the youth's Parole Officer when he/she is placed on parole.

In accordance with Colorado law, counties may create a **Juvenile Community Review Board (CRB)** to approve DYC community level placements. CRB's review information such as a juvenile's delinquency history, social history, educational history, mental health treatment history, drug/alcohol treatment history, and a summary of the youth's institutional progress prior to approving community placement. Each CRB must have representatives from school districts, social/human services, the bar association, private citizens, law enforcement, probation, and the Division of Youth Corrections.

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. Beginning in 2006, every youth committed to the Division has been assessed for actuarial risk using the Colorado Juvenile Risk Assessment Instrument (CJRA). This instrument measures criminogenic risk, needs and

protective factors both from a static and dynamic perspective. The CJRA replaced the Colorado Young Offender Level of Service Inventory (CYO-LSI) that the Division 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.

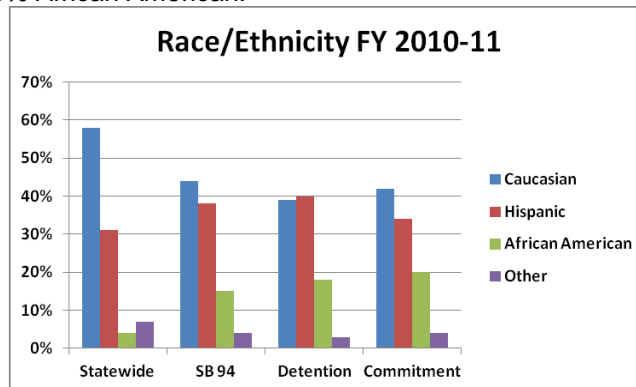
There were 646 new commitments to DYC in FY 2010-11, representing 0.1% of the 10-17 year old Colorado population and 5.7% of Colorado's 11,286 juvenile filings.

- The commitment rate (11.9 youth per 10,000 youth in the Colorado population) has dramatically decreased over the past several years (a rate of 15 in 2007-08).
- In FY 2010-11, there was an Average Daily Population (ADP) of 1041.3 committed youth, a 246.6 decline since 2007-08.

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 2010-11. This year's ethnic distribution was 42% Anglo, 34% Hispanic and 20% African American.



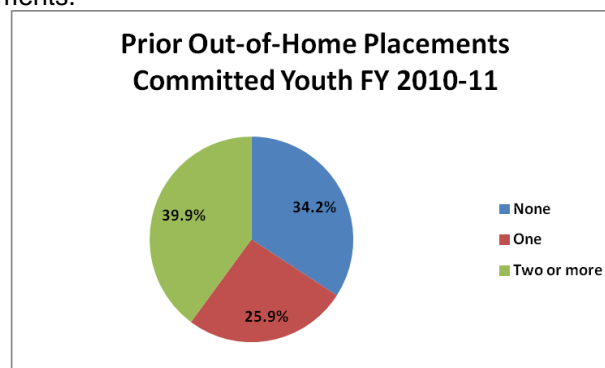
Source: DYC, Management Reference Manual, 2010-11

Gender

- The average age of first adjudication for committed girls was 15.1 versus committed boys at 14.7.
- The average age of females at time of commitment in FY 2010-11 was 17 years and average for males was 16.8 years.
- Girls have a slightly higher length of stay in commitment at 18.4 months versus 18.2 for boys.

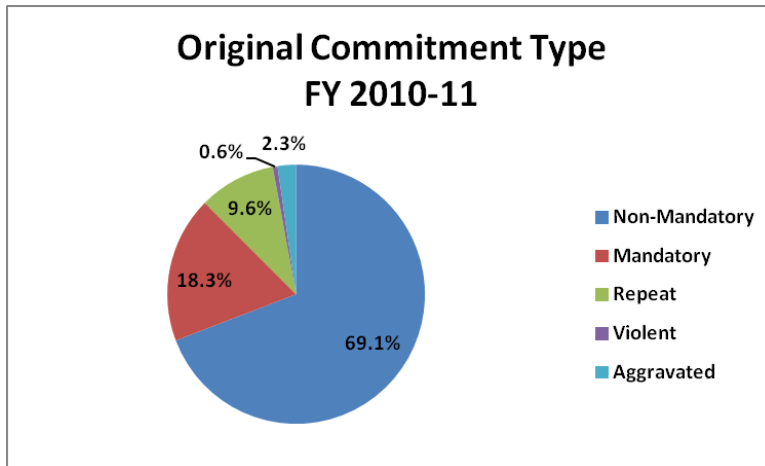
Newly Committed Youth FY 2010-11	Female	Male	Total
Average Age 1 st Adjudication	15.1	14.7	14.8
Average Age at Commitment	17.0	16.8	16.8
Residential LOS (months)	18.4	18.2	18.2

- Twenty six (26) percent of youth had one prior out-of-home placement in FY 2010-11, and 40% had 2 or more out of home placements.



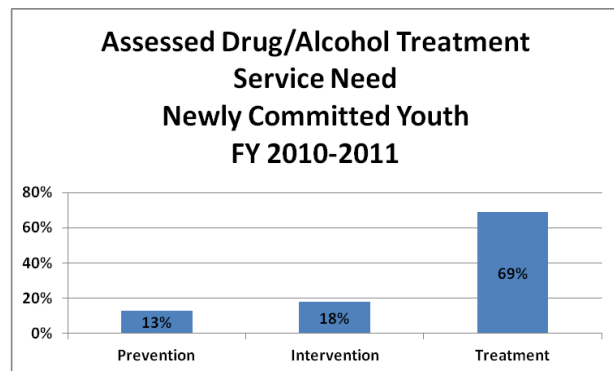
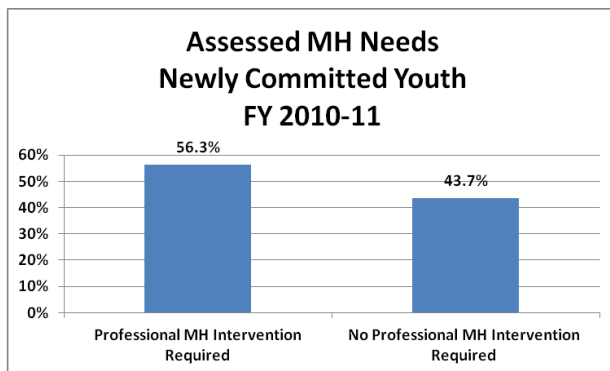
Other Characteristics

- Eighteen percent of newly committed youth received mandatory sentences.
- Sentences for repeat offenders increased from 4.6% in FY 2006-07 to 9.6% in FY 2010-11.



Mental Health/Substance Abuse

- Fifty-six percent of the newly committed youth in FY 2010-11 were assessed as requiring professional Mental Health interventions.
- Sixty nine percent of the newly committed youth in FY 2010-11 were assessed as needing substance abuse treatment and another 18% were assessed as needing intervention services for substance abuse.



According to the Division of Criminal Justice's Office of Research and Statistics which publishes annual **prison population projections** (<http://dci.state.co.us/ors/pdf/PPP/ppp2012rpt.pdf>), the DYJ Average Daily Population (ADP) is projected to continue to decrease through FY 2016, though not at the same rate as observed in recent years. The ADP is expected to decrease 3.0 percent by the end of FY 2012, and by 14.6 percent by the end of FY 2016.

These projections are based on several trends including:

- The DYJ ADP has consistently declined over the past six fiscal years, coinciding with the implementation of the Continuum of Care Initiative and the Colorado Juvenile Risk Assessment (CJRA). The year-to-date ADP dropped by an average of 4.6 percent per year between FY 2007 and FY 2010. This decline accelerated to 11.3 percent by the end of FY 2011.
- The number of juvenile delinquency filings has fallen consistently over the past eight years. In FY 2010 alone, delinquency filings decreased by 14.8 percent. However, delinquency filings decreased by only 3.0% in FY 2011. This also moderates the projected decline in the commitment population.²⁶
- Juvenile probation revocations declined by 4.4 percent in FY 2010 and by 14.3 percent in FY 2011. While very slight increases in the numbers of such revocations were observed in FY 2008 and FY

2009, there has been an overall decrease of 29.0 percent over the past six years.²⁷ Since many DYC admissions are the result of a probation revocation, this exerts a downward influence on the forecast.

- New commitments to DYC began to fall in FY 2006. The most significant drop was observed in FY 2011, at 13.2 percent. However, the number of new commitments during the first five months of FY 2012 exceeds new commitments during the same time frame during the previous year by 3.7 percent. This statistic also moderates the projected decline in the commitment population.²⁸
- H.B. 10-1413, which increased the minimum age for direct filing from 14 to 16, will lead to a small increase in juveniles diverted from the Youthful Offender System to DYC.
- H.B. 10-1352, which greatly modified penalties for crimes involving controlled substances and reduced several former felony crimes to misdemeanors, will lead to a reduction in juvenile offenders eligible for commitment to DYC.

DYC Daily Population and New Admission Forecast, FY 2011 through FY 2016				
Fiscal Year	Year to Date Average Daily Population (ADP) Forecast	Annual Growth	Annual DYC Admissions	Annual Growth
2011*	1038.1	-11.2%	645	-13.2%
2012	1006.5	-3.0%	630	-2.3%
2013	983.3	-2.3%	618	-1.8%
2014	960.6	-2.3%	612	-1.1%
2015	933.4	-2.8%	606	-0.8%
2016	886.4	-5.0%	606	0.0%

* Actual data: CDHS DYC Monthly Population Report, June 2011

The parole YTD ADC is expected to continue to fall throughout the projection period, corresponding to the expected reduction in the commitment ADP. While short-term fluctuations in the ADC are inversely correlated with fluctuations in ADP, the long-term trend is positively correlated. The parole ADC is expected to decrease by 4.0 percent over the course of FY 2012 and by 14.6 percent between FY 2011 and FY 2016.

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, SB 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)

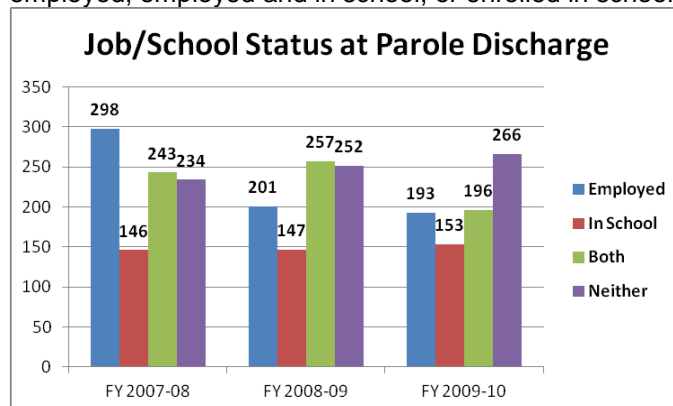
DYC identified transition services as a priority and increased the resources available to youth on parole. Beginning in FY 2005-06 the State Legislature allowed DYC some flexibility to spend up to 10% of its residential funding on transition services for youth returning to the community. This effort 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 parole population in Fiscal Year 2009-10 experienced a 2.4% increase, following two years of decline. The Division's Commitment Continuum of Care continues to target the parole population by actively identifying appropriate youth in committed placement and establishing community-based services to address the youth's criminogenic needs while on their period of parole. It is reasonable to anticipate that this practice will yield more Parole Board referrals, higher levels of new parole intakes, and ultimately an increased Parole ADP in the coming years.

During FY 2009-10, unlike the detention and commitment populations, the parole population experienced multiple increases in the areas of New Intakes, ADP and LOS. Clients served exactly totaled the previous FY with 1,270 youth. Parole ADP and clients served were anticipated to gradually increase as the Division's Continuum of Care initiative continues to target these youth. As DYC begins to actively identify appropriate youth in committed placement and establish community-based services to address the youth's criminogenic needs in the community, it would be reasonable to see increasing levels of Parole Board referrals and ultimately an increased Parole ADP.

Fiscal Year 2009-10 was the sixth full year following the implementation of Senate Bill 03-284, which shortened the mandatory parole length from nine to six months, effective May 1, 2003. Since the passage of SB 03-284, the parole LOS has slightly exceeded the mandatory parole period of six months. For many high risk youth, the Parole Board has the statutory authority to extend parole for 90 days if determined to be "within the best interest of the juvenile and the public to do so"¹ or for an additional 15 months if there is a "finding of special circumstances" for youth adjudicated for certain offenses (e.g., violent offense, sex offenses, etc.). A decline in parole LOS was anticipated as a result of the legislation that reduced mandatory parole length of stay from nine to six months, and this decline did in fact occur the two years directly following implementation. Later, in FY 2006-07, Parole LOS increased slightly to 6.8 months, and has remained fairly stable at 6.6 and 6.7 months for the past three years. ((Source: DYC, Management Reference Manual, 2009-10)

- At discharge, it is hoped that youth are either employed or in school. Of the youth discharged in FY 2009-10, 67% were employed, employed and in school, or enrolled in school only.

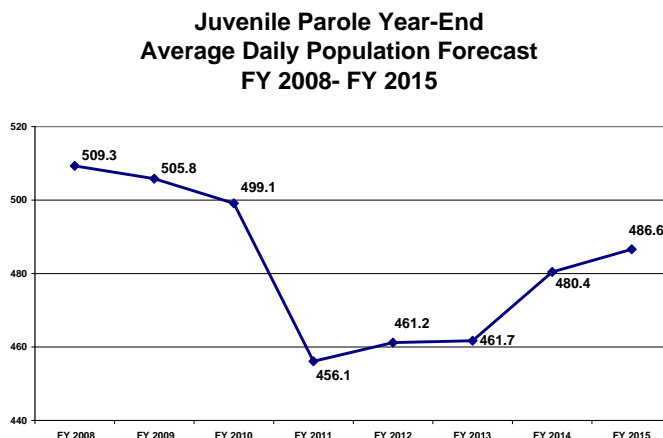


(Source: DYC, Management Reference Manual, 2009-10)

According to the Division of Criminal Justice's Office of Research and Statistics which publishes annual **prison and parole population projections**, the juvenile parole population has experienced widely varied

growth over the past ten years due to multiple factors, including the policy changes that decreased the length of mandatory parole and the Continuum of Care Initiative. Prior to 1997, parole ADC was relatively stable with a slight decline. In 1997, mandatory one-year parole terms were implemented. Subsequently, 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 coincided with increasing growth initially. However, with the decline in the commitment population observed over the past few years and expected over the upcoming three years, the juvenile parole ADC is also predicted to drop over the upcoming three fiscal years. (For full Population Projections for Adult Prison and Parole, Community Corrections, and Juvenile Commitment and Parole Report published in December 2008, go to <http://dcj.state.co.us/ors/>)

Juvenile Parole Year-End ADC Forecast FY 2008-FY 2015		
Fiscal Year	Year to Date Average Daily Population (ADP) Forecast	Percent Growth
2008*	509.3	-2.38%
2009	505.8	-0.68%
2010	499.1	-1.34%
2011	456.1	-8.62%
2012	461.2	1.12%
2013	461.7	0.12%
2014	480.4	4.04%
2015	486.6	1.30%



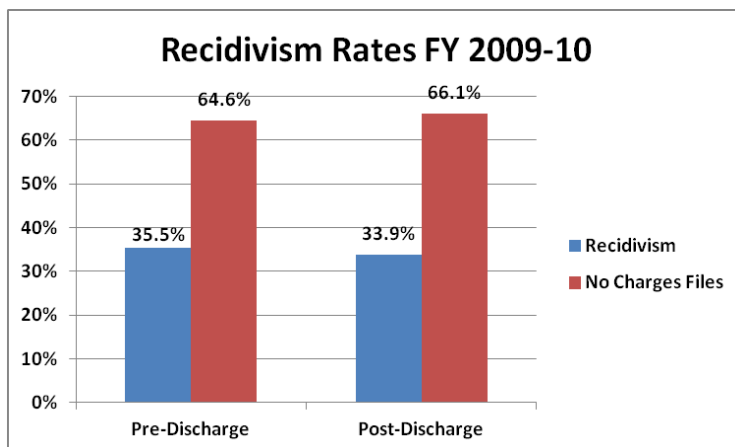
RECIDIVISM

In its *Recidivism Evaluation of Committed Youth Discharged in Fiscal Year 2009-10 Report*, published in January 2012, (<http://www.colorado.gov/cdhsdyc/Resources-Publications/Recid2012.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:

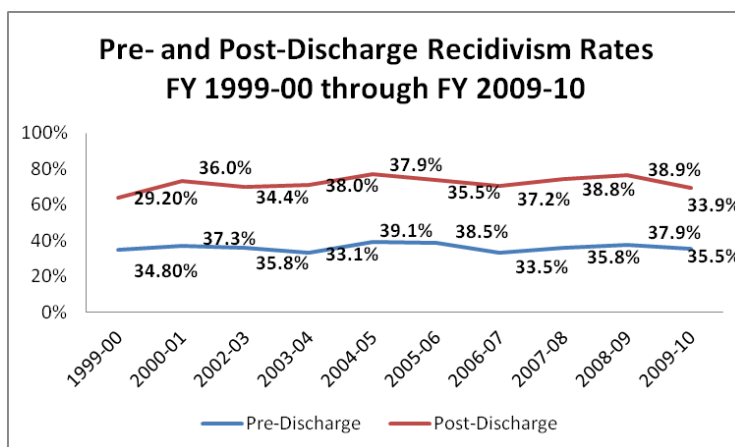
Pre-Discharge Recidivism: A filing for a new felony or misdemeanor offense that occurred prior to discharge from Division of Youth Corrections.

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 822 youth discharged from DYC between July 1, 2009 and June 30, 2010. Thirty-five percent (35.5%) of youth discharged in FY 2009-10 received a new felony or misdemeanor filing prior to discharge (pre-discharge recidivism). Thirty-four percent (33.9%) of youth discharged in FY 2009-10 received a new felony or misdemeanor filing within one year following discharge from the Division (post-discharge recidivism). Sixty-six percent (66.1%) of youth successfully went a full year following discharge without receiving any new filings, which dramatically reduces their likelihood of re-offending as times goes on. (Source: Recidivism Evaluation of Committed Youth Discharged in Fiscal Year 2009-10, Published in January 2012 by the Division of Youth Corrections)



Trend data show that pre-discharge recidivism rates have not fluctuated significantly over the past four years, and have remained fairly stable.



Post-discharge recidivism rates have remained fairly stable over the last ten years. Changes across those ten fiscal years are not statistically significant. However, the decline in the post-discharge rate from the previous year is statistically significant. In fact, 33.9% is the lowest rate in nine years, or since 1999-00, when it was 29.2%.

What do we know about recidivism for NYC youth?

Adult vs. Juvenile Filings

- Sixty-two percent (62.3%) of pre-discharge recidivists received at least one criminal (adult) filing during their commitment, and 37.7% received only delinquency (juvenile) filings.
- Nearly eighty-eight percent (87.5%) of post-discharge recidivism filings were for criminal (adult) offenses. Adult offenders, if found guilty, would likely receive an adult probation, community corrections, or Department of Corrections sentence.

Types of Filing				
Type of Filing	Pre-Discharge Recidivism		Post-Discharge Recidivism	
	Number	Percent	Number	Percent
Criminal (Adult)	124	42.4%	229	82.1%
Delinquency (Juvenile)	110	37.7%	35	12.5%
Both Adult and Juvenile Filings	58	19.9%	15	5.4%
Total	292	100.0%	279	100.0%

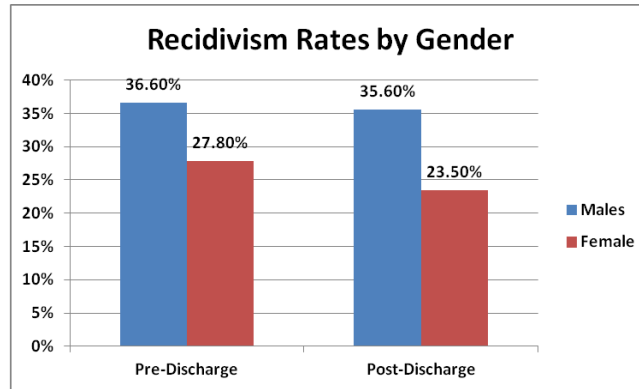
Offense Type & Risk Level

Although recidivism rates have not changed significantly, analysis of offense type indicates a reduction in offense risk level (either no recidivism or less serious criminal activity) for over 86% of youth in the

discharge cohort. This statistic is calculated by comparing each youth's initial commitment offense to any recidivist act that occurred in the year following discharge (post-discharge). So, when looking at risk level, the vast majority of youth discharged are showing a reduced risk to public safety.

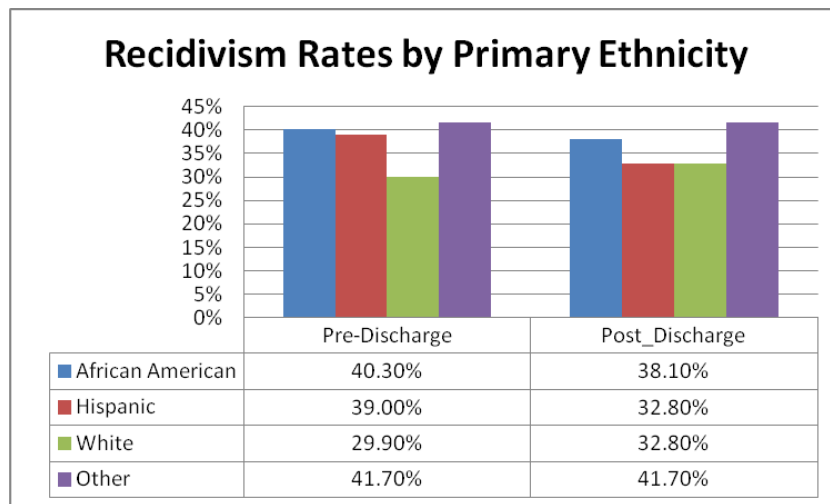
Gender

- Female offenders discharged in FY 2009-10 received fewer pre-discharge (27.8%) and post-discharge (23.5%) filings than males discharged in that same year (36.8% and 35.6%, respectively).



Ethnicity

- Prior to discharge, fewer White youth received new filings (29.9%) than African- American (40.3%) or Hispanic (39.3%) clients. African-American and Hispanic youth had significantly more new filings while on parole status than white youth. However, no differences between groups were seen in residential placement. The DYC has committed to further investigation regarding these disparate rates during the parole period, and plans to release those findings during the next fiscal year.



Risk Assessment (CJRA)

- The overall Colorado Juvenile Risk Assessment (CJRA) risk level *at time of commitment* was directionally correlated with pre-discharge recidivism, although not statistically significant. Only three youth were assessed as being low risk to reoffend, and these youth had a 0% pre-discharge recidivism rate. Forty-eight youth (48) were assessed as being moderate risk to re-offend, and the youth had a 16.7% recidivism rate. Lastly, 327 youth were assessed as being high risk to re-offend, and these youth had a 26.6% recidivism rate.
- In addition to the overall risk level, one CJRA domain risk scale was significantly predictive of pre-discharge recidivism. Higher scores, at initial assessment, in the "Relationships History" (Domain 6A) scale indicated higher rates of offending prior to discharge.
- CJRA risk assessments conducted *at the time of discharge* from DYC also predicted future criminal behavior. The overall risk level at discharge and the associated post-discharge recidivism rates are as follows: youth assessed at low risk to re-offend (n=52) had a recidivism rate of 25.0%; moderate

risk youth (n=222) had a recidivism rate of 25.2%, and high risk youth (n=507) had a recidivism rate of 38.5%². In addition to overall risk level, higher risk scores on four of the thirteen risk scales analyzed were correlated with higher rates of post-discharge recidivism: Relationships (dynamic), Alcohol & Drug (dynamic), Attitudes & Behaviors, and Aggression domains.

- Overall CJRA risk levels were directionally correlated with recidivism rates (both pre- and post-discharge), which lends some initial support for the instrument's predictive validity. DYC has committed to assessing, to a greater degree, the tool's reliability and validity in the coming years.

Prior System Involvement

Youth who received a new filing during their commitment were younger at the time of their first adjudication (14.18) and had more prior adjudications than youth who did not re-offend prior to discharge (14.51).

Having more prior out-of-home placements and more runaways prior to DYC commitment was predictive of youth receiving a new pre-discharge filing for a felony or misdemeanor offense.

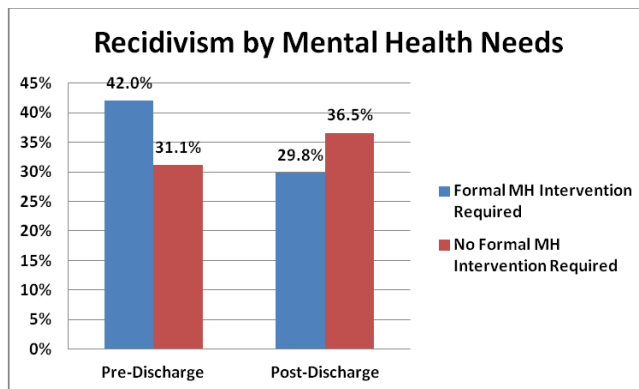
Sex Offenses

Youth committed for sex offenses received fewer filings (25.9%) than youth committed for other types of offenses within one year following discharge (35.2%). Moreover, less than three percent of recidivist activity perpetrated by clients committed to the Division for a sexual offense were also sex offenses (both pre-discharge and post-discharge), and "failure to register as a sex offender" (41.4%) was the most common post-discharge offense committed by these youth.

Mental Health Needs

Using the CCAR instrument, youth entering DYC's care are assessed as either "requiring professional mental health intervention" or "not requiring professional mental health intervention". Those youth with mental health intervention requirements had a pre-discharge recidivism rate of 55.5%; this is substantially higher than youth with *no* mental health intervention requirements (44.5%).

Similarly, youth who were assessed as having *Severe* mental health issues had higher rates of pre-discharge recidivism (49.0%) than youth assessed at the *High-Moderate* level (45.6%) or *Low to None* level (32.0%).



Escapes

Having a higher number of escapes while committed to DYC was correlated with higher levels of post-discharge recidivism.

Place of Re-offense

Over two thirds of clients (69.1%) who re-offended in residential treatment placements committed their new offenses in contract placements. Contract placements are less secure than State-operated secure facilities and often community based, therefore, youth have more opportunity for criminal or delinquent activity in these types of programs.

Parole

Clients who were successful on parole status (excellent parole rating, 26.6%; satisfactory parole rating, 34.5%) re-offended at lower rates following discharge than youth who were unsuccessful (43.2%) during parole.

Pre-Discharge and Post-Discharge

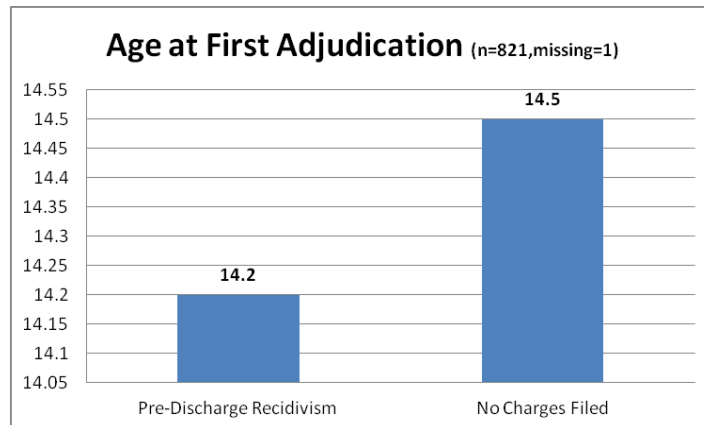
Youth in the FY 2009-10 discharge cohort who received a new filing during their commitment also re-offended more often following discharge (38.0%) when compared with youth who did not re-offend prior to discharge (31.7%).

Recidivism and Prior Out-of-Home Placements

Out-of-home placements can include inpatient mental health or substance abuse treatment facilities, Child Welfare (Social Services) placements, as well as any prior NYC placements. Pre-discharge recidivism rates were different, depending on the number of prior out-of-home placements. On average, those who received pre-discharge filings had 2.3 prior placements, whereas youth who did not reoffend had 1.8 prior placements. There were no differences in post-discharge recidivism rates by number of prior placements.

Recidivism and Age at First Adjudication

Another primary risk factor associated with recidivism is the age at the time of a youth's first adjudication. Juvenile justice 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. The average age at time of first adjudication by pre-discharge recidivism and post-discharge recidivism is shown below. Although the differences in age for youth who received a new filing and those who did not were small for both types of recidivism, the differences were statistically significant.



DIRECT FILE IN ADULT CRIMINAL COURT

Direct Files

The Colorado Juvenile Defender Coalition (CJDC) recently published the *“Redirecting Justice: the Consequences of Prosecuting Youth as Adults and the Need to Restore Judicial Oversight”* Special Report which provides a history of the direct file process and a review of direct file and transfer cases in Colorado. This section of the report includes information from this report which is available at: <http://cjdcc.org/wp/wp-content/uploads/2012/03/RE-DIRECTING-JUSTICE-FULL-REPORT.pdf>

While most children charged with crimes in Colorado are handled in the juvenile court system, a significant number are prosecuted every year in adult courts. There are two ways this plays out. The first way is through a process known as “judicial transfer.” Colorado has a law allowing juvenile court judges to move a case to adult criminal court.

Under judicial transfer, the prosecutor initiates the transfer request; the judge sets a hearing where the prosecution and the child’s defense counsel can present evidence. In these cases the judge considers the child’s unique circumstances, risk, needs and determines which system is appropriate. The second way is by “direct file”—the law that was expanded in 1993 to give prosecutors greater discretion to file adult charges if the case meets basic age and offense characteristics. In some cases, prosecutors have to provide notice that they are considering direct filing a case in adult court. Yet in no cases does the juvenile have a right to judicial review of the prosecutor’s choice to direct file. The law also gives prosecutors sole discretion whether a direct-filed youth should be held in an adult jail or a juvenile detention facility.

In recent years, Colorado has made progress in reconsidering the prosecution of children as adults. In 2006, the state passed legislation that abolished the sentence of life without parole for juveniles. In 2009, it modified laws related to holding youth in adult jails. And in 2010, it made modest changes to the direct file statute.

From statistical research reported in the CJDC Report, the average child who is direct-filed in Colorado is a 17-year-old white male who lives in or near a big city and is accused of an assault. More than 90 percent of all direct filings are against boys. Data also shows that just over half – 55 percent -- of all direct file cases are filed against 17-year-olds; about 30 percent against 16-year-olds; 11 percent against 15-year-olds; and 3 percent against 14-year-olds.

Contrary to popular belief that direct file is only used on the most serious cases, prosecutors are more often direct filing mid-level felony cases. Only 15% of direct file cases are homicides, and only 5% of cases are charged as first degree murder (only 8 of 84 first-degree murder charges from 1999 to 2010 resulted in a first-degree murder conviction).

The vast majority of direct filed youth never have their case reviewed by a judge or jury. 95% of cases are plea-bargained. Only 28% of direct file cases are convicted of the highest offense charged, and 22% of cases are dismissed.

Direct file disproportionately affects children of color. 82% of admissions to the Youthful Offender System in 2009-2010 were black and Hispanic youth. In contrast, 75% of dismissed cases were white youth.

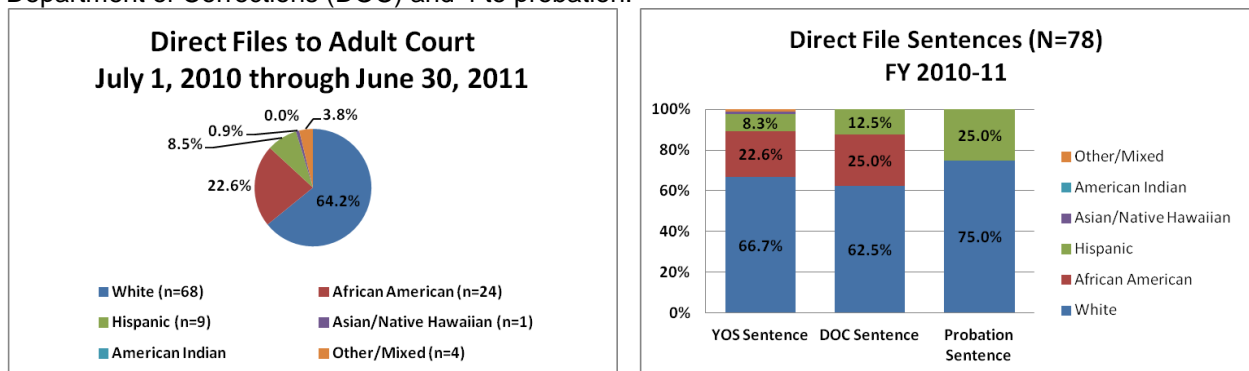
Youthful Offender System/Department of Corrections

The Youthful Offender System (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

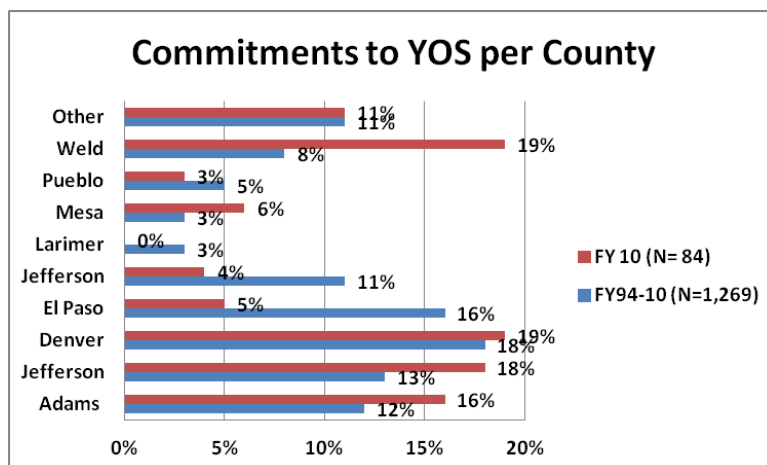
meaningful interaction, with a component for a tiered system for swift and strict discipline for noncompliance....” In 1999, the statute was expanded to require YOS to make available sex offender treatment services for residents that have a history of sex crimes, and to provide 24-hour custody of youthful 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 Youthful offender system first opened its doors in 1994 and since 1998 is located in Pueblo on the grounds of the Colorado Mental Health Institute of Pueblo. YOS is designed for violent youthful offenders who are between the ages of 16 and 18 at the time of their offense; who commit class II thru class VI felony offenses; who are direct filed as adults in accordance with CRS 19-2-517 & CRS 18-1.3-407; and who would otherwise be sentenced to and placed within one of the Department of Corrections adult facilities. YOS realized an increased average daily population with the implementation of 18-1.3-407.5 C.R.S. providing YOS sentencing consideration for certain 18- and 19-year old offenders. However, HB 10-1314 removed 14- and 15-year old juveniles from direct file consideration, with exceptions as noted in the legislative authority section.

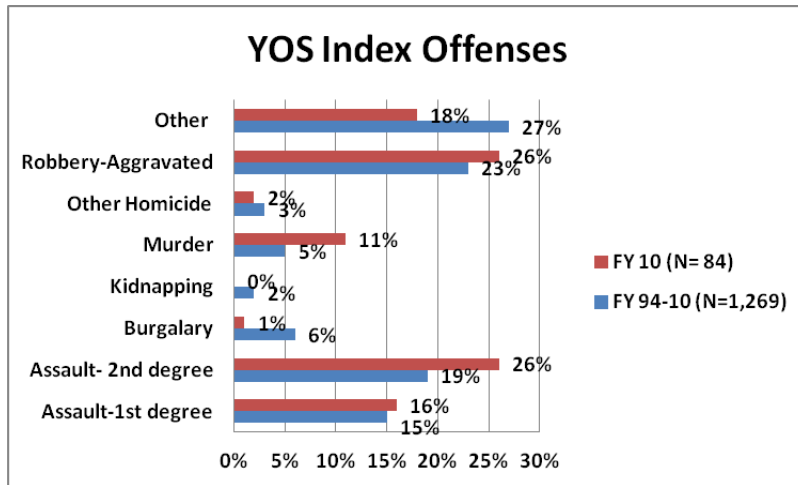
From July 1, 2010 through June 30, 2011, a total of 106 youth were filed on in adult court. There were a total of 84 direct file convictions with 66 youth sentenced to the Youthful Offender System (YOS), 8 to the Department of Corrections (DOC) and 4 to probation.



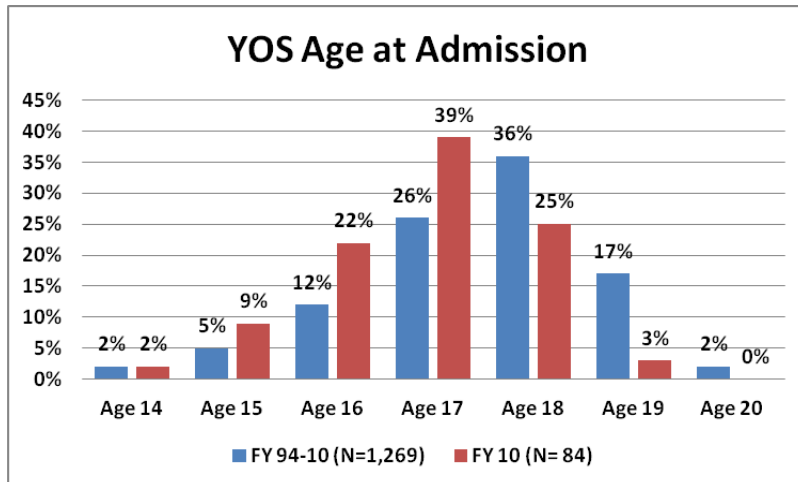
From its inception in 1994 through 2010, a total of 1,269 offenders have been sentenced to YOS, including 52 (4%) female offenders. The number of admissions declined from 111 in FY 96 to a low of 54 in FY 05 but increased to 84 in FY 10. In FY 10, Denver, Weld, Arapahoe and Adams counties had the highest utilization of YOS. Compared to past years, offenders from Weld County comprised a much greater percentage of YOS admissions. (Source: YOS Annual Report: FY 2009-10)



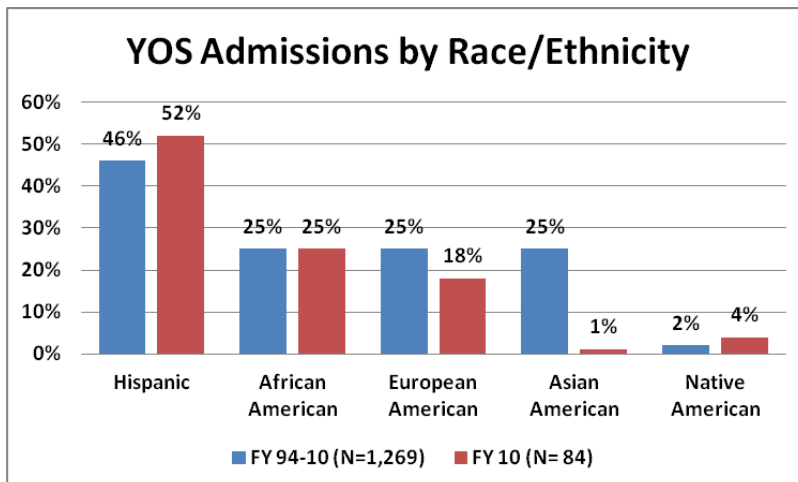
Violent Offenders comprised 94% of the YOS admissions in FY 10. The most frequent crime categories in FY 10 were aggravated robbery and 1st and 2nd degree assault. (Source: YOS Annual Report: FY 2009-10)



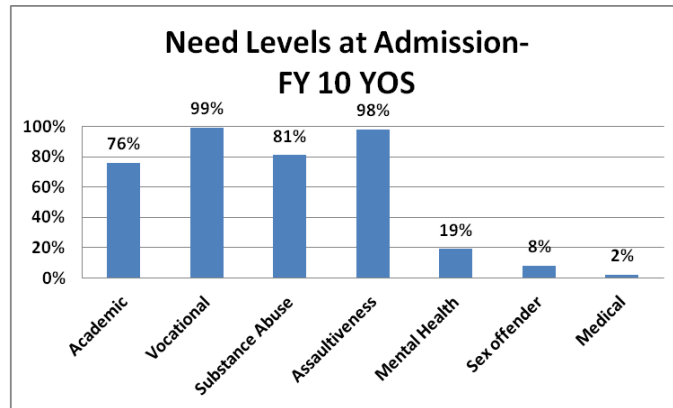
The average age of offenders sentenced to YOS in FY 10 was 17.5 years old. (Source: YOS Annual Report: FY 2009-10)



Youthful offenders are primarily ethnic minorities. In FY 10, Hispanics represent the largest ethnic group at 52% followed by the African American population at 25%. (Source: YOS Annual Report: FY 2009-10)



The majority of YOS admission sin FY 10 need academic, career, and technical education, and treatment for anger management and substance abuse problems (Source: YOS Annual Report: FY 2009-10)



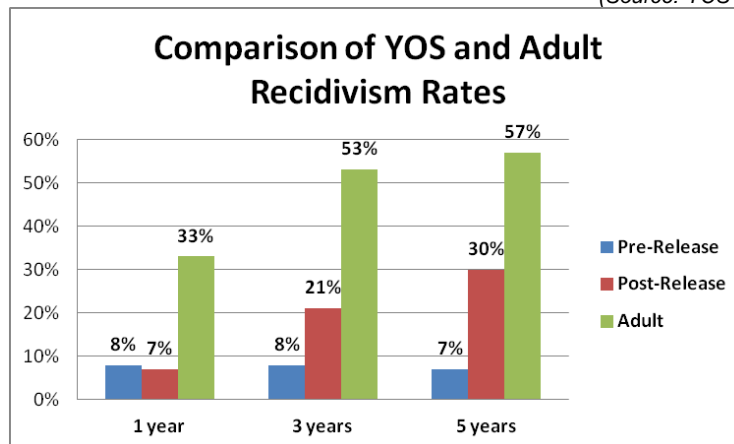
From inception through FY 10, YOS releases totaled 1,016 leaving 253 offenders still serving their sentences in YOS. Releases have declined since FY00 other than slight increases in FY04, FY07, and FY09. The general decrease is due to lower admission rates. There are four primary release types: successful discharge, termination/revocations, reconsideration, and deceased. In FY 10, a greater percentage of YOS offenders successfully discharged their sentences as compared to prior years.

- 83% successfully discharged their YOS sentences;
- 17% negatively terminated or had their YOS sentence revoked.

For YOS, pre-release recidivism is defined as a new conviction for an offense that occurred during an offender's YOS sentence that resulted in his or her termination from YOS. Post release recidivism is defined as a new criminal activity that results in placement in the adult prison system following successful completion of their YOS sentence. Recidivism rates of all YOS releases are substantially lower than those found for adult offenders, even when combining pre-release and post-release recidivism rates. (Source: YOS Annual Report: FY 2009-10)

YOS Cumulative Recidivism Rates			
	# at risk	# returns	% returns
Pre-Release Recidivism			
FY 95-09	968	79	8%
Post-Release Recidivism			
1 year	733	49	7%
3 year	651	134	21%
5 year	551	166	30%

(Source: YOS Annual Report: FY 2009-10)



For more information on the Youthful Offender System including the full FY 2009-10 YOS Report, go to:

<http://www.doc.state.co.us/sites/default/files/opa/Youthful%20Offender%20System.pdf>.

STATEWIDE INITIATIVES

In preparing for the 2012-2014 State Juvenile Justice and Delinquency Prevention Plan and determination of its funding priorities, the JJDP Council researched the various initiatives that are in place or planned to address the needs of Colorado's children, youth and families. As can be seen in the list which follows, there are a multitude of cross system collaborations in place almost all of which have identified the needs for cross system planning and collaboration as well as a need for systemic integration of evidence-based principles. Although many JJDP Council members and DCJ Staff, including the JJ Specialist, serve on many of these initiatives the Council identified the need to connect these initiatives, to provide a unifying influence and support to these initiatives, especially in the realm of supporting the use of evidence- or research-based principles. As funds have decreased at the federal, state and local levels, the need to plan differently and more collaboratively especially because of the cross over that often occurs for juveniles who move from one system to another. We have highlighted a few of these initiatives here but also provided a complete table of all initiatives identified to underscore the need for a unifying influence.

Colorado Commission on Criminal and Juvenile Justice

In an effort to address concerns within the adult and juvenile justice systems, the Colorado's Commission on Criminal and Juvenile Justice (CCJJ) was created in 2007 as "an acknowledgement of the need for fundamental policy changes in Colorado's juvenile and criminal justice systems". The CCJJ's mandate is "to enhance public safety, to ensure justice, and to ensure protection of the rights of victims through the cost effective use of public resources" and its work focuses on "evidence-based recidivism reduction initiatives and the cost-effective expenditure of limited criminal justice funds".

The CCJJ is comprised of 26 voting members, 17 of whom are appointed representatives of specific stakeholder groups, and 9 of whom are identified to serve based on their official position. One member of Colorado's JJDP Council, the DCJ Director and CDPS Executive Director are all members of the CCJJ and several additional members of the JJDP Council serve on various CCJJ Task Forces and other committees due to their subject matter expertise. This cross pollination between the JJDP Council and CCJJ allows for free flow of information between the entities, especially helpful when conducting strategic planning.

In August 2010, after careful review and discussion of both issues and staff resources, the CCJJ identified an action plan for future endeavors. CCJJ members agreed that efforts in the coming year should be focused in four areas of study, one of which is juvenile justice, and a **Juvenile Task Force** (JTF) was created. The JTF's vision is that all Colorado children and families live in safe, healthy and vibrant communities that provide for their needs, recognize their strengths and support their success. Its mission is to engage and partner with stakeholders to produce *recommendations supported by research* that promote public safety and delinquency prevention, intervention and treatment. The task force will advocate for strategic alignment and sustainability of policies, resources, and funding of systems which support Colorado children and families.

Guiding principles were also developed by the JTF to use for three important purposes, first to describe what an ideal juvenile justice system should look like; second, to provide a consistent method of evaluating all proposals that the JTF and its working groups develop; and finally, to provide a guide to working group members and participants that have come to the JTF subsequent to the development and agreement upon these principles. The principles are divided into two categories that set forth the ideal in structure and services of the juvenile system.

Guiding Principles: Structural

1. The Colorado Children's code encompasses policies, procedures, and practices that focus on providing accountability, victim reparation, community safety and offer skill development for children, youth and families.
2. Citizens, public policy makers and funders may understand the value of investing in prevention and early intervention services to improve outcomes for children, youth and families. The front-end services (prevention and early intervention) should be designed to be evidence-based, cost effective, and equitable for all youth.

3. Services are delivered through an “outcome orientation” that incorporates shared accountability, process, evidence-based principles, practices and innovation. Collaboration exists at state and local levels.
4. Evaluation of service implementation is critical to ensuring effective use of resources.
5. Appropriate information should be accessed at the earliest time in the process and throughout the process. System responses require access to information and training in the use of that information.
6. Effective and coordinated funding is essential to optimal service delivery.
7. Workforce development is essential to ensuring that appropriate services are delivered through competent staff.
8. Well-trained prosecutors, defense attorneys, judges, guardians *ad litem* and other professionals are necessary to support a constitutional and effective judicial system.
9. The Juvenile Task Force identifies other groups that are working on related issues and effectively communicate and collaborate with them to avoid duplication and encourage coordination.
10. Issues concerning DMC have been addressed. Decisions about interventions and services are based on risk and need not on culture, race or ethnicity. Collateral consequences are considered.

Guiding Principles: Services

11. Evidence-based, evidence-informed services and best practices standards are used to address the specific needs of children, youth and families.
12. Equitable, effective and expedited services and processes ensure:
 - a) Access to services at the right time, in the right amount, and in the appropriate place.
 - b) Services and resources are provided and accessed as a continuum based on the assessed risks and needs of Colorado’s youth and families.
 - c) Systems and staff value the role of family and other significant social supports as primary to the well being of the child.
 - d) Funding is available for services regardless of care system or original source.
 - e) Services are comprehensive and grounded in current child and adolescent development research.
 - f) Public agencies, private and non-profit providers work collaboratively to promote access to services in the least restrictive setting as appropriate to ensure community safety and to fill gaps when identified.
 - g) Commitment is limited to those youth who pose a safety risk to the community or are a danger to others.

Three JTF Workgroups were established for the first year and include the Education Workgroup (and Truancy Subcommittee), Assessment Workgroup and Judicial Workgroup.

The Education Workgroup is addressing the need for reform in how juveniles can retain educational credits earned when transferring from an out-of-home setting (detention or commitment) back into their home school district. Its Truancy Committee (chaired by the JJ Specialist) is addressing the need for better responses to truancy. It includes topics such as early identification of and services to children and youth at risk of truancy but it also includes providing options, other than the use of detention, for those youth who violate a court order to attend school.

The Assessment Workgroup is focused on review of all the assessments to which youth are subjected, how these assessments are being used and how assessment information is shared with other systems so that youth are not subjected to unnecessary and multiple assessments. They are also addressing the need for research- or evidence-based assessments.

The Judicial Workgroup is tasked with addressing NYC admissions; are the right juveniles penetrating through the system to NYC or are there other options which could/should be available to deter them from the highest level of care. They are also looking at professional standards and roles for the system actors such as judges/magistrates, district attorneys, etc.; the need to make juvenile justice a chosen field rather than an assignment to be endured is the goal. This workgroup is also addressing Juvenile Driving Under the Influence (DUI) to assure that responses are not based upon practices for adult DUI offenders but rather are using juvenile justice research to inform how to respond. Finally, the workgroup is discussing municipal court practices, what is available to juveniles as they hit this system, and how information about

their involvement with the municipal court system can be shared for those youth who penetrate deeper into the juvenile justice system.

Colorado Restorative Justice Coordinating Council

The Colorado Restorative Justice Council (RJC) was formed in 2007 by legislation (19-213 C.R.S.) and tasked with supporting the development of RJ programs, serving as a central repository for information, assisting in the development and provision of related education and training and providing technical assistance to entities engaged in or wishing to develop RJ programs. Research conducted by the RJC uncovered more than 150 restorative justice programs in Colorado serving over 150,000 Coloradans but there was no efficient way for programs statewide to connect with each other to share information, collaborate, network and access training and the RJC has struggled to connect with the statewide restorative justice community. Critical stakeholders in the criminal and juvenile justice systems and beyond - district attorneys, judges, legislators, school administrators, and victim's advocates - often had no awareness of or easy access to information about restorative justice.

In early 2011, HB 11-1032 was unanimously passed calling for widespread use of RJ in the juvenile and criminal justice systems and in schools. As a result, critical stakeholders, asked for the creation of restorative justice standards of practice. It became clear to the RJ community that the bill turned many previously unrelated entities into RJ stakeholders over night and that consensually agreed upon RJ standards of practice had become an immediate priority. Relationships with these stakeholders are developing rapidly and if outreach and education can efficiently be maintained and improved, restorative justice programs have the potential for expansion.

Since 2009, the RJC (through the State Court Administrator's Office) has been a recipient of Colorado Justice Assistance grant funds which has significantly increased the communication and capacity to act on restorative justice issues in Colorado. Restorative justice programs and the RJC, along with a variety of other restorative justice groups and training collaborations, are communicating, sharing and networking via the website www.rjcolorado.org. Since launching the website in July 2011, the site has established 178 members and has had more than 6,750 site visits. Since July over 20 blog articles have been posted ranging from RJ news and op-ed articles, legislation updates, program highlights and 2012 RJ Summit information.

Using the online tool, the Council has been able to gather success measures for programs throughout Colorado and can clearly show, based on data verified by institutions like the National Research Center and the University of Colorado, consistent effectiveness across RJ programs in Colorado, some of which have been practicing for over twenty years. Overall, restorative justice programs show that 85-90% of offenders complete their agreements and only 10% of those offenders recidivate within a year. Over 95% of crime victims are satisfied with their restorative justice experience and 98% of victims would recommend restorative justice to other crime victims. Programs cite additional results of 95-100% of offenders paying full restitution and offender satisfaction rates at 95-100%.

The online tools have also effectively created communication channels among RJ practitioners. However, their ability to facilitate professional development and provide access to training is limited. Therefore, a highly anticipated RJ Summit is planned for August 2012, to which the JJDP Council is sponsoring 100 youth. It will be the first state-wide RJ event in over 7 years. Yet even as the social infrastructure of RJ is strengthened via the collaborative planning of the Summit and even as practitioners and stakeholders continue to utilize www.rjcolorado.org, there are still significant barriers to expanding use of restorative justice in Colorado.

There remains a need for a collaborative, credible, self-regulating and financially viable organization to support and guide the advancing practice of RJ in Colorado. A need exists for a professional association of restorative justice practitioners. An additional challenge involves research. While RJ utilizes elements of evidence-based practice, research must be done to firmly establish restorative justice itself as an evidence-based practice. Conducting such research must be a collaborative partnership among RJ programs in Colorado, who can most effectively provide data for the research.

Colorado Children and Youth Information Sharing (CCYIS) Initiative

The Colorado Children and Youth Information Sharing (CCYIS) Initiative was borne from a need for information sharing out of two state initiatives in 2007, the Collaborative Management Program (CMP) and the Prevention Leadership Council (PLC). The main purpose of children and youth information sharing is to structure policy and procedures for efficient, appropriate and timely sharing of accurate information between children and youth serving agencies at the state and local levels to improve outcomes of children, youth and families involved in services. The CCYIS work focuses on assisting local agencies in accessing timely and reliable information for conducting assessments and determining and coordinating appropriate services. To do this the initiative must assure appropriate and secure sharing of client level information among agencies. The CCYIS is also addressing the need to share data in the aggregate to inform decision making and policy development at the state and local level.

The CCYIS has established a foundation of an effective collaborative governing body, which includes a Memorandum of Understanding across eight state agencies committed to supporting the efforts of the CCYIS. The work of the CCYIS is being supported by two federal grants one to the Center for Network Development by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and another to the Division of Criminal Justice from the Bureau of Justice Assistance (BJA).

Colorado Implementation Collaborative

Colorado's JJDP Council, as well as many other entities and collaborations, has been actively discussing the need to support quality programming- programming grounded in research and scientific evidence that the program model works. We often find that in trying to meet the needs of children, youth and families, programs or agencies look for evidence-based programs (EBP) without thought for whether the chosen EBP works for the intended populations, if they have the infrastructure in place to maintain the integrity of the program or even if they will have the resources available to maintain programming over the long term. The Council has also been concerned about the ability for quality implementation of programs or practices with fidelity.

The Crime & Justice Institute has been actively engaged in these same discussions at the national level leading to the *Implementing Evidence-Based Practice in Community Corrections: The Principles of Effective Intervention* (<http://nicic.gov/Library/019342>) document published in 2004 which outlines a framework of principles which when used to guide effective interventions and collaboration, and even organizational change in the justice system, can lead to sustained reductions in recidivism.

Eight Evidence-Based Principles for Effective Interventions

1. Assess Actuarial Risk/Needs.
2. Enhance Intrinsic Motivation.
3. Target Interventions.
 - a. *Risk Principle*: Prioritize supervision and treatment resources for higher risk offenders.
 - b. *Need Principle*: Target interventions to criminogenic needs.
 - c. *Responsivity Principle*: Be responsive to temperament, learning style, motivation, culture, and gender when assigning programs.
 - d. *Dosage*: Structure 40-70% of high-risk offenders' time for 3-9 months.
4. Skill Train with Directed Practice (use Cognitive Behavioral treatment methods).
5. Increase Positive Reinforcement.
6. Engage Ongoing Support in Natural Communities.
7. Measure Relevant Processes/Practices.
8. Provide Measurement Feedback.

In 2008, the Division of Youth Corrections began a vigorous campaign to apply the eight into its programming in an effort "to allow flexibility in program design while providing sufficient rigor to promote good outcomes" (http://www.colorado.gov/cdhsdyc/Resources-Publications/SB94_FYI_EBP_guide.pdf). More recently, the Colorado Implementation Collaborative, a multi-disciplinary collaborative, was established in Colorado with three specific goals which include: 1) expand the local and global network of informed individuals and organizations seeking to promote high quality implementation; 2) help develop a shared language and communication strategy about best practices in quality implementation of evidence-based programs (EBP); and 3) identify opportunities to provide education and technical assistance to organizations seeking to promote quality implementation of EBPs.

Statewide Initiatives Promoting Juvenile Justice System Improvement

Board/Council/Commission/Committee	JJDP Member and DCJ Staff Participants
<p>Senate Bill 94 State Advisory Board which assists the Division of Youth Corrections in oversight of the SB 94 funds which are allocated to the 22 judicial districts for developing a detention continuum.</p>	Meg Williams (Juvenile Justice (JJ) Specialist), Katie Wells, Susan Colling, Gerry Oyen, Joe Thome
<ul style="list-style-type: none"> ○ Juvenile Services Planning Committees are located in all 22 judicial districts and assist localities in developing a continuum of services for delinquent youth and their families including planning for local SB 94 programming 	Joe Higgins, Joe Thome, Michelle Brinegar, Debbie Wilde
<p>Colorado Children and Youth Information Sharing (CCYIS) Focused on an effort to improve services and outcomes— 1) by sharing data in the aggregate between agencies and systems, and 2) by the appropriate sharing of client level information between agencies serving children and youth.</p>	Meg Williams (JJ Specialist), Katie Wells, Susan Colling, Anna Lopez (DMC Coordinator)
<p>Colorado Restorative Justice Council which has responsibility to “support the development of restorative justice programs, serve as a central repository for information, assist in the development and provision of related education and training, and provide technical assistance to entities engaged in or wishing to develop restorative justice programs.”</p>	Meg Williams (JJ Specialist), Debbie Wilde
<p>Prevention Leadership Council (PLC) established under C.R.S § 25-20.5-105-109 which mandates that the five state agencies that fund prevention, intervention and treatment services for children and youth work collaboratively with other public and private prevention, intervention and treatment programs in the community and with local governments, local health agencies, county departments of social services, and faith-based organizations in the community. The Prevention Leadership Council is the state body that focuses on collaborative interagency efforts and coordinates with private partners.</p>	Meg Williams (JJ Specialist), Stan Paprocki, Anna Lopez (DMC Coordinator), Susan Colling, Jeanne Smith (DCJ Director)
<p>Collaborative Management Program/HB 1451 (24-1.9-101-104 C.R.S.) State Steering Committee whose charter is to accelerate system reform that results in improved chosen outcomes for children and their families that receive services from multiple state-funded agencies. Such system reform shall facilitate collaborative work including: creating incentives and minimizing disincentives to collaborative work; information sharing and legal avenues to share confidential information; accessing, utilizing, and interpreting data to inform decision making; strategic planning for multiple stakeholders; developing common outcomes and performance based measures that meet the integrity of the legislation and individual community needs; developing capacity to deliver technical assistance; balancing a unified approach with a desire to maintain flexibility at the local level; and ensuring family engagement and participation at the governance and operational level.</p>	Meg Williams (JJ Specialist), Susan Colling
<ul style="list-style-type: none"> ○ 1451 Evaluation Subcommittee 	Joe Thome, Joe Higgins, Michelle Brinegar, Debbie Wilde
<p>Colorado Commission on Criminal and Juvenile Justice (CCJJ)</p>	Jeanne Smith, Regis Groff
<ul style="list-style-type: none"> ○ Juvenile Justice Task Force whose mission is to conduct a comprehensive and thorough analysis and assessment of the Juvenile Justice system in Colorado. This task force will address the following issues: the children’s code, information/data sharing, statewide inconsistencies in the use of evidence-based practices, disproportionate minority contact, truancy and other status offenses, comprehensive evidence-based training and education of key players in the system, funding issues, and prevention/intervention. The task force will develop recommendations for juvenile reforms and submit those recommendations to the Colorado Commission on Criminal Justice. 	Meg Williams (JJ Specialist), Susan Colling, Joe Higgins, Bonnie Saltzman, Stan Paprocki, Michelle Brinegar
<ul style="list-style-type: none"> • Education Workgroup (and Truancy Subcommittee) is addressing the need for reform in how juveniles can retain educational credits earned when transferring from an out-of-home 	Bonnie Saltzman, Meg Williams (JJ Specialist), Michelle Brinegar, Deborah Staten, Stan Paprocki,

Board/Council/Commission/Committee	JJDP Member and DCJ Staff Participants
<p>setting (detention or commitment) back into their home school district. Its Truancy Committee is addressing the need for better responses to truancy. It includes topics such as early identification of and services to children and youth at risk of truancy but it also includes providing options, other than the use of detention, for those youth who violate a court order to attend school.</p>	<p>Anna Lopez (DMC Coordinator)</p>
<ul style="list-style-type: none"> • Assessment Workgroup is focused on review of all the assessments to which youth are subjected, how these assessments are being used and how assessment information is shared with other systems so that youth are not subjected to unnecessary and multiple assessments. They are also addressing the need for research- or evidence-based assessments. 	<p>Susan Colling, Katie Wells, Bill Bane</p>
<ul style="list-style-type: none"> • Judicial Workgroup is tasked with addressing NYC admissions; are the right juveniles penetrating through the system to NYC or are there other options which could/should be available to deter them from the highest level of care. They are also looking at professional standards and roles for the system actors such as judges/magistrates, district attorneys, etc.; the need to make juvenile justice a chosen field rather than an assignment to be endured is the goal. This workgroup is also addressing Juvenile Driving Under the Influence (DUI) to assure that responses are not based upon practices for adult DUI offenders but rather are using juvenile justice research to inform how to respond. Finally, the workgroup is discussing municipal court practices, what is available to juveniles as they hit this system, and how information about their involvement with the municipal court system can be shared for those youth who penetrate deeper into the juvenile justice system. 	<p>Katie Wells, Joe Higgins, Pam Wakefield, Bonnie Saltzman, Meg Williams (JJ Specialist), Jen Capps, Debbie Wilde</p>
<p>SB 133 Task Force an Interim Legislative Task Force to Study School Discipline.</p>	<p>Bonnie Saltzman and Meg Williams (JJ Specialist) monitor the committee</p>
<p>Colorado Sex Offender Management Board which is charged with developing standards and guidelines for the evaluation, treatment, and behavioral monitoring of adult and juvenile sex offenders.</p>	<p>Jeanne Smith (DCJ Director)</p>
<p>The Task Force for the Examination of the Treatment of Persons with Mental Illness in the Criminal Justice System (MICJS) which includes issues regarding the diagnosis, treatment and housing of adults and juveniles.</p>	<p>Susan Colling, Jeanne Smith (DCJ Director)</p>
<ul style="list-style-type: none"> o JJ/MH Committee (this is also a formal subcommittee of the Council) looks at the juvenile issues of the MICJS Task Force to make recommendations for legislative solutions when appropriate. Work on juvenile justice mental health issues referred by the JJDP Council. 	<p>Bill Bane, Susan Colling, Katie Wells, Kristin Podgurski, Anna Lopez (DMC Coordinator)</p>
<p>The American Humane Association, in partnership with the Colorado Department of Human Services Division of Child Welfare, launched the Colorado Disparities Resource Center (CDRC) in May 2009 to address longstanding issues of service disparities in child welfare based on race and ethnicity. The CDRC's overall focus is to develop solutions that respond to the complex causes of inequities in the child welfare system. The CDRC works to increase awareness among county department managers of the actual levels of disparity in child protection services by monitoring the development of state and county plans and by obtaining and using data from Colorado Trails, an automated system that tracks all child protection cases in the state. The center also provides accurate accounts of the disproportion of families and children of color in Colorado's system, as well as disparities in the state's child welfare</p>	<p>Bob Coulson</p>

Board/Council/Commission/Committee	JJDP Member and DCJ Staff Participants
services.	
<p>Prevention Partners for Success (PPFS) is an initiative administered by the Division of Behavioral Health. The goal is to reduce the disparity of underage binge drinking of Latino High School youth. The focus of the project is on Pueblo, Denver, Weld and Adams. This is a data-driven, evidence-based initiative funded for five-years by SAMHSA.</p>	Stan Paprocki, Anna Lopez (DMC Coordinator), Meg Williams(JJ Specialist), Susan Colling
<p>Prevention of Alcohol Related Crashes (PARC) addresses the underage drinking issues our state is dealing with, from minor in possessions to driving related offenses. The vision is to reduce underage drinking by youth and young adults in CO and the mission is to support, develop and coordinate stakeholders and leverage resources needed to build capacity in prevention, intervention, and treatment services delivery for the target population.</p>	Katie Wells, Susan Colling
<p>Domestic Violence (DV) and Child Protection Services (CPS) Coordinating Council is a collaboration of stakeholders in the areas of domestic violence and child protection with the purpose of supporting agency coordination to enhance the safety of and services to families where domestic violence and child protection overlap.</p>	Katie Wells
<p>In 2006, the Colorado General Assembly created a partnership of state government, local governments, and the private sector, including legislators, child advocates, public health officials, drug treatment providers, child welfare workers, law enforcement officers, judges, and prosecutors entitled the Colorado State Methamphetamine Task Force The core purpose of the State Methamphetamine Task Force and partners is to provide leadership and develop a statewide strategy to assist local communities with implementation of the most effective practices to respond to illegal methamphetamine production, distribution, and use and to improve the well-being of drug endangered children. Given the complexity of responding effectively to methamphetamine and other illegal drug issues, the Colorado General Assembly established the State Methamphetamine Task Force with a mandate to:</p> <ul style="list-style-type: none"> • Assist local communities with implementation of the most effective practices to respond to methamphetamine production, distribution, and use. • Develop statewide strategies in collaboration with local communities to address prevention, intervention, treatment, and enforcement. • Take a comprehensive approach to and provide assistance and recommendations concerning prevention, intervention and treatment and the response of the criminal justice system to the methamphetamine problem in Colorado. 	Jeanne Smith (DCJ Director)
<ul style="list-style-type: none"> ○ State Epidemiology Work Group for the Meth Task Force 	Meg Williams (JJ Specialist)
<p>Crossover Youth Initiative is focused on youth involved in both the Dependency and Neglect (D & N) and the delinquency systems. Looking at how best to identify the unique needs and serve this population.</p>	Michelle Brinegar, Pam Wakefield
<p>Colorado Bar Association, Juvenile Law Section</p>	Dianne Van Voorhees
<p>Provider's Association is a state non-profit organization whose membership is the state funded substance use prevention providers.</p>	Joe Higgins
<p>Advisory Committee for Homeless Youth (ACHY) is a committee consisting of representatives from agencies both government and non-profit that largely focus on serving homeless youth in Colorado. The committee does work on collaborating efforts to serve youth, and policy in government that allow agencies to better serve youth in need.</p>	Bob Coulson
<p>Rural Collaborative for Homeless Youth is a multi-rural site collaboration which includes the support, technical assistance and project management from</p>	Bob Coulson

Board/Council/Commission/Committee	JJDP Member and DCJ Staff Participants
<p>specific urban partners who are experts in the youth serving field. The urban partners are the grantees to the funding streams that support these rural sites efforts, through purchase orders, to serve homeless and runaway youth in areas that lack an array of supportive services that urban locations typically possess.</p>	
<p>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 (JJDPA) of 2002. The Juvenile Justice and Delinquency Prevention Act's goals are to prevent and reduce juvenile delinquency and improve the juvenile justice system, by ensuring appropriate sanctions and services, due process, proper treatment and safe confinement for juveniles who are involved in the juvenile justice system. The core requirements of the Act are: Deinstitutionalization of Status Offenders (DSO); Sight and Sound Separation of Juvenile and Adult Offenders (Separation); Removal of Juveniles from Adult Jails and Lockups (Jail Removal); and Addressing the Over Representation of Minorities in the Juvenile Justice System.</p>	<p>See JJDP Council Roster</p>
<ul style="list-style-type: none"> o CMYE serves as the State Advisory Committee on DMC to the JJDP Council. Makes recommendations related to DMC to the Council based on data and member expertise. 	<p>Katie Wells, Bob Pence, Kayla Duran, Lisa Calderon, Anna Lopez (DMC Coordinator)</p>
<ul style="list-style-type: none"> o JJ/MH (see MICJS above) 	<p>Bill Bane, Susan Colling, Katie Wells, Kristin Podgurski, Anna Lopez (DMC Coordinator)</p>
<ul style="list-style-type: none"> o Formula Evaluation Committee formed to provide guidance for the evaluation of the data collected from the Formula funded grantees. 	<p>Michele Lovejoy (Formula/JABG Manager)</p>
<ul style="list-style-type: none"> o Diversion Evaluation Committee formed to provide input and guidance on the three year project the Council funded to look at the state funded Diversion programs to identify outcomes and areas for improvement. 	<p>Debbie Wilde, Joe Higgins, Susan Colling, Meg Williams (JJ Specialist), Michele Lovejoy (Formula/JABG Manager)</p>

COLORADO'S JUVENILE JUSTICE NEEDS/PROBLEM STATEMENTS

Problem Statement #1:

The racial and ethnic population of Colorado youth age 10-17 is: white youth 61.1%, African American youth 4.77%, Hispanic youth 29.4%, Asian youth 3.6% and American Indian youth 1.15%. As seen in the tracking sheet above, all the decision points are statistically significant for African American youth except the delinquent finding number, although the volume of youth at this point is still significant (704). This lack of statistical significance is more likely due to missing data reported by State Judicial than the actual number of youth for this decision point. The Colorado Commission on Criminal and Juvenile Justice (CCJJ) is currently working on ways to mandate that all state agencies collect uniform data by race and ethnicity and require that they report that data annually (more about the CCJJ is mentioned below). Due to this problem the same lack of statistical significance exists for Hispanic youth at both the cases petitioned decision point and the delinquent findings. In addition the number of Hispanic youth direct filed (transferred) is not statistically significant due to the low number of Hispanic youth direct filed on in FY 2010 – 2011.

The volume of youth is concerning in all areas except for direct file for both Hispanic and African American youth. The lack of volume of African American youth at the probation supervision decision point is concerning as they may not be offered opportunities to participate in probation but then have a higher volume and magnitude at commitment, with a RRI value of 3.26. Equally concerning is the increase in the RRI for Hispanic youth committed which increased from 4.68 last year to 6.31 this year. This is an issue which must be analyzed further to determine the cause(s) of this increased rate of commitment for Hispanic youth. One potential factor may be legal status; undocumented Hispanic youth are more likely to be committed to obtain services since most social service agencies must deny services based on federal funding rules. Use of commitment for access to needed services is one of the areas for JJDP Council focus over the next three years and the DMC issue will be included in that effort.

A new tool that shows statistical parity is now available to states in the DMC web-based data entry system. This tool will be especially useful to local jurisdictions addressing DMC as it gives a clearer picture of the volume of the problem and a better road map for addressing a jurisdiction's specific problem. To assist communities, Colorado's Commission on Criminal and Juvenile Justice (CCJJ) is developing a state website so that jurisdictions can have full access to their adult and juvenile justice DMC data and statistical parity data will be included. The tool is useful it provides multiple views of the same data. For example, although at first glance the RRI for Hispanic youth in the state is 1.24 this number still represents a significant volume of youth indicating that the RRI represents an over-contact of Hispanic youth by 1,802. When looking at the other problem areas for Colorado the tool indicates that for parity to be reached at confinement the number of African American youth needs to be reduced by 74 and Hispanic youth by 228, and at pre-adjudication detention the number for reduction is 195 for African American youth and 925 for Hispanic youth. The tool is a very tangible way to assist the state and jurisdictions in addressing their DMC problem by providing more information around the volume of activity and will be used both at the state and local level and provides another means to measure progress aiming to reduce the number of youth needed to reach parity at each decision point.

As mentioned above there is the CCJJ effort to address the issue of data and the lack of standardization between the collection and reporting by state agencies. One area of improvement for data has been the arrest data. For the first time in Colorado, the data from NIBRS was available by race and ethnicity. This greatly improves the reliability of the arrest data and the decision points that are calculated based on this number. The issue for Colorado remains State Judicial data which includes filing, conviction and sentencing, all extremely important to accurately measure disparities in the rate of contact with the system. While there appears to be race and ethnicity data reported from State Judicial, it is grossly inaccurate due to large numbers of missing information as well as a practice by staff to categorize most youth as white without asking the youth or parent to self identify. The CCJJ has an MOR Committee and data is the number one priority for its work. Also a priority for the CCJJ and the state is providing data to jurisdictions so they have a clear indication of where DMC exists and to what degree. Staff from, the Division of Criminal Justice (DCJ) Office of Research and Statistics are working on a web-based dash board to provide jurisdictions with this data, the DMC Coordinator will be assisting by providing the

juvenile data to populate the dash board including the parity data available from the DMC web-based data entry system.

While Colorado's juvenile justice system shows lower numbers of youth being arrested and subsequently committed, these decreases have not impacted minority youth at the same rate as there is still significant DMC for African American youth at both arrest and commitment, well over three times the rate of white youth for both decision points. While Hispanic youth are not as disproportionately contacted at arrest at only 1.24 , at commitment the number is extreme with Hispanic youth being committed at a rate of 6.31 that of white youth. Some of this disparity may be connected to missing and incorrect race and ethnicity data from State Judicial since the RRI at commitment is calculated based on delinquent findings. This only adds to the urgency to get good data from all systems.

Based on the data, the area of focus for 2012-2014 DMC Plan will remain arrest and secure confinement with the addition of pre-adjudicated detention with a greater focus on addressing DMC at the local level by providing targeted technical assistance and assessment resources at three jurisdictions the 2nd, 4th, and 18th judicial districts.

Problem Statement #2:

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. 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.

In Colorado, there have been active discussions regarding truancy through the JJDP Council (state SAG) and the Colorado Commission on Criminal and Juvenile Justice's (CCJJ) Education Task Force and Truancy Committee. Senate Bill 50, which passed in 2007, permitted school districts to use non-attorneys as representatives in judicial proceedings on truancy matters. It was expected that truancy petitions would increase due to the less expensive option for schools to use non-attorneys on these cases. The State has seen truancy petitions filed in juvenile court gradually increasing each year ultimately rising overall by 5.9% from 2005 to 2011.

As truancy petitions increase, so also does the use of detention as a sanction for truants violating court orders. From 2006 to 2011, the State saw an increase from 122 to 467, a seventy three percent increase in the use of detention for status offenders who do not abide by court orders. A majority of these are for truancy. In 2011 alone there were 2,867 truancy petitions filed with the court and 467 truants sent to detention, representing 16.3% of the filings.

Problem Statement #3:

The Division of Criminal Justice and the Juvenile Justice Prevention and Delinquency Council have enjoyed great relationships with both the Southern Ute and Ute Mountain Ute Tribes located in the Four Corners area of the state (SW). The Council has historically offered federal Title II/Formula Grant funds in excess of the required pass-through amount to both Tribes. Most recently, the Southern Ute Tribe has been using these funds to support trauma treatments and non-violent life skills training to youth who are court-ordered or high risk and referred by a school counselor. The Ute Mountain Ute Tribe elected to not receive Title II/Formula grant funds because of the requirement to be in compliance with the JJDP Act requirements for the appropriate holding of juveniles in secure settings, most critically in the area of deinstitutionalization of status offenders, notably truants.

The JJDP Council is currently scheduling a visit to the Four Corners area to meet with representatives from both Tribes to re-establish and rekindle their working relationship. Council member Ernest House Jr. is a member of the Ute Mountain Ute Tribe and is the Executive Secretary for the Colorado Commission on Indian Affairs and has been instrumental in this endeavor.

As with the State of Colorado, both Tribes struggle to address the needs of their youth and families, especially when children and youth are struggling with truancy issues. Through the meetings which are

being scheduled, the JJDP Council and members from the two Tribes will discuss how the Council can support them in meeting their most critical needs.

Colorado's Native American juvenile population that is non-reservation based continues to need culturally appropriate services. Although the Native American juvenile population that is non-reservation based is estimated at 1.1% of the State's total juvenile population and .9% of the Colorado school population, they represent 6.5% of the school dropouts, 1.12% of the youth who received in-school suspension, 1.4% receiving out-of school- suspension and 2.3% who were expelled in 2010-11.

Problem Statement #4:

As noted in this plan, and evidenced in the chart seen on pages 87-90, Colorado has a plethora of initiatives to address the needs of children, youth and families. What has been identified in virtually all of these groups is the fact that youth with low risk of criminal offending but high needs (LRHN) for behavioral services, along with their families, are entering the juvenile justice system in order to receive services. Prior to entry into the juvenile justice system they are frequently subjected to a maze of disconnected and conflicting services that often require higher than necessary levels of care, stigmatizing labels, and ultimate criminalization that weaken the permanent supportive connections that are the foundations for pro-social adult development. Specifically identified barriers include:

1. Educational barriers to youth, their family and professional's awareness and accessibility to supportive community-based services to proactively address behavioral needs.
2. Programming barriers for professionals to use evidence-informed screening and assessment tools to determine the appropriate services needed to address behavioral needs.
3. Organizational culture barriers for professionals to use a collaborative design for a "cross-system integrated services approach" to assist LRHN youth and families in getting their behavioral needs met without having to enter, going deeper, or crossing over into the juvenile justice system.

Another concern is that Colorado's children, youth and family systems are spending too much money and energy on ineffective and counterproductive programs and strategies that don't produce desired outcomes as evidenced by the unnecessary push of LRHN youth into the justice system to access needed services. In 2008, the Division of Youth Corrections began a vigorous campaign to apply the eight principles for effective intervention (<http://nicic.gov/Library/019342>) into its programming in an effort "to allow flexibility in program design while providing sufficient rigor to promote good outcomes" (http://www.colorado.gov/cdhsdyc/Resources-Publications/SB94_FYI_EBP_guide.pdf). More recently, the Colorado Implementation Collaborative, a multi-disciplinary collaborative, was established in Colorado with three specific goals: 1) expand the local and global network of informed individuals and organizations seeking to promote high quality implementation; 2) help develop a shared language and communication strategy about best practices in quality implementation of evidence-based programs (EBP); and 3) identify opportunities to provide education and technical assistance to organizations seeking to promote quality implementation of EBPs.

The Juvenile Task Force (JTF) of the Colorado Commission on Criminal and Juvenile Justice (CCJJ) has highlighted the need for a concentrated effort at "professionalizing" the juvenile justice field. The efforts to improve the juvenile justice system outlined above rely on a work force that truly understands and appreciates the value for collaborative, quality, timely and appropriate interventions for our children and youth. This effort will not be successful unless system professionals, including judges/magistrates, district attorneys, etc., view juvenile justice as a chosen field rather than an assignment to be endured. To this end, the JJDP Council will develop, in conjunction with the CCJJ/JTF, a Professionalism Committee to explore the development of a Colorado Juvenile Justice Training Academy.

Colorado continues to recognize the importance of youth involvement in any system improvement efforts and therefore the need to encourage positive youth development activities for youth.

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

The Division of Criminal Justice (DCJ)/Office of Adult and Juvenile Justice Assistance (OAJJA) employs a 40% time employee, whose responsibilities are monitoring for compliance of the first three core requirements of the JJDP Act. The Compliance Monitor (CM) has been a DCJ employee since 1993 and has a thorough understanding of the core requirements and federal regulations. The CM attends OJJDP Compliance Monitoring Conferences and at times serves as a consultant for OJJDP on compliance monitoring issues in other states.

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

Colorado's trend analysis and strategy for maintaining compliance

The following chart shows the number of violations and the DSO rate of violations for a 10 year period beginning in 2001 and ending in 2011 (the last monitoring report submitted to OJJDP).

Juvenile Detention Centers											
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*
Accused Status Offenders held over 24 hours	63	22	67	4	20	11	16	18	112	155	155
Adjudicated Status Offenders	28	6	13	18	66	48	62	82	66	64	64
Adult Jails and Lockups											
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*
Accused and Adjudicated Status Offenders held for any period of time	17	26	22	20	40	34	49	46	40	46	46
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*
TOTAL VIOLATIONS	108	54	102	42	126	93	127	146	218	265	265
D.S.O. RATE of Compliance	9.7	4.9	8.9	3.7	11.5	7.8	10.7	12.3	18.3	22.2	22.2

*For the 2011 report, Colorado used the same data as for 2010 so we could begin reporting on the calendar year time period. This was documented and confirmed in an email from DCJ to the OJJDP Compliance Monitor on November 28, 2011. For the 2012 report Colorado will be using data collected and verified for the time period January 1, 2011 – December 31, 2011.

Colorado is in compliance with de minimus exceptions and has state law and judicial rule to support compliance.

Juvenile Detention Centers: Accused Status Offenders

There are 11 juvenile detention centers in Colorado. Of those, 10 are owned by the state and 1 is owned by a county (Boulder). From 2001 to 2008, the number of accused status offenders held over the 24 hour reporting exception had been decreasing dramatically. In 2008, each detention center had an average of 1.6 violations. However, in 2009 the average number of violations at increased to 10 and in 2010 the average number of violations increased to 14 per juvenile detention center. These types of violations are primarily caused when juveniles are placed in detention pending a detention and placement hearing and/or due to scheduling conflicts, the detention hearings are not held within 24 hours (excluding weekends and holidays), and/or if juveniles are not released within 24 hours (excluding weekends and holidays) immediately following initial court appearances.

In 2009 the data reporting process for compliance monitoring changed dramatically. In previous years, the Division of Criminal Justice (DCJ) relied on the Division of Youth Corrections (DYC), which administers juvenile detention, to provide a printout of "questionable" holds from their Trails database.

When DCJ asked for more inclusive data in 2009, DYC wrote a program so that the DCJ compliance monitor could query the Trails system personally from her computer. She was therefore able to produce her own reports for each juvenile detention center. These reports provided information on all juveniles admitted to detention, not just those that were “questionable”, resulting in a much more accurate report. Because DYC policies and practices on detention admissions did not change in 2009, it is believed that more accurate reporting is the primary reason for the inordinate increase in violations of accused status offenders held over 24 hours. In 2010 the number of violations increased again to 155 violations, an increase of 43 violations from 2009. Colorado used the 2010 data for the 2011 compliance monitoring report to accommodate OJJDP’s request to report on a calendar rather than a fiscal year.

As stated, Colorado used the 2010 data for the 2011 compliance monitoring report to accommodate OJJDP’s request that DCJ report on a calendar year, however, in 2011 there was a decrease in the number of these violations which will be documented in the 2012 compliance monitoring report (data for January – December 2011). The data for January – December 2011 was not completely verified at the time this application was due but a preliminary review shows there will be fewer violations of accused status offenders held over the 24 hour reporting exception in the 2012 report.

In Colorado the Division of Youth Corrections is responsible for 10 of the 11 juvenile detention centers. The other juvenile detention center (Boulder Community Services) has very few violations. Senate Bill 94 Coordinators are responsible for the “intake screening” at the juvenile detention centers and serves as the gatekeeper for admission. The DCJ OAJJA Manager (Juvenile Justice Specialist) and compliance monitor have met with DYC leadership, the State Senate Bill 94 Advisory Board and the board of Senate Bill 94 Coordinators to discuss the increase in violations and problem solve methods to reduce the length of stay in secure detention for this population of youth. DCJ is pleased to report that these meetings have been productive as will be demonstrated in the 2012 compliance monitoring report.

In addition, the District Court Judges have been advised in writing of these violations and have joined in the problem-solving conversation.

DCJ is committed to reducing these violations through education, training, problem solving and legislative changes.

Colorado State Law

Please note that these violations are in conflict with Colorado Revised Statute under Part 3 of the Children’s Code, Child Abuse and Neglect (where “status offenders” are addressed in statute), 19-3-403, “(2) A child requiring physical restraint may be placed in a juvenile detention facility operated by or under contract with the department of human services for a period of not more than twenty-four hours, including Saturdays, Sundays, and legal holidays.”

Juvenile Detention Centers: Adjudicated Status Offenders

Since 2001 the number of adjudicated status offenders held in juvenile detention centers without benefit of a valid court order has significantly increased with a high in 2008 of 82. DCJ has specifically addressed this type of violation since 2006. In 2006, the JJ Specialist, the Compliance Monitor and a judge from the SAG met with the State Court Administrator’s Office and requested they send a memo to all Judges in the State advising them about Colorado Rule 3.8 (it mirrors the OJJDP 1996 Valid Court Order requirement regulation) and the number of violations reported to OJJDP. In 2007 the number of violations again increased and again the JJ Specialist, the Compliance Monitor and the judge from the SAG met with the State Court Administrator’s Office (SCAO) and requested they mandate the use of the Valid Court Order forms (first VCO compelling behavior, the Written Report and the second VCO sentencing the juvenile to detention) contained in Colorado Judicial Rule 3.8. Although the SCAO could not mandate the use of the forms, they did issue another memo encouraging the use of the forms, however, in 2008 the violations increased again. In 2009 and 2010 the violations did not increase and were in fact reduced.

As stated previously, Colorado used the 2010 data for the 2011 compliance monitoring report to accommodate OJJDP’s request that DCJ report on a calendar year, however, there was a decrease in the number of these violations which will be documented in the 2012 compliance monitoring report (data for January – December 2011). The data for January – December 2011 was not completely verified at the time this application was due but a preliminary review shows there will be fewer violations of

adjudicated status offenders sentenced to detention without benefit of the Valid Court Order in the 2012 report.

In addition to the above, there are several barriers to compliance. In the past, data reports could only be generated once a year by DYC therefore there was no avenue for quickly responding to violations. One of the strategies used to address this barrier is generating reports twice a year rather than once a year. Since September 2009, DCJ has generated reports for each juvenile detention center twice a year and these reports reflect all juveniles placed in detention. The compliance monitor verifies the Valid Court Order was used correctly at all District Courts twice a year and consequently training and education have also occurred twice a year with Judges and Clerks rather than once a year as in previous years.

Colorado is also experiencing an increase in the use of the Valid Court Order. When Colorado first began using the Valid Court Order in 1998 it was envisioned that it would be the last recourse for judges dealing with youth who simply would not follow orders of the court. Over time, more and more schools began filing truancy cases in district court. In 2008 there were 232 Valid Court Orders in Colorado, in 2009 there were 360, and in 2010 there were 382. Each year new and untrained Judges (those who have not been trained on the use of the Valid Court Order and the paperwork required for the federal and State Valid Court Order to be used) sentence status offenders to detention – without benefit of the Valid Court Order process and paperwork. In 2009, DCJ held six judicial training sessions in the districts that use the Valid Court Order. Over 100 people were trained. The purpose of the training was two-fold: 1) to train judges on the proper use and paperwork for the VCO and 2) to develop procedures for training new judges coming to the bench in those judicial districts. This effort only reduced the number of violations from 66 in 2009 to 64 in 2010.

In January 2010, the DCJ OAJJA Manager and compliance monitor met with the DYC Leadership Team to discuss the violations. Additional meetings were held with the SB 94 State Advisory Board. Local SB 94 coordinators, located in each of the 22 Judicial Districts, are the gatekeepers for juvenile detention centers and are therefore the first line of defense to prevent and/or address violations. DCJ emails a chart of violations annually to all Chief District Court Judges, Juvenile Judges, DYC administration and juvenile detention center directors. The SAG Compliance Subcommittee was convened in 2011 to address the violations and elected to work with the Commission on Criminal and Juvenile Justice's Juvenile task Force and its Education Workgroup.

As stated previously, Colorado used the 2010 data for the 2011 compliance monitoring report to accommodate OJJDP's request that DCJ report on a calendar year, however, there was a decrease in the number of these violations which will be documented in the 2012 compliance monitoring report (data for January – December 2011). The data for January – December 2011 was not completely verified at the time this application was due but a preliminary review shows there will be fewer violations of adjudicated status offenders sentenced to detention without benefit of the Valid Court Order in the 2012 report.

Colorado State Law

Please note that it is a violation of State law to sentence status offenders to detention without benefit of the Valid Court Order, see C.R.S. 22-22-108, Judicial Proceedings, "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." Rule 3.8 refers to the Colorado Valid Court Order process which is identical to the OJJDP VCO process prior to the 2002 Act reauthorization. Since the Valid Court Order process in Colorado is more restrictive than the current VCO guidance from OJJDP, Colorado uses the former VCO guidelines.

Adult Jails and Lockups: Accused and Adjudicated Status Offenders

The numbers of accused and adjudicated status offenders held in adult jails and lockups rose from 17 in 2001 to 46 in 2010. There are multiple reasons for these violations. Please note that the number of violations represents less than .5% of all the juveniles held securely during the 2010 reporting year. In 2010 there were 8,867 youth held securely, and of those, 46 were status offenders. As stated previously, 2010 data was used for the 2011 compliance monitoring report.

The majority of status offenders held securely in adult jails or lockups are those arrested on warrants where the original charge was a status offense. DCJ trains law enforcement during on-site visits on how to avoid this type of violation. DCJ will continue to work with law enforcement in developing non-secure areas within their facility for this type of juvenile. DCJ inspects and trains all secure facilities at a desired rate of 33.3% a year and all non-secure facilities at a desired rate of 33.3% a year. All facilities receive a green three ring binder entitled *Colorado's Guide for Implementing the Core Protections of the Juvenile Justice and Delinquency Prevention Act of 2002: Safe and Appropriate Holding of Juveniles in Secure Settings and Facilities*. This binder contains information that mirrors the federal Act and regulations and is also available on DCJ/OAJJA's website. In addition, Colorado State law is comparable to the Act and regulations.

Colorado State Law

Please note that holding these youth securely is a violation of State law, C.R.S. 19-2-508(8) (a) "A juvenile who allegedly commits a status offense or is convicted of a status offense shall not be held in a secure area of a jail or lockup."

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

Colorado's trend analysis and strategy for maintaining compliance

The following chart shows the number of Separation violations by facility type for a 10 year period beginning in 2001 and ending in 2010.

Juvenile Detention Centers and Juvenile Correctional Facilities											
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*
Separation Violations	0	0	0	0	0	0	0	0	24	0	0
Adult Jails and Lockups											
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*
Separation Violations	1	4	0	0	1	0	0	0	0	0	0
TOTAL VIOLATIONS	1	4	0	0	1	0	0	0	0	0	0

*For the 2011 report, Colorado used the same data as for 2010 so DCJ could begin reporting on the calendar year time period. This was documented and confirmed in an email from DCJ to the OJJDP Compliance Monitor on November 28, 2011. For the 2012 report Colorado will be using data collected and verified for the time period January 1, 2011 – December 31, 2011.

Colorado is currently in compliance with separation pending an OJJDP review of the data gathered by the Colorado Division of Youth Corrections.

Colorado continues to work successfully with adult jails and lockups to minimize the number of separation violations in their facilities (6 violations over the last 11 years). The DCJ compliance monitor conducts on-site visits at a desired rate of 33.3% at secure law enforcement and juvenile facilities and at a desired rate of 33.3% at non-secure law enforcement facilities. During each on-site visit the facility is reviewed for sight and sound separation. A facility layout is included in each Facility File. A sight and sound separation checklist is completed, or updated, during each inspection. The separation standards are contained in *Colorado's Guide for Implementing the Core Protections of the Juvenile Justice and Delinquency Prevention Act of 2002: Safe and Appropriate Holding of Juveniles in Secure Settings and Facilities*. Each facility receives a copy of these three ring binders. In addition, each facility is queried on its Shape Up or Scared Straight programming, to date all jails and lockups have ceased operation of this type of program.

In 2009, after many years of zero violations, Colorado reported 24 separation violations at juvenile detentions. This number represented the number of young adults who were securely held in juvenile detention and juvenile correctional facilities, who were sentenced to these facilities prior to their 18th birthday until their 21st birthday, and who after their 18th birthday violated a State a law and were "filed on and/or convicted" as adult offenders and placed back in the juvenile detention or juvenile correctional facilities to fulfill their original juvenile sentence. Put another way: 24 young adults were originally sentenced to the Department of Youth Services (DYC) as a juvenile (under the age of 18) until they

reached age 21 (extended age of jurisdiction in Colorado). After they turned 18, either while in a secure or non-secure DYC facility or placement, they allegedly committed a criminal offense. They were all charged with this offense and as they were over the age of 18 they were charged as adults and the cases filed in adult court. Upon conviction, these young adults were then returned to a juvenile detention or correctional facility (since they were still under the care, custody and control of DYC) until a disposition could be reached. Some young adults went into adult jails; some young adults remained in DYC custody.

The data on those who are over 18 and received adult charges is extremely difficult to obtain, in 2009 the DYC Case Managers were queried individually and asked to produce a list. Obviously, this type of data collection is not reliable. This information is not collected in the DYC database (Trails) or in any other database. During the course of 2010 there were discussions with OJJDP but no written guidance was provided to Colorado if these were indeed violations or if they fell into the exceptions outlined in Mr. Flores' memo on separation. In addition, when the Guidance Manual was re-written in the fall of 2010 this type of violation was not addressed as was expected. Consequently, this was not reported in the 2010 compliance monitoring report.

On January 26, 2012, DCJ and DYC met with the OJJDP Compliance Monitoring Coordinator, on this issue at the DYC office in Denver. It was agreed that DYC would implement a three month study in real time to determine the scope and extent of this issue. Information on the number of young adults in secure DYC custody receiving adult charges for criminal offenses will be gathered. The criminal offense, length of stay in DYC facilities after the charge, race, sex, age and final disposition will be tabulated to be included in the 2012 compliance monitoring report due June 30, 2012.

Colorado State Law

The violations allowing DYC clients over the age of 18 who receive an adult charge to remain in DYC facilities are not in conflict with State statute. Colorado laws allow for extended age of jurisdiction and allow DYC clients over the age of 18 who commit a criminal offense to be placed back in juvenile detention or correctional facilities for completion of their juvenile sentence. This is because DYC has primary care, custody and control over these young adults until they complete their sentence.

It is a violation of Colorado laws to detain a juvenile under the age of 18 in adult facilities, except in cases where the juvenile has been waived, transferred or direct filed into adult criminal court on a felony. See C.R.S. 19-2-508 (4)(d)(I): "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 adult offenders."

The Colorado SAG has been briefed on this issue occurring at juvenile detention centers and juvenile correctional facilities. The DCJ Director, JJ Specialist, and Compliance Monitor met with the DYC Leadership Team and advised them of the issue. An option suggested by OJJDP, to create separate facilities for the "adult inmates", is not economically feasible for Colorado. Separating these young adults, especially prior to conviction on the adult charge, does not appear to be a feasible option either. DCJ will keep OJJDP apprised of our talks and progress with other key stakeholders and will provide the results of the study when it is completed.

Collocated Facilities

Colorado has one collocated facility, the Chief Ignacio Juvenile Detention Center located in Towaoc on the Ute Mountain Ute reservation. This facility is owned and operated by BIA and allows DCJ to inspect and certify the facility annually and to collect data. Per their Policies and Procedures, there is a clear designation of duties such that staff working on the juvenile side of the facility never works on the adult side of the facility and vice versa. Consequently, Colorado does not have a policy requiring certification of staff that works with both juveniles and adults in collocated facilities. In 2010 and 2011, the Ute Mountain Ute reservation did not accept Formula Grant funding and their data was therefore excluded from the 2010 and 2011 compliance monitoring report per OJJDP written guidance.

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

Colorado's trend analysis and strategy for maintaining compliance

The following chart shows the number of violations and the rate of violations by facility type for a 10 year period beginning in 2001 and ending in 2010.

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*
Accused and Adjudicated Status Offenders held for any period of time	17	26	22	20	40	34	49	46	40	46	46
Accused delinquents held over 6 hours	14	45	17	8	15	24	20	13	12	13	13
Accused delinquents hold unrelated to processing	0	0	0	0	0	0	0	0	0	0	0
Delinquents held over 6 hours before or after a court appearance or held unrelated to court appearance	0	0	0	0	0	0	0	0	0	0	0
TOTAL VIOLATIONS	31	71	39	28	55	58	69	59	52	59	59
Jail Removal RATE of Compliance	2.8	6.4	3.9	2.5	5.0	4.4	5.8	5.0	4.4	4.9	4.9

* For the 2011 report, Colorado used the same data as for 2010 so DCJ could begin reporting on the calendar year time period. This was documented and confirmed in an email from DCJ to the OJJDP Compliance Monitor on November 28, 2011. For the 2012 report Colorado will be using data collected and verified for the time period January 1, 2011 – December 31, 2011.

Colorado is in compliance with Jail Removal with de minimus exceptions. All violations are also violations of Colorado Revised Statutes.

Colorado has been in compliance with Jail Removal since 1993 and continues to be in compliance with a rate of 4.9 in 2011. The number of violations represents less than .5% of the total number of youth held securely. The majority of violations are status offenders arrested on warrants, brought to the jail or lockup and held securely pending release or transportation to a juvenile detention center. It is difficult for law enforcement to understand that some warrants (status offenses) are not detainable and for that reason, training is ongoing. Due to law enforcement staff turnover and new officer hires DCJ anticipates that a percentage of all arrested youth will continue to be violations. All of Colorado law enforcement facilities report data. Juvenile Holding Cell logs are located next to or near the holding cells in each facility. DCJ is confident that its data is complete and for that reason alone more violations are expected.

The DCJ compliance monitor conducts on-site visits to all secure law enforcement and juvenile detention facilities at a desired rate of 33.3% every year. Non-secure law enforcement facilities are monitored at a desired rate of 33.3% a year. During each on-site visit the compliance monitor makes sure Juvenile Holding Logs are being maintained and that these records are accurate and reflect the data needed for the annual OJJDP Compliance Monitoring Report. The compliance monitor makes sure that each facility has a copy of the three ring binder called *Colorado's Guide for Implementing the Core Protections of the Juvenile Justice and Delinquency Prevention Act of 2002: Safe and Appropriate Holding of Juveniles in Secure Settings and Facilities*. It contains information on Colorado Statutes and federal regulations. Facilities with violations may be visited more than once a year. Training is offered during each visit, the compliance monitor is available to attend shift meetings to provide training or technical assistance. Many facilities mail or fax their Juvenile Holding Logs monthly so the compliance monitor can address violations

immediately after they have occurred. The SAG is kept abreast of Colorado's compliance status through a compliance monitor report at each meeting.

Colorado State Law

Please note that holding status offender youth securely is a violation of State law, C.R.S. 19-2-508(8) (a) "A juvenile who allegedly commits a status offense or is convicted of a status offense shall not be held in a secure area of a jail or lockup."

Please note that holding delinquents over 6 hours is a violation of State law, C.R.S. 19-2-508 (4) (d) (I): "A juvenile (delinquent) may be detained in a jail, lockup, or other placed 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."

Rural Removal Exception

Colorado does not use the Rural Exception despite the fact that several counties would qualify for the Rural Exception.

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

(1) Policy and Procedures.

Colorado's Compliance Manual is available on the web and law enforcement and other agencies are directed to this document. http://dcj.state.co.us/oajja/ComplianceMonitoring/Compliance_Monitoring.html. Select "Colorado Monitoring Policy and Procedure Manual" on right side of page to download and/or print.

(2) Monitoring Authority.

In 2006, Colorado obtained legislative authority to monitor and collect data. Colorado Revised Statute 24-33.5-503. "Duties of Division (Division of Criminal Justice) (1) the division has the following duties: (r) to inspect secure juvenile facilities and collect data on juveniles that are held in secure juvenile facilities, jails, and lockups throughout the state." See also the Policy and Procedure Manual pages 18-20.

(3) Monitoring Timeline.

Colorado's timeline for 2012 is located on pages 103-106 of this plan. The process used to develop the yearly timeline is contained in the Policy and Procedure Manual, pages 14-17.

(4) Violation Procedures.

Colorado's violation policy, procedure and form are contained in the Policy and Procedure Manual, page 10-13. Please note that state Statute permits civil fines for a Sheriff or Police Chief that willfully violates Deinstitutionalization of Status Offenders, Jail Removal or Sight and Sound Separation. See C.R.S. 19-2-508 (II), 19-2-508 (8) (b), 25-1-310 (1) (b) and 27-10-105 (1.1) (b).

(5) Barriers and Strategies.

Colorado's policy outlining the annual process to identify barriers and strategies to address those barriers are contained in the Policy and Procedure Manual, pages 8-9.

Barrier #1– Accused status offenders in juvenile detention centers over the 24 hour "reporting" exception

Since 2001, the number of accused status offenders held over the 24 hour reporting exception has decreased dramatically until 2009. There are 11 juvenile detention centers in the state; each center had an average of 1.6 violations per center in 2008, which is a realistic average number of violations. However, in 2009 the average number of violations at each juvenile detention center increased to 10.18 and then in 2010 the average number of violations at each juvenile detention center increased again, this time to 14. The primary reason for this type of violation is if the juvenile is placed in detention pending a detention and placement hearing and due to scheduling conflicts the detention hearing is not held within 24 hours (excluding weekends and holidays) or if the juvenile is not released within 24 hours (excluding weekends and holidays) immediately following the initial court appearance.

Another factor influencing the number of violations is the data reporting process. In 2009 it changed dramatically. Previously, DCJ relied on the Division of Youth Corrections (DYC) to provide a printout of “questionable” holds. DCJ provided DYC with information on the type of holds it wanted pulled and printed. In 2009, after several meetings with DYC asking for more reliable data, DYC wrote a program so that the DCJ compliance monitor could query the Trails system personally and directly produce her own reports for each juvenile detention center. These reports provided information on all juveniles admitted to detention, not just those that were questionable. This process resulted in much better reporting and is believed to be the reason the number of violations of accused status offenders held over 24 hours increased so dramatically. There is nothing else to explain it as DYC policies on admissions did not change in 2009.

Strategy #1 - Accused status offenders in juvenile detention centers over the 24 hour “reporting” exception

This compliance issue and barrier has been discussed since 2009. The DCJ OAJJA Manager suggested the SAG Compliance Subcommittee reconvene to focus on VCO violations and accused status offender violations. In January 2010, the DCJ OAJJA Manager and compliance monitor met with the DYC Leadership Team to discuss the violations. Additional meetings were held in 2011 with the State level SB 94 Advisory Board. SB 94 staff is the statewide gatekeeper for all juvenile detention centers and are therefore the first line of defense to prevent violations.

OJJDP requested that DCJ begin reporting on a calendar year rather than the fiscal year. In order to accomplish this, and to provide a full 12 months of data, DCJ received permission from Elissa Rumsey, OJJDP Compliance Monitoring Coordinator, on November 28, 2011 to use the 2010 data for the 2011 report. The compliance monitor does have preliminary data for the 2012 report (January – December 2011) that shows a marked decrease in both the number of accused status offenders held over the 24 hour reporting exception and the number of adjudicated status offenders sentenced without benefit of the Valid Court Order. This data will be submitted to OJJDP no later than June 30, 2012.

Given the large increase in violations, the DCJ OAJJA Manager and DCJ compliance monitor met in 2010 and 2011 with the DYC Leadership Team to discuss possible solutions to decrease these violations. This was also discussed with the State Senate Bill 94 Leadership Team as SB 94 staff is the statewide gatekeepers for juvenile detention admissions. Juvenile Detention Center Directors and DYC Regional Managers were also alerted to these violations and asked to discuss internally how to reduce them for the 2012 report.

The violations have been brought to the attention of State legislators and Chief Judges in all 22 Judicial Districts. The majority of the violations are status offenders arrested on warrants and held in secure juvenile detention pending a hearing and placement. A legislative option this session is not a viable option as it is already too late in the 2012 session to introduce a new bill.

Please note that these violations are in conflict with Colorado Revised Statute under Part 3 of the Children’s Code, Child Abuse and Neglect (where “status offenders” are addressed), 19-3-403, “(2) A child requiring physical restraint may be placed in a juvenile detention facility operated by or under contract with the department of human services for a period of not more than twenty-four hours, including Saturdays, Sundays, and legal holidays.”

Barrier #2 – Adjudicated Status Offenders in Juvenile Detention Centers

The number of status offenders being sentenced to juvenile detention centers without benefit of the Valid Court Order paperwork and process has been an on-going compliance concern since 1999. Each year the DCJ staff has worked on training Judges, school officials and court staff on the Valid Court Order and each year the number of violations either increases or remains stable.

In 2006, DCJ and a judge from the SAG met with the State Court Administrator’s Office and requested they send a memo to all Judges in the State advising them about Colorado Rule 3.8 (it mirrors the OJJDP 1996 Valid Court Order requirement regulation) and the number of violations

reported to OJJDP in 2006. Legislation was passed in 2006 requiring Judges to use the Valid Court Order process when sentencing status offenders to detention.

In 2007 the number of violations increased. DCJ and a judge from the SAG met again with the State Court Administrator's Office and requested they make the use of the Valid Court Order forms contained in Rule 3.8 mandatory. They could not make the use of the forms mandatory but they did issue another memo encouraging use of the forms.

In 2008 the violations increased. Each year a chart of the violations is mailed to all Chief District Court Judges, the Juvenile Judges and NYC administration and juvenile detention center directors.

In 2009 the violations did not increase but they were not substantially reduced either. This is the case in 2010 as well, there were 64 violations (down from 66 violations in 2009).

In 2010 the DCJ OAJJA Manager decided that DCJ would train the Judges, clerks, and school personnel on how to use the VCO correctly and what paperwork was required. In the late winter and early spring six training sessions were held over the lunch hour in judicial districts that use VCO. Over 100 attended the six sessions. The purpose of the training was two-fold: 1) to train judges on the proper use and paperwork for the VCO and 2) to develop procedures for training new judges coming to the bench in those judicial districts. Despite this training effort the number of violations decreased by only two cases.

Strategy #2 - Adjudicated Status Offenders in Juvenile Detention Centers

No legislative changes are required as current legislation is comparable to the Act and regulations. Colorado has Judicial Rule 3.8 which mirrors the pre-2002 JJDP Act. The problem is that the Judges and schools do not always follow state statutes and judicial rules. It is believed they do not as there is staff turnover in truancy and dependency and neglect courts and new, or newly transferred Judges, do not always know the rules.

The DCJ compliance monitor runs the NYC juvenile detention center reports twice a year now, versus once a year up until 2011. Valid Court Order paperwork is now checked twice a year instead of once a year. The shorter compliance monitoring time frames has increased positive working relationships and training when needed. In one District Court the District Court clerk scans the VCO paperwork and emails it to the compliance monitor the day the juvenile is sentenced to detention. If there are any violations in the paperwork they can be immediately addressed so hopefully the next case is done correctly.

The DCJ OAJJA Manager re-enlisted the support of the SAG through the Compliance Monitoring subcommittee; meetings were scheduled in 2011.

OJJDP requested that DCJ begin reporting on a calendar year rather than the fiscal year. In order to accomplish this, and to provide a full 12 months of data, DCJ received permission from Elissa Rumsey, OJJDP Compliance Monitoring Coordinator, on November 28, 2011 to use the 2010 data for the 2011 report. The compliance monitor does have preliminary data for the 2012 report (January – December 2011) that shows a marked decrease in both the number of accused status offenders held over the 24 hour reporting exception and the number of adjudicated status offenders sentenced without benefit of the Valid Court Order. This data will be submitted to OJJDP no later than June 30, 2012.

(6) Definition of Terms.

Colorado uses federal definitions exclusively for all monitoring activities. Please see Colorado's policy on the use of federal definitions in the Policy and Procedure Manual, pages 21-28.

(7) Identification of the Monitoring Universe.

The identification of the monitoring universe is an annual process in Colorado. It is detailed in the Colorado Policy and Procedure Manual, pages 30-36.

(8) Classification of Monitoring Universe.

The classification of the monitoring universe is an annual process in Colorado. It is detailed in the Colorado Policy and Procedure Manual, pages 37-40.

(9) Inspection of Facilities.

Colorado's inspection policy and process is detailed in the Policy and Procedure Manual, pages 41-52.

(10) Data Collection and Verification.

DCJ has statutory authority to collect data on all youth held securely in jails, lockups and juvenile detention or correctional facilities. DCJ annually collects Juvenile Holding Cell logs at all jails and lockups classified as being secure. There are no jails or lockups that do not comply; therefore at this point in time DCJ does not have a statistically valid procedure to project data for non-reporting facilities. No facility in Colorado "self-reports" data; it is all reviewed personally by the compliance monitor for accuracy and to determine if there are violations. All secure facilities receive an on-site inspection at least once every three years. At that time the method of collecting information on the Juvenile Holding Cell log is discussed and cases with missing information are researched. In addition, prior to counting an entry as a violation it is verified personally by the compliance monitor.

Facilities that have been classified as being non-secure are inspected once every three years to ensure they are still non-secure. If a facility is non-secure, a Non-Secure Certification Form is completed and placed in the Facility File. All non-secure facilities report holding 0 juveniles each year; which is confirmed by the compliance monitor.

No other agency, other than the DSA, which is DCJ, collects and verifies data on juveniles held securely in Colorado.

OJJDP has asked DCJ to move to a calendar reporting year and DCJ has begun that process. The DCJ submitted a supplemental report in June 2011 for data collected July 1, 2010 – December 31, 2010 and will submit an annual report for 2011 for data collected January 1, 2011 – December 31, 2011 by June 30, 2012.

A detailed description of the data collection process and policy can be found in the Policy and Procedure Manual, pages 53-68.

Colorado does not contract with any public or private agency to perform the monitoring function.

State of Colorado
Compliance Monitoring Work Plan (January - December)
Compliance Monitoring Tasks

Required OJJDP Compliance Monitoring Tasks	Description	2010 Year One	2011 Year Two	2012 Year Three
Policies and Procedures	OJJDP requires each State to have a written manual describing how the State performs the compliance monitoring function.	The policies and procedures were updated in 2008 and require no further update this year.	Update the policy and procedure manual.	The policies and procedures were updated in 2011 and require no further update this year.
Monitoring Authority	OJJDP requires each State to have authority to monitor facilities and collect data. DCJ was granted that authority with the passage of HB 06-1112. See CRS 24-33.5-503. No further action required.	No action required.	No action required.	No action required.
Monitoring Timetable	OJJDP requires each State to develop a Monitoring Timetable annually describing who will perform what compliance monitoring duty, when, and what the product will be.	Develop the Monitoring Timetable based on the previous timetable activities.	Develop the Monitoring Timetable based on the previous timetable activities.	Develop the Monitoring Timetable based on the previous timetable activities.
Violation Procedures	OJJDP requires each State to have written procedures on how violations of the Act are dealt with, reduced and documented.	DCJ sends a written Compliance Violation Report to the offending agency each time a violation is discovered. Violations are discovered during on-site visits or when Juvenile Holding Cell Logs are mailed or faxed in. A copy of the Compliance Violation Report is retained in the Facility File and is recorded separately for submission on the annual OJJDP Compliance Monitoring Report.	DCJ sends a written Compliance Violation Report to the offending agency each time a violation is discovered. Violations are discovered during on-site visits or when Juvenile Holding Cell Logs are mailed or faxed in. A copy of the Compliance Violation Report is retained in the Facility File and is recorded separately for submission on the annual OJJDP Compliance Monitoring Report.	DCJ sends a written Compliance Violation Report to the offending agency each time a violation is discovered. Violations are discovered during on-site visits or when Juvenile Holding Cell Logs are mailed or faxed in. A copy of the Compliance Violation Report is retained in the Facility File and is recorded separately for submission on the annual OJJDP Compliance Monitoring Report.
Barriers and Strategies	OJJDP requires each State to document in writing their barriers to compliance or compliance monitoring and their strategies to reducing the violations or making their compliance monitoring system more efficient.	<p>Colorado prepares the annual OJJDP Compliance Monitoring Report in the fall with a submission deadline of December 31.</p> <p>The compliance monitor (CM) provides a full update on compliance status at the next scheduled meeting after December 31. At that meeting Barriers to compliance and Strategies for compliance are discussed. The barriers and strategies are included in the Council Minutes. The CM provides the OAJJA Manager with an annual update to</p>	<p>Colorado prepares the annual OJJDP Compliance Monitoring Report in the fall with a submission deadline of June 30.</p> <p>The CM provides a full update on compliance status at the next scheduled meeting after June 30. At that meeting Barriers to compliance and Strategies for compliance are discussed. The barriers and strategies are included in the Council Minutes. The CM provides the OAJJA Manager with an annual update to the Three Year Plan in January of each year. The Three Year Plan</p>	<p>Colorado prepares the annual OJJDP Compliance Monitoring Report in the fall with a submission deadline of June 30.</p> <p>The CM provides a full update on compliance status at the next scheduled meeting after June 30. At that meeting Barriers to compliance and Strategies for compliance are discussed. The barriers and strategies are included in the Council Minutes. The CM provides the OAJJA Manager with an annual update to the Three Year Plan in January of each year. The Three Year Plan</p>

Required OJJDP Compliance Monitoring Tasks	Description	2010 Year One	2011 Year Two	2012 Year Three
		the Three Year Plan in January of each year. The Three Year Plan addresses Colorado's barriers to Compliance and strategies for compliance.	addresses Colorado's barriers to Compliance and strategies for compliance.	addresses Colorado's barriers to Compliance and strategies for compliance.
Definitions	OJJDP requires each State to use federal definitions when monitoring and when completing the annual report.	Colorado uses the federal definitions when monitoring and when completing the annual report. During the legislative session attention is paid to any bills that would change current definition of terms or current juvenile practice. Estimated Time: NA, performed by Meg Williams and Ann Terry Month: January – May	Colorado uses the federal definitions when monitoring and when completing the annual report. During the legislative session attention is paid to any bills that would change current definition of terms or current juvenile practice. Estimated Time: NA, performed by Meg Williams and Ann Terry Month: January – May	Colorado uses the federal definitions when monitoring and when completing the annual report. During the legislative session attention is paid to any bills that would change current definition of terms or current juvenile practice. Estimated Time: NA, performed by Meg Williams and Ann Terry Month: January – May
Identification of the Monitoring Universe	The CM is required to annually update the universe of facilities that might hold juveniles pursuant to public authority. Colorado's universe is well established, basically the yearly task is to contact the department heads or licensing agents in charge of the facilities to determine if new facilities have been added, dropped or if any licensing rules and regulations have changed.	Each year, typically in early winter after the OJJDP compliance monitoring report is submitted, the CM contacts department heads and licensing agents and queries them on new facilities, dropped facilities and changes to licensing rules/regulations or state law which would impact compliance monitoring. This information is then updated in the Monitoring Universe Files and updated on the Monitoring Universe chart (that is submitted to OJJDP). Month: December or January	Each year, typically in early winter after the OJJDP compliance monitoring report is submitted, the CM contacts department heads and licensing agents and queries them on new facilities, dropped facilities and changes to licensing rules/regulations or state law which would impact compliance monitoring. This information is then updated in the Monitoring Universe Files and updated on the Monitoring Universe chart (that is submitted to OJJDP). Month: December or January	Each year, typically in early winter after the OJJDP compliance monitoring report is submitted, the CM contacts department heads and licensing agents and queries them on new facilities, dropped facilities and changes to licensing rules/regulations or state law which would impact compliance monitoring. This information is then updated in the Monitoring Universe Files and updated on the Monitoring Universe chart (that is submitted to OJJDP). Month: December or January
Classification of the Monitoring Universe	The CM is required to annually classify all facilities identified in the previous step. This typically occurs in conjunction with the Identification process. For law enforcement facilities classification is updated during on-site visits; some departments become secure, others become non-secure. If a facility is non-secure a Non-Secure Classification is completed and signed by the Chief once every three years. They report 0 juveniles held on the OJJDP Compliance Monitoring Report.	Each year, typically in early winter after the OJJDP compliance monitoring report is submitted. Classification occurs in conjunction with Identification. During on-site visits to law enforcement facilities classification is confirmed. If a secure facility becomes non-secure a Non-Secure Classification Form is completed and signed by the Chief. If a non-secure facility becomes secure, they are	Each year, typically in early winter after the OJJDP compliance monitoring report is submitted. Classification occurs in conjunction with Identification. During on-site visits to law enforcement facilities classification is confirmed. If a secure facility becomes non-secure a Non-Secure Classification Form is completed and signed by the Chief. If a non-secure facility becomes secure, they are	Each year, typically in early winter after the OJJDP compliance monitoring report is submitted. Classification occurs in conjunction with Identification. During on-site visits to law enforcement facilities classification is confirmed. If a secure facility becomes non-secure a Non-Secure Classification Form is completed and signed by the Chief. If a non-secure facility becomes secure, they are

Required OJJDP Compliance Monitoring Tasks	Description	2010 Year One	2011 Year Two	2012 Year Three
		<p>instructed on when and how to complete the Juvenile Holding Cell log and on what constitutes a violation. A manual is left for their reference.</p> <p>Month: December or January</p>	<p>instructed on when and how to complete the Juvenile Holding Cell log and on what constitutes a violation. A manual is left for their reference.</p> <p>Month: December or January</p>	<p>instructed on when and how to complete the Juvenile Holding Cell log and on what constitutes a violation. A manual is left for their reference.</p> <p>Month: December or January</p>
Inspection of Facilities	<p>Inspections are required to perform three functions:</p> <ol style="list-style-type: none"> 1) Verify classification information; 2) Determine separation levels in all areas of the facility; 3) Determine that the data the facility is collecting is compatible with what is required for the OJJDP annual report. <p>Because I have been to all facilities in the State 20 times I am familiar with their department and have historical information documented in the Facility File that serves as a good refresher. It takes on average 1 hour per visit to a secure facility and ½ hour per visit to a non-secure facility. I can usually visit 6 facilities a day once I am in the area I am monitoring. (So that does not include travel to get to the facility).</p> <p>Number of Inspections: 2011: 151 2009/2010: 151 2008/2009: 250 2007/2008: 211 2006/2007: 234</p>	<p>OJJDP is asking that all secure law enforcement facilities be inspected once every three years. They ask that non-secure facilities be inspected once every ten years (but that seems too lax).</p> <p>One third of all secure and non-secure facilities within the State would be inspected annually. Inspections would be scheduled by Judicial District; all facilities within the slated judicial district would be inspected. CM will schedule the visits via email.</p> <p>Year One: 1st, 9th, 10th, 11th, 15th, 16th, 18th. 112 facilities On-site visits are conducted all year, from July – June.</p>	<p>OJJDP is asking that all secure law enforcement facilities be inspected once every three years. They ask that non-secure facilities be inspected once every ten years (but that seems too lax).</p> <p>One third of all secure and non-secure facilities within the State would be inspected annually. Inspections would be scheduled by Judicial District; all facilities within the slated judicial district would be inspected. CM will schedule the visits via email.</p> <p>Year Two: 2nd, 3rd, 7th, 12th, 14th, 17th, 20th, 21st 112 facilities On-site visits are conducted all year, from January – December.</p>	<p>OJJDP is asking that all secure law enforcement facilities be inspected once every three years. They ask that non-secure facilities be inspected once every ten years (but that seems too lax).</p> <p>One third of all secure and non-secure facilities within the State would be inspected annually. Inspections would be scheduled by Judicial District; all facilities within the slated judicial district would be inspected. CM will schedule the visits via email.</p> <p>Year Three: 4th, 5th, 6th, 8th, 13th, 19th, 22nd 114 facilities On-site visits are conducted all year, from January – December.</p>
Data Collection and Data Verification	<p>Data must be collected from all secure facilities that held juveniles securely. This includes jails, lockups and juvenile detention and juvenile correctional facilities. Currently this is being accomplished through Juvenile Holding Cell logs at adult facilities and through TRAILS at juvenile facilities.</p> <p>One the data is collected it is entered into the annual OJJDP compliance monitoring report.</p>	<p>Twice a year email alerts will be sent asking for Juvenile Holding Cell logs to be sent either by email, hard copy or by fax. A chart will be set up showing which facilities have submitted their data. The facilities that did not submit data will be emailed again. The DCJ Adm. Asst will perform the above duties.</p> <p>Once the logs are collected CM will review them and determine if there are any violations. If there</p>	<p>Twice a year email alerts will be sent asking for Juvenile Holding Cell logs to be sent either by email, hard copy or by fax. A chart will be set up showing which facilities have submitted their data. The facilities that did not submit data will be emailed again. The DCJ Adm. Asst will perform the above duties.</p> <p>Once the logs are collected CM will review them and determine if there are any violations. If there</p>	<p>Twice a year email alerts will be sent asking for Juvenile Holding Cell logs to be sent either by email, hard copy or by fax. A chart will be set up showing which facilities have submitted their data. The facilities that did not submit data will be emailed again. The DCJ Adm. Asst will perform the above duties.</p> <p>Once the logs are collected CM will review them and determine if there are any violations. If there</p>

Required OJJDP Compliance Monitoring Tasks	Description	2010 Year One	2011 Year Two	2012 Year Three
		are, CM will mail a Compliance Violation Form and record the violation for entry into the yearly OJJDP report. Month: January and July	are, CM will mail a Compliance Violation Form and record the violation for entry into the yearly OJJDP report. Month: January and July	are, CM will mail a Compliance Violation Form and record the violation for entry into the yearly OJJDP report. Month: January and July
Quarterly Reports	Quarterly reports are required for this grant	Quarterly Reports will be written at the end of December, March, June, with a Final Report due in September.	Quarterly Reports will be written at the end of December, March, June, with a Final Report due in September.	Quarterly Reports will be written at the end of December, March, June, with a Final Report due in September.
Annual OJJDP Compliance Monitoring Report	Colorado's annual report on violations is due to OJJDP on December 31. There are two parts to the report: data and a narrative.	Month: June	Month: June	Month: June
OJJDP Conference	Annual mandatory conference	2 days	2 days	2 days
	Unit Meetings Attend the unit meetings once a month for updates.	Month: Monthly	Month: Monthly	Month: Monthly
	Expense Vouchers DCJ Time Sheet Developing a Plan for Upcoming Month and then documenting it in a Monthly Format	Month: Every month	Month: Every month	Month: Every month
	End of year letters to PD's, Sheriffs, DYC and CML Send out end of year letters with a chart showing the number of violations and thanking facilities for their cooperation throughout the year. Send a letter to CML showing which facilities were in compliance for them to include in their newsletter.	October, annually	July, annually	July, annually
	Council Meeting	4 times a year – 1 day each	4 times a year – 1 day each	4 times a year – 1 day each
	Phone contact with facilities CM will not be visiting	5 days yearly	5 days yearly	5 days yearly
	Misc. calls to attend to	3 days a year	3 days a year	3 days a year

Colorado's Monitoring Universe

FACILITY TYPE	TOTAL NUMBER OF FACILITIES	CLASSIFICATION INFORMATION (Secure or Non-Secure; Residential or Non-Residential; Public or Private; for juveniles only, for adults only, or for both juveniles and adults)	LIST OF FACILITIES	COMMENTS and INSPECTION RATES
Adult Jails	<u>64 Counties</u> 61 Adult Jails (all secure) 3 Facilities with no jails or other secure hardware	61 Secure: Residential. Public. For both juvenile and adult. Broomfield's classification was changed this year to a jail. 3 Non-secure: They contract with other jails to hold their prisoners. (Hinsdale, Ouray and San Juan)	Attached	Inspect at a desired rate of 33% per year. All facilities receive a visit within 3 years. Non-secure facilities complete a Certification of Non-Secure Facility Status annually.
Adult Lockups	<u>28 Sheriff Substations</u> 6 Secure substations 22 Non-secure substations <u>214 Police Departments</u> 114 Secure 100 Non-secure	6 Secure Sheriff Substations 22 Non-Secure Sheriff Substations 114 Secure Police Department Lockups 100 Non-secure Police Departments Lockups 214 Total Lockups All non-secure facilities have a "Non-Secure Facility Certification" in their facility file.	Attached	Includes substations within malls, airports and sporting complexes. Inspect secure facilities at a rate of 33% per year. All facilities receive a visit within 3 years. Non-secure facilities complete a Certification of Non-Secure Facility Status annually.
Colorado State Patrol	<u>39 CSP Troop Offices</u> 34 Non-secure 5 Secure	5 are Secure 34 are Non-secure All are public, all are residential; all are for juveniles and adults.	Attached	The CSP Colonel issues a memorandum/policy each year stating that juveniles may never be held in a secure area within any substation, and specifically at the three substations classified as being secure. The total number of facilities (39) is monitored at 33% a year with all maintaining logs and reporting.
Court Holding Facilities	22 Court Holding, all are secure	22 Secure: Residential. Public. For both juvenile and adult. 18 are operated by Sheriff's Departments, 4 by Police Departments.	Included in jail or lockup list	All staffed by County Sheriffs or Police Departments. All are inspected at a rate of 33% a year.
Juvenile Detention Centers	11	11 Secure: All Residential. 9 Public, 1 county and 1 Private: Juveniles only.	Attached	Of the 11 facilities, 1 is county owned and operated, 2 are owned by the state and operated by a private contractor. Inspected at a rate of 33% a year.
Juvenile Correctional Facilities	11	10 Secure: Residential. Public and Private. Juveniles only. (Lookout, Betty Marler, Marvin Foote, Platte Valley, De Nier, Zebulon Pike, Grand Mesa, Mount View (Everest), Spring Creek, San Luis Valley YSC) and 1 Non-Secure (Ridgeview)	Attached	State laws prohibit placement of status offenders and non-offenders (per federal definitions) in any juvenile training/correctional facility. The Division of Youth Corrections submits data to DCJ for all the facilities every year on youth admitted to these facilities. Inspected at a rate of 33% a year. State secure facilities respond to DYC Audit Standards, private secure facilities respond to DYC Audit Standards and DHS Secure Residential Treatment program regulations.
Collocated Facilities	1 – Chief Ignacio Justice Center located in Towaoc	Secure. Residential. Public. Collocated side only for juveniles. Adjoins an adult facility. Annual certification process is part of	Attached	One facility located on the Ute Mountain Ute tribal reservation. It is inspected and certified annually. In years that the UMU tribe elects to receive Formula

FACILITY TYPE	TOTAL NUMBER OF FACILITIES	CLASSIFICATION INFORMATION (Secure or Non-Secure; Residential or Non-Residential; Public or Private; for juveniles only, for adults only, or for both juveniles and adults)	LIST OF FACILITIES	COMMENTS and INSPECTION RATES
		Colorado's policies and procedures. Separate staff.		grant funds, the data is collected and recorded in the annual CM report. Receive an annual inspection.
Adult Prisons	37	Secure. Residential. 30 Public and 7 Private. For adults only.	Attached	Per statute only for adults, including youth who are transferred to adult court. One facility is for young people, the Youthful Offender Program. These youth are also transferred to adult court. The DOC Administration sends out a memo annually advising public and private prisons to not participate in any type of Scared Straight or Shape Up programs.
Assessment Centers	5	All non-secure. All non-residential. All public. For juveniles only. (Larimer, Jefferson, Weld, Adams, El Paso)	Attached	The one secure assessment center (not on the list of 5) is not classified as an assessment center as it is within the jail compound and is classified as an adult jail.
Temporary Holding Facilities	3	Non-secure. Residential. Public. For juveniles only. Moffat County, La Plata County and Grand County.	Attached	Monitored every other year to make sure they are still non-secure. They must comply with Colorado's Temporary Holding Guidelines and have written policies.
Sporting Complexes	Denver and Colorado Spring facilities listed on Sheriff and Police Department facility list annually to include for inspections.		Attached	The facilities in Denver are secure and have Juvenile Holding Cell logs. Denver PD off-duty officers staff them. These facilities are checked at a rate of 33% a year. The two facilities in Colorado Springs are non-secure and are managed by a private security company.
STATE Division of Behavioral Health (DBH)				DBH's residential programs (except Detox) are licensed by the Department of Human Services. Some may be dually licensed by DHS and DBH to serve specific populations.
ADAD Emergency Commitment (Detox)	24	All are residential; all are private; all are for juveniles and adults; none are secure all are non-secure.	In monitoring universe cabinet	DBH licensure only. License requires facilities to be non-secure. Time released doors (less than 30 seconds) and alarmed doors are non-secure.
Involuntary Commitment	113	All are residential; all are private; all are for juveniles and adults; none are secure all are non-secure.	In monitoring universe cabinet	DBH licensure only. License requires facilities to be non-secure. Time released doors (Less than 30 seconds) and alarmed doors are non-secure.
Services to Child Welfare Clients	11	All are non-residential.	NA	DBH licensure only. All are non-residential. Outpatient only.
Treatment Programs Specific to Minors	32	32 Residential. All are private. All non-secure. May have a time-released door (fewer than 30 sec. or an alarmed door that opens when you push). Only for juveniles.	In monitoring universe cabinet	Do not monitor. CDHS licenses the facilities. Regulations require that they are non-secure. Also considered non-secure are time released doors (under 30 seconds) or alarmed doors that open when you push. In addition they must meet all local and state Fire Codes.
27-10 Facilities	12	12 that are certified to treat juveniles. 7 are Non-secure 3 are Secure (Children's Hospital, Mountain Crest and Jefferson Hills – Lakewood) and	In monitoring universe cabinet	Licensed first by the Department of Health as Hospitals. Licensed second by the Department of Human Services as Residential Child Care Facilities (RCCF) and Treatment Residential Child Care

FACILITY TYPE	TOTAL NUMBER OF FACILITIES	CLASSIFICATION INFORMATION (Secure or Non-Secure; Residential or Non-Residential; Public or Private; for juveniles only, for adults only, or for both juveniles and adults)	LIST OF FACILITIES	COMMENTS and INSPECTION RATES
		2 are Secure state hospitals with 27-10 units: Fort Logan and Pueblo. Fort Logan closing in 2010.		Facilities (TRCCF's), however, not all 27-10 facilities are TRCCF's. Licensing and certification is an annual process. The Department of Human Services' 24-hour monitoring unit, inspects when there is a complaint. Other staff at the Department of Human Services inspect annually for licensing certification. Certification for "27-10" status through the Division of Mental Health. See orange book, 19-403-19-437 for use of seclusion rooms. Division of Mental Health inspects all 27-10 facilities annually.
STATE Social Services	See next few rows	See next few rows	NA	See next few rows
Foster Homes	4,289	Non-secure; residential; private; for juveniles only	Unavailable	80 CPA's and county Department of Social Services license these facilities. An example of a CPA is DAYS, Jacob Center, Lost and Found which is for profit human service organizations. Per Foster Home licensing regulations they must be non-secure.
Group Homes	316 Group Home Care 161 Group Center Care	Non-secure, residential; private, for juveniles only.	Unavailable	80 CPA's and county Department of Social Services license these facilities. An example of a CPA is DAYS, Jacob Center, Lost and Found that are for profit human service organizations. Per Foster Home licensing regulations they must be non-secure.
Residential Child Care Facilities (RCCF's)	96	Non-secure, residential, private, for juveniles only.	In monitoring universe cabinet	RCCF licenses are issued by the Department of Human Services. This is the umbrella license for TRCCF's and PRTC's. There is no additional certification for RCCF's.
Treatment Residential Child Care Facilities (TRCCF's)	30	Non-secure, residential, private, for juveniles only.	In monitoring universe cabinet	Per Colorado Department of Human Service licensing rules, TRCCF's may not be secure. They may have a secure time out room if they follow specific licensing rules concerning the use of these rooms. See state licensing rules, Volume 7 and 8 that specify that TRCCF's may not be secure.
RCCF Shelter Care	5	Non-secure, residential, private, for juveniles only.	In monitoring universe cabinet	Per Colorado Department of Human Service licensing rules they may not be secure. They may have a secure time out room if they follow specific licensing rules concerning the use of these rooms. See state licensing rules, Volume 7 and 8 that specify that they may not be secure.
Therapeutic Residential Child Care Facilities	67	Non-secure, residential, private, for juveniles only.	In monitoring universe cabinet	Per Colorado Department of Human Service licensing rules they may not be secure. They may have a secure time out room if they follow specific licensing rules concerning the use of these rooms. See state licensing rules, Volume 7 and 8 that specify that they may not be secure.
Psychiatric	13	Non-secure, residential, private, for juveniles	In monitoring universe	Provides a level higher than TRCCF's and deal with a

FACILITY TYPE	TOTAL NUMBER OF FACILITIES	CLASSIFICATION INFORMATION (Secure or Non-Secure; Residential or Non-Residential; Public or Private; for juveniles only, for adults only, or for both juveniles and adults)	LIST OF FACILITIES	COMMENTS and INSPECTION RATES
Residential Treatment Care Facilities (PRTCF's)		only.	cabinet	more difficult juvenile population. Because they serve this higher level, they are essentially a shoe-in for 27-10 certification. If acting as a PRTCF alone (absent 27-10 status) there is no additional certification through the Division of Mental Health. On a local basis, Mental Health Centers have clinical reviews of these facilities to make sure they are providing the services needed.
Secured Residential Treatment Center	3	All secure. All for youth committed to NYC on a delinquent offense.	In monitoring universe cabinet	Betty Marler Facility for Girls (residential for girls committed to the care of NYC only); Ridgeview (committed boys) and De Nier Youth Services Center (committed girls and boys). Monitored once every three years.
STATE Public Health				
Hospitals	Numerous	Psychiatric ward located within regular hospitals and are subject to the same 27-10 rules and federal rules.	Too numerous to attach	Psychiatric ward located within regular hospitals and are subject to the same 27-10 rules and federal rules.

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

The Division of Criminal Justice (DCJ)/Office of Adult and Juvenile Justice Assistance (OAJJA) employs a State Disproportionate Minority Contact (DMC) Coordinator at 50% time, whose responsibilities are coordination of the state's DMC efforts to address the DMC core requirement of the JJDP Act. The Compliance Monitor (CM) has been a DCJ employee since 1993 and has a thorough understanding of the DMC causes, correlates and contributing mechanisms. The DMC Coordinator attends OJJDP DMC Conferences, participates in DMC conference calls and webinars and is seen as a resident expert on DMC for the State of Colorado. In addition, the Juvenile Justice and Delinquency Prevention Council has a DMC subcommittee, the Coalition for Minority Youth Equality (CMYE), in place since 1994 which serves in an advisory capacity to the Council.

Phase I: Identification

(a) Updated DMC Spreadsheets

Colorado has entered information for the State, City and County of Denver (Judicial District 2), El Paso County (Judicial District 4), and Arapahoe County (Judicial District 18) in the DMC Data Entry System. The spreadsheets from that system are submitted as Attachment 2.

(b) DMC Data Discussion

1. Not applicable Colorado has data.
2. **Discuss the RRI data, compare the updated data to 2009-2001, illustrate how the data inform/guide the state's FY 2012-2014 DMC reduction efforts. Indicate if data is a duplicated count.**

Comparison prior year's data. Colorado's annual collection of data for the RRI tables makes it possible to look at trend data. The state data shown below goes back to FY 2007-08, and shows steady numbers for most decision points for both African American and Hispanic youth, although, there is still a significant amount of disproportionate contact at arrest, the entry to the system and commitment, the most restrictive juvenile justice setting. Looking at the data over time helps to spot other issues such as the increasing number of youth being held in detention pre-adjudication. This was a decision point that was an issue in the past but where significant progress in reducing the RRI had been made. This year's numbers show that the number has increased significantly with Hispanic youth being held in pre-adjudication detention, slightly over 1 the previous year to a rate nearly twice that of white youth this year. The RRI also increased for African American youth although not as drastically, rising from 1.10 to 1.41. Without further assessment of this decision point it is difficult to know what is causing this increase although we will review if the change in the source of the arrest data would affect this calculation. The data used for arrest this year came from NIBRS and was not based on a complex calculation based on the number of youth screened for possible detention applied to total arrests as has been done in the past (since arrest data by ethnicity had not been available prior to this year). While we are excited to have more accurate arrest data it means our trend data is not as accurate.

Two tables condensing several years of data for African American and Hispanic youth is below. These tables provide a format for the state to look at several years of data at once. African American and Hispanic data are separated because the RRI and trends differ greatly between Colorado's two largest minority populations. Asian youth are not represented in a table because they are not over represented in the juvenile justice system. Native American youth data is not represented in a trend table because while there is a great deal of disproportionate confinement, the volume of youth is small and at times the population has dropped below one percent both of which would produce skewed RRIs.

AFRICAN AMERICAN YOUTH STATE TREND DATA				
Decision Points	FY 07-08	FY 08-09	FY 09-10	FY 10-11
Arrest	4.47	4.36	4.34	3.65
Pre Adjudicated Detention	1.29	1.32	1.10	1.41
Misdemeanor Filing	.13	.12 (not including 2nd JD data)	.15 (not including 2nd JD data)	.16 (not including 2nd JD data)
Misdemeanor Adjudication	**1.24	** .92 (not including 2nd JD data)	** .89 (not including 2nd JD data)	.76 (not including 2nd JD data)
Felony Filing	.53	** .53	** .50	.58
Felony Adjudication	1.04	1.03	1.07	**1.07
Probation Supervision	1.14	1.02	1.08	.12
Probation Sentence to Detention	1.82	1.54	1.14	1.51
Commitment NYC	3.31	2.51	3.11	3.26

**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. Arrest rates for FY 07-8, FY 08-09 and FY 09-10 were calculated based on a formula of the ethnic and racial representation of the number of youth screened applied to the numbers of youth arrested. FY 10-11 arrest data was extracted from NIBRS data provided by the Colorado Bureau of Investigations, data included race and ethnicity as reported by law enforcement agencies.

HISPANIC YOUTH STATE TREND DATA				
Decision Points	FY 07-08	FY 08-09	FY 09-10	FY 10-11
Arrest	2.36	2.40	1.90	1.24
Pre Adjudicated Detention	1.17	1.11	1.07	1.94
Misdemeanor Filing	.16	.09 (not including 2nd JD data)	.12 (not including 2nd JD data)	.14 (not including 2nd JD data)
Misdemeanor Adjudication	1.34	**1.09 (not including 2nd JD data)	**1.10 (not including 2nd JD data)	** .90 (not including 2nd JD data)
Felony Filing	.25	** .20	** .21	** .31
Felony Adjudication	N/A	N/A	N/A	N/A
Probation Supervision	1.21	1.17	1.52	1.53
Probation Sentence to Detention	1.19	1.35	1.21	1.49
Commitment NYC	3.52	4.87	4.69	6.31

**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. Arrest rates for FY 07-8, FY 08-09 and FY 09-10 were calculated based on a formula of the ethnic and racial representation of the number of youth screened applied to the numbers of youth arrested. FY 10-11 arrest data was extracted from NIBRS data provided by the Colorado Bureau of Investigations, data included race and ethnicity as reported by law enforcement agencies.

Illustrate how the data inform/guide the state's FY 2012-2014 DMC reduction efforts. The identification data is used by the JJDP Council and its Coalition for Minority Youth Equality to direct recommendations and strategies. It is used to indicate what area of the juvenile justice system to focus on when addressing DMC. For example, this year the data still indicates problems with arrest and commitment but also show a problem beginning at the pre-adjudication detention decision point. This information will be taken to both the CMYE and the JJDP Council for discussion and planning purposes.

Indicate if data is duplicate count. The data provided for the matrices come from several data sources. NIBRS is used for the law enforcement data so this count is by incident which is a duplicate count since each incident is reported separately. Data for filing, adjudication, and probation comes from the State Judicial Department. This data is a duplicate count because it is reported for each case a youth incurs. Since each youth case is reported separately; a youth with multiple cases would be included in the data

for each case. Lastly, the data for pre-adjudicated detention and commitments to Division of Youth Corrections (DYC) are collected from the DYC and are also a duplicated count. They report a youth each time the youth enters detention and each time they are committed on a new case. The state does not need a time-limited plan to determine if the counts are duplicated or unduplicated because the sources of the data have clearly indicated how they count youth contact.

3. Relative Rate Index tracking sheet.

COLORADO 2012 RELATIVE RATE INDEX (RRI) ANALYSIS AND TRACKING SHEETS				
<i>FY 10-11 RRI Data for African American Youth – State and Judicial Districts</i>				
Identification of Statistical Significance (S), Magnitude (M) and Volume (V); Not sufficient numbers = NS#				
Decision Points	State	2nd JD	4th JD	18th JD
Arrest	3.65 S, M, V 4,510	3.26 S, M, V 922	3.33 S, M, V 901	1.45 S, V 240
Detention (Pre-adjudication)	1.41 S, V 666	1.64 S, V 221	1.43 S 128	4.05 S, M, V 198
Cases petitioned (Felony Charges Filed)	.58 S, V 1,177	** .58 V 259	**1.14 V 308	**1.91 V 297
Delinquent Findings (Felony Adjudications)	**1.07 V 704	1.01 S 137	**1.09 V 142	1.27 S, V 193
Probation Supervision	.12 S 55	.09 S 22	** .09 V 9	.10 S 17
Commitment DYC	3.26 S, M 107	4.06 S, M 29	2.0 S, M 25	2.43 S, M 34
Direct File Adult Court	1.24 S 24	NS# 3	NS# 6	**9.13 M 11
<i>FY 10-11 RRI Data for Hispanic Youth – State and Judicial Districts</i>				
Identification of Statistical Significance (S), Magnitude (M) and Volume (V); Not sufficient numbers = NS#				
Decision Points	State	2nd JD	4th JD	18th JD
Arrest	1.24 S, M, V 9,420	1.17 S, V 1,329	1.37 S, M, V 1,049	.62 S, M, V 252
Detention (Pre-adjudication)	1.94 S, V 1,909	2.19 S, M, V 424	1.59 S, V 166	4.11 S 211
Cases petitioned (Felony Charges Filed)	** .31 V 1,322	.74 S, V 473	** .33 V 104	** .64 V 105
Delinquent Findings (Felony Adjudications)	NS# 802	NS# 208	NS# 66	NS# 79
Probation Supervision	1.53 S, M, V 928	** .73 V 268	.85 S 62	1.49 S, M 117
Commitment DYC	6.31 S, M, V 271	5.07 S, M 55	3.57 S, M 31	**5.64 M 35
Direct File Adult Court	** .22 V 9	NS# 4	NS# 0	NS# 1

The DMC Coordinator completed the RRI Analysis and Tracking Sheet and identified areas that were both statistically significant and represented the greatest magnitude and/or volume of activity. Filling in the DMC tracking charts with not only the identification of statistical significance, volume and magnitude but also the RRI and the number of youth represented assists in getting a true picture of what is occurring in the state. Also, by doing this for the second year there was even a greater understanding of the trends, particularly which areas where both the RRI and number of youth are increasing and transversely which areas are seeing a reduction in RRI and the volume of youth. While there is a great reduction in the number of you arrested over the past year seeing how this affects DMC is important.

Below is a discussion of the state and three jurisdictions the City and County of Denver (2nd Judicial District), El Paso County (4th Judicial District), and Arapahoe County (18th Judicial District). The discussion includes:

a. Statistical Significance (statistical parity), b. Magnitude, d. Context - discussed below.

c. Comparison - Not applicable, Colorado is not including a comparison of its communities to others in the nation because the national data sets are missing Hispanic data making the comparison less significant based on the large number of Hispanic youth in Colorado.

State of Colorado

Data: The racial and ethnic population of Colorado youth age 10-17 is: white youth 61.1%, African American youth 4.77%, Hispanic youth 29.4%, Asian youth 3.6% and American Indian youth 1.15%. As seen in the tracking sheet above, all the decision points are statistically significant for African American youth except the delinquent finding number, although the volume of youth at this point is still significant (704). This lack of statistical significance is more likely due to missing data reported by State Judicial than the actual number of youth for this decision point. The Colorado Commission on Criminal and Juvenile Justice (CCJJ) is currently working on ways to mandate that all state agencies collect uniform data by race and ethnicity and require that they report that data annually (more about the CCJJ is mentioned below). Due to this problem the same lack of statistical significance exists for Hispanic youth at both the cases petitioned decision point and the delinquent findings. In addition the number of Hispanic youth direct filed (transferred) is not statistically significant due to the low number of Hispanic youth direct filed on in FY 2010 – 2011.

The volume of youth is concerning in all areas except for direct file for both Hispanic and African American youth. The lack of volume of African American youth at the probation supervision decision point is concerning as they may not be offered opportunities to participate in probation but then have a higher volume and magnitude at commitment, with a RRI value of 3.26. Equally concerning is the increase in the RRI for Hispanic youth committed which increased from 4.68 last year to 6.31 this year. This is an issue which must be analyzed further to determine the cause(s) of this increased rate of commitment for Hispanic youth. One potential factor may be legal status; undocumented Hispanic youth are more likely to be committed to obtain services since most social service agencies must deny services based on federal funding rules. Use of commitment for access to needed services is one of the areas for JJDP Council focus over the next three years and the DMC issue will be included in that effort.

A new tool that shows statistical parity is now available to states in the DMC web-based data entry system. This tool will be especially useful to local jurisdictions addressing DMC as it gives a clearer picture of the volume of the problem and a better road map for addressing a jurisdiction's specific problem. To assist communities, Colorado's Commission on Criminal and Juvenile Justice (CCJJ) is developing a state website so that jurisdictions can have full access to their adult and juvenile justice DMC data and statistical parity data will be included. The tool is useful it provides multiple views of the same data. For example, although at first glance the RRI for Hispanic youth in the state is 1.24 this number still represents a significant volume of youth indicating that the RRI represents an over-contact of Hispanic youth by 1,802. When looking at the other problem areas for Colorado the tool indicates that for parity to be reached at confinement the number of African American youth needs to be reduced by 74 and Hispanic youth by 228, and at pre-adjudication detention the number for reduction is 195 for African American youth and 925 for Hispanic youth. The tool is a very tangible way to assist the state and jurisdictions in addressing their DMC problem by providing more information around the volume of activity

and will be used both at the state and local level and provides another means to measure progress aiming to reduce the number of youth needed to reach parity at each decision point.

Context: As mentioned above there is the CCJJ effort to address the issue of data and the lack of standardization between the collection and reporting by state agencies. One area of improvement for data has been the arrest data. For the first time in Colorado, the data from NIBRS was available by race and ethnicity. This greatly improves the reliability of the arrest data and the decision points that are calculated based on this number. The issue for Colorado remains State Judicial data which includes filing, conviction and sentencing, all extremely important to accurately measure disparities in the rate of contact with the system. While there appears to be race and ethnicity data reported from State Judicial, it is grossly inaccurate due to large numbers of missing information as well as a practice by staff to categorize most youth as white without asking the youth or parent to self identify. The CCJJ has an MOR Committee and data is the number one priority for its work. Also a priority for the CCJJ and the state is providing data to jurisdictions so they have a clear indication of where DMC exists and to what degree. Staff from, the Division of Criminal Justice (DCJ) Office of Research and Statistics are working on a web-based dash board to provide jurisdictions with this data, the DMC Coordinator will be assisting by providing the juvenile data to populate the dash board including the parity data available from the DMC web-based data entry system.

While Colorado's juvenile justice system shows lower numbers of youth being arrested and subsequently committed, these decreases have not impacted minority youth at the same rate as there is still significant DMC for African American youth at both arrest and commitment, well over three times the rate of white youth for both decision points. While Hispanic youth are not as disproportionately contacted at arrest at only 1.24 , at commitment the number is extreme with Hispanic youth being committed at a rate of 6.31 that of white youth. Some of this disparity may be connected to missing and incorrect race and ethnicity data from State Judicial since the RRI at commitment is calculated based on delinquent findings. This only adds to the urgency to get good data from all systems.

Based on the data, the area of focus for 2012-2014 DMC Plan will remain arrest and secure confinement with the addition of pre-adjudicated detention with a greater focus on addressing DMC at the local level by providing targeted technical assistance and assessment resources at three jurisdictions the 2nd, 4th, and 18th judicial districts.

There are twenty-two Judicial Districts in Colorado. The three Judicial Districts (2nd, 4th and 18th) were selected for several reasons. The 2nd, 4th and 18th Judicial Districts make up 43% of the state's total youth population ages 10-17 and for that same age range represent 80% of African American youth and 40% of Hispanic youth. In addition, those same judicial districts include 31% of the state's total juvenile arrests but a disproportionate rate of 46% of the African-American youth arrested. The number of Hispanic youth arrested in those three judicial districts is lower only representing 28% of the Hispanic youth arrested in the state and each have similarities and differences so the intervention strategies and plan for addressing DMC will differ in each of those districts.

City and County of Denver (2nd Judicial District)

Data: The City of Denver is the capital of Colorado and has the most diverse population in the state demonstrated by the fact that Hispanic youth in the 10-17 age range represent a majority of the at-risk population with a representation of 54.5%. The rest of Denver's 10-17 population is; white youth 26.4%, African American youth 13.6%, Asian youth 4.2% and Native American youth 1.1%. Calculating the rate of disproportionate contact for Hispanic youth at arrest is complicated for Denver since Hispanic youth represent the majority; therefore the percentage of youth is also looked at to show a clearer picture. While the RRI for Hispanic youth arrest in Denver is statistically significant and represents a large volume, the magnitude is fairly low with 1.17 but when coupled with the fact that Hispanic youth represent 54.5% of the general population and only 45.6% of the arrests, this appears to mitigate the slight disproportionate of contact seen with the RRI of 1.17.

The real problem in Denver exists at the arrest decision point for African American youth which is more than three times the rate of white youth contact at 3.26, also representing a significant volume of youth at 922. The statistical parity table indicates 639 less arrests of African American youth are needed to reach parity. In addition to the African American arrest rates the next area of concern is the rising number of

youth being held in pre-adjudication detention. The numbers of Hispanic youth held in preadjudication detention rose from 316 to 424 in one year and the RRI went from non-sufficient data to an RRI of 2.19. The parity table shows that to reach statistical parity, 230 less Hispanic youth should have been held.

Denver does not have statistically valid data for petitions filed or direct filed youth; the petitions filed mostly due to missing race and ethnicity data. The direct filed RRI was not statistically significant due to the low volume of activity; only 3 African American youth and 4 Hispanic youth were direct filed on in this data year. Again mirroring the state, the magnitude of the RRI for Hispanic youth at commitment is 5.07. Volume is low at slightly over 50 youth. Hispanic youth represent 61% of the youth being committed in Denver while representing only 45.6% of the arrests in Denver. These facts suggest that while Hispanic youth are coming into the system less often, once in the system the likelihood of their commitment is increased.

Context: Denver has had a minority over representation committee the Racial and Gender Disparities Commission for three years. Although the primary focus of their work has been looking at DMC in the adult system they have worked through that process using the OJJDP model. Using this process has spurred many conversations about how the Denver system operates and what policies are bringing adult minorities into the system in larger numbers than non-minorities. The area of focus is on arrest and looking at ways to reduce the disproportionate contact at this decision point. A community survey on the behavior of law enforcement is planned for the summer with the approval and buy-in of the police department. Also with the help of the State DMC Coordinator, they were able to take the data and information they have to date and turn that into a DMC Plan for the next few years. All the work they are doing in the adult system will result in positive changes that will affect juveniles especially changes to law enforcement policies and procedures and the plan to address the lack of race and ethnicity data available from systems. In addition there has been a history of groups forming to address DMC only to quickly disband due to the inability to coordinate so the work that is occurring now, even if focused on adults, is a step in a positive direction for Denver. The State DMC Coordinator will continue to attend the monthly meetings, provide juvenile data, and offer assistance as this builds trust and sets up the next step when they move on to the juvenile system formally.

El Paso County (4th Judicial District)

Data: The 4th Judicial District is important to the state's efforts to address DMC for several reasons. First, their African American youth population is 21% of the state's overall African American population age 10-17. Second, their African American arrest RRI is 3.33. Although down from last year this is still a significant magnitude and represents a large volume of youth at 901 representing 20% of the state's total number of African American youth arrested. In order for the 4th Judicial District to reach parity for African American youth there would have to be 631 less arrests of African American youth.

The RRI for Hispanic youth arrests is 1.37 down from last year when it was 1.79 although the volume of youth impacted is still 1,049 youth and in order to reach parity that would need to be reduced by 281. Similar to the state the other areas of concern for this district are pre-adjudication detention and commitment. Although the number of minority youth in pre-adjudication detention was actually less than last year, the disproportionate contact for both African American and Hispanic youth rose and the numbers indicate to reach parity 38 less African American youth and 62 less Hispanic youth should have been held in detention pre-adjudication.

The numbers for detention indicate the same trend. While the overall number of youth in that system and the overall number of minority youth was significantly less than last year, the disparate rate of contact for both African American and Hispanic youth rose. For African American youth the RRI rose from 1.48 to 2.0 and for Hispanic youth it rose from 1.88 to 3.57. While the RRIs experienced a big increase, the volume of youth is not high; the total number of African American and Hispanic youth committed was 56 and to reach parity the number would need to be reduced by 34. Due to the reduction in the number of youth entering and proceeding through the juvenile justice system many decision points were either not statistically significant as indicated in the table above or did not have sufficient numbers to calculate an RRI.

Context: The 4th Judicial District has had a Minority Over Representation (MOR) committee for over ten years and has struggled at times with identifying how they can address this issue. About four-years ago

they merged with a committee in the district focused on over-representation issues in the child welfare system which eliminated duplicate meetings with what seemed like the same agenda. There have been a couple of larger MOR symposiums held and one of the best products of the group has been an annual summit focused on improving education for minority youth called "Educating Youth of Color". They have turned this into a statewide event and have had at least 300 attendees in each of the last three years. Last year the 4th Judicial District was selected to participate as one of the two communities in the state's arrest assessment project. This gave the MOR group meetings a set purpose and they were very involved in assisting the research team get access to data and set up key informant interviews. The group also reviewed data and provided context and gave feedback for the final report. The partnership between the MOR committee and the research team was imperative to the success of the case study of this judicial district. The final report for the 4th Judicial District was completed in January and the MOR committee has decided to use this as the basis of a community forum. They have taken the results and turned them into a simple PowerPoint to be presented to community members at a forum in June. The goal is to use the findings and recommendations to spur community conversation and further discussion on solutions to the issue and use those to develop the jurisdictions DMC Plan. In order to assist in their efforts the State DMC Coordinator meets with the co-chairs of the DMC committee quarterly and provides assistance with items like the PowerPoint via email. Technical assistance provided by the State DMC Coordinator will continue as this is an important jurisdiction in Colorado's efforts to address DMC.

Arapahoe County (18th Judicial District)

Data: The 18th Judicial District is unique in that it is comprised of four counties, Douglas, Elbert, Arapahoe and Lincoln but the majority of the youth population and the majority of the minority population is concentrated in one county. Arapahoe County is home to 60% of the judicial district's 10-17 population, 81% of the judicial district's Hispanic and 94% of the district's African American youth age 10-17. Conversely Arapahoe County only has 49% of the entire judicial district's white youth 10-17 population. As a whole the entire judicial district encompasses 33% of the state's African American youth population ages 10-17, also making it an essential part of the state's DMC efforts.

Over the years the trends show a remarkable decrease in the RRI at the arrest decision point for both Hispanic and African American youth but the change for African American youth is extreme going from 2.25 last year to 1.45 this year. Even more startling, the magnitude of the RRI in 08-09 was 8.26. The current numbers show that for the judicial district to reach parity they would have to arrest 74 less African American youth. While we do not know what has lead to this positive change there have been many system change initiatives in Arapahoe County. The area where the volume is of most concern is pre-adjudication detention where there were 198 African American youth and 211 Hispanic youth held. The number of youth held was lower but the magnitude of the RRI is significant with an African American RRI of 4.05 and a Hispanic RRI of 4.11. To reach parity the district would have to detain 149 less African American youth and 160 less Hispanic youth. While the commitment RRI is high, the volume is low with a total of 69 minority youth committed. The only not statistically significant RRIs are direct file due to the small numbers of youth direct filed, only 20 in the entire district, and charges filed for both African American and Hispanic youth. It is suspected that the lack of statistical significance for Hispanic adjudications is more likely due to the quality of the data (missing ethnicity).

Context: The 18th Judicial District is similar to the 4th Judicial District in that it has a longstanding MOR Committee, is a participant in the arrest assessment project funded by the JJDP Council and represents one of the larger African American youth populations ages 10-17. This district was the first participant in the arrest assessment project and they have been able to utilize the findings and recommendations sooner to develop a DMC Strategic Plan. The plan is still developing but work on the first goal has started. The first goal is to enhance data collection practices and analyze data for trends which will direct intervention strategies. The three objectives tied to this goal are: (1) Identify potential factors contributing to failure to comply with probation. (2) Obtain additional law enforcement arrest data, and to determine what factors go in to the issuance of "no more summons. (3) Examine the relationship between local school policies and practices related to minority over representation in the juvenile justice system. The objective of this is to examine the impact of School Resource Officer's (SRO) and minority over-representation in the juvenile justice system.

They have begun implementation by conducting a survey of youth on probation and sentenced to the juvenile weekend work crew to identify issues that may lead to failures to comply with the terms and

conditions of probation and/or court. In addition, meetings have been scheduled with local law enforcement agencies to discuss the further collection of arrest data and a review of their “no more summons” policies has begun. Lastly, the MOR Committee prioritized working in Arapahoe County where the largest population of the district’s minority youth resides and there is already involvement on the committee from the largest law enforcement and school district in that county. This key decision led to an application being submitted for the Center for Children’s Law and Policy’s, Racial and Ethnic Disparities Project on behalf of Arapahoe County. The goal is to begin to address DMC in this large judicial district by focusing time and resources on the largest and most diverse county first. The State DMC Coordinator co-wrote the application for this grant and the DCJ will serve as the administering agency if selected. At this time their application has made it to round two a teleconference interview with the Center for Children’s Law and Policy.

The State DMC Coordinator has been providing technical assistance to the 18th Judicial District for the past two years on an ongoing basis. The DMC Coordinator attends the monthly 18th Judicial District MOR meetings, provides support to the chair between meetings, provides data and information for planning and provides assistance with items like surveying. Due to this participation, the 18th Judicial District will be adding a goal to look at the reasons for the high RRI rates at pre-adjudication detention and will develop strategies to address the issues in the next year.

Phase II: Assessment/Diagnosis

(a) Brief Summary of the Findings – DMC Assessment Study

Colorado started an assessment project in early 2010. The completed products include an Executive Summary, State Report, 4th Judicial District Report and 18th Judicial Report. Below is a brief summary of the findings.

Priorities identified in Colorado’s Three-Year Juvenile Justice and Delinquency Prevention (JJDP) Plan for compliance with the DMC core requirement included increasing capacity to document DMC for youth at the point of arrest and developing an understanding of contributing factors and strategies for addressing DMC. With these priorities in mind, DCJ contracted with OMNI Institute to conduct an evaluation that focused on two core areas: Statewide Measurement and Monitoring of DMC and Local-Level Work to identify DMC Contributing Factors and Reduction Strategies.

Emphasis was placed on the latter, evaluating the perspectives, efforts, and needs of community-level coalitions and stakeholders. Understanding how DMC is measured and monitored, the factors contributing to it, and the strategies expected to help mitigate it, requires an understanding of local context. See the full report for a detailed description of the evaluation activities, methodologies, and data sources.

FINDINGS

State- level Work

MOR committees and coalitions should ensure sufficient capacity and readiness before beginning local level work (assessments); and have realistic expectations

The criteria used to select judicial districts for participation in the local ‘case studies’ proved to be critical, it is not recommended that committees engage in this process unless they are sufficiently established, comprise diverse sectors, and most importantly, are able to acknowledge and honestly discuss complex and sensitive race and class issues at both theoretical and practical levels. A data-driven approach to selecting intervention and prevention strategies is critical, yet even successfully obtaining the data, much less analyzing and interpreting it, can take considerable time.

DCJ should provide state-level orientation/training and resources to MOR committees prior to beginning efforts (case studies/assessment/interventions)

While MOR committee members and stakeholders may be well versed in how DMC plays out in their communities, they may not be as familiar with broader theoretical and practical frameworks for

understanding and addressing DMC. DCJ can play a valuable role in educating and increasing readiness of interested committees. Key recommendations, outlined further in the full report, are:

- Provide training(s) that teach the OJJDP framework for addressing DMC, and outline how to implement data-driven approaches to DMC
- Develop and provide useful resources and tools for communities/coalitions that have been trained and are ready to begin the process of engaging in local 'case studies'. Facilitate opportunities for more experienced local MOR committees to share successes and learnings; and to serve as consultants to less experienced groups

Local-level Work to identify DMC Contributing Factors and Reductions Strategies

While most judicial districts in Colorado have DMC, in order to develop a more in-depth understanding at the local level, a process was conducted to identify and recruit judicial districts to take part in intensive 'case studies'. The following criteria led to selection of the 18th and 4th judicial districts for participation: Past state data indicating *disproportionate rates of arrest* for African American and/or Hispanic/Latino youth in the district (with significant population for study); existence of a *local, active MOR/DMC committee or coalition*; *willingness and ability to examine local data critically*; and *limited opportunity and resources available* to study the issue otherwise.

Finally, both the 18th and 4th JD MOR committees communicated the value of more nuanced perspectives from community members who could speak to the experiences of youth and families of color with school and juvenile justice systems and practices.

Key Characteristics and Circumstances of Arrested Youth

A common assumption is that disproportionality in arrests for youth of color is explained by factors such as gang-related activity, or commitment of more severe offenses.

- An objectively low percentage of youth of color who were referred to the Juvenile Assessment Center (JAC) in the 18th JD were identified as having gang associations and in both the 18th and 4th judicial districts, available data showed no further overrepresentation of youth of color among arrests for more serious offenses.

For youth brought into the 18th JD JAC and assigned to detention, a greater share of African American youth had holding statuses of 'Failure to Appear' or 'Failure to Comply' and were also more likely to have the Court identified as the holding authority.

- This pattern suggests that socio-economic barriers may adversely and disproportionately impact African American youths' justice outcomes. The transportation and job security hurdles of parents, particularly single parents, may undermine youths' ability to comply with court requirements, leading to more severe sanctions.

Examination of youth arrest data from the Colorado Springs Police Department (CSPD) revealed that both Hispanic/Latino and African American youth were overrepresented in charges of disorderly conduct.

- Disorderly conduct is more subjectively determined than other offenses. Research indicates that cases where individuals' judgment or discretion must be applied are more likely to result in bias, even if unintentional.

Data on the timing of youth arrests by the Colorado Springs Police Department indicated that for all youth, regardless of race and ethnicity, a larger proportion of arrests occurred during week days than on the weekends and, further, over half of all incidents occurring on weekdays took place during school hours (between 8am and 3pm).

- This finding indicates that youth are commonly engaging in activities leading to arrest when they should be attending school, and supports intervention strategies targeted at engaging youth and reducing crime during school hours. The connection of youth suspended, expelled or who have dropped-out to the higher rates of delinquency during school hours should be explored to further refine appropriate intervention strategies.

The Relationship of School Policies and Practices to DMC

The national trend in schools toward zero-tolerance policies and utilization of assigned police officers (known as School Resource Officers, or SROs) has led to identification of a phenomenon known as the 'School to Prison Pipeline' whereby school policies and practices are contributing to increased justice system involvement of youth, particularly youth of color. To explore the potential relationship of school policies and practices to youth DMC in Colorado, OMNI reviewed a number of state and local policy documents, as well as broader literature on school-based recommendations to reduce DMC. Publicly available school disciplinary action data were also obtained from the Colorado Department of Education (CDE) website for all school districts in the 18th and 4th judicial districts.

The review revealed several potential contributing factors to disproportionate school disciplinary actions for youth of color in Colorado. These factors are explained in further detail in the full report and included:

- Heavy reliance on parent/guardian involvement (e.g. for notification, meetings, appeals process)
- Requirements for special handling of gang-related activities
- Unclear definitions of and harsh consequences for students determined to be "habitually disruptive"
- Guidelines allowing students to be disciplined (including expulsion) for committing crimes outside of school

OMNI analyzed disciplinary action data for school districts in the 18th and 4th, with a focus on assessing disproportionality in rates of in- and out-of-school suspension and expulsion for youth of color compared to White youth.

- The data showed varying rates of disproportionality for youth of color across school districts and types of disciplinary action. Closer examination and comparison of these districts' policies and practices might help further reveal areas where schools are either contributing to or helping limit contact of minority youth with the justice system.

Experiences of Minority Youth and Families

To provide additional context for the case studies, focus groups and interviews were conducted. The results validated the MOR Committees' perceptions of the following potential contributors to DMC in their districts:

- Differential or discretionary treatment of student delinquency among school personnel;
- Insufficient communication and parental engagement by schools on student disciplinary issues and protocols;
- Difficulty for families in navigating court systems and complying with requirements (including those influenced by socioeconomic barriers); and
- The need for improved cultural competence and training for staff (e.g., case workers, law enforcement officers) who work with minority youth and families.

CONCLUSION

The purpose of this project was to assist DCJ in identifying ways to help the state and local communities assess and address DMC utilizing various research methods. Much was accomplished through this collaborative process, and the emphasis on local-level engagement with selected judicial districts proved highly beneficial and rewarding. One step that can begin immediately is to explore opportunities to implement the 'case study' approach with other interested and qualified committees. Developing a competitive application process would allow DCJ to apply criteria that have proven to be critical, and to build training, resources, and tools into the requirements of the funding. These steps would ensure committees' capacity and readiness, and further standardize the process. An additional benefit to DCJ of these local-level efforts is that they encourage collaboration across key players and 'guardians' of data within each judicial district, including attorneys, law enforcement, and school officials. Utilizing MOR committee members to engage these stakeholders in conversations about DMC and related data needs, can facilitate better collection, coding, analysis, and reporting of race and ethnicity data across the state.

(b) Plan and Time-line for completion of the Assessment

Not applicable, Colorado completed an assessment in December 2011.

Phase III: Intervention

(a) Progress Made in FY 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.
- Look at the barriers related to the collection/availability of data for the RRI spreadsheets.
- Develop a user-friendly document for each Judicial District to represent their RRI data.
- Distribute the data through the local Senate Bill 94 coordinators.

FY 2011: Once the arrest analysis is complete, the information will be used to determine effective intervention strategies based on the identified contributing factors and geographic indicators. This year the DMC Coordinator will focus on developing a user-friendly method of presenting the RRI data to each judicial district. Technical assistance will be requested to help with this activity.

(1) Activities implemented: Colorado completed the assessment study which was the basis of the activities for this objective in December 2011. In 2011 there was a lot of activity related to the completion of the study which included conducting focus groups in the 18th and key informant interviews in the 4th. In addition it was important that the jurisdictions were participated in reviewing and analyzing the data and information as it was gathered and assisting the researcher with context. This process proved to be successful and all involved were proud of the final product. The information and recommendations available from the study were presented at the JJDP Council's retreat in September 2011 were used to draft a recommendation to the Council. The recommendation was to continue to support other communities' participation in a case-study process to study a decision point with a high RRI. The Council accepted this recommendation and that process will be incorporated in the 2012-2014 DMC Plan. Recommendations specific to each of the jurisdictions that participated (4th and 18th Judicial Districts) are being incorporated into a plan in each jurisdiction. The 18th used their recommendations to develop a strategic plan similar to the states and the 4th is using their recommendations as the basis of a community forum. The study looked at barriers to data collection one of which was the lack of Hispanic data in the arrest data. As of this year the NIBRS data was reported with the Hispanic number separated out so that this number is now available to use in the RRI calculation.

(2) Activities not implemented: With the delay in the arrest assessment project completion the last two activities (user friendly method and distribution) were not implemented. They will be included in the 2012-2014 DMC Plan.

OBJECTIVE 2: Provide data driven recommendations to the JJDP Council related to DMC reduction.

ACTIVITIES

- Use all available research, data and other information to develop and present recommendations to the JJDP Council. Include recommendations related to resources (money, training and technical assistance, etc).

FY 2011: The Coordinator will present information related to DMC to the JJDP Council at their planning retreat to use in determining its priorities for system improvement in 2012-2014. This will include data and information learned from the arrest assessment.

(1) Activities implemented: The DMC Committee used information from the study and other related data to formulate a recommendation to the JJDP Council which was accepted.

(2) Activities not implemented: All activities were implemented.

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 that mitigate DMC.
- Use information currently collected through COKIT to inform CMYE on the impact of currently funded programs on DMC.

FY 2011: The DMC Coordinator will work with other initiatives specifically with OMNI Institute to gather and present additional data related to DMC to the JJDP Council. This will include at the minimum, geographic information for minority youth and risk and protective factor information such as poverty, school achievement, and access to opportunities. OMNI Institute is collecting this data from many state agencies and compiling it in an on-line searchable database ASPIRE. The DMC Coordinator will work with OMNI so that this data can be sorted and presented to the JJDP Council in a useful way. Information from the evaluation of formula grant funded DMC programs will be presented to the JJDP Council. Additional information will be necessary when the JJDP Council is planning for 2012-2014.

(1) Activities implemented: Information collected through the evaluation of the formula grant funded DMC programs was presented to both the JJDP Council and the CMYE (DMC Committee).

(2) Activities not implemented: The first activity, "Identify additional information/data available in Colorado..." has not been implemented. In addition to other information to be collected, this activity is focused on looking at what has been implemented in Colorado to address DMC and what has worked and then making this information available to other jurisdictions. The only barrier has been time. This activity specifically related to what has worked in Colorado will be reflected in the 2012-2014 DMC Plan.

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

- Establish connections and coordination efforts with other initiatives and agencies such as the Commission on Criminal and Juvenile Justice, Restorative Justice Council, CO LINKS, Prevention Leadership Council, Collaborative Care Management (HB1451), Access to Recovery, SB 94, etc

FY 2011: CMYE members and the DMC Coordinator will continue work on forming relationships with existing entities, organizations and multi-systemic initiatives, which should be natural partners in addressing DMC. The goal will be to fuse efforts with others working to establish new or improved services for youth and families to assist them in meeting the needs of minority youth and their families.

(1) Activities implemented: The DMC Coordinator, JJ Specialist and CMYE members have established or continued relationships with many other juvenile initiatives in

Colorado. Some examples are the Prevention Leadership Council which is a multi state agency initiative that works on improving state processes related to the administration of the state's prevention efforts, The Colorado Children and Youth Information Sharing Collaborative which is working on establishing processes for appropriate information sharing across youth serving systems and the Juvenile Justice Task Force which is looking at the state's juvenile justice system to identify legislative areas where improvements can be made.

The DMC Coordinator is also a part of a state Minority Over Representation Committee of the Colorado Commission on Criminal and Juvenile Justice which is looking at over representation issues in the entire criminal justice system. The DMC Coordinator also serves as a lead in a project at the State Department of Human Services which is addressing disparities in the binge drinking rates of Latino youth. In addition, the JJ Specialist is a member and involved in many state level efforts such as the Restorative Justice Council, the Detention Continuum (SB94) State Advisory Committee and the Collaborative Care Management (HB1451). There are many initiatives whose mission complements the DMC Committees and the goal is to keep abreast of those activities and identify areas where joint work would be beneficial to both initiatives.

(2) Activities not implemented: All activities were implemented.

OBJECTIVE 2: Provide DMC-related policy and practice information to the JJDP Council.

ACTIVITIES

- DMC Coordinator will keep abreast of DMC policies and practices in other states to keep both the CMYE and the JJDP Council informed.
- CMYE will make policy/practice recommendations to the JJDP Council when appropriate.

FY 2011: The DMC Coordinator will continue to participate on the DMC Coordinator calls, and take other opportunities to learn what is going on in other states related to DMC policies and practices. The Coalition for Minority Youth Equality along with the DMC Coordinator will continuously make recommendations about DMC issues to the JJDP Council. This will be done at the JJDP Council's quarterly meetings.

(1) Activities implemented: The DMC Coordinator participated in all the DMC Coordinator calls, attended the DMC Conference and participated in five webinars. The information learned is passed on to the CMYE so that they can use it in their work and in their communities. This information is a valuable resource for the local MOR committees.

(2) Activities not implemented: What was not implemented by the DMC Coordinator was really taking a look at what other states have done through the Model Program Guide or by following up from state reports on the DMC Conference calls to package this information in a usable form for local communities. Many jurisdictions across the country are implementing successful interventions and more information is needed to assess if some of these can be implemented in Colorado. The barrier for this activity is time although the members of CMYE really want this information so it will be a priority in the 2012-2014 DMC Plan.

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 juvenile justice conferences each year.
- Provide on-site technical assistance to two or more state or local programs/communities each year

FY 2011: A heavy emphasis on technical assistance to communities will continue to be a priority. The Coordinator will provide technical assistance to communities with a local DMC coalition to assist them in data driven planning appropriate to their community. Technical assistance is also available to communities/programs wanting to establish a DMC response. Training at conferences will occur when appropriate and time permits.

(1) Activities implemented: When looking at the data and identifying the DMC hotspots or areas with the largest minority population in Colorado we have identified the 2nd, 4th and 18th Judicial Districts. This year there has been an emphasis on providing as much technical assistance to local jurisdictions in their efforts to address DMC as time permits. Technical assistance is provided on-site to the 18th Judicial District on a monthly basis. This includes attending the monthly MOR meetings as well as providing assistance to the chair of the committee in between meetings as needed. Technical assistance is also provided to Denver (2nd Judicial District). Assistance to Denver has included attending about half of their monthly MOR meetings and assisting with strategic planning. Please see more details in the data discussion under Section I. Assistance to the 4th has been a mix of attending their MOR Meetings and meeting one on one with the two chairs of their MOR committee to help strategize for moving forward and the best way to keep the committee engaged. In addition to the assistance described above the DMC Coordinator has provided other more individualized assistance this past year. One example is an application submitted for Arapahoe County (part of the 18th) for the joint MacArthur and OJJDP intense DMC technical assistance initiative last month. The DMC Coordinator collaborated with a team from Arapahoe County to develop the application and participated in the phone interview. If the application is selected the DMC Coordinator will serve as an integral part of the implementation.

In 2011 DMC training was provided to: the Cross Systems Round Table a joint collaborative of the education, child welfare and juvenile justice systems, Lake County, the Juvenile Justice Task Force and three human services college classes.

(2) Activities not implemented: All activities were implemented.

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

ACTIVITIES

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

FY 2011: The Coordinator will continue to build the capacity of CMYE members so that they can use the knowledge they gain at CMYE meetings to better their local DMC efforts or their agencies' work. The Coordinator will continue to focus the CMYE meetings on meeting the needs of local community efforts to address DMC and the state's need to meet the core requirements of the JJDP Act. The members will also continue to serve as advisory on the arrest assessment project.

(1) Activities implemented: The DMC Coordinator provided staffing to the CMYE which included four meetings with planning and follow-up and one training on DMC. The DMC training was provided to seven new members and was very successful. The training was also attended by the new JJDP Council chair and a few long-term members of the CMYE. Since the members liked the training so much they would like it provided at least once a year as a way to ground new members and a refresher for continuing members. There was also greater emphasis this year on passing on funding opportunities and other pertinent information the DMC Coordinator gets to the CMYE members who are not

always connected to many of the state's communication systems. The CMYE continued to serve as the advisory committee for the arrest assessment project and was very instrumental in reviewing the final reports; they made recommendations to OMNI for ways to make the reports more meaningful.

(2) Activities not implemented: All activities were implemented.

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

OBJECTIVE 1: Assist the JJDP Council when making funding decisions for minority over representation programs to ensure they are funding effective programs to address DMC.

ACTIVITIES

- Provide information to the JJDP Council to use when reviewing applicants for Minority Over Representation programs.
- Provide technical assistance to programs so they understand the difference between a program that serves minorities and a program that is addressing DMC.
- Research programs that are proven effective in addressing DMC (Model Program Guide) to determine if they can be implemented in Colorado.
- Ensure information from data driven processes and policies and practices is presented to Council to use when making funding priorities and decisions.

FY 2011: Provide the JJDP Council recommendations for system improvement efforts related to DMC at their planning retreat in September 2011. Explore the feasibility of joint monitoring of DMC programs with the Formula Grant Manager. Examine the MPG and other model efforts to address DMC and provide this information to communities who want to do something.

(1) Activities implemented: System improvement related recommendations were made and accepted by the JJDP Council at the September 2011 retreat. Data driven decision making is becoming something that the Council is using in many decisions. It is being used by utilizing the RRI data to drive intervention strategies which at this time rely heavily on technical assistance to those jurisdictions showing the highest DMC.

(2) Activities not implemented: As was mentioned in Goal 2, Objective 2, what was not implemented was taking a look at what other states have done in the Model Program Guide and assessing if some of these strategies can be implemented in Colorado. The barrier for this activity as previously mentioned is time although the members of CMYE really want this information so it will be a priority in the 2012-2014 DMC Plan. Joint monitoring was not able to be implemented formally this year although the Formula Program Grant Manager and the DMC Coordinator work together to ensure the DMC projects are progressing adequately. There is not a need to address this barrier because next year Colorado will be focused on system improvement and not funding direct program services.

(b) Identification of DMC Sites but Have Not Implemented Activity

Not Applicable, Colorado has implemented system improvement interventions in the 2nd, 4th and 18th Judicial Districts.

Phase IV: Evaluation

DCJ contracts with OMNI Institute (OMNI) to document the characteristics, needs and outcomes of the at-risk youth participating in the formula grant funded programs. For the 2009-2011 time period there were seven programs funded with formula grant funds of which four were funded under the DMC program area. The findings reflect data collected between, October 2009 through August 2011.

The method used to evaluate the programs includes Intake and Exit forms used by each direct service program to collect demographic, needs, prior services and status upon exit. The programs also administer a pre- and post-outcomes survey to youth to measure change in risk and protective attitudes and behaviors from program entrance to exit.

Although the DMC programs varied the common element was that they were delinquency prevention programs addressing risk and problem behaviors in youth such as a high number of school disciplinary problems, suspended and /or expelled from school or coming to the attention of the system prior to adjudication. Focus on Delinquency Prevention was done to address the state's high RRIs at the arrest decision point.

As of August 2011, the four DMC Programs had 424 youth at intake with 352 exiting and 321 of those exiting as successful completions. The first program addressing the high number of minority youth being suspended from school and lack of school engagement showed a reduction in delinquency from program start of 82.2% to 73.7% at exit. The second program in a rural mountain community addressing delinquent girls and at-risk boys showed a decrease in delinquency from 54.3% at program start to 40% at program exit. The last two programs implemented the High Fidelity Wrap Around program and outcome data was not available at the time of the interim report.

Although it is difficult to attribute reduction in DMC to one intervention and there has been an overall trend showing a reduction in arrests across Colorado and the Country it is validating to see the same trend in the communities with funded interventions. The numbers for the jurisdictions with interventions are:

There were two intervention programs in Denver, the 2nd Judicial District and in 2010 the year prior to programming the RRI at arrest was 3.71 for African American youth of 2.03 for Hispanic youth. In 2012 the RRI for Denver are 3.26 for African American youth and 1.17 for Hispanic youth.

The third intervention took place in Lake County (5th Judicial District) and in 2010 their RRI for Hispanic youth at arrest was 4.82 and is now 1.73. This community does not have a large enough African American population to calculate any RRIs.

The final community with an intervention program was Colorado Springs located in the 4th Judicial District while they show positive progress for Hispanic youth showing a reduction from 2.46 in 2010 to 1.37 in 2012 the result is not the same for African American youth in 2010 the RRI was 2.94 and now in 2012 it is up to 3.33. This jurisdiction is included in the identification section above and was also included in our arrest assessment project to look at ways to impact their high African American arrest rates work with this community will continue.

Performance Measures: The DMC Coordinator along with the Formula Grant Manager work together to ensure the State is collecting all of the necessary performance measures. The performance measures used for DMC in Colorado are:

Outputs:

Required - Number and percent of program staff trained; Number of hours of program staff training provided; Number of program youth served; Number of planning activities conducted; Number of assessment studies conducted; Number of data improvement projects implemented; Number of objective decision-making tools developed

Optional - Number of FTEs funded with FG \$; Number of programs implemented

Outcomes:

Required - Number and percent of program youth who offend during the reporting period (short term); Number and percent of program youth who offend during the reporting period (long term); Number and percent of program youth who re-offend (short term); Number and percent of program youth who re-offend (long term); Antisocial behavior (short term); Antisocial behavior (long term)

Optional - Number of contact points reporting reduction in disproportionality at the state level (long term)

Phase V: Monitoring

a. Time limited Plan for Tracking Changes/DMC Trends over time.

Colorado collects and reports identification data annually which enables the tracking of trends to be more thorough. The DMC Coordinator works with the State's Statistical Analysis Center (SAC), which has taken on the duty of collecting the RRI matrix data from the other state agencies and entering it in the state individualized matrices developed by Dr. Feyerherm for this purpose. The SAC also provides technical assistance on data questions, as well as assists the DMC Coordinator in making decisions on the best sources of data to represent each decision point most accurately.

The only barrier in annual data collection has been when a better source of data has been identified or a change to the data collection method has had to be made which impacts the accurate comparison across time. While this is a loss, the data is still a valuable source of information to guide Colorado's intervention strategies.

b. Description How the State will Monitor Intervention Strategies.

The State DMC Coordinator is responsible for monitoring activities in the DMC Plan including the state's system improvement efforts and other activities from the state plan implemented to reduce DMC. The DMC Coordinator monitors this progress by working with many of the communities across Colorado working to address DMC, keeping track and analyzing trend data, and working with the state's DMC Coalition.

The Formula Grant Manager is responsible for monitoring the funded DMC programs. This is accomplished through the review of quarterly progress reports and on-site monitoring. The Grant Manager utilizes both of these tools to measure a programs impact on preventing youth delinquency and meeting project goals and objectives.

c. Who is Responsible for Monitoring

Responsibility for monitoring DMC primarily lies with the DMC Coordinator. In Colorado the DMC Coordinator is a 50% time position. Any direct service programs are monitored by the Formula Grant Program Manager who spends 30% of their time on the formula grant program.

d. Timeline for current and/or future monitoring activities

The goal is to continuously look at the RRI data at least annually and utilize the information to drive the state's DMC intervention strategies.

DMC Reduction Plan for FY 2012- 2014

(a) Activities and Timelines

GOAL #1: IDENTIFICATION (DATA)

Improve the DMC data collection and use of DMC data in Colorado

OBJECTIVE 1: Improve DMC data usability and accessibility by local jurisdictions.

Activities/Year:

2012

- ✓ Develop a user friendly document for each Judicial District to represent their RRI matrix data.
- ✓ Work with the State's SAC and investigate using a crime time clock or a ranking method.

2013

- ✓ Distribute the data and make it accessible to jurisdictions and systems through the web.

2014

- ✓ Assist communities in understanding what the DMC identification (matrix) data means in their community.

GOAL # 2: ASSESSMENT (RESEARCH)

Identify DMC contributing mechanisms to direct intervention strategies

OBJECTIVE 1: Expand DMC-related data available beyond the DMC RRI Matrices

Activities/Year:

2012

- ✓ Provide funding and assistance to one jurisdiction per year to complete a DMC case study of one juvenile justice decision point.
- ✓ 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.

2013

- ✓ Provide funding and assistance to one jurisdiction per year to complete a DMC case study of one juvenile justice decision point.

Develop a method to collect the available additional information/data available annually.

2014

- ✓ Provide funding and assistance to one jurisdiction per year to complete a DMC case study of one juvenile justice decision point.
- ✓ Develop a format to present the additional information/data available along with the RRI to the JJDP Council.

GOAL # 3: INTERVENTIONS (PROGRAMS, POLICIES AND PRACTICE)

Improve the Juvenile Justice System response to minority youth and their families.

OBJECTIVE 1: Assist the JJDP Council when making funding decisions for minority over representation programs to ensure they are funding effective programs to address DMC.

Activities/Year:

2012

- ✓ Use all available research, data and information to develop and present recommendations to the JJDP Council. Include information from the assessment studies, RRIs.
- ✓ Coalition provides input and support for state efforts to comply with the JJDP Act Core Requirements.

2013

- Continue work from 2012

2014

- The Coalition will review all available data and information and formulate recommendations to give to the JJDP Council for their next three year plan.

OBJECTIVE 2: Provide programs/communities the tools necessary to address DMC appropriately.

Activities/Year:

2012

- ✓ Provide on-site technical assistance to two or more state or local programs/communities each year
- ✓ Research programs that are proven effective in addressing DMC (Model Program Guide) to determine if they can be implemented in Colorado.
- ✓ Provide training on DMC to conferences and agencies, organizations. (Offer CLE's to encourage participation.)

2013

- ✓ Develop toolkits to present on Colorado's and National DMC efforts to programs and communities.

- ✓ Develop technical assistance for communities on “How do you share the data, research effectively and how do you get conversations on DMC started”.
- ✓ Continue technical assistance to at least two communities and training.

2014

- ✓ Develop webinar modules on DMC.
- ✓ Use the toolkit developed to train.
- ✓ Continue technical assistance to at least two communities and training.

OBJECTIVE 3: Provide DMC-related policy and practice information to the CMYE and the JJDP Council.

Activities/Year:

2012 – 2014 ALL ACTIVITIES ON-GOING ANNUALLY

- ✓ DMC Coordinator will keep abreast of DMC policies and practices in other states to keep both the CMYE and the JJDP Council informed.
- ✓ Participate on the DMC Coordinator calls, and take other opportunities to learn what is going on in other states related to DMC policies and practices.
- ✓ Convene meetings to discuss implications of new policies.
- ✓ CMYE will make policy/practice recommendations to the JJDP Council when appropriate.
- ✓ CMYE advocate that all systems and criminal justice agencies report by race/ethnicity.

OBJECTIVE 4: Enhance connections to feeders systems such as child welfare, mental health and education

Activities/Year

2012

- ✓ Establish connections and coordination efforts with newer initiatives and other system initiatives such as the Behavioral Health Transformation Council.
- ✓ CMYE will provide recommendations to other initiatives in Colorado such as the SOC, CPPS, etc...

2013

- ✓ Continue connections to other initiatives and identify others that are natural partners.
- ✓ Continue to offer to serve as experts on cultural and DMC issues to other initiatives in Colorado.

2014

- ✓ Work to develop joint projects with partners.
- ✓ Continue to provide expertise to other initiatives.

OBJECTIVE 5: Provide staff support to the CMYE membership to assist in DMC planning and work.

Activities/Year:

2012

- ✓ DMC Coordinator will provide staff support to the CMYE as permitted under the DMC Staff support Formula subgrant at a minimum meeting support such as scheduling, meeting set up, and minutes.
- ✓ Develop a communication method such as a newsletter or factsheet to keep the CMYE and JJDP Council informed in between meetings.
- ✓ Train CMYE (new members) annually.

2013

- ✓ Evaluate the CMYE meetings and see if they are meeting the members and states needs.
- ✓ Identify any deficits in membership and work to fill those roles.
- ✓ Produce and send out newsletter or factsheet at least every other month.
- ✓ Continue staffing of CMYE and annual training.

2014

- ✓ Build the capacity of CMYE members so that they can use the knowledge they gain in their local DMC efforts or their agencies' work.
- ✓ Continue staffing of CMYE, annual training, newsletter and recruitment as needed.

GOAL # 4: EVALUATION AND MONITORING
 Measure the impact of Colorado's DMC interventions

Objective 1: Ensure that interventions implemented are impacting DMC factors.

Activities/Year:

2012

- ✓ DMC and Formula Grant Manager will develop a method to collect DMC Performance Measures.
- ✓ DMC Performance Measures will be collected and reported annually

2013

- ✓ DMC Performance Measures will be collected and reported annually.

2014

- ✓ DMC Performance Measures will be collected and reported annually.

OBJECTIVE 1: Identify changes in DMC at the state and local level and at each decision point.

Activities/Year:

2012

- ✓ Collect matrix data annually and look for changes in DMC.
- ✓ Compare years of data to identify trends.

2013

- ✓ Collect matrix data and look for changes in DMC.
- ✓ Develop a report and disseminate data in a way that people can compare how they are doing to prior years and each other.

2014

- ✓ Collect matrix data and look for changes in DMC.
- ✓ Disseminate RRI information to communities.

(b) Funding

2012

50% DMC Coordinator, CMYE activities, state plan implementation - \$70,667
 Community Case Study (Assessment) - \$20,000
 Total- \$90,667

2013

50% DMC Coordinator, CMYE activities, state plan implementation - \$70,667
 Community Case Study (Assessment) - \$20,000
 Total- \$90,667

2014

50% DMC Coordinator, CMYE activities, state plan implementation - \$70,667
 Community Case Study (Assessment) - \$20,000
 Total- \$90,667

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 number of officers statewide although some restoration of probation officers has occurred during the last several fiscal years through the budget process for FY 2012. However, due to current budget constraints, it is not anticipated, in fiscal year 2013, that the Judicial Department will continue to receive funding from the General Assembly for the hiring of additional officers. Currently, statewide probation departments are staffed at approximately 97%. It has taken several years to reach this level of staffing and to reach full staffing; 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, Substance Abuse 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.

The Court Improvement Program (CIP) was created as a result of the Omnibus Budget Reconciliation Act of 1993 (also known as the Family Preservation and Support Act). The Act required an original assessment on how Colorado handles its cases involving children, in particular dependency and neglect cases. Numerous recommendations were made as to how to improve the cases, and the Court Improvement Program was created to oversee the implementation of these recommendations.

The CIP is primarily concerned with improving the way the individual courts in Colorado handle

dependency and neglect cases in order to improve the safety, permanency and well-being outcome for the children and families the court serves.

In October 2006, the Colorado Supreme Court was awarded the Court Improvement Program basic, data collection and analysis, and training grants from the Administration of Children and Families. The funding required Colorado's Court Improvement Program to develop strategic plans for each grant. Each grant application included an integrated strategic plan and work plan. The 2008 Colorado Court Improvement Program Assessment Report sets forth the progress and outcomes of the basic, technology, and training grant strategic planning activities during the grant reporting period of October 2007 – September 2008. The primary outcome achieved during this reporting period was the implementation of Colorado's strategic plans for each of the grants. The overall goal of the strategic plan is to improve the safety, permanency, and well-being of children in foster care. The strategic plan is designed to create ongoing and sustainable systems change across the child welfare system by developing an infrastructure for the delivery of training and technical assistance to all child welfare stakeholders. The activities included in the strategic plan are designed to institutionalize this infrastructure and delivery system over approximately a five year period of time that began in October 2007.

The integration of the basic, technology and training grants resulted in four main programmatic components of which one was the Family Justice Information System (FAMJIS) Program. Colorado's Court Improvement Project (CIP) continues to oversee the development and implementation of the FAMJIS project. The FAMJIS is a system that supports the sharing, collection and electronic transfer of child welfare information between the Judicial Department and Colorado Department of Human Services. This process makes critical information more readily available to both agencies in order to enhance the quality of decision making and safety for children while reducing redundant data entry. This program currently provides outcome-based management reports for courts and a Centralized Information Screen that contains comprehensive court, placement, and treatment history for individuals. FAMJIS assists judicial decision-making or advocacy efforts. As several judicial officers have reported, FAMJIS "provides judicial officers with succinct information to make decisions in the best interests of the children" on a case-specific or aggregate basis. For more information regarding the CIP or its related FAMJIS Project, go to: http://www.courts.state.co.us/userfiles/file/Administration/Executive/JP3/CIP/CIP%20standing%20commitment/Final_2010%20Re-%20Assessment%20Report_Appendices.pdf.

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.

DISASTER PREPAREDNESS PLAN

Attached with this application are three PDF files outlining the state's disaster preparedness plans detailing how juveniles in secure and non-secure placements are handled during a disaster. The attached documents are for one of 11 facilities, Sol Vista Youth Services Center, operated by the Colorado Department of Human Services/Division of Youth Corrections (DYC). Each of DYC's 11 facilities has a plan specific to the physical plant and lay out but the areas addressed in each are the same.

SUICIDE PREVENTION

(The following is material from the Office of Suicide Prevention Annual Report- *Suicide Prevention in Colorado 2010 – 2011* published by the Colorado Department of Public Health and Environment. For the full report, go to: <http://www.cdphe.state.co.us/pp/suicide/2011-11-01-Legislative%20Report-FINAL.pdf>.)

The Colorado Office of Suicide Prevention is designated by the state Legislature as the entity charged with leading statewide suicide prevention and intervention efforts in Colorado. The efforts of this office to coordinate data-driven, research-based suicide prevention initiatives statewide are crucial in addressing the burden of suicide in Colorado. Because the office is a two full-time employee program, it is imperative that projects and initiatives are done in partnership with organizations working to prevent suicide at the community level throughout Colorado.

The mission of the Office of Suicide Prevention is to serve as the lead entity for suicide prevention and intervention efforts in Colorado, collaborating with communities statewide to reduce the number of suicide deaths and attempts in Colorado. In an effort to broaden the reach and impact of state-level suicide prevention efforts, the office emphasizes using state funding to address strategic priority areas. These priority areas include funding local initiatives, supporting a statewide crisis line, increasing knowledge about suicide risk and prevention resources, training individuals to recognize and respond to suicidal crisis, and forming and leading collaborative partnerships at the state and local level.

Suicide is a public health problem that impacts all Coloradans, regardless of age, race, ethnicity, socioeconomic status, gender or sexual orientation. In 2010, there were 867 suicides among Colorado residents and the age-adjusted suicide rate was 16.8/100,000. This rate represents a decrease from the 2009 rate of 18.7/100,000, but remains higher than the rates for previous years (16.1/100,000 in 2008, 16.5/100,000 in 2007, and 15.1/100,000 in 2006). The number of suicide deaths in 2010 represents the second highest single year total number of deaths in the state's history (2009 was the highest with 940 suicide deaths). For purposes of comparison, the number of suicide deaths in 2010 exceeded the number of deaths from homicide (171), motor vehicle crash (480), influenza and pneumonia (549), and diabetes (721). The reason for the increase in the rate and number of suicide-related deaths in Colorado during 2009 and 2010 is not definitively understood. However, "economic strain and personal financial crises have been well documented as precipitating events in individual deaths by suicide. Stressful life events, financial and others, have significant impact on those vulnerable to suicide where typical coping mechanisms are compromised by the effects of mental disorder, substance use, acute psychiatric symptoms, and a host of other risk factors associated with suicide." Given that there is a clear and direct relationship between rates of unemployment and suicide as reported by the American Association of Suicidology, current economic conditions coupled with a 2010 unemployment rate in Colorado of 8.9 percent may have contributed to recent increases in the number of suicide deaths.

In 2010, suicide was the seventh leading cause of death for all Coloradans. Coloradans ages 45 to 54 demonstrated the highest suicide rate (29.9/100,000) and highest number of suicide deaths (222) compared to all other age groups. Among youth and young adults ages 10 to 34, suicide constituted the second leading cause of death. In 2008, the most recent year of data available nationally, Colorado had the seventh-highest suicide rate in the United States.

The Office of Suicide Prevention is poised to continue leading statewide suicide prevention efforts in Colorado, and is committed to expanding partnerships, implementing innovative and data-driven initiatives, and decreasing the burden of suicide. Key initiatives over the next five years will include the following:

- continuation of the youth-focused *Project Safety Net* and the community grants program
- implementation and evaluation of the online resource and marketing plan targeting working-age men in Colorado
- partnership with the Colorado Violent Death Reporting System staff to collect and analyze suicide death data
- partnership with the Suicide Prevention Coalition of Colorado to expand statewide partnerships at the community and regional level
- integration of suicide prevention with other public health programs to address the risks shared across health issues.

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 for justice involved cases is aided by the Colorado Integrated Criminal Justice Information System (CICJIS) 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)

Sharing information across systems is also facilitated by the development of an on-line School Violence Prevention and School Discipline Manual which provides guidance about information sharing requirements related to school safety. This manual developed by the Colorado's Attorney General outlines in detail the extensive requirements for information sharing per Colorado Statute. For more information, see http://www.coloradoattorneygeneral.gov/sites/default/files/uploads/violence_prevention/juvexchangelaw.pdf.

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 Children and Youth Information Sharing (CCYIS) is a collaborative effort initiated by the Colorado Collaborative Management Program State Steering Committee and the Colorado Prevention Leadership Council in 2007 in partnership with the Center for Network Development, the developers of the national *Guidelines for Juvenile Information Sharing* (Office of Juvenile Justice and Delinquency Prevention, 2006).

In early 2008, the executive directors of five state departments, the commissioner of education and the state court administrator, signed an MOU that included a commitment to work collaboratively on implementing the *Guidelines for Juvenile Information Sharing* and the formation of the Colorado Children and Youth Information Sharing Collaborative. In late 2008, the Colorado Children and Youth Information Sharing (CCYIS) initiative became linked with the larger data sharing and data protocol initiative of the Governor's Office of Information Technology (OIT). Currently, the CCYIS is one of three major information sharing initiatives linked with the Governor's OIT and will be in regular communication with the newly established Government Data Advisory Board.

The CCYIS Collaborative was inaugurated in April 2009 with representatives of five state departments, county representatives, a family advocacy organization, and youth representatives. The Collaborative meets monthly and has completed the first 8 of 48 guidelines as of September 2009.

The Center for Network Development (CND), a non-profit organization in the State of Colorado, received a grant from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) that provides funding for two pilot sites for juvenile information sharing testing, validation and implementation. The CCYIS will represent the state level site and the Jefferson County Juvenile Assessment Center will represent the local level site. Both sites, with the assistance of CND will implement and validate the Guidelines for Juvenile Information Sharing and the new Juvenile Justice XML Data Model (JJXDM). Technical Assistance funds will be available from the OJJDP grant that will assist the Governor's OIT with training in the National Information Exchange Model (NIEM). NIEM will serve as the main architecture for cross-departmental data information sharing.

Purpose and Public Policy Needs at the State and Local Level: The main purpose of children and youth information sharing is to structure policy and procedures for efficient, appropriate and timely sharing of accurate information between children and youth serving agencies at the state and local levels to improve services and outcomes of children, youth and families involved in services:

1. by assisting local agencies in accessing timely and reliable information for conducting assessments and determining and coordinating appropriate services for children, youth and families;
2. by the appropriate and secure sharing of client level information among agencies serving children and youth;
3. by sharing data in the aggregate to inform decision making and policy development at the state and local level; and
4. by partnering with youth and families to develop effective information sharing practices that will positively impact their lives.

The anticipated outcomes include:

- data sharing agreements between State agencies that provide access to information for policy, program, service, and resource decisions;
- access to client level information on a "need to know basis"¹ through secure methods by government and nongovernment agencies to better coordinate and determine effective services;
- improved access to information by youth and families regarding information that is collected about them; and
- improved health, safety and general well-being of Colorado's children, youth and families.

The Family/Youth Involvement Subcommittee of the CCYIS was charged with planning incorporation of youth and family perspectives. Subcommittee members, with the help of JSI, developed the recruitment strategy, facilitation protocol, and the semi-structured focus group interview guides. Ten discussion groups (5 youth and 5 adult) were held in the early summers of 2010 and 2011. The outcome of these interviews have been compiled and placed in this report. The family and youth perspective radiates throughout the report and provides us with recommendations and insight on how families and youth in crisis expect to be treated and how they expect their information to be shared. To download the report, go to: <http://www.juvenileis.org/documents/FocusGroupReportFinal.pdf>.

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. DCJ staff work through necessary channels to suggest needed changes when new federal statutes, rules or regulations require revisions to existing state statutes or agency policies. 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 CCJJ's Juvenile Task Force, State SB94 Advisory Board and 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 issues and then to develop and implement system improvement projects.

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 system improvement efforts 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 and percent of programs using evidence-based strategies

OUTCOME PERFORMANCE MEASURES:

- Average time from receipt of subgrant application to date of award

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2012	\$44,258	\$44,258	\$88,516
2013	\$44,258	\$44,258	\$88,516
2014	\$44,258	\$44,258	\$88,516

PROGRAM AREA #3: 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) ability 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:

1. Hold regularly scheduled meetings of the Council for planning, education and funding purposes.
2. Hold committee meetings to address particular issues the Council has prioritized.
3. Support travel and per diem costs of members to attend meetings and training conferences as necessary.
4. Purchase necessary periodicals, subscriptions or documents.
5. 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 strategies

OUTCOME PERFORMANCE MEASURES:

- Number and percent of plan recommendations implemented.

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2012	\$20,000	\$0	\$20,000
2013	\$20,000	\$0	\$20,000
2014	\$20,000	\$0	\$20,000

PROGRAM AREA # 10: DISPROPORTIONATE MINORITY CONTACT

PROBLEM STATEMENT: The Division of Criminal Justice (DCJ)/Office of Adult and Juvenile Justice Assistance (OAJJA) employs a State Disproportionate Minority Contact (DMC) Coordinator at 50% time, whose responsibilities are coordination of the state's DMC efforts to address the DMC core requirement of the JJDP Act. The Compliance Monitor (CM) has been a DCJ employee since 1993 and has a thorough understanding of the DMC causes, correlates and contributing mechanisms. . The DMC Coordinator attends OJJDP DMC Conferences, participates in DMC conference calls and webinars and is seen as a resident expert on DMC for the State of Colorado. In addition, the Juvenile Justice and Delinquency Prevention Council has a DMC subcommittee, the Coalition for Minority Youth Equality (CMYE), in place since 1994 which serves in an advisory capacity to the Council.

The racial and ethnic population of Colorado youth age 10-17 is: white youth 61.1%, African American youth 4.77%, Hispanic youth 29.4%, Asian youth 3.6% and American Indian youth 1.15%. As seen in the tracking sheet above, all the decision points are statistically significant for African American youth except the delinquent finding number, although the volume of youth at this point is still significant (704). This lack of statistical significance is more likely due to missing data reported by State Judicial than the actual number of youth for this decision point. The Colorado Commission on Criminal and Juvenile Justice (CCJJ) is currently working on ways to mandate that all state agencies collect uniform data by race and ethnicity and require that they report that data annually (more about the CCJJ is mentioned below). Due to this problem the same lack of statistical significance exists for Hispanic youth at both the cases petitioned decision point and the delinquent findings. In addition the number of Hispanic youth direct filed (transferred) is not statistically significant due to the low number of Hispanic youth direct filed on in FY 2010 – 2011.

The volume of youth is concerning in all areas except for direct file for both Hispanic and African American youth. The lack of volume of African American youth at the probation supervision decision point is concerning as they may not be offered opportunities to participate in probation but then have a higher volume and magnitude at commitment, with a RRI value of 3.26. Equally concerning is the increase in the RRI for Hispanic youth committed which increased from 4.68 last year to 6.31 this year. This is an issue which must be analyzed further to determine the cause(s) of this increased rate of commitment for Hispanic youth. One potential factor may be legal status; undocumented Hispanic youth are more likely to be committed to obtain services since most social service agencies must deny services based on federal funding rules. Use of commitment for access to needed services is one of the areas for JJDP Council focus over the next three years and the DMC issue will be included in that effort.

A new tool that shows statistical parity is now available to states in the DMC web-based data entry system. This tool will be especially useful to local jurisdictions addressing DMC as it gives a clearer picture of the volume of the problem and a better road map for addressing a jurisdiction's specific problem. To assist communities, Colorado's Commission on Criminal and Juvenile Justice (CCJJ) is developing a state website so that jurisdictions can have full access to their adult and juvenile justice DMC data and statistical parity data will be included. The tool is useful it provides multiple views of the same data. For example, although at first glance the RRI for Hispanic youth in the state is 1.24 this number still represents a significant volume of youth indicating that the RRI represents an over-contact of Hispanic youth by 1,802. When looking at the other problem areas for Colorado the tool indicates that for parity to be reached at confinement the number of African American youth needs to be reduced by 74 and Hispanic youth by 228, and at pre-adjudication detention the number for reduction is 195 for African American youth and 925 for Hispanic youth. The tool is a very tangible way to assist the state and jurisdictions in addressing their DMC problem by providing more information around the volume of activity and will be used both at the state and local level and provides another means to measure progress aiming to reduce the number of youth needed to reach parity at each decision point.

As mentioned above there is the CCJJ effort to address the issue of data and the lack of standardization between the collection and reporting by state agencies. One area of improvement for data has been the arrest data. For the first time in Colorado, the data from NIBRS was available by race and ethnicity. This greatly improves the reliability of the arrest data and the decision points that are calculated based on this number. The issue for Colorado remains State Judicial data which includes filing, conviction and

sentencing, all extremely important to accurately measure disparities in the rate of contact with the system. While there appears to be race and ethnicity data reported from State Judicial, it is grossly inaccurate due to large numbers of missing information as well as a practice by staff to categorize most youth as white without asking the youth or parent to self identify. The CCJJ has an MOR Committee and data is the number one priority for its work. Also a priority for the CCJJ and the state is providing data to jurisdictions so they have a clear indication of where DMC exists and to what degree. Staff from, the Division of Criminal Justice (DCJ) Office of Research and Statistics are working on a web-based dash board to provide jurisdictions with this data, the DMC Coordinator will be assisting by providing the juvenile data to populate the dash board including the parity data available from the DMC web-based data entry system.

While Colorado's juvenile justice system shows lower numbers of youth being arrested and subsequently committed, these decreases have not impacted minority youth at the same rate as there is still significant DMC for African American youth at both arrest and commitment, well over three times the rate of white youth for both decision points. While Hispanic youth are not as disproportionately contacted at arrest at only 1.24 , at commitment the number is extreme with Hispanic youth being committed at a rate of 6.31 that of white youth. Some of this disparity may be connected to missing and incorrect race and ethnicity data from State Judicial since the RRI at commitment is calculated based on delinquent findings. This only adds to the urgency to get good data from all systems.

Based on the data, the area of focus for 2012-2014 DMC Plan will remain arrest and secure confinement with the addition of pre-adjudicated detention with a greater focus on addressing DMC at the local level by providing targeted technical assistance and assessment resources at three jurisdictions the 2nd, 4th, and 18th judicial districts.

GOAL #1: IDENTIFICATION (DATA)

Improve the DMC data collection and use of DMC data in Colorado

OBJECTIVE 1: Improve DMC data usability and accessibility by local jurisdictions.

Activities/Year:

2012

- Develop a user friendly document for each Judicial District to represent their RRI matrix data.
- Work with the State's SAC and investigate using a crime time clock or a ranking method.

2013

- Distribute the data and make it accessible to jurisdictions and systems through the web.

2014

- Assist communities in understanding what the DMC identification (matrix) data means in their community.

GOAL # 2: ASSESSMENT (RESEARCH)

Identify DMC contributing mechanisms to direct intervention strategies

OBJECTIVE 1: Expand DMC-related data available beyond the DMC RRI Matrices

Activities/Year:

2012

- Provide funding and assistance to one jurisdiction per year to complete a DMC case study of one juvenile justice decision point.
- 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.

2013

- Provide funding and assistance to one jurisdiction per year to complete a DMC case study of one juvenile justice decision point.

- Develop a method to collect the available additional information/data available annually.

2014

- Provide funding and assistance to one jurisdiction per year to complete a DMC case study of one juvenile justice decision point.
- Develop a format to present the additional information/data available along with the RRI to the JJDP Council.

GOAL # 3: INTERVENTIONS (PROGRAMS, POLICIES AND PRACTICE)

Improve the Juvenile Justice System response to minority youth and their families.

OBJECTIVE 1: Assist the JJDP Council when making funding decisions for minority over representation programs to ensure they are funding effective programs to address DMC.

Activities/Year:

2012

- Use all available research, data and information to develop and present recommendations to the JJDP Council. Include information from the assessment studies, RRIs.
- Coalition provides input and support for state efforts to comply with the JJDP Act Core Requirements.

2013

- Continue work from 2012

2014

- The Coalition will review all available data and information and formulate recommendations to give to the JJDP Council for their next three year plan.

OBJECTIVE 2: Provide programs/communities the tools necessary to address DMC appropriately.

Activities/Year:

2012

- Provide on-site technical assistance to two or more state or local programs/communities each year
- Research programs that are proven effective in addressing DMC (Model Program Guide) to determine if they can be implemented in Colorado.
- Provide training on DMC to conferences and agencies, organizations. (Offer CLE's to encourage participation.)

2013

- Develop toolkits to present on Colorado's and National DMC efforts to programs and communities.
- Develop technical assistance for communities on "How do you share the data, research effectively and how do you get conversations on DMC started".
- Continue technical assistance to at least two communities and training.

2014

- Develop webinar modules on DMC.
- Use the toolkit developed to train.
- Continue technical assistance to at least two communities and training.

OBJECTIVE 3: Provide DMC-related policy and practice information to the CMYE and the JJDP Council.

Activities/Year:

2012 – 2014 ALL ACTIVITIES ON-GOING ANNUALLY

- DMC Coordinator will keep abreast of DMC policies and practices in other states to keep both the CMYE and the JJDP Council informed.
- Participate on the DMC Coordinator calls, and take other opportunities to learn what is going on in other states related to DMC policies and practices.

- Convene meetings to discuss implications of new policies.
- CMYE will make policy/practice recommendations to the JJDP Council when appropriate.
- CMYE advocate that all systems and criminal justice agencies report by race/ethnicity.

OBJECTIVE 4: Enhance connections to feeders systems such as child welfare, mental health and education

Activities/Year

2012

- Establish connections and coordination efforts with newer initiatives and other system initiatives such as the Behavioral Health Transformation Council.
- CMYE will provide recommendations to other initiatives in Colorado such as the SOC, CPPS, etc...

2013

- Continue connections to other initiatives and identify others that are natural partners.
- Continue to offer to serve as experts on cultural and DMC issues to other initiatives in Colorado.

2014

- Work to develop joint projects with partners.
- Continue to provide expertise to other initiatives.

OBJECTIVE 5: Provide staff support to the CMYE membership to assist in DMC planning and work.

Activities/Year:

2012

- DMC Coordinator will provide staff support to the CMYE as permitted under the DMC Staff support Formula subgrant at a minimum meeting support such as scheduling, meeting set up, and minutes.
- Develop a communication method such as a newsletter of factsheet to keep the CMYE and JJDP Council informed in between meetings.
- Train CMYE (new members) annually.

2013

- Evaluate the CMYE meetings and see if they are meeting the members and states needs.
- Identify any deficits in membership and work to fill those roles.
- Produce and send out newsletter or factsheet at least every other month.
- Continue staffing of CMYE and annual training.

2014

- Build the capacity of CMYE members so that they can use the knowledge they gain in their local DMC efforts or their agencies' work.
- Continue staffing of CMYE, annual training, newsletter and recruitment as needed.

GOAL # 4: EVALUATION AND MONITORING
Measure the impact of Colorado's DMC interventions

OBJECTIVE 1: Ensure that interventions implemented are impacting DMC factors.

Activities/Year:

2012

- DMC and Formula Grant Manager will develop a method to collect DMC Performance Measures.
 - DMC Performance Measures will be collected and reported annually

2013

- DMC Performance Measures will be collected and reported annually.

2014

- DMC Performance Measures will be collected and reported annually.

OBJECTIVE 1: Identify changes in DMC at the state and local level and at each decision point.

Activities/Year:

2012

- Collect matrix data annually and look for changes in DMC.
- Compare years of data to identify trends.

2013

- Collect matrix data and look for changes in DMC.
- Develop a report and disseminate data in a way that people can compare how they are doing to prior years and each other.

2014

- Collect matrix data and look for changes in DMC.
- Disseminate RRI information to communities.

OUTPUT PERFORMANCE MEASURES:

- Number of program youth served.
- Number of program materials developed.
- Number of service hours completed.
- Number and percent of program staff trained
- Number of hours program staff training provided
- Number of planning activities conducted
- Number of assessment studies conducted
- Number of data improvement projects implemented
- Number of objective-decision-making tools developed

OUTCOME PERFORMANCE MEASURES:

- Number of minority staff hired
- Number of program youth exhibiting desired change in behavior in one of the following targeted areas: substance use, school attendance, family relationships or antisocial behavior
- Number and percent of program youth completing program requirements
- Number and percent of youth satisfied with program.
- Number of youth who offend or reoffend

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2012	\$90,667	\$0	\$90,667
2013	\$90,667	\$0	\$90,667
2014	\$90,667	\$0	\$90,667

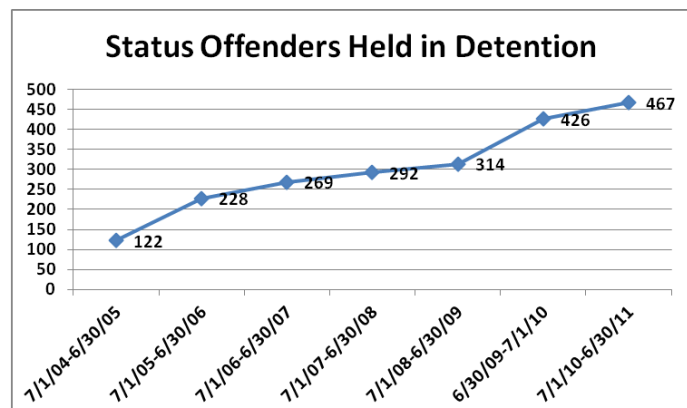
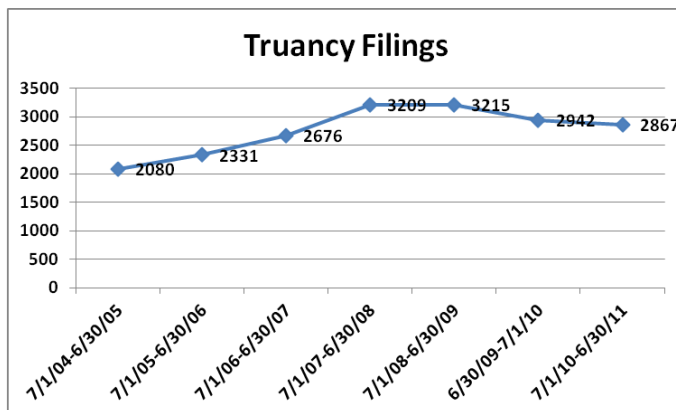
PROGRAM AREA #6: COMPLIANCE MONITORING

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. 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.

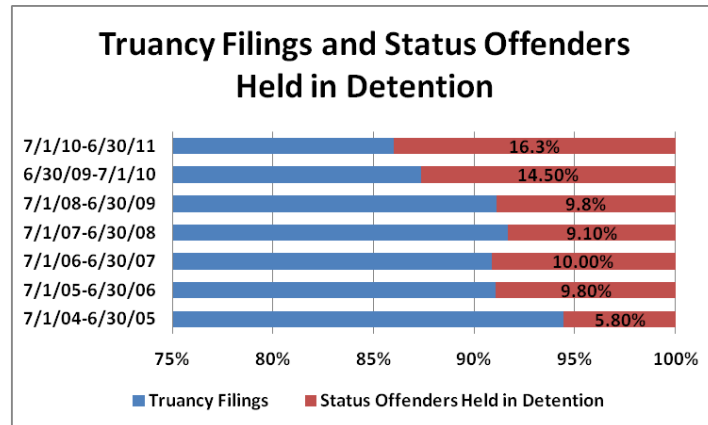
In Colorado, there have been active discussions regarding truancy through the JJDP Council (state SAG) and the Colorado Commission on Criminal and Juvenile Justice's (CCJJ) Education Task Force and Truancy Committee. Senate Bill 50, which passed in 2007, permitted school districts to use non-attorneys as representatives in judicial proceedings on truancy matters. It was expected that truancy petitions would increase due to the less expensive option for schools to use non-attorneys on these cases. The State has seen truancy petitions filed in juvenile court gradually increasing each year ultimately rising overall by 5.9% from 2005 to 2011.

Truancy Filings and Use of Detention							
	2005 7/1/04 to 6/30/05	2006 7/1/05 to 6/30/06	2007 7/1/06 to 6/30/07	2008 7/1/07 to 6/30/08	2009 7/1/08 to 6/30/09	2010 7/1/09 to 6/30/10	2011 7/1/10 to 6/30/11
Truancy Filings¹	2080	2331	2676	3209	3215	2942	2867
Status Offenders Held in Detention^{2*}	122	228	269	292	314	426	467
	5.8%	9.8%	10%	9.1%	9.8%	14.5%	16.3%

¹ Data provided by the Colorado State Court Administrator's Office, Evaluation Unit ² Data provided by the Division of Criminal Justice Compliance Monitor. *Most are truants held for violating a court order.



As truancy petitions increase, so also does the use of detention as a sanction for truants violating court orders. From 2005/2006 to 2010/2011, we saw an increase from 122 to 467, a seventy three percent increase in the use of detention for status offenders who do not abide by court orders. A majority of these are for truancy. In 2011 alone there were 2,867 truancy petitions filed with the court and 467 truants sent to detention, representing 16.3% of the filings.



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

OBJECTIVE: 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:

1. 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.
2. Prepare and submit the OJJDP Compliance Monitoring report documenting the number of compliance violations no later than December 1.
3. Continue to train District Court Judges and Magistrates on the proper use of the federal and state Valid Court Order.
4. 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.
- Number and percent of program staff trained
- Number of hours program staff training provided

OUTCOME PERFORMANCE MEASURES:

- Submission of complete annual monitoring report to OJJDP.

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2012	\$56,890	\$0	\$56,890
2013	\$56,890	\$0	\$56,890
2014	\$56,890	\$0	\$56,890

PROGRAM AREA #22: NATIVE AMERICAN PROGRAMS

PROBLEM STATEMENT: The Division of Criminal Justice and the Juvenile Justice Prevention and Delinquency Council have enjoyed great relationships with both the Southern Ute and Ute Mountain Ute Tribes located in the Four Corners area of the state (SW). The Council has historically offered federal Title II/Formula Grant funds in excess of the required pass-through amount to both Tribes. Most recently, the Southern Ute Tribe has been using these funds to support trauma treatments and non-violent life skills training to youth who are court-ordered or high risk and referred by a school counselor. The Ute Mountain Ute Tribe elected to not receive Title II/Formula grant funds because of the requirement to be in compliance with the JJDP Act requirements for the appropriate holding of juveniles in secure settings, most critically in the area of deinstitutionalization of status offenders, notably truants.

The JJDP Council is currently scheduling a visit to the Four Corners area to meet with representatives from both Tribes to re-establish and rekindle their working relationship. Council member Ernest House Jr. is a member of the Ute Mountain Ute Tribe and is the Executive Secretary for the Colorado Commission on Indian Affairs and has been instrumental in this endeavor.

As with the State of Colorado, both Tribes struggle to address the needs of their youth and families, especially when children and youth are struggling with truancy issues. Through the meetings which are being scheduled, the JJDP Council and members from the two Tribes will discuss how the Council can support them in meeting their most critical needs.

Colorado's Native American juvenile population that is non-reservation based continues to need culturally appropriate services. Although the Native American juvenile population that is non-reservation based is estimated at 1.1% of the State's total juvenile population and .9% of the Colorado school population, they represent 6.5% of the school dropouts, 1.12% of the youth who received in-school suspension, 1.4% receiving out-of school- suspension and 2.3% who were expelled in 2010-11.

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

OBJECTIVES:

1. Work with agencies throughout the state representing or serving the Native American population to support and enhance their efforts.
2. Continue to fund at least one juvenile justice delinquency prevention or intervention program at the Southern Ute Tribe and Ute Mountain Ute Tribe.
3. Continue on-site compliance monitoring visits to measure compliance with the core requirements and provide training and technical assistance on maintaining compliance.

ACTIVITIES:

1. Staff will contact non-reservation based 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.
2. 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.
3. DCJ staff and selected Council members will attend Ute Mountain Ute and/or Southern Ute meetings as requested.

OUTPUT PERFORMANCE MEASURES:

- Number of program youth served.
- Number of FTE's funded by Formula Grant dollars.
- Average length of stay in program

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.
- Percent of program youth who exhibit a desired change in anti-social behavior

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2012	\$50,000	\$0	\$50,000
2013	\$50,000	\$0	\$50,000
2014	\$50,000	\$0	\$50,000

PROGRAM AREA # 19: JUVENILE JUSTICE SYSTEM IMPROVEMENT

PROBLEM STATEMENT: As noted in this plan, Colorado has a plethora of initiatives to address the needs of children, youth and families. What has been identified in virtually all of these groups is the fact that youth with low risk of criminal offending but high needs (LRHN) for behavioral services, along with their families, are entering the juvenile justice system in order to receive services. Prior to entry into the juvenile justice system they are frequently subjected to a maze of disconnected and conflicting services that often require higher than necessary levels of care, stigmatizing labels, and ultimate criminalization that weaken the permanent supportive connections that are the foundations for pro-social adult development. Specifically identified barriers include:

- Educational barriers to youth, their family and professional's awareness and accessibility to supportive community-based services to proactively address behavioral needs.
- Programming barriers for professionals to use evidence-informed screening and assessment tools to determine the appropriate services needed to address behavioral needs.
- Organizational culture barriers for professionals to use a collaborative design for a "cross-system integrated services approach" to assist LRHN youth and families in getting their behavioral needs met without having to enter, going deeper, or crossing over into the juvenile justice system.

Another concern is that Colorado's children, youth and family systems are spending too much money and energy on ineffective and counterproductive programs and strategies that don't produce desired outcomes as evidenced by the unnecessary push of LRHN youth into the justice system to access needed services. In 2008, the Division of Youth Corrections began a vigorous campaign to apply the eight principles for effective intervention (<http://nicic.gov/Library/019342>) into its programming in an effort "to allow flexibility in program design while providing sufficient rigor to promote good outcomes" (http://www.colorado.gov/cdhsdyc/Resources-Publications/SB94_FYI_EBP_guide.pdf). More recently, the Colorado Implementation Collaborative, a multi-disciplinary collaborative, was established in Colorado with three specific goals: 1) expand the local and global network of informed individuals and organizations seeking to promote high quality implementation; 2) help develop a shared language and communication strategy about best practices in quality implementation of evidence-based programs (EBP); and 3) identify opportunities to provide education and technical assistance to organizations seeking to promote quality implementation of EBPs. Combining and expanding on the efforts of the Colorado Implementation Collaborative and the Division of Youth Corrections, the JJDP Council plans to plant the seed for an Evidence-Based Principles and Practices State-Wide Initiative to better serve children, youth and families resulting in better services earlier with less push into the juvenile justice system.

The Juvenile Task Force (JTF) of the Colorado Commission on Criminal and Juvenile Justice (CCJJ) has highlighted the need for a concentrated effort at "professionalizing" the juvenile justice field. The efforts to improve the juvenile justice system outlined above rely on a work force that truly understands and appreciates the value for collaborative, quality, timely and appropriate interventions for our children and youth. This effort will not be successful unless system professionals, including judges/magistrates, district attorneys, etc., view juvenile justice as a chosen field rather than an assignment to be endured. To this end, the JJDP Council will develop, in conjunction with the CCJJ/JTF, a Professionalism Committee to explore the development of a Colorado Juvenile Justice Training Academy.

Finally, recognizing the importance of youth involvement in any system improvement efforts and therefore the need to encourage positive youth development activities for youth, the JJDP Council has set aside a portion of its system improvement funds for youth members of the Council to administer. The goal of these funds is to support the implementation of community activities that are identified planned, developed, and implemented by Youth Boards in order to encourage and support the development of youth leadership.

GOAL 1: To prevent low risk-high needs (LRHN) children and youth from unnecessarily entering the juvenile justice system or penetrating deeper into the juvenile justice system through a "Collaborative Design of Integrated Services."

OBJECTIVE: Promote educational, programming and organizational culture change infrastructure that can support a “collaborative design of integrated services” to get LRHN youth’s behavioral needs met appropriately and proactively.

ACTIVITIES:

1. Solicit a “Collaborative Cross-Systems Project Design Team” from JJDP Council members and selected ad hoc subject matter experts at the state and local levels to provide subject area technical consultations to maximize support for cross-systems systems improvements for LRHN youth, families and communities.
2. Research, compile, and analyze existing evidence-informed collaborative practice tools for LRHN screening, assessment and practice models from national and Colorado public systems to frame recommendations for a “collaborative practice tools” structure for redesigning policies, programming and practices to achieve shared youth outcomes across systems.
3. Provide logistics support for a “Cross-Systems Shared Youth Practice Community Forum” for state-wide cross-systems professionals and stakeholders to promote serving the LRHN youth and family service populations with “collaborative cross-systems practice excellence”.

GOAL 2: Improve outcomes for LRHN and other youth and families by promoting evidence based practices and approaches, by reducing the waste of system resources on ineffective and counterproductive initiatives and strategies not based on science, data, or evidence of their effectiveness.

OBJECTIVE: Coordinate statewide coordination of evidence-based principles and practices across state and local agencies and practitioners.

ACTIVITIES:

1. Convene an evidence-based principle and practice (EBPP) committee workgroup and include the Colorado Implementation Collaborative and others working on this issue.
2. Conduct an Evidence-Based Principles and Practices State Forum to energize different entities and help them brainstorm how to come together.
3. Develop standards for enforcing the use of EBPP in children, youth and family services in the state.
4. Provide training on how to infuse EBPP into programming delivered to children, youth and families at risk of or involved in the juvenile justice system.

GOAL 3: Improve outcomes for LRHN and other youth and families by promoting the professional development of system actors from judges to prosecutors to direct service workers through a Juvenile Justice Training Academy.

OBJECTIVE: Provide cross system training to juvenile serving system professionals and advocates that promote the use of decision-making and service provision that is collaborative, appropriate, and grounded in research and scientific evidence of its effectiveness.

ACTIVITIES:

1. Convene a Professionalism Committee comprised of members of the CCJJ/JTF, JJDP Council, Colorado Implementation Collaborative, the cross-disciplinary CDHS Collaborative Management Program, prosecutors, defense attorneys, trainers from the juvenile justice and children/youth/family serving system partners and other interested parties.
2. Conduct an assessment of the training provided looking for areas where the training could be improved as well as ways to provide the

- training across the systems rather than in isolated silos.
3. Pilot cross system training and track effectiveness of the training over time through outcomes for children, youth and families.
 4. Support cross disciplinary training and conferences.

GOAL 4: Promote positive youth development through the empowerment of Youth Boards in the state to request and receive funds to meet identified needs.

OBJECTIVE: Support community activities that are identified planned, developed, and implemented by Youth Boards in order to encourage and support the development of youth leadership.

ACTIVITIES:

1. Compile a list of Youth Boards in Colorado, including their membership and purpose
2. Conduct a solicitation for funds targeted to Youth Boards based upon criteria established by the JJDP Council youth membership.

OUTPUT PERFORMANCE MEASURES

- FG funds awarded (for JJ system improvement)
- Number of programs implemented
- Number of program youth served
- Number of planning activities conducted
- Number of system improvement initiatives
- Number of program/agency policies or procedures created, amended, or rescinded
- Number and percent of non-program personnel with increased knowledge of program area

OUTCOME PERFORMANCE MEASURES:

- Average length of time between initial court appearance and disposition
- Number of recommendations implemented

BUDGET:

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCAL/PRIVATE FUNDS	TOTAL
2012	\$180,774	\$0	\$180,774
2013	\$180,774	\$0	\$180,774
2014	\$180,774	\$0	\$180,774

SMART

The following text has been inserted in to Colorado's Formula Grant (Title II) application for funds.

All applicants are required to perform a thorough risk and needs analysis based on the program area and community for which they are applying for funds. Use data specific to the geographic area and target population the project intends to serve, including data on poverty levels, number and rates for juvenile arrest, substance abuse, school suspensions and drop outs, homelessness, domestic violence, lack of access to resources, etc. **There are two primary resources for such an analysis, ASPIRE and SMART.**

Developed by the OMNI Institute (A Non-Profit 501(c)(3)), ASPIRE (Assessment of Prevention Indicators and Resources) is a web-based data system designed to store and manage indicator and resource data that can be queried to meet the user's needs. ASPIRE contains indicator data within numerous domains such as demographics, early care and education, community and civic involvement, mental health, and substance abuse and treatment. The new, interactive GIS Mapping feature allows the creation of images that illustrate the distribution of indicators and resources across Colorado. Additionally, the ASPIRE system contains community and coalition assessment tools and a reporting function that organizes output in a strategic plan document. See <http://clientportal.omni.org/aspire/Pages/ASPIRE.aspx>.

The Division of Criminal Justice and the Juvenile Justice and Delinquency Prevention Council have partnered with OMNI Institute to create ASPIRE modules specifically tailored to their funding priorities. If you would like more information about creating an ASPIRE Toolkit to support the strategic planning of your grant recipients, please contact Michele Lovejoy at Michele.lovejoy@cdps.state.co.us or (303) 239-5712.

The Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) Socioeconomic Mapping and Resource Topography (SMART) system is a free, Web-accessible application that communities can use to position local resources to help stop crime and delinquency. Users can connect SMART maps of crime locations with maps of local intervention programs and community resources. New users who access the SMART system can quickly locate a map of their community that contains crime data; census data; and the locations of national resources like YMCAs, Boys and Girls Clubs of America, police stations, and Weed and Seed programs. They can upload information from their own system into the resulting map.

To learn more about SMART go to: <http://ojjdp.ncjrs.gov/pubs/222504.pdf> and to logon to the SMART system go to <http://smart.gismapping.info>.

Additional resources:

- Colorado Bureau of Investigation's Crime in Colorado database with Colorado crime statistics available at http://cbi.state.co.us/dr/docs_reports.asp;
- OJJDP's Statistical Briefing Book that is designed to find basic statistical information on juvenile offending, victimization of juveniles, and involvement of youth in the juvenile justice system available at <http://ojjdp.ncjrs.org/ojstatbb/>.
- Division of Youth Corrections which has multiple reports regarding SB 94 programming, juvenile corrections population and the continuum of care initiative, all available at: <http://www.cdhs.state.co.us/dyc/Research.htm> and <http://www.cdhs.state.co.us/dyc/SB94.htm>; and
- State Probation which provides annual statistics for courts and probation at <http://www.courts.state.co.us/Administration/Unit.cfm/Unit/annrep> and <http://www.courts.state.co.us/Administration/Division.cfm/Division/prob>.

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 a research or evidence-based program on page one of this application, you must provide the source from which your model program was cited.** Describe how the program was selected, how it links to your contributing factors and identified outcomes, and that it is appropriate for your target population. If it is not located in one of the sources below, please cite where the information can be found, including if you are using local/state data or research showing a program's effectiveness.*

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

Other resources for evidence-based programs include:

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

STATE ADVISORY GROUP MEMBERSHIP

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, then 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.

The JJDP Council currently has 28 members of which thirteen (46 %) are full-time govt. employees, 21.4% (6) are youth (Y), and 3 admitted to prior juvenile justice jurisdiction.

	Name	Affiliation	FT Govt	Date of Appt	Residence
1	Bonnie Saltzman, Chair	Defense Attorney		05/08	Denver
2	Susan Colling, Vice-Chair	State Court Administrator's Office	X	09/01	Denver
3	Donia Rae Amick	Lakewood Police Department	X	05/08	Lakewood
4	Katy Avila (Y)	Youth- Community Member		07/04	Denver
5	Bill Bane	Behavioral Health Division/CDHS (MH)	X	12/99	Denver
6	Michelle Brinegar	District Attorney's Office, 8 th JD	X	08/08	Fort Collins
7	Steve Brittain	Dir. of Social Services, So. Ute Indian Tribe		12/99	Ignacio
8	Alison Bujanovich (Y)	Youth- Community-based Services Provider		07/05	Denver
9	Lisa Calderon	Reentry Services for Offenders	X	05/10	Denver
10	Jennifer Capps	Professor, Metro State College	X	05/10	Denver
11	Bob Coulson	Division of Child Welfare- Adolescent Services	X	08/08	Denver
12	Kayla Duran (Y)	Youth- Community Member		07/05	Denver
13	Regis Groff	Community Member/Retired Legislator		06/94	Denver
14	Joe Higgins	Mesa County Partners		02/89	Grand Junction
15	Ernest House, Jr.	Executive Director, Colorado Commission on Indian Affairs	X	05/10	Denver
16	Gerry Oyen	Retired Sheriff, Bent County		07/04	Las Animas
17	Stan Paprocki	Behavioral Health Division/CDHS (Prevention Services)	X	05/06	Denver
18	Bob Pence	Community Member		06/92	Littleton
19	Kristin Podgurski (Y)	Youth		07/09	Wheat Ridge
20	Anastasia Salinas (Y)	Youth		08/11	Denver
21	David Shakes	Judge	X	05/05	Colorado Springs
22	Deborah Leah Staten	Principal, Jefferson County Schools	X	05/08	Golden
23	Joe Thome	Division of Youth Corrections	X	08/11	Longmont
24	Dianne A. Van Voorhees	Metro Volunteer Lawyers, Executive Director		07/04	Denver
25	Pam Wakefield	Guardian ad Litem		08/96	Englewood
26	Katie Wells, Vice-Chair	Behavioral Health Division/CDHS (ATOD)	X	12/99	Denver
27	Debbie Wilde	YouthZone		04/04	Glenwood Springs
28	Jeremy Wilson (Y)	Youth		05/05	Denver

STAFF OF THE JJDP FORMULA GRANT PROGRAM

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 (6.8 FTE), BJS Statistical Analysis Center (SAC)

Office of Community Corrections (6.90 FTE), administers the state community corrections programs

Office of Victims Programs (11.8 FTE) Administers VOCA Victims Assistance and Victim Compensation funds, and Violence Against Women Act (VAWA) funds

Administration, Budget, Accounting and Administrative Support (7.4 FTE)

Colorado Regional Community Policing Institute (CRCP) (0.5 FTE)

Office of Domestic Violence and Sex Offender Management (8.05 FTE)

Office of Adult and Juvenile Justice Assistance – This office administers ten major federal and state criminal and juvenile justice funding programs. There are 11.20 FTE in OAJJA of which 2.04 were charged to Formula Grant Administration from 1/1-12/31/11.

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. This unit also administers the state-funded Juvenile Diversion Program. The 2012-2014 funding priorities include: Deinstitutionalization of Status Offenders; Jail Removal; Separation of Juveniles from Adult Inmates; Disproportionate Minority Contact; Native American Programming; and Juvenile Justice System Improvement. The monies are used for program development and implementation, policy design, research and other activities.

OAJJA also administers the Project Safe Neighborhood (PSN), Juvenile Information Sharing (JIS), John R. Justice (JRJ) and Justice Assistance Grants from the federal Bureau of Justice Assistance; the National Criminal History Improvement Program (NCHIP) available through the federal Bureau of Justice Statistics; and the Paul Coverdell Forensic Science Improvement Grant Program available through the National Institute of Justice.

The Formula Grant planning and administrative costs cover:

- Salaries/indirect costs for 2.04 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= 29%
% of time dedicated to Juvenile Justice= 50%

Kyle McDonald (began after 1/1/12)
Title: Financial Grant Manager Supervisor
State Classification: GP V
FTE: 1.0
% of salary from Formula Grant Admin= 0%
% of time dedicated to Juvenile Justice= 0%

Yvonne Anderson
Title: Grant Monitor
State Classification: GP IV
FTE: 1.0
% of Salary from Formula Grant Admin = 0.0%
% of Time dedicated to Juvenile Justice = 0.0%

Sue Bradley
Title: Administrative Assistant
State Classification: Admin Assistant II
FTE: 1.0
% of Salary from Formula Grant Admin= 76.5%
% of Time dedicated to Juvenile Justice = 95%

Danica Brown
Title: Grant Manager
State Classification: GP IV
FTE: 1.0
% of Salary from Formula Grant Admin = 0.0%
% of Time dedicated to Juvenile Justice = 0.0%

Susan Davis
Title: Compliance Monitor
State Classification: GP IV
FTE: .40
% of Salary from Formula Grant Admin = 0%
% of Time dedicated to Juvenile Justice = 100%

Cindy Johnson
Title: Grant Finance Officer
State Classification: GP III
FTE: .95
% of Salary from Formula Grant Admin = 9.5%
% of Time dedicated to Juvenile Justice = 22.5%

Bruce Langsdon
Title: Grant Manager
State Classification: GP IV
FTE: 1.0
% of Salary from Formula Grant Admin = 0%
% of Time dedicated to Juvenile Justice = 0%

Anna Maria Lopez
Title: Project Manager - DMC/Title V
State Classification: GP IV
FTE: .95
% of Salary from Formula Grant Admin = 0%
% of Time dedicated to Juvenile Justice = 90%

Michele Lovejoy
Title: Program Grant Manager
State Classification: GP IV
FTE: 1.0
% of Salary from Formula Grant Admin = 42%
% of Time dedicated to Juvenile Justice = 100%

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%

Deborah Ristow (partial year)
Title: Financial Grant Manager
State Classification: GP III
FTE: 1.0
% of Salary from Formula Grant Admin = 28%
% of Time dedicated to Juvenile Justice = 48.5%

Tamara Russ (partial year)
Title: Financial Grant Manager Supervisor
State Classification: GP V
FTE: 1.0
% of salary from Formula Grant Admin= 11.5%
% of time dedicated to Juvenile Justice= 25%

Kinzie Wallden
Title: Administrative Assistant
State Classification: Admin Assistant III
FTE: .90
% of Salary from Formula Grant Admin= 7%
% of Time dedicated to Juvenile Justice = 50%

PERFORMANCE MEASURES

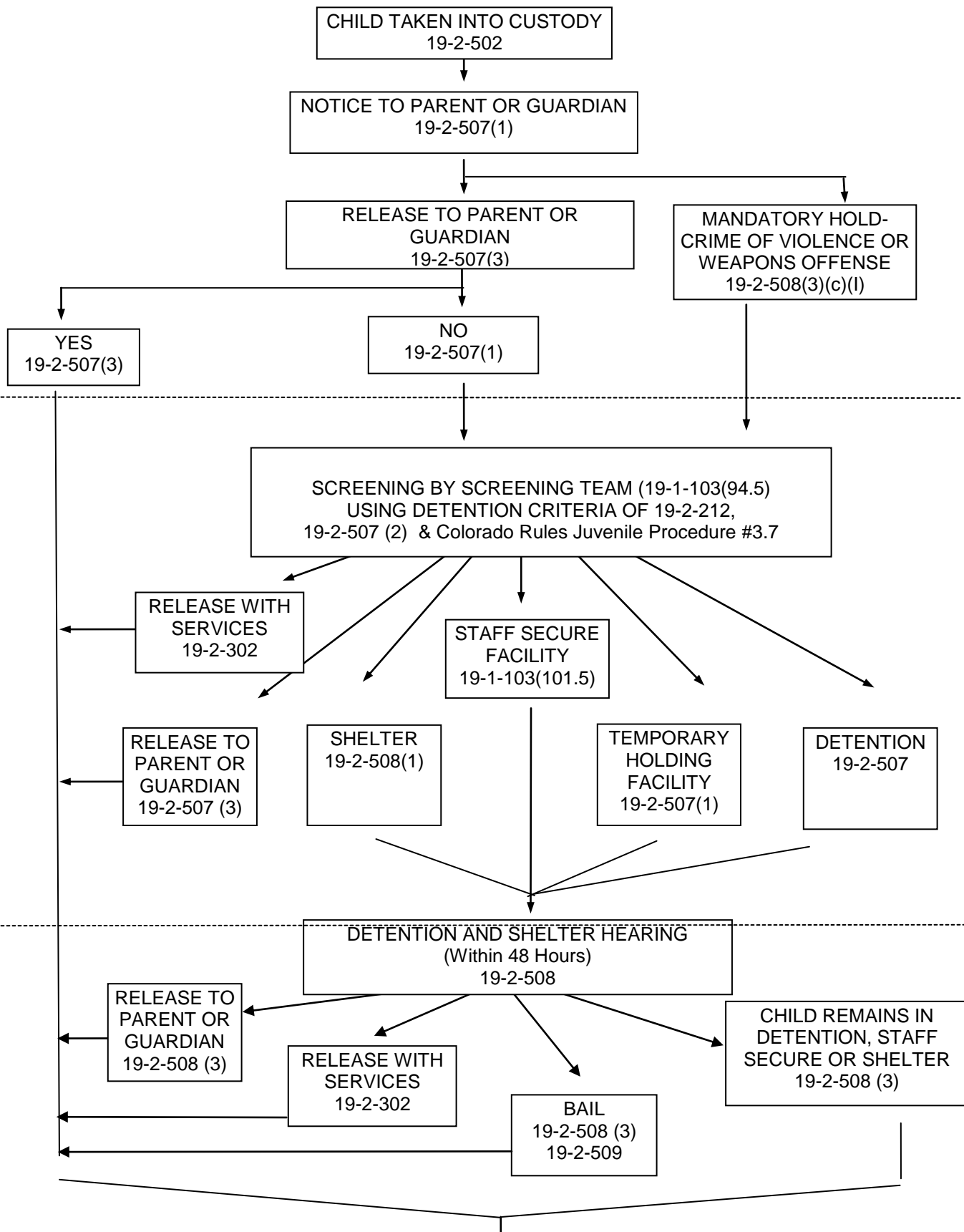
DCJ/OAJJA contracted with OMNI Institute, a Colorado-based non-profit social science research company, to collect and analyze performance measurement data for direct service programming. They assisted the DCJ/OAJJA in setting up processes whereby data is collected for each individual youth served with Formula (Title II funds). Each youth completes an intake form and a pre-survey upon admission into the program. At exit, the youth then complete an exit form as well as a post-survey. The questions on the intake/exit forms are based on the performance measures required by OJJDP by purpose area. Annually OMNI provides aggregate and individual outcome reports to DCJ and the subgrantees based on the intake/exit forms and analysis of the pre- and post-surveys.

STATE OF COLORADO JUVENILE JUSTICE SYSTEM FLOWCHART

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PRELIMINARY INVESTIGATION
BY DISTRICT ATTORNEY
19-2-510

INFORMAL
ADJUSTMENT
19-2-703

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

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

DIRECT FILING
IN DISTRICT COURT
19-2-517

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MOTION TO
TRANSFER TO
DISTRICT COURT
19-2-518

INVESTIGATION &
HEARING ON TRANSFER
19-2-518

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

PLEA OF GUILTY
19-2-708

ADVISEMENT
19-2-706

PRELIMINARY HEARING
19-2-705

ENTRY OF PLEA
19-2-708

PLEA OF NOT GUILTY
19-2-708

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

FINDING OF GUILT

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

NOT GUILTY

DEFERRED ADJUDICATION
19-2-709

ADJUDICATION

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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).

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