

Colorado's Three-Year Juvenile Justice and Delinquency Prevention Plan (2015-2017)



Submitted to the Office of Juvenile Justice and Delinquency Prevention

By the Juvenile Justice and Delinquency Prevention Council

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INTRODUCTION

JJDP Council Mission

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

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

The Governor, pursuant to the JJDP Act of 2002, appoints the JJDP Council and its members represent the broad scope of the juvenile justice system, including government, community-based organizations, schools and youth. The current list of members is included on page 115.

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.

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.

For questions regarding this report, please contact Meg Williams, Manager of the Office of Adult and Juvenile Justice Assistance, Division of Criminal Justice, Colorado Department of Public Safety at meg.williams@state.co.us or 303-239-5717.

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 2013 the state experienced an estimated 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											
2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
515,163	516,239	518,312	509,975	512,778	516,436	529,031	531,241	534,952	541,013	547,205	556,218

	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 (page 4) 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) systems and components integral to the continuum and (2) programs. 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 and Early Intervention for all Youth	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
System Responsibility and Programs	<p>Education (State and Local) Drop Out Prevention Expelled and At Risk Students Program Foster Care/Education Initiative School Counselor Corps, Ascent McKinney-Vento Positive Behavioral Intervention and Supports</p> <p>School Safety Resource Center Training</p> <p>Dept of Labor & Employment Job Corps</p> <p>Cooperative Extension 4H</p> <p>Prevention Services (CDPH&E) CO9to25 Project Aware Youth Partnership for Health</p> <p>Child Welfare Integrated Trauma Informed Care CO Consortium on Differential Response Collaborative Management Core Services Promoting Safe and Stable Families Tony Grampas Youth Services Rural Collaborative for Homeless Youth Pathways to Success Educational Stability for Youth in Foster Care</p> <p>Behavioral Health Building Bridges System of Care</p> <p>HealthCare Policy & Financing CO Opportunity Project</p>	<p>Law Enforcement Community Policing Crisis Intervention School Resources Officers</p> <p>Juvenile Assessment Centers Screening Assessment Services</p> <p>DA Pre-file Diversion Diversion Services Restorative Justice</p> <p>SB 94 Screening and Assessment Services (MH, Substance Abuse, Tracking, Family)</p> <p>DYC Detention</p>	<p>Law Enforcement</p> <p>Municipal Courts</p> <p>DAs' Post-file Diversion</p> <p>District or Juvenile Courts Specialty Courts (MH, Truancy, etc) Fines Community Service Restitution</p> <p>Probation Screening Assessment Services Supervision</p> <p>Community Accountability Boards Community-based Placements</p> <p>Office of Child's Representative Public Defender/Defense Bar Legal Services</p> <p>DYC Detention</p>	<p>Probation Electronic Monitoring Intensive Supervision Tracking</p> <p>DYC - SB94 Alternatives to Incarceration Trackers</p>	<p>Colorado Division of Youth Corrections (DYC)</p> <p>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.)</p>	<p>Juvenile Parole Board DYC Parole</p> <p>Intensive Supervision Electronic Monitoring Trackers Day Treatment Transition Services Independent Living Job Training Self-Sufficiency Prgms</p>

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

PREVENTION AND EARLY INTERVENTION

The first essential components of the Comprehensive Strategy Framework (figure 1-1, page 4) 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' Office of Behavioral Health which has oversight of both mental health and substance abuse services. A partner which has been measurably more involved in many of the system reform efforts in Colorado's children, youth and family systems is the Department of Healthcare Policy and Financing. Although their dedication to improving the outcomes for kids and families preceded the Affordable Care Act, their collaboration has been further enhanced since ACA adoption in Colorado as reflected in this three year plan.

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, growing by almost 10 percent from 2007 to 2014.

Public School Enrollment- % of Total by Gender, Race/Ethnicity 2007-2014								
http://www.cde.state.co.us/cdereval/pupilcurrentstate								
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
2012	55.6	32.3	4.7	3.2	0.8			863,561
2013	55.0	32.8	4.7	3.1	0.7	51.2	48.8	876,999
2014	54.5	33.1	4.7	3.1	0.7	51.4	48.6	889,006

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 four-year on-time graduation rate for the Class of 2014 was 77.3 percent, which amounts to a 0.4 percentage point increase from the 2012-13 rate of 76.9 percent. The four-year formula, adopted in 2009-10, defines "on time" as only those students who graduate from high school four years after transitioning from eighth 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

calculating a graduation rate. Under this four-year “on-time” formula, a student is assigned an unchanging anticipated year of graduation (AYG) when they transition from eighth grade. The anticipated year of graduation is assigned by adding four years to the year that a student transitions from eighth grade. In other words, the formula anticipates that a student transitioning from eighth grade at the end of the 2011 school year and, subsequently, entering ninth grade in fall 2011 will graduate with the Class of 2015.

Gender differences are quite alarming as well. The 2014 Graduation rates show an overall rate for all students at 77.3, girls more successfully graduating with a rate of 81.0 versus boys at 73.7. The significant difference in the graduation rate by race/ethnic for males is evident as the rate for American Indian males is only 60.9, Hispanic males is only 62.1, and 63.9 for Black males, a significant and troubling difference from the graduation rates for White (80.1) and Asian (82.3) Males.

Graduation Rates by Race/Ethnicity/Gender in Colorado Public Schools 2011-2014									
	Year	White	Hispanic	Black	Asian	Native American	Males	Females	Total
% Graduation	2011	81.1	60.1	64.6	82.8	52.2	70.3	77.4	73.9
	2012	82.1	62.5	66.2	82.9	57.7	71.4	79.5	75.4
	2013	82.8	65.4	69.5	85.9	61.4	73.2	80.9	76.9
	2014	83.2	66.7	69.0	84.7	60.7	73.7	81.0	77.3

<http://www.cde.state.co.us/cdereval/gradcurrent>

High school **dropout rates** are also of concern although the State has experienced improvement over the past several years. This is the state's eighth consecutive year for reducing (improving) its dropout rate. The 2013-14 dropout rate is 2.4 percent - a 0.1 percentage point improvement over the prior year. 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 (3.8%), Black youth (3.7%) and Native American youth (5.0%) suggest the need for a continued review of the reasons leading to dropping out of school for these populations. Males are more likely to drop out among all racial and ethnic groups, with Hispanic males at 4.2%, Native American males at 5.3%, and Black males at 4.1% versus White males at 1.8% and Asian males at 1.5%.

Dropout Rates by Race/Ethnicity Groups in Colorado Public Schools 2005-2014									
	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	2.9	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
	2012	1.9	4.7	4.4	1.6	5.4	3.2	2.7	2.9
	2013	1.6	4.0	3.5	1.3	4.4	2.8	2.2	2.5
	2014	1.6	3.8	3.7	1.3	5.0	2.7	2.1	2.4

<http://www.cde.state.co.us/cdereval/dropoutcurrent>

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 Re-Engagement** within the Colorado Department of Education was established October 1, 2009 pursuant to HB 09-1243 (22-14-103). The Dropout Prevention and Student Re-Engagement Unit includes six programs and initiatives and in 2014-15 represents over \$28.8 million in funding to support communities, local education agencies, and schools. See more at: <http://www.cde.state.co.us/DropoutPrevention#sthash.yKy5VWmo.dpuf>

Colorado Graduation Pathways: The goal of the Colorado Graduation Pathways initiative is to develop sustainable, replicable models for dropout prevention and recovery that improve interim indicators (attendance, behavior and course completion), reduce the dropout rate and increase the graduation rate for all students in Colorado’s highest need schools.



Expelled and At Risk Student Services (EARSS): The main focus of this program is to provide education for students who have been expelled and prevent suspensions and expulsions. In 2013-2014, \$7,493,560 was appropriated to the grant program, of which \$7,181,259 was distributed to grantees. Awards distributed to grantees resulted in the following:

- 45 grantees located in 22 counties served 8,635 students.
- 6,099 parents/guardians of EARSS students also received services.

According to its 2013-14 report (http://www.cde.state.co.us/dropoutprevention/earss_2013_14-report_to_legislature), EARSS grantees explain that the students they serve often have, in addition to behavior problems, chronic problems and significant challenges that negatively impact their education. For example, some expelled students have experienced traumatic life events such as a loss of a loved one, loss of a home, or foster care placement. They may suffer from mental illness and/or poor physical health. The EARSS grant program directs resources to address the unique needs and challenges of these students.

In 2013-14 EARSS grantees reported serving 514 expelled students. Students participating in an EARSS program were expelled primarily for marijuana violations (30.5%), detrimental behavior (16.2%), and 3rd degree assault/disorderly conduct (12.3%). There were 8,121 at-risk students participating in an EARSS program, which represented 94 percent of students served. A high percent of students participating in an EARSS program were identified as “at risk” because of truancy issues (51.1%). Additional reasons for serving at-risk students were due to disobedience (13.1%), detrimental behavior (9.9%), and marijuana violations (8.9%).

In terms of Student and Parent Outcomes, 74.3 percent of at-risk students experienced positive outcomes, as reported by EARSS grantees. These outcomes reflect school completion and continuation of education within the same school district. In addition, 85.1 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. 61.3 percent of parents/guardians improved their ability to support their child’s learning as reported by EARSS grantees.

The dropout rate of at-risk 7-12th grade students in an EARSS program was 3.3 percent, which was an improvement from the previous year's rate of 3.6 percent. The state dropout rate for 2013-2014 will not be available until January, 2015. The dropout rate of expelled 7-12th grade students in an EARSS program was 2.5 percent. This is dramatically lower than the last reported state dropout rate for alternative schools, which was 18.6 percent.

EARSS Program results are based on tracking grantees' progress in four objective areas: 1) Parent engagement, 2) Academic achievement, 3) School attendance and 4) Safety and discipline or social emotional functioning. When the percentages of "exceed goal" and "met goal" are combined for all grantees, 38 percent of EARSS grantees reported having met or exceeded at least 3 out of 4 of their objectives. However, the ratings varied based on the grantee's year in the program. While 60 percent of first year grantees reported only meeting 1 out of 4 of their objectives, 66 percent of fourth year grantees reported meeting or exceeding at least 3 out of 4 of their objectives.

Foster Care Education: A new report from CDE and the Department of Human Services shows that the majority of Colorado's students in foster care are not graduating from high school (http://www.cde.state.co.us/dropoutprevention/foster_care_education_summary_report_2012-13). Just 27.5 percent of public school foster care students in the class of 2013 graduated on time, compared with 77 percent of all students. A deeper look at five years of data by the University of Northern Colorado found persistent problems. See more at: http://www.cde.state.co.us/dropoutprevention/fostercare_index#sthash.36F3J2fW.dpuf. The Foster Care Education program is dedicated to ensuring that students in foster care are achieving academically through course completion, advancing to the next grade, accruing credits toward graduation, and on a path to post-secondary success. These efforts are being organized by the new State Coordinator for Foster Care Education, who will be leading this work. This position was created in partnership with the Colorado Department of Human Services, Morgridge Family Foundation, and Mile High United Way.

School Counselor Corps, ASCENT and Secondary Initiatives: This work involves coordination and collaboration among a variety of programs throughout the department to strengthen services and supports to secondary students. It includes outlining a framework to implement concurrent enrollment, the Accelerating Students through Concurrent Enrollment (ASCENT) program, Individual Career and Academic Plans (ICAPS) and School Counselor Corp grant program.

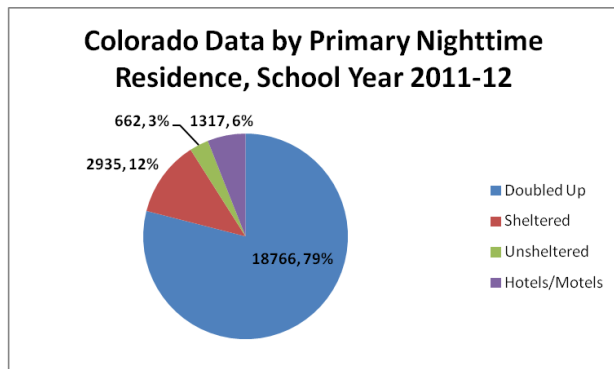
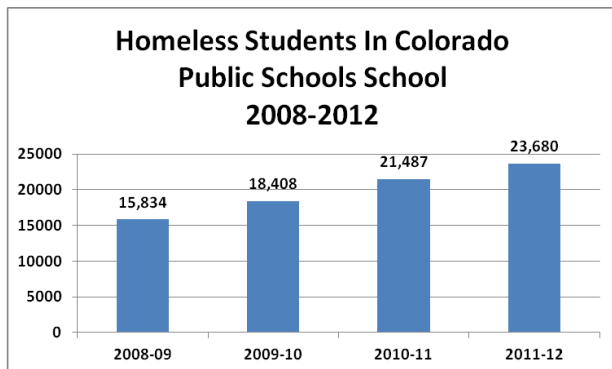
21st Century Community Learning Center: This grant program distributes funds to qualified applicants pursuant to Title IV, Part B, of the Elementary and Secondary Education Act (ESEA), as amended by the No Child Left Behind (NCLB) Act of 2001. It supports academic enrichment, including providing tutorial services to help students (particularly students in high-poverty areas and those who attend low-performing schools) meet state and local student performance standards in core academic subjects such as reading and mathematics.

Title X, Part C of ESEA - McKinney-Vento Education of Homeless Children and Youth: 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, the funded programs provide outreach and identification of homeless children and youth, enrollment assistance, transportation assistance, school records transfer, immunization referrals, tutoring, counseling, school supplies, professional development for educators, and referrals for community services. 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.

Colorado has experienced a 98% increase in the number of identified homeless children enrolled in school from 2006-2012. (<http://www.cde.state.co.us/sites/default/files/CO%20MV%20Data%20Doc%202014.pdf>)

Homeless Children and Youth Enrolled in Colorado State Public Schools 2006-2012						
2006-2007	2007-2008	2008-2009	2010-2011	2011-2012	Numerical Increase 2006-2012	Percentage Increase 2006-2012
11,954	12,302	15,834	21,487	23,680	11,726	98%



The 2013-2016 McKinney-Vento Homeless Education grant cycle includes sixteen subgrantees throughout the state. These District/BOCES implemented programs, initiatives and resources address the barriers faced by homeless children and youth in accessing and succeeding in school. 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. For more information go to: <http://www.cde.state.co.us/sites/default/files/Subgrantee%20Program%20Overview%202013-2016.pdf>. See more at: <http://www.cde.state.co.us/dropoutprevention/Programs#sthash.BG6NtNpD.dpuf>.

Quite often disciplinary actions taken at schools are the first step into the juvenile justice system. 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.

There, myriad issues were 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>.

In its 2011-12 Student Disciplinary Incident Report published in March of 2014 (<http://www.cde.state.co.us/dropoutprevention/studentdisciplineanalysis2011-2012#sthash.s6o6CLO9.dpuf>), the Colorado Department of Education noted that Colorado school districts annually report the number of incidents and disciplinary actions taken for certain types of

behavior to the Colorado Department of Education. The Report analyzed these incidents and disciplinary actions taken for the 2011-12 school year. Below is a brief summary of the report findings.

During the 2011-12 school year, there were 104,519 disciplined incidents reported of which the three most common were:

- Detrimental behavior (30.1%)
- Disobedient/defiant or repeated interference (27.9%)
- Other violations (23.6%)

Of the 104,519 incidents, 60,724 (7.1%) students were disciplined during the 2011-12 school year of which the most common action taken were:

- Out-of-school suspensions at (52.3%)
- In-school suspensions (31.1%)

Mandated expulsions and actual action taken included:

- 130 incidents of 1st, 2nd degree, or vehicular assault statewide; 17.6% resulted in expulsion and 53% resulted in out-of-school suspension
- 1,157 incidents involving dangerous weapons statewide; 32.3% resulted in expulsion and 42.8% resulted in out-of-school suspension
- 7,277 drug related incidents statewide, 9.8% resulted in expulsion and 60.7% resulted in out-of-school suspension
- 192 robbery incidents statewide, 5.2% resulted in expulsion and 57.8% resulted in out-of-school suspensions

When breaking down disciplinary actions by grade, the report revealed that:

- There were 21,770 discipline incidents reported in elementary school
- There were 34,884 disciplined incidents reported in middle/junior high schools
- There were 47,865 disciplined incidents reported in senior high schools

The passage of SB 12-046, incorporated as an amendment to HB12-1345 (aka Smart School Discipline Law of 2012) eliminated statutory mandates for schools to expel students for felony assaults, drugs, weapons, and robbery. The new law also encouraged less out-of-school suspensions and less referral to the juvenile justice system for school-based behavior. It also encouraged alternatives to suspension and expulsion through the use of graduated penalties identified in school discipline codes and maximizing multi-tiered systems of support for students experiencing behavior difficulties. The bill became nationally known as landmark legislation to eliminate “zero tolerance.”

As can be seen by the chart below, in the first year since passage of the SB 12-046, Hispanic, Black and Native American youth continued to be over represented in the number of negative consequences for poor behavior, while White and Asian youth were underrepresented. The data below reflects the Race/Ethnicity 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- 2013-2014						
	% of Total Students	% of In-School Suspensions	% of Out-Of-School Suspensions	% of Expulsions	% of Other Disciplinary Action	% Referred To Law Enforcement
White	54.5	36.3	37.9	38.7	48.1	40.1
Hispanic	33.1	46.4	42.6	41.2	42.0	41.5
Black	4.7	12.3	13.1	12.6	5.5	11.6
Asian	3.1	0.8	0.9	1.0	0.9	1.2
Native American	0.7	1.0	1.3	2.0	0.9	1.7
Two or More Races	3.7	3.1	4.0	4.2	2.5	3.5

<http://www.cde.state.co.us/cdereval/suspend-expelcurrent>

In March of 2014, Padres & Jovenes Unidos published its Colorado School Discipline Report Card, a report on and analysis of school discipline data for 2012-13, the first full year of the law's (HB 12-046) implementation. In this report they noted both signs of progress and areas on continued concern.

Signs of progress:

- Out-of-school suspension, expulsion, and referral to law enforcement rates all decreased, with the expulsion rate experiencing the biggest drop of 25%.
- There was a decrease in the out-of-school suspension, expulsion, and referral to law enforcement rates of most racial subgroups.
- There were some modest improvements in racial disparities, particularly for out-of-school suspension rates.

Areas of concern, where racial disparities still persist or showing other developments that either fell short of expectations or indicated regression:

- The referral of Black and Native American students to law enforcement actually increased.
- Far more progress is needed with regard to harsh discipline of students of color for Colorado to have a truly equitable discipline system. Indeed, in some cases, disparities widened in 2012-13. Some of these dynamics have been worsening across the state for years. For example, the Black/White disparity for referrals to law enforcement is now 45% worse than it was five years ago and the Native American/White disparity for referrals to law enforcement is 27% worse.
- Black students are now 3.7 times more likely to be referred to law enforcement than White students and 3.5 times more likely to be expelled. Native American students are 2.2 times more likely than White students to be referred to law enforcement and 3.3 times more likely to be expelled. And even despite some improvement over the last year, Latino students are still almost twice as likely to be suspended out-of-school, expelled, and referred to law enforcement as their White peers.
- The 9% drop in referrals to law enforcement and the 10% drop in out-of-school suspensions fell well short of what is necessary to ensure these harsh consequences are being used appropriately statewide.

http://padresunidos.org/sites/www.padresunidos.org/files/media-root/CO_SCHOOL_DISCIPLINE_REPORT_CARD_FINAL_SPREADS.pdf

Truancy also continues to be an issue of growing concern in Colorado as in other states. The State has seen truancy petitions filed in juvenile court gradually increasing each year, peaking in 2009, ultimately rising overall by 33% from 2005 to 2013.

Truancy Filings and Use of Detention									
	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	2012 7/1/11 to 6/30/12	2013 7/1/12 to 6/30/13	2014 7/1/13 to 6/30/14
Truancy Filings¹	2,331	2,676	3,209	3,215	2,942	2,867	2,647	2,718	1,944
Status Offenders Sentenced to Detention^{2*}	269	292	314	426	423	351	356	287	204
% of court-involved truants sentenced to detention	12.0%	11.0%	10.0%	13.3%	14.4%	13.0%	14.0%	11.0%	10.4%

¹ Data provided by the Colorado State Court Administrator's Office, Evaluation Unit ² Data provided by the Division of Criminal Justice Compliance Monitor. *Beginning in 2013 the status offenders held in detention was aggregated on a calendar year basis.

In 2013, as a direct result of the work of the Colorado JJDP Council and the Colorado Commission on Criminal and Juvenile Justice (CCJJ), **HB 13-1021** was passed. This bill addressed several key issues which when unaddressed lead to increased court intervention on truancy cases. Changes which were made included:

22-33-104 C.R.S. Compulsory School Attendance

- Boards of Education are encouraged to establish attendance procedures to identify students who are chronically absent and to implement best practices and research-based strategies to improve attendance.

22-33-107 C.R.S. Enforcement of compulsory school attendance

- Defines “Local Community Services Group” as the local juvenile services planning group, local collaborative management group or another local group of public agencies that collaborate with the school district to identify and support services for students.
- Boards of Education shall adopt and implement policies and procedures concerning elementary and secondary school attendance, including but not limited to policies and procedures to work with children who are habitually truant.
- The policies and procedures must include provisions for development of a plan which must be developed with the goal of assisting the child to remain in school.
- Appropriate school personnel are encouraged to work with the local community services group to develop the plan.
- Policies and procedures may include procedures to monitor the attendance of each child enrolled in the school district to identify each child who has a significant number of unexcused absences and to work with the local community services group and the child’s parent to identify and address the likely issues underlying the child’s truancy including any non-academic issues.

22-33-108 C.R.S. Judicial Proceedings

- Schools can file a truancy petition only as a last resort approach and only after the plan developed pursuant to 22-33-107, C.R.S. has been created and implemented and child continues to be habitually truant.
- Before initiating court proceedings, the school district shall give the child and parent written notice that the schools district will initiate proceedings if the child does not comply with attendance requirements.
- School must at a minimum submit to court 1) attendance record of student before and after the student was identified as habitually truant, 2) whether the child was identified as chronically absent (22-33-104, C.R.S.) and if so, the strategies the school district used to improve the child’s attendance, 3)the interventions and strategies used to improve the student’s attendance before the school created the plan identified in 22-33-107(3), C.R.S., 4) the child’s plan and efforts by the child, child’s parent and school or school district personnel to implement the plan.
- The court may issue an order against the child, the child’s parent, or both compelling the parent to take reasonable steps to assure the child’s attendance. The order must require the child and parent to cooperate with the school district in complying with the plan created for the child.
- If the child does not comply with the court order, the court may order an assessment for neglect be conducted by DSS pursuant to 19-3-102 (1), C.R.S.
- If the court finds the child has refused to comply with the plan approved by the court, the court may impose on the child as a sanction for contempt of court a sentence of detention for no more than five days in a juvenile detention facility.

In the most recent legislative session, **SB 15-184** was passed which focused on truancy detention reduction. Colorado’s General Assembly is rightfully concerned about the use of detention for truants involved in juvenile court and in SB 15-184 acknowledges improvements in reducing use of detention across but notes continued concerns about any use of detention. It therefore mandates that Chief Judges in each of the 22 Judicial Districts convene a meeting of community stakeholders to create policies for addressing truancy focusing on alternatives to the use of detention as a sanction for truancy. The State Court Administrator’s Office shall also report to the Judiciary Committees of the House and Senate about the policies adopted by each judicial district no later than April 15, 2016. Colorado’s JJ Specialist has been asked to be a member of this committee.

The Colorado Juvenile Justice and Delinquency Prevention Council also prioritized addressing truancy in its 2012-2014 Three Year Plan resulting in three Truancy Problem Solving Court Pilots and one Truancy Prevention pilot. The JJDP Council solicited applications for funding for truancy prevention (Title II) and problem-solving truancy court model intervention (JABG) pilots. The JABG funding opportunity was a limited competition to select Judicial Districts to serve as pilots to devise and implement a problem-solving

court model for court-involved truancy cases in the State of Colorado. The purpose of the pilot is to: improve School Attendance; improve School Performance; and maintain attendance, improve behavior and academic performance. Three courts were selected in the 1st, 16th and 18th Judicial Districts. For the Title II-funded truancy demonstration pilot (6th JD), the project is based on House Bill 13-1021 and the *National Status Offense Standards* developed by the Coalition for Juvenile Justice and the National Council of Juvenile and Family Court Judges. The purpose of this truancy prevention pilot was to learn and document: the causal factors of truancy; the effective prevention approaches that keep youth in school and on track academically and socially, and increase school and student engagement; and the systems changes needed to successfully address truancy. The target population is youth who meet the definition of being “habitually truant” under 22-33-107 C.R.S. but for whom court proceedings have not been initiated. The Truancy Court Pilot sites further defined the target population within their community by focusing on a group of habitually truant students such as minority youth, geographic location (rural, urban, particular schools within a school district), grade level, etc. These pilots have up to six months to develop their collaborative strategic plan during year one with the remaining 18 months dedicated to implementation and evaluation

In the last 2 years, the use of detention has decreased as the number of filings has decreased, representing 10.4% of the filings in this latest calendar year. We have seen an even steadier decrease in just the last six months of 2014, which we believe may be due to three truancy court pilot programs funded by the JJDP Council. In the three judicial districts where there are pilots, we found an 85% reduction in the use of detention from the 1st to 2nd half of 2014 when the pilots were begun. Despite movement overall in reducing the use of detention for truants, the state remains cognizant of the overrepresentation of minorities of those sentenced to detention as a result of truancy.

There were a total of 204 sentences to detention due to truancy (violating a court order) in Calendar Year 2014 statewide. Be advised, these reflect admissions into detention, some youth were admitted more than once. Fourteen of the twenty two Judicial Districts used detention as a sentencing option in truancy cases (95.6% cases had the Valid Court Order used appropriately). Of the 204 admissions, 139 were male (68%), 46 were White (22.5%), 14 were Black (6.9%), 141 were Hispanic (69.1%) and 3 were Other (1.4%). These numbers are concerning as Hispanic students represented only 33% and Black students only 4.7% of the school population.

The Division of Criminal Justice and the JJDP Council, with the use of Justice Assistance Grant funds is also nearing the end of a truancy study looking at the outcomes of juveniles subject to juvenile court proceedings for truancy. This study will be completed in the next several months and will be the first of its kind to look at outcomes for those detained for truancy and those not subject to detention to see if outcomes vary.

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 during the 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. 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.

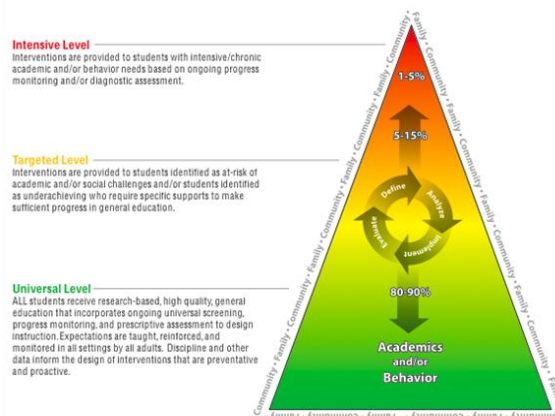
The CDE works in partnership with various parent groups across the state to provide training and technical assistance to Board of Cooperative Educational Services (BOCES), school districts, schools, and families. This training and technical assistance focuses on integrating evidence-based strategies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

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, such as: 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.

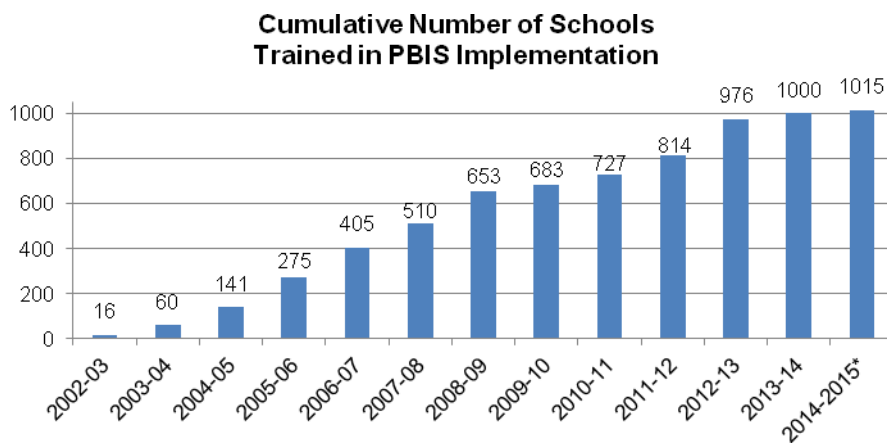
Closely aligned with PBIS is **Response to Intervention** or Rti which is a framework that promotes a well-integrated system connecting general, compensatory, gifted, and special education in providing high quality, standards-based instruction and intervention that is matched to students' academic, social-emotional, and behavioral needs.

Colorado Multi-Tiered Model of Instruction & Intervention



The Colorado RtI Framework has evolved as CDE learns from implementation. There are no lines separating the tiers because it is known that movement between tiers should be fluid; there are no "hoops" for children to jump through in order to receive more or less intensive interventions. The "flywheel" of the multi-tiered model is the Problem-Solving process. This process is how decisions are made regarding intensity and type of intervention students need. CDE's RtI framework is surrounded by "Family and Community" to illustrate the understanding that the education of the child goes beyond the walls of schools into the homes and communities of students and to emphasize the importance of partnerships with family and community to support student success. To learn more about RtI go to: <http://www.cde.state.co.us/rti/LearnAboutRtI.htm>. Recently, Colorado has introduced the multi-tiered systems of support (MTSS) framework for academics and behavior. To learn about MTSS, visit <http://www.cde.state.co.us/MTSS>

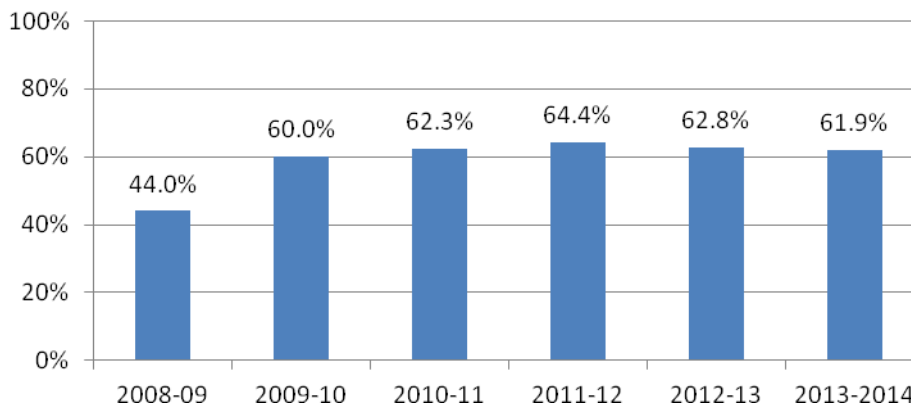
The cumulative number of schools trained in PBIS implementation has increased from 16 in 2002-03 to over 1,000 in 2013-14. The following figure shows the growth in number of schools trained in PBIS.



**numbers reported for 2014-15 school year at to-date. Final numbers trained may be higher at the end of the academic year.*

Another key metric tracked is the fidelity of PBIS implementation. While there was a slight decline in the percentage of schools implementing PBIS with fidelity from 2012-13 to 2013-14, there is still a significant increase since the PBIS initiative was introduced in Colorado.

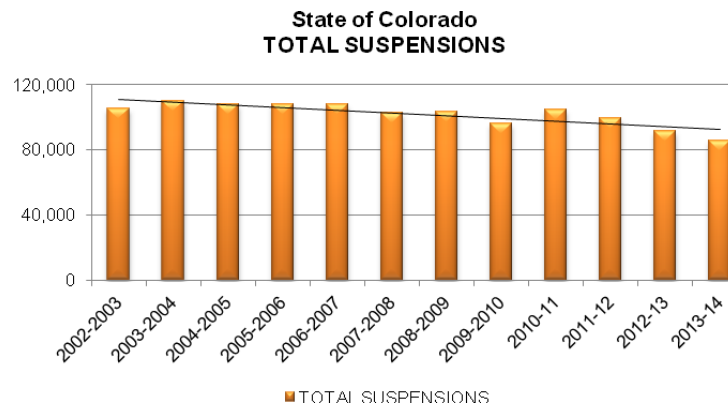
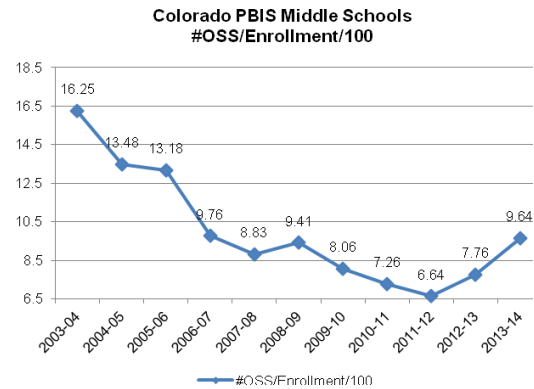
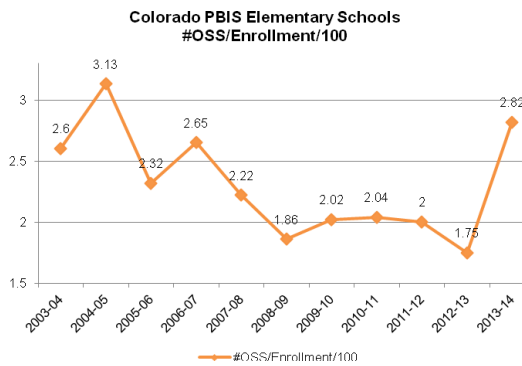
Percent of PBIS Schools Implementing with Fidelity*



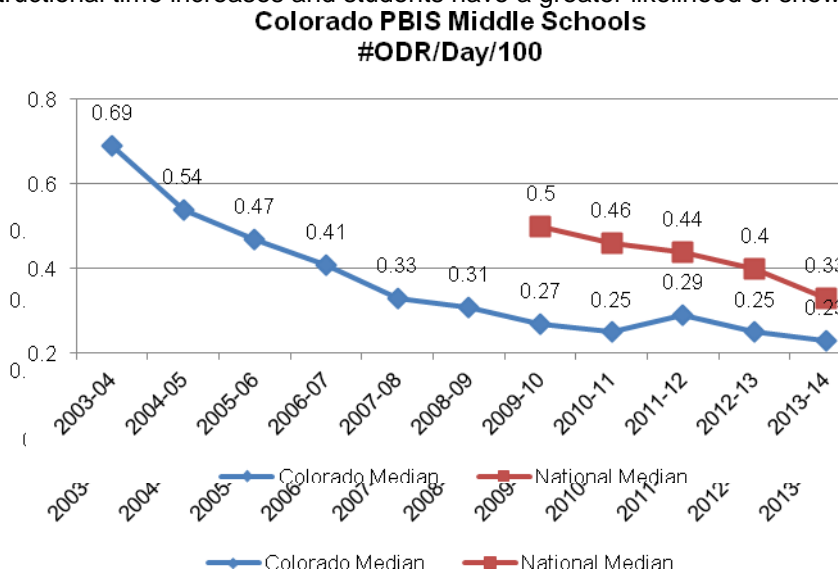
**Fidelity as measured by the Benchmarks of Quality (BoQ) or the School-wide Evaluation Tool (SET)*

Research shows that improving fidelity of implementation ensures that the evidence-based practices of PBIS will result in improved student discipline data. Out-of-School Suspensions for Colorado schools

implementing PBIS have declined over the past ten years. The following three graphs show the downward trends in Out-of-School Suspension rates at the elementary and middle school levels and finally for the state overall.

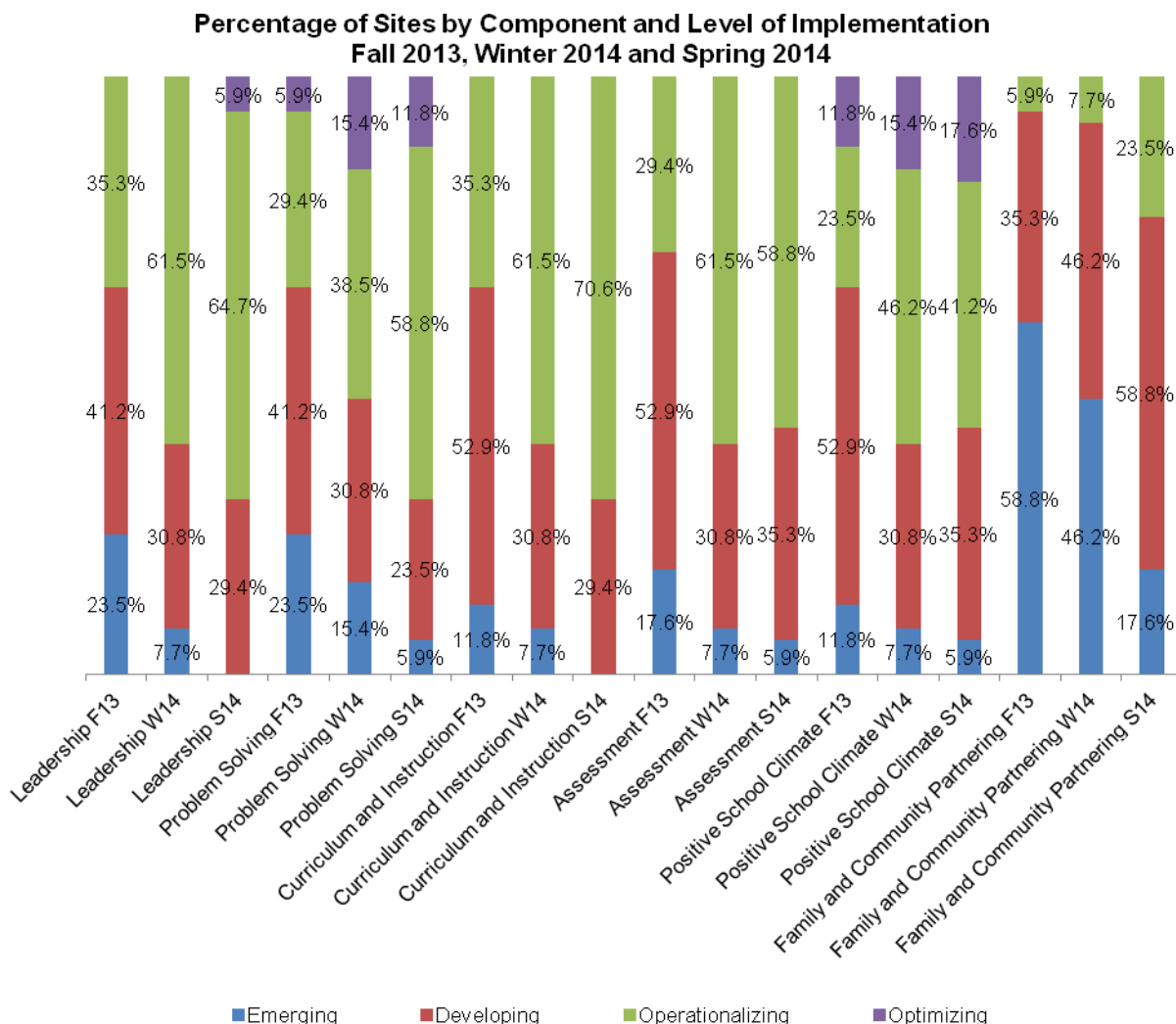


Office Discipline Referrals (ODRs) for Colorado elementary and middle schools implementing PBIS have declined over the past ten years and are well below the national average. As ODR rates decrease, classroom instructional time increases and students have a greater likelihood of showing academic gains.



In addition to tracking fidelity and student outcome data associated with Colorado PBIS, CDE also regularly monitors MTSS implementation. To gauge the success of MTSS implementation, Colorado uses a fidelity rubric based on six components including: problem-solving, assessment, curriculum-instruction,

progress-monitoring, climate, and leadership. In 2013-14, Colorado schools partnering with CDE to implement Multi-Tiered System of Supports (MTSS) made improvements across all components of the Implementation Rubric, from fall, to the winter to the spring data collection cycles. As the graph below shows, numerous schools receiving CDE supports progressed in their implementation of MTSS and moved from emerging and developing stages of implementation to operationalizing and optimizing.



School Safety Resource Center/Department of Public Safety

The Colorado School Safety Resource Center (CSSRC – also referred to as the “Center”) was created by Senate Bill 08-001 (CRS 24-33.5-1801, et seq.). The mission of the Center is to assist local schools and communities to create safe and positive school environments for Colorado students, pre-K through higher education.

The CSSRC has five staff members and provides no-cost consultation, resources, training, and technical assistance to foster safe and secure learning environments, positive school climates, and early intervention to prevent crises. Information and resources from the CSSRC are available to all schools, school officials, and community partners throughout Colorado. The Center supports schools and local agencies in the five missions of preparedness: prevention, mitigation, protection, response and recovery. The Center has an 18 member advisory board from various state agencies and others with a stake in school safety issues in Colorado.

With both the 2014 Colorado legislature and Governor Hickenlooper declaring October as Colorado Safe Schools Month, the Center hosted a summit for 272 participants in Loveland. Plenary sessions included: *School Safety and the Five Preparedness Missions*; *Cracked, Not Broken: Surviving and Thriving After a Suicide Attempt*; *The Expansion of Restorative Justice Diversion for Juveniles in the 20th Judicial District*; and *Youth Substance Abuse Trends: Marijuana 2014*.

The Center also has a pilot program entitled: *Businesses Assisting Schools in Communities Prepare or BASIC Prep*. Three schools are working with four businesses that are voluntarily supplying expertise and resources to the schools to enhance their school safety. If successful, the program will be launched statewide. For more information on the SSRC, go to: <http://www.colorado.gov/cs/Satellite/CDPS-SafeSchools/CBON/1251621089752>.

Employment Services/Department of Labor & Employment

Below is an excerpt from the July 1, 2012- June 30, 2017 Colorado State Workforce Investment Act Plan. Submitted jointly by the Colorado Department of Labor and Employment (CLE) and the Colorado Workforce Development Council (which is the Colorado State Workforce Investment Board). See <http://www.colorado.gov/cs/Satellite?blobcol=urldata&blobheader=application%2Fpdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1251860961572&ssbinary=true> for the full plan.

II.3.c Deliver comprehensive services for eligible youth, particularly youth with significant barriers to employment. (WIA Section 112(b)(18)(A). The discussion must include how the state coordinates youth activities, including coordination of WIA Youth activities with the services provided by the Job Corps program in the state. Job Corps services include outreach and admissions, center operations, and career placement and transition services. (WIA Sections 112(b)(18)(C), 129.)

State Coordination and Technical Assistance - The CDLE Youth Programs Coordinator and the State Youth Council work in tandem to support, create awareness, and develop partnerships at the state and local levels so that enhanced and comprehensive services are provided to youth, including youth with significant barriers. Training, technical assistance, and best practices resources are developed for the local youth service providers through partnerships with the Division of Vocational Rehabilitation, the Department of Education, the Community College System, State Departments of Corrections and Higher Education, as well as community organizations and local youth councils. These resources may also be identified as a result of state and local participation on cross-agency boards, committees and work groups related to youth issues. They are offered to the local providers through in-person and web-based solutions, as well as through periodic meetings with the youth operators from across the state.

Think Big Youth Forum - The bi-annual Think Big Youth Forum is the premier opportunity for high-quality professional development, partner awareness, knowledge transfer and networking opportunities for youth services professionals in workforce development and partner agencies. The two-day format offers a self-directed, facilitated learning environment with education sessions, interactive forums, and participatory sessions to share best practices and encourage excellence in youth services. Think Big has been supported financially through the State Youth Council, the Colorado Department of Labor and Employment, the Colorado Division of Vocational Rehabilitation (DVR) and the Colorado Department of Education (CDE). Partner attendees have included representatives from: Colorado Workforce Centers, Division of Vocational Rehabilitation, Colorado Department of Education – School to Work Alliance Program, the Colorado Workforce Development Council, State and Local Youth Councils, the Colorado Department of Labor and Employment, community based organizations and private businesses.

Local Partnerships - A critical strategy for delivering comprehensive services to youth with barriers to employment is the state's commitment to encouraging and empowering local workforce region youth program staff to offer each of the WIA required program elements in partnership with the entities, both public and community-based, that serve this population in their respective local areas. Outreach and collaboration at the local level allows the workforce centers to utilize key community resources, and to find disconnected youth and link them with the academic and occupational training opportunities needed for them to meet their educational and employment goals.

Local Policy - The CDLE/Workforce Development Programs Monitoring Team has undertaken an ongoing initiative with local WIBs to develop and fine-tune local policy as it relates to the sixth barrier category for WIA Youth eligibility: an individual who requires additional assistance to complete an educational program, or to secure and hold employment. This language in WIA presents an opportunity for local boards and youth councils to establish additional barrier categories based on local conditions. The Monitoring Team provides technical assistance to help local areas identify and define barrier categories, thus enabling our local operators to target and serve those underserved population groups.

Job Corps – The Job Corps partnership with Colorado’s workforce system is statewide and comprehensive. Staff of the Collbran Job Corps Center and their outreach and recruitment contractor, CHP International, has a long history of participation on the state and local youth councils. Youth from the Collbran Job Corps Center also become members of local youth councils on a regular basis. Job Corps regularly participates in local youth job and career fairs and will be actively involved with in virtual job fairs in the near future. CDLE’s GSJH Coordinator connects Job Corps and their youth to industry events such as Colorado Construction Career Days, which now features Job Corps as a contributing sponsor/partner.

The strong relationship between the Colorado Workforce Centers and Job Corps is solidified by formal agreements to provide Job Corps and their contracted vendor with access to Connecting Colorado. Collbran youth register with Connecting Colorado to search for jobs once they have completed their coursework and are transitioning back to the community. They benefit by posting a résumé, applying for a specific job or completing a self-directed job search. A formalized process for referring Job Corps participants to local WIA youth programs is in place with each workforce region, and provides youth with access to more intensive services that they may need to meet their educational and employment goals.

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 and undergone many changes in the last few years. 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 was moved to the Colorado Department of Human Services in 2013 as was the Tony Grampsas Youth Services program. Initiatives which remain supported and funded by the Department of Health & Environment are Colorado's 9to25 Initiative and the Youth Partnership for Health.

Colorado 9to25 (**CO9to25**) is a collective, action-oriented network of youth and adults working in partnership to align efforts to achieve positive outcomes for *all* youth in Colorado. It takes collaborative action to ensure that all young people ages 9-25 are *safe, healthy, educated, connected* and *contributing*. It is Colorado's youth system-building effort that continues the work of *Early Childhood Colorado*, the early childhood system for Colorado children ages 0-8.

The CO9to25 Leadership Team efforts include:

- Coordinating actions and working collaboratively across sectors, with youth and nontraditional partners
- Aligning efforts toward shared outcomes
- Building skills, opportunities and relationships with young people and those who serve them

- Helping to identify gaps, where to allocate resources, what policies to develop or change
- Advocating for policies and practices that improve the health and well-being of youth.

Colorado 9to25 aims to ensure that:

1. All youth are safe.
2. All youth are physically and mentally healthy.
3. All youth receive a quality education.
4. All youth are connected to caring adults, school and their communities.
5. All youth are contributing to their community (e.g. volunteering, working).

Below are the final indicators chosen to measure the above goals. Stakeholders who prioritized these include adults representing both state and local agencies working in all CO9to25 goal areas; urban and rural community-based organizations; and parents and healthcare providers. In addition, *over 61 youth voted on their top 3 indicators* within each of the 5 goal areas. These young people represented a wide array of experiences, including but not limited to diversity in geographic location, race and ethnicity, socio-economic status, sexual orientation and involvement in numerous youth-serving systems. *(Please Note: Data sources for the indicators include Healthy Kids Colorado Survey, Department's of Labor & Employment, Education and Public Health and Environment.)*

Goal 1: All youth are safe

1. School Safety: Percent of 9th-12th grade students who did not go to school because they felt unsafe at school or on their way to or from school on one or more of the past 30 days.
2. Relationship Violence: Percent of 9th-12th grade students who report that their boyfriend or girlfriend ever hit, slapped or physically hurt them on purpose during the past 12 months.
3. Teen Driving Safety: Motor vehicle crash fatalities per 100,000 teens ages 15-19.

Goal 2: All youth are mentally and physically healthy

1. Mental Health: Percent of 9th-12th grade students who report ever feeling so sad or hopeless almost every day for two weeks or more in a row that they stopped doing some usual activities during the past 12 months.
2. Binge Drinking: Percent of 9th-12th grade students who had five or more drinks of alcohol in a row, within a couple of hours, on one or more of the past 30 days.
3. Teen Births: Births per 1,000 females ages 15-17.

Goal 3: All youth receive a quality education

1. School Completion: Graduation rate.
2. School Achievement: Percent of 9th-12th grade students who report that teachers really care about them and give them a lot of encouragement.
3. School Quality: Percent of 9th-12th grade students who feel that the school work they are assigned is meaningful and important.

Goal 4: All youth are connected

1. School Connectedness: Percent of 9th-12th grade students who report participating in any extracurricular activities in school.
2. Youth and Adult Connectedness: Percent of 9th-12th grade students who report that if they had a serious problem, they know someone in or out of school whom they could talk to or go to for help.
3. Youth Homelessness: Number of youth in grades 9-12 experiencing homelessness in Colorado communities.

Goal 5: All youth are contributing

1. Community Engagement: Percent of 9th-12th grade students who report that they try to help when they see people in need.
2. Community Involvement: Percent of 9th-12th grade students who performed any organized community services as a non-paid volunteer during the past 30 days.
3. Youth Employment: Percent of youth and young adults ages 14-21 searching for jobs through workforce development centers who gained employment. <http://co9to25.org/>

Colorado was one of 20 states to receive a grant from SAMHSA and will receive \$10 million over the next 5 years to integrate social-emotional/behavioral health into schools across the state. Eighty-five percent of this funding will go out to districts and state partners.

This project entitled **Project AWARE** is aiming to build infrastructure and capacity to improve mental health policies and programs in schools. During this past meeting, key findings from a needs assessment and environmental scan were shared. The group used past data reports and information conducted by a variety of long-time behavioral health champions.

Here are the key findings:

- Colorado has significantly higher suicide rates
- Suicide is the leading cause of death for youth.
- 20% of high and 46% of middle school students report being bullied, 25% being sad/hopeless and 6.6% attempt suicide
- There are significant disparities among reported behaviors and incidents by race, ethnicity, gender, ability, foster care and LGBTQ youth
- Colorado's behavioral health system lacks the capacity to meet the needs of Colorado youth
- A system for prevention and early intervention is lacking as behavioral health data and services are limited until a crisis exists
- School-based behavioral health professionals serve far greater numbers of students than national professional recommendations (e.g. school social workers should have a caseload of 250 students, but on average they have a caseload of 2738 students)
- Opportunities for social, emotional and behavioral health learning and assessment exist. However, they are fragmented and "champion-dependent."

The Project AWARE Advisory Council will be combining efforts with the Healthy Schools Collective Impact Behavioral Health Workgroup encouraging reduced redundancy and more synergy.

The **Youth Partnership for Health (YPH)** serves as a youth advisory council to state, local and community stakeholders. This diverse council is made up of youth consultants between the ages of 13-19, selected for their unique experiences and their ability to utilize these experiences as a foundation from which they can provide open and honest feedback. Each month, YPH youth consultants provide recommendations, to most effectively create and/or influence policies, programming and practices focused on promoting the health and well-being of young people statewide. In partnership with adults, YPH aims to engage young people as advocates of their own health and well-being as well as the health and well-being of their peers and communities statewide.

Since 2000, the Youth Partnership for Health advisory council has provided feedback and recommendations to numerous programs and initiatives that have resulted in:

- Policy, program and practice changes
- Design of youth internship projects
- Creation of youth-friendly marketing and outreach materials
- An original DVD and guidebook on building effective youth-adult partnerships that has been distributed nationally
- Shaping state and national survey tool development and implementation, and
- Development of statewide plans aimed at improving youth sexual health.

Through bi-annual evaluation, adults who have partnered with YPH consultants report an overall improved ability to access and engage young people, as well as increase their programs' reach when seeking to impact youth health. As one partnering stakeholder concluded, "Before developing a plan of action and/ or a new program, I seek input from youth, e.g. YPH, to maximize its potential for success." 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

The following is excerpted from the 2014 Annual Progress and Services Report and Final Report submitted to the U.S. Administration for Health and Human Services, Administration for Children and Families the Colorado Department of Human Services (<https://sites.google.com/a/state.co.us/cdhs-dcw/data-accountability/publications>).

The Colorado Department of Human Services (CDHS) is responsible for the program areas of child and family services, youth corrections, behavioral health, economic security, child care licensing, adult protection, veterans' nursing homes, adult assisted living, and child care subsidy. CDHS is also the administering agency for Title IV-B, Title IV-E, the Child Abuse Prevention Treatment Act (CAPTA), Children's Justice Act Grant, Chafee Foster Care Independence and, the Education and Training Vouchers (ETV) Programs. The Office of Children, Youth and Families (OCYF) administers Colorado's child welfare program.

The OCYF is comprised of the Division of Child Welfare (DCW), the Division of Youth Corrections (DYC), and the Domestic Violence Program (DVP). Colorado's child welfare program is a county administered, state supervised system in which the DCW oversees a group of services intended to protect children from harm and to assist families in caring for and protecting their children. Services are provided directly by county departments of human/social services and their contracted providers. The DCW provides policy guidance and leadership on child protective services, youth in conflict services, and permanency services. Youth detention and corrections are delivered through regional systems, which are state owned and operated, or state owned and privately operated. Domestic violence programs funded through the OCYF are delivered through forty-seven contracted providers.

The state and federal government provide 80% of the funding for child welfare services through an allocation formula statutorily established by the Child Welfare Allocation Committee. Counties contribute approximately 20% of the funding through local revenues. Title IV-E is the primary federal funding source for county departments to provide child welfare services. The Child Welfare Allocation Committee has approved a new funding allocation model that supports child welfare services in all counties. This new "Outcomes Model" is based on drivers and sets aside 2% of the child welfare allocation to fund incentives for positive performance in the areas of safety, permanency and timeliness and accuracy of child abuse and neglect assessments. Specifically, the new model incentivizes and allocates to counties during the reporting period for the percentage of children/youth achieving permanency, the percentage of children who do not have a recurrence of maltreatment within six months and for the percentage of child abuse and neglect assessments closed within 60 days.

The 2013 Colorado Legislature approved several child welfare reforms identified in Governor Hickenlooper's Child Welfare Plan 2.0, investing a total of \$23.3 million dollars to implement prevention initiatives, provide updated mobility devices for caseworkers, increase county and public access to data, support new training programs, create a central hotline for reporting child abuse and neglect, and establish a public awareness campaign to publicize the new hotline. With a recovering economy and a growing population, the state and counties continue to achieve significant accomplishments in improving outcomes for children, youth, and families.

The Legislature also passed several bills in 2013 that aligned child development programs and, in 2014, transferred the Division of Intellectual and Developmental Disabilities from the CDHS Office of Long-Term Care to the Colorado Department of Health Care and Policy Financing (HCPF). New behavioral health funding was appropriated in 2013 for a crisis hotline and "walk-in" behavioral health crises systems that include services for youth. This legislation is important to Colorado's child welfare continuum of services because it creates a broad foundation of support for prevention services for children and families and it will reduce some of the permanency barriers confronting youth and families

Closely aligned with the OCYF is the Office of Early Childhood (OEC), which was created as an office within CDHS in 2012. House Bill (HB) 13-1117 allocated funding for the OEC and aligned several child development, child abuse prevention, and family preservation programs. In addition, the OEC is strategically partnering with the OCYF in implementing a number of the state's child abuse and neglect prevention efforts. The OEC administers Title IV-B, Subpart 2, Promoting Safe and Stable Families

(PSSF), which aligns with the new child welfare prevention initiatives described in subsequent sections. The OEC's structure brings together ten programs from four CDHS divisions and from the Colorado Department of Health and Environment that positively impact the lives of young children and their families:

- Child Care Licensing
- Child Care Quality Initiatives
- Early Childhood Councils
- Colorado Child Care Assistance Program
- Early Childhood Mental Health Specialists
- Early Intervention Colorado
- Nurse Family Partnership Home Visitor Program
- Maternal, Infant and Early Childhood Home Visiting Program
- Colorado Children's Trust Fund
- Family Resource Centers Program

In SFY 2013, there were 83,045 calls referred to child welfare; 33,443 of which were opened for assessment (investigation) and 49,602 were screened out. The assessments of families involved 57,069 children. In SFY 2013, there were 37,524 total open involvements (case opened for services), with 12,237 as new open involvements. Of the open involvements, 9,687 were unduplicated out-of-home (OOH) placements.

Race and ethnicity for the 37,524 children in open involvements are similar to that in previous years. Reports on race indicate that the majority of children are Caucasian (76.4%); followed by African American (10.4%), Native American (1.3%), Asian (0.6%), Hawaiian (0.2%), two or more races (5.2%), missing (5.7%), declined to answer (0.2%), and abandoned child, race not determined, (0.0%). Of these 37,524 children, 33.8% are Hispanic, 56.6% are not Hispanic, 5.2% are missing data, and 4.4% are unknown.

Colorado's gender distribution of children in open cases is 53.1% male and 46.9% female.

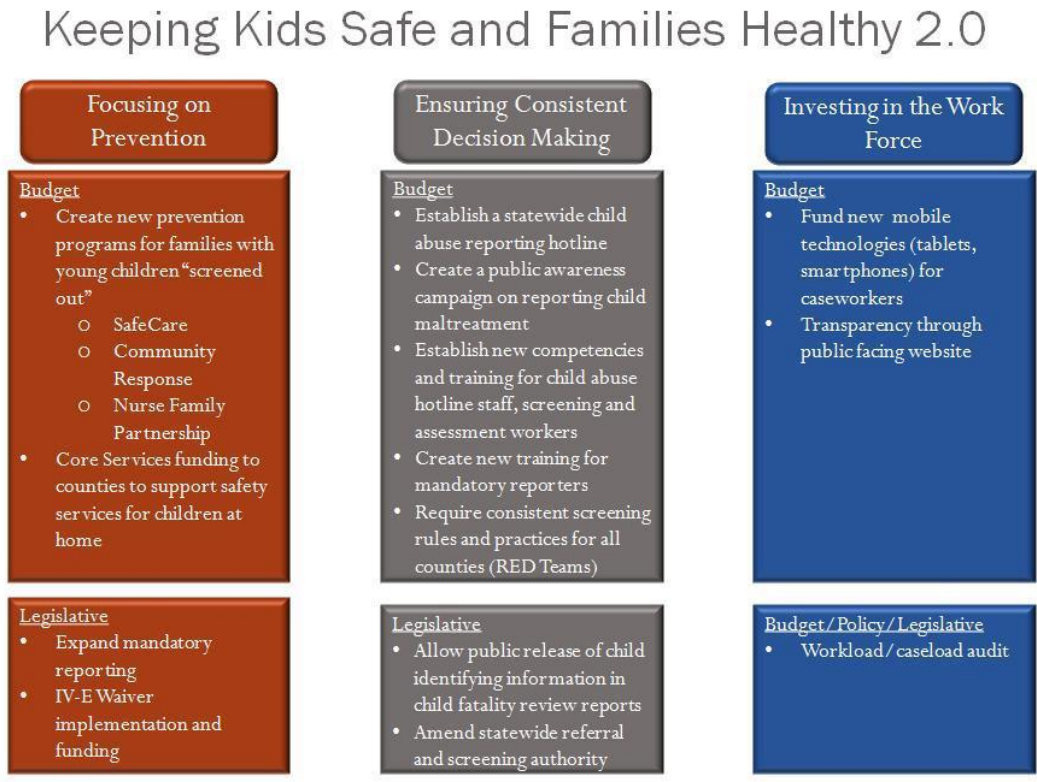
The age distribution is:

- Birth to 3 15.5%
- 4 to 6 years 15.2%
- 7 to 10 years 20.4%
- 11 to 13 years 14.7%
- 14 to 17 years 23.4%
- and Over 10.8%

In 2012, Governor John Hickenlooper first introduced "Keeping Kids Safe and Families Healthy" in support of the commitment that children living anywhere in the state should be entitled to the same level of protection from abuse and neglect. The plan modernized and expanded training; enhanced performance management; aligned funding with outcome priorities; and increased transparency of the system to the public. The plan also incorporated the 2010-14 CFSP goals and the Children and Family Services Review (CFSR) Performance Improvement Plan (PIP) performance goals.

In 2013, the Governor directed an expansion of the plan, "Keeping Kids Safe and Families Healthy 2.0". The plan has spurred new funding for prevention and early intervention; planning for a statewide public awareness campaign and child abuse and neglect hotline; implementation of the Title IV-E Waiver; mobile technology for caseworkers in the field; and increased transparency and public engagement. The Department, in partnership with counties, is in its second year of plan implementation, guided by steering committees that serve as advisory bodies for their respective parts of the plan. The committees have been instrumental in the selection of sites that have rolled out the State's new prevention programs; implementation of mobile technology in nearly all the counties; research and identification of solutions for the statewide child abuse and neglect hotline and public awareness campaign; development of new curricula and training related to enhanced child protection practices; and implementation of family engagement, permanency roundtables, and kinship support interventions in the Title IV-E Waiver counties.

The second year of implementation also includes launching SafeCare Colorado (SafeCareCO) sites across the state and, in collaboration with the OEC, expanding prevention efforts through the Nurse Family Partnership (NFP) and the Colorado Community Response Program (CCR). In addition, the Department with its county partners has selected the vendors who will build the statewide child abuse and neglect hotline and corresponding public awareness campaign; thoroughly reviewed policy and rules guiding front-end child welfare practice and recommendations for necessary changes; developed an online mandatory reporter training; expanded Title IV-E Waiver implementation to more counties, adding two new waiver interventions related to trauma-informed assessment and treatment of children in open child welfare cases; initiated a statewide rollout of the mobile technology project; and increased transparency through the development of a public-facing website displaying statewide and county-specific child welfare data.



Primary and secondary prevention services have been expanded with state-funded evidence-based programs that target families with children from birth to five years of age. Child fatality trend analyses indicate that children of this age with young parents are most at risk of abuse and/or neglect.

- “Program Area 3” is the newest CDHS program area, which allows funding to be used flexibly for prevention services. Operationalized in January 2014, Program Area 3 (PA3) is Colorado’s first prevention services program defined in rule as part of the child welfare services continuum. Under HB 11-1196, counties have more flexibility in the use of their child welfare block and core services funding for prevention, intervention, and post-adoption services. These funding sources were previously restricted to placement prevention, family preservation, and other treatment services. Prevention services provided through PSSF funding will be monitored and accounted for under PA3.
- SafeCare is an evidence-based, behavioral parent-training program for families at risk of being reported for child abuse or neglect. Under SafeCare, counties have the opportunity to provide services, via community providers or public health, to at-risk families to prevent entry to the child welfare system. SafeCare focuses on prevention, parent-child interaction, home safety, and medical care. The program, developed in 1979, consists of 15 to 20 weeks of 90-minute sessions with families and has been shown to reduce maltreatment by 26%.

- The “Nurse-Family Partnership” program (NFP) will increase opportunities for families at risk for child abuse and neglect to obtain a service designed to increase maternal and child health. DCW is working with Dr. David Olds and staff of NFP to augment the program for greater referrals by child welfare, increased awareness of child abuse and neglect risk factors among service providers, and improving the communication between county departments and local nurse programs. The augmentation is offering enhanced screening tools and facilitating cross-training between departments of human/social services and the NFP administering entities.
- CDHS has been working with Ascend/The Aspen Institute to develop a “Two-Generation” approach. This strategy focuses on creating opportunities for and addressing needs of both parents and children together, using a framework of economic supports, education and skills building and social supports. The approach is applied to programs, policies, systems and research to break the cycle of social and economic problems being handed down from one generation to another.

Colorado’s Title IV-E Waiver Demonstration (Title IV-E Waiver) is a key strategy of the “Keeping Kids Safe and Families Healthy Plan.” Colorado’s Title IV-E Waiver, awarded by the Department of Health and Human Services, Administration for Children and Families (ACF) on October 23, 2012, rolled out on July 1, 2013. The waiver consists of, on average, \$47.9 million per year, over five years, to promote funding reform and implement new and expanded child welfare initiatives. As out-of-home (OOH) care numbers have continued to decline, decreasing Title IV-E revenues, the waiver provides an opportunity for Colorado to re-align funding with practices that help children. The waiver includes five interventions, targeted at improving outcomes for children:

- Family Engagement,
- Kinship Supports,
- Permanency Roundtables,
- Trauma Informed Assessment (July 1, 2014 implementation), and
- Trauma Informed Treatment (July 1, 2014 implementation).

As stated above, 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 was 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's Trauma Informed System of Care is currently supporting 16 Communities of Excellence, a total of 20 counties, throughout the state. Each Community of Excellence receives funding to support wraparound facilitators, family advocates, infrastructure development, and flexible services for families. Currently these 16 communities have 18 trained wraparound facilitators and 13 family advocates working with families. All Communities of Excellence receive technical assistance in family engagement, youth engagement, cultural competency, and lesbian, gay, bisexual, transgender, and questioning (LGBTQ) responsiveness. Cross-system trainings are also available on other topics such as trauma informed care and serving youth with co-occurring mental health and substance abuse disorders.



Communities of Excellence across Colorado are shown in green. Over 67% of the children in Colorado live in these counties.

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 received 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) have helped 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 has worked with AECF to develop a plan to more appropriately use congregate care, increase permanency for adolescents, and improving the performance management capabilities of the Colorado system.

Casey Family Programs was also 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 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.

At the state level, the CMP has multiple state agency partners. The Department of Human Services, Division of Child Welfare Services is the lead administrative agency and other state partners include Department of Human Services, Division of Youth Corrections and Office of Behavioral Health, Department of Public Health and Environment, Office of the State Court Administrator judicial department, Department of Public Safety, Division of Criminal Justice, Department of Education, and Department of Health Care Policy and Financing. Directors of these key partnering agencies meet yearly to discuss program progress and help to address program challenges related to state level infrastructure or policy.

The specific goals of the legislation are as follows:

1. Develop a more uniform system of collaborative management that includes the input, expertise, and active participation of parent advocacy or family advocacy organizations
2. Reduce duplication and eliminate fragmentation of services provided to children or families who would benefit from integrated multi-agency services
3. Increase the quality, appropriateness, and effectiveness of services delivered to children or families who would benefit from integrated multi-agency services
4. Encourage cost sharing among service providers
5. Lead to better outcomes and cost-reduction for the services provided to children and families in the child welfare system, including the foster care system, in the state of Colorado

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).

Number of Counties Participating in the CMP Initiative								
Year	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
	12	15	24	29	31	30	32	35

According to the HB 1451 Collaborative Management Program, Year 4 Statewide Evaluation Findings (<https://sites.google.com/a/state.co.us/cdhs-dcw/data-accountability/publications>) a report completed by the OMNI Institute, in FY 2012-13, since 2004, the program has grown from 6 to 35 counties comprising 32 CMPs in FY 2013. In FY 2013, CMPs reported serving 8,716 children and youth through ISST models; 5,263 of these cases were newly enrolled and 3,259 (79%) are represented in the CMP database. When factoring in those served through IOG partner agency programs, the number grows to about 20,500 individuals.

Data reveal the following regarding demographics and service needs of ISST-served children and youth:

- 56% were pre-adolescents or adolescents
- 57% were male, 43% were female
- 76% were White/Caucasian; 43% indicated Hispanic/Latino ethnicity
- All percentages were similar to the ISST-served population in FY 2012.
- 55% of children or youth reported involvement with two or more agencies at ISST intake; a slightly lower percentage than in FY 2012 (60%)
- The most common systems involvements in FY2013 and FY 2012 were child welfare open involvements (73% vs. 77%) and mental health services (35% vs. 38%, respectively)

The ultimate goal of CMP is to achieve positive outcomes that improve the lives of multi-systems-involved children, youth and families. Outcomes are assessed cross-site (standard statewide indicators) and within CMPs (locally defined performance measures). The following reflect cross-site outcomes from Trails and ICON/Eclipse state data systems for the 12-month period following the start of ISST-services [matched to data from the Efforts to Outcomes (ETO)TM CMP database], for those youth who had the indicator selected as the targeted goal.

Child Welfare Outcomes:

- 53% had no new child welfare involvements
- 93% had no substantiated abuse or neglect
- Of those in out-of-home care, 76% had two or fewer placements
- Of those in out-of-home care and discharged, 74% were to a permanent home

Juvenile Justice Outcomes:

- 75% did not become involved with probation system
- For youth who terminated probation:
 - 56% were successfully terminated
 - 32% had probation revoked due to technical violation
 - 13% had probation revoked due to pre-release recidivism

In general, rates of occurrence were about the same or lower than annual CDHS and State Judicial reports on similar indicators. Over half (56%) of ISST-served children and youth terminating from probation were successful, which is lower than the state-reported rates from FY 2012 (75%). Rates of revocation of probation for technical violations (31.7%) and pre-release recidivism (12.7%) were higher than state-reported rates (18% and 8%, respectively). Given that CMP ISST services are designed to serve children and youth at greatest risk who also are multi-system involved, the lower comparative rates of success still represents positive outcomes.

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. During the 2013 Legislative Session, as part of the Governor's Child Welfare Plan, Keeping Kids Safe and Families Healthy 2.0, the Core Services Program was allocated \$6.1 million in additional funding plus a two percent provider increase. But, with the change from a fiscal year to a calendar year Core Services report, it is not appropriate to compare Core Services allocations to expenditures because they cannot be accurately determined. For more information about the Core Services program please see the Core Services Annual Report, CY 2013 available at: <https://sites.google.com/a/state.co.us/cdhs-dcw/data-accountability/publications>.

Core Services Program	FY09	FY10	FY11	FY12	FY13	CY 2013*
Appropriated	\$45,956,710	\$45,456,711	\$44,576,054	\$44,577,053	\$44,577,053	\$48,090,649

* An estimation of the CY 2013 allocation would be \$48,090,649 based on averaging SFY 2013 (\$44,576,053) and SFY 2014 (\$51,605,245) allocations.

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.

The statewide Core Services Program is built to address four clinical emphases:

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 the child/youth

The numbers of individuals provided core services increased over the years from 17,793 served in SFY 2007 in to 26,698 in CY 2013. (Core Services Program Evaluation Annual Report CY 2013, Colorado Department of Human Services, Division of Child Welfare <https://sites.google.com/a/state.co.us/cdhs-dcw/data-accountability/publications>)

Core Services	FY 2007-08	FY 2008-09	FY 2009-10	FY 2010-11	FY 2011-12	FY 2012-13	CY 2013-14
Total Number of Individuals Served	17,793	16,066	15,226	24,122	27,070	27,817	26,698

Of the 26,698 distinct clients (unduplicated individuals) served by the Core Services Program in CY2013, 54% of the distinct clients were children/youth directly receiving services and 46% were adults receiving services on behalf of a child/youth. Services provided primarily to adults include mental health services and substance abuse treatment. While these services are delivered to adults, they benefit children/youth by allowing them to remain in or return to their homes. Overall, 16,004 distinct children/youth received or benefitted (services provided on behalf of a child/youth) from Core Services.

There were 29,834 service episodes (merged service authorizations within the same case for the same provider, service type, and clients) open at any time in CY 2013. County designed services represent the most common type of service provided, with over one-quarter of all episodes statewide. This is unsurprising given that this general category encompasses an array of specific services that are identified by each individual county as necessary to meet unique needs in the community. County designed services encompass components of the menu of Core Services, yet are structured in their delivery and tracked uniquely to gain detailed data on evidenced-based programs, as well as programs that are providing positive outcomes in communities around the state.

The primary mission of the Core Services Program is to protect the safety and well-being of Colorado's children/youth by supporting stable families, preventing out-of-home placement, promoting the least restrictive setting for children/youth, and/or providing services for families at-risk of further involvement in

the child welfare system. The evaluation report presents short-term service effectiveness outcome measures being tracked by caseworkers in Trails, case goal attainment outcomes, and follow-up child welfare involvement outcomes for children with a closed case in CY 2012. In addition, sub-analyses are reported for case goal (remain home, return home, or less restrictive), program area, provider type (purchased or county provided), service type, and county.

Over three-quarters of service episodes for CY 2013 were closed with a “successful” (60%) or “partially successful” (17%) service effectiveness outcome. Service episodes for children/youth with a remain home case goal or a Program Area 5 (child protection) designation, as well as county provided services, were significantly more likely than service episodes with a return home case goal, a Program Area 4 (youth in conflict) designation, or purchased services to have a successful or partially successful service effectiveness outcome.

The case goal was attained in 79% of all service episodes. The case goal attainment rate was 88% for remain home, 71% for less restrictive, and 70% for return home. Consistent with State Fiscal Year 2013 findings, the remain home case goal attainment rate was 93% based on whether a child/youth had an open removal on the day the service ended.

Based on a distinct count of 6,160 children/youth with closed cases in CY 2012, 43% of children had a subsequent referral within 12 months of case closure, 30% had a subsequent assessment, 6% had a subsequent founded assessment, 12% had a subsequent case, 5% had a subsequent placement, 10% had a subsequent Division of Youth Corrections (DYC) placement (detention or commitment), and 2% had a subsequent DYC commitment. The two DYC follow-up outcomes were only measured for children/youth ages 10 and older at time of case closure.

Under House Bill 11-1196, Flexible Funding for Families, a new Child Welfare Program Area (Program Area Three or PA3), **Program for Prevention and Intervention Services for Children, Youth, and Families at Risk of Involvement with Child Welfare** was created in Rule. This proposed rule allows counties to provide prevention and intervention services with existing funding sources, such as the State Child Welfare Block, Core Services Program allocation, and the IV-E Waiver Incentives or savings. The proposed language supports the Governors Master Plan, “Keeping Kids Safe and Families Healthy, 2.0”. Historically, County Departments may have provided prevention services with other funding sources. In addition, the rule requires documentation of activity in Trails, the Statewide Automated Child Welfare Information System (SACWIS).

Colorado county departments of human/social services will be able to use state and federal funds to provide and account for prevention services to children, youth, and families prior to a referral to Child Welfare, or to screened out referrals. If county departments choose to provide preventative services to children, youth and families, they will be able to directly provide services through qualified staff or contract with available service providers in their community. Program Area 3 is optional, based on county by county available funding and ability to provide preventative services. Therefore, only counties who choose to provide preventative services through Program Area 3 will be impacted.

By reporting and tracking in one automated system, the Division of Child Welfare and county departments are able to collect and analyze outcome data for services delivered, as well as track funding used for prevention and intervention service delivery. The data will also provide information on those families served who never enter the Child Welfare System. Counties who choose to provide services under Program Area 3 will be accountable to report those preventative services in Trails.

A review of Colorado’s substantiated child abuse reports demonstrated that young children under age five are at the greatest risk for child abuse or neglect. In Colorado, many families are referred to the child welfare system and either screened out, or closed after assessment, without receiving services. Gov. John Hickenlooper’s Child Welfare Plan “Keeping Kids Safe and Families Healthy 2.0” recognized the importance of child abuse and neglect prevention. As part of a group of cornerstone prevention programs formed or expanded under this plan, SafeCare Colorado (**SafeCareCO**) offers pro-active in-home, voluntary services that support at-risk families in understanding the health, development and safety needs of young children. Additionally, SafeCareCO gives counties the opportunity to provide services to families before they become part of the child welfare system, thereby preventing child maltreatment. To support

this effort, during the 2013 Legislative Session, as part of the Governor's Child Welfare Plan, **Keeping Kids Safe and Families Healthy 2.0**, the Core Services Program was allocated \$6.1 million in additional funding plus a two percent provider increase.

SafeCare is a nationally recognized, evidence-based, in-home program that provides direct skills training to parents in the areas of parenting, child safety, and child health. The parenting model was developed in 1979, and home visitors have been trained in at least 17 states and several countries. In Colorado, SafeCare is being provided as a voluntary, home visiting program for families who do not have current child welfare involvement. The program targets families with children ages zero to five years. Over the next three years, SafeCareCO will be implemented in counties throughout Colorado, with the support of The Kempe Center. During this time, continuous evaluation and quality improvement will be conducted to learn more about Colorado's unique culture and the need for SafeCareCO in Colorado communities.

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. There are thirty-two PSSF sites in Colorado serving forty counties; one adoption agency that provides services statewide; and one tribe. These sites serve more than 95% of Colorado's children ages 0-18.

The SFY 2013 outcomes highlight the critical role PSSF has in keeping children safely in their own homes, improving permanency and providing for the well-being of families: 9,084 children were reported as receiving PSSF services:

- 96% of children served did not have a confirmed report of maltreatment.
- 96% of children receiving prevention services did not enter OOH placement.
- 690 children received adoption support services.
 - 52% of the group was adopted
- 2,196 children were provided time-limited reunification services.
 - 65% of these children were reunited with family or kin.
- 4,018 children received family support services.
 - 97% of these services resulted in positive outcomes, such as increased parenting capacity and family stability and self-sufficiency.
- 984 families received post-adoption services.
 - 98% of children remained with their adoptive families.
- 13,246 one-time direct services were provided to Colorado families to help with basic needs for their children, improving the circumstances of the families and alleviating stressors.

The **Tony Gramscas Youth Services (TGYS)** Program provides funding to local organizations that implement programs designed to reduce youth crime and violence and prevent child abuse and neglect.

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. From a total of \$5,060,499 in available funds appropriated the TGYS Board budgeted \$4,665,829 to 56 grantees representing 137 local TGYS providers (through multi-agency and intermediary agency partnerships).

Tony Grampsas Youth Services (TGYS) Program	FY 09-10	FY 10-11	FY 11-12	FY 12-13	FY 13-14
Appropriated	\$3,987,528	\$3,841,275	\$3,555,968	\$3,575,764	\$5,060,499

For further information on the TGYS program and to view its 2013-2014 Report (from which excerpts are provided here), please go to <https://sites.google.com/a/state.co.us/cdhs-dcw/data-accountability/publications>.

In SFY 2013-14, TGYS-funded programs served 53,390 individuals in 43 counties. Of those served, 15,105 (28 percent) of the individuals served were children (ages 0-8), 26,767 (50 percent) were youth (ages 9-18), 3,505 (7 percent) were young adults (ages 19-24), 6,582 (12 percent) were parents, and 1,431 were community members (3 percent). Fifty percent of youth served were male and 47 percent were female. Three percent were reported as unknown based on individuals that did not report as male or female, and data that was lost or not collected by grantees.

House Bill 13-1239 charged the Colorado Department of Human Services with the responsibility of creating a “**statewide youth development plan**” in partnership with stakeholders. The planning committee consisted of representatives from various community organizations, state departments, and youth members. This plan is aimed at strengthening Colorado’s youth system by identifying gaps, best practices, existing evidence-supported work, and recommended enhancements. The goals of the plan are to identify key issues affecting youth and young adults, and to align strategic efforts to achieve positive outcomes for all youth and young adults. This 2014 Statewide Youth Development plan (<https://sites.google.com/a/state.co.us/cdhs-dcw/data-accountability/publications>) reflects the Committee’s work to create informed recommendations that will strengthen Colorado’s youth system, which serves youth and young adults ages 9 years to 25 years.

The Committee reviewed youth initiatives of various state and community agencies and identified the following gaps and themes across agencies. Several themes emerged from the review of data and practice across a variety of services areas, such as education, behavioral health, health, child welfare, homelessness, safety, and juvenile justice. Eight common gaps/themes were identified as impediments to successful youth outcomes in Colorado.

1. **Age/Periods of Transition**
There is a need for attention to youth as they navigate key transitions, such as transitions between levels of education, i.e. the periods between elementary school, middle/junior high school, high school, systems such as child welfare and juvenile corrections need supports for transitions related to changes in placements and when exiting the public systems.
2. **Missing Connections to Adults**
As demonstrated by research and emphasized by youth and young adults, there is a need for youth to have a connection and long-term relationship with at least one caring adult.
3. **Access to Services**
There is a need for youth to have access to a comprehensive continuum of care and services that spans education, prevention, intervention and treatment. The youth populations most in need of these services include youth aging out of the youth services system into the adult services system, youth involved in public service systems such as child welfare and juvenile corrections, youth experiencing homelessness, and youth from rural areas that currently have limited access to services.
4. **Behavioral Health Needs**
Although youth ages 18 years and under are more likely to receive behavioral health services, according to data from the Colorado Department of Human Services, Office of Behavioral Health, this is not the case for young adults over 18 years of age. Colorado has some of the highest rates in the country of serious mental illness and suicide for young adults.
5. **Respect/Youth Friendly Environments & Services**
In order to develop a youth friendly environment, providers must understand what youth and young adults want and need, instead of what providers believe they need. The aim is to create services and programs that youth trust and are willing to engage with.
6. **Homelessness (Housing & Economic Security)**
Homelessness is a systemic issue that requires the investment from agencies focused on education, behavioral health, juvenile justice, child welfare, workforce, safety agencies, and disabilities. Youth

that are experiencing homelessness are particularly vulnerable and their chances of success in education, health, and well-being are greatly diminished.

7. **Populations Who Experience Disparities and Stigmatizations**
Across all disciplines there are disparities related to poverty, race and ethnicity, sexual orientation, and others who experience discrimination.
8. **Need for Cross-Systems Coordination & Collaboration**
There is a continuing need for coordination and collaboration across organizations that fund or provide youth services. There is especially a need for developing solutions that increases the flexibility of funds dedicated for services by reducing restrictions and braiding or blending funds across state, federal, and private sources.

As a result of the collaborative work, eleven recommendations for systems change were made, all of which closely align with the priorities established under the Title II Formula Grant Three Year plan and the ongoing work of the state JJDP Council.

Recommendation #1: Establish a legislatively recognized Colorado Council on youth development. The youth system in Colorado should have an official structure to advise on best practices for prevention, intervention, and treatment. Since CO9to25 is an existing youth system framework in Colorado that is nationally recognized as one of the most progressive approaches to positive youth development, it is recommended that CO9to25 be officially recognized as Colorado's Youth Development Council.

Recommendation #2: Establish a formal process for statewide integration of the CO9to25 Youth Development Council. The Council should establish regional councils across the state and ensure there is adequate representation of state, youth, and community stakeholders.

Recommendation #3: Create a youth services division or branch within a State Department. A dedicated division or branch to coordinate funding and programmatic efforts between state agencies will increase the braiding and blending of existing funds and reduce fragmentation of efforts between departments as well as provide oversight of the backbone support organization to the CO9to25 Youth Development Council.

Recommendation #4: Increase the number of programs and organizations across the state that are trained on and utilizing a positive youth development approach. Over time an investment in PYD will create a more resilient youth population, and as a result, increase the quality of youth responsiveness to assistances and services provided by the community and state. A regionalized PYD training and technical assistance system for use across the state should include a Professional Development Series composed of trainings, webinars and online PYD resources for communities.

Recommendation #5: Establish a review system to determine that youth-focused programs, organizations, and funding requests are efficient and effective. Strategies include an endorsement (letter of support) system that certifies programs that are effectively integrating PYD strategies and practices and/or are making efficient funding request. At a minimum, programs should be PYD focused, not duplicating known existing efforts, and attempting to collaborate with other youth serving organizations.

Recommendation #6: Align funding across evidence-supported youth programs and services. CO9to25 Youth Development Council should develop strategies that include braiding funds across departments and a process to conduct joint, cross-agency (state and community) budget planning for youth and family programs and services.

Recommendation #7: Expand eligibility and capacity of service systems to meet the comprehensive needs of young people and reduce the amount of time spent in high-level system involvement. Solutions should focus on youth eligibility for services and the health care system's capacity to serve them in the community. Particularly needed is a means to address varying eligibility and age cut-offs across programs and significant timing gaps during transition. Proposed solutions should be in a comprehensive report on strategies and recommendations for improving service eligibility.

Recommendation #8: Align data systems that impact youth and collect a common set of data indicators that are critical to youth and young adult well-being. Alignment should occur at the macro level (system

and community) and micro level (youth and families). Steps include expanding youth surveillance system in Colorado to cover young adults up to age 25, and develop interoperability of direct services data systems managed by state agencies.

Recommendation #9: Increase public awareness of available youth services and organizations. CO9to25 Youth Development Council should develop a consumer-focused web-based information portal of available services for youth and families. In addition, a comprehensive map should identify community youth serving organizations and include key information about the youth serving organizations, such as current funding and number of youth served.

Recommendation #10: Create formalized multidisciplinary treatment teams in every community in Colorado that includes youth and families. A multidisciplinary approach with one treatment plan for each youth/family is a best practice that results in better coordination between youth-serving organizations.

Recommendation #11: Improve the quality, availability and accessibility of services, supports and relationships to provide solutions to youth who are at risk for homelessness. Multiple agencies have identified the need to address homelessness in their system, including education, behavioral health, juvenile justice, child welfare, economic security, and work force development. Efforts should include prevention as well as expanding housing assistance and job skills programs that include financial literacy and asset building.

Recommendation #12: Improve the well-being of youth and young adults who are in the care and/or custody of the state and counties; this includes youth in the foster care system and in youth corrections. Efforts should be focused on reducing over-reliance on psychotropic medications; establishing permanent connections; addressing human trafficking; preventing homelessness; educational obtainment; and increasing access to mental health and substance abuse services.

Recommendation #13: Provide educational alternatives and wraparound supports for youth with complex needs in order to close the achievement gap, including youth experiencing school and college disruptions, homelessness, poverty, foster care, youth corrections, or special education needs as well as addressing the needs of other underserved populations. Alternative education and training opportunity approaches include General Education Development (GED), concurrent enrollment, career and technical education, remediation, and credit recovery.

Recommendation #14: Strengthen strategies for a youth friendly health system that is comprehensive and holistic in its approach to youth and young adults. It is important that the health care system strategically engage youth in an effort to increase their investment in their mental, medical, and dental health.

Rural Collaborative for Homeless Youth is a multi-rural site collaboration which includes the support, technical assistance and project management from specific urban partners who are experts in the youth serving field. The urban partners are grantees of 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.

Pathways to Success is a Youth-Shared Practice Model funded by the Children's Bureau through a planning grant. The goal is to develop a model youth system to prevent foster youth from being at-risk for homelessness by improving the pathways to the protective factors of permanency, well-being, housing, education and employment.

Educational Stability is a collaborative group working to address the barriers youth in foster care face in reaching their educational stability goals, especially when they change placements. The project includes working with two pilot sites, Denver and Adams to develop and implement some new policies and practices for improving the educational stability of youth in foster care. The goal is to disseminate best practices to other communities across Colorado.

The issue of **Human Trafficking** has quickly grown to be of great concerns in Colorado as well as nationally. According to Colorado's National Youth in Transition Data Base Youth Survey Data of the baseline cohort of 17 year olds in out-of home care, 14.73% experienced homelessness and vulnerability

to survival human trafficking. Two years later at age 19 and discharged from care, 21.34% experienced homelessness and vulnerability to survival human trafficking.

Colorado's Human Trafficking Victim Trend									
Ages	2006	2007	2008	2009	2010	2011	2012	2013	Total
13	1	1				1	2	3	8
14		1			2	1	4	9	17
15		1	1			3	6	13	24
16	3	1	4	1	3	6	15	10	43
17	1	5	4	1	3	7	13	12	46
<18				5	2	1		1	9
18	1				4	7	8	3	23
19		3	3		9	11	5	6	37
20			1	2	2	2	8	2	17
Total	6	12	13	9	25	39	61	59	224

Notes:
 1. Life expectancy for a child or youth sexually trafficked victim is 7 years.
 2. 2008-2010 reflects increased reporting from a Federally funded task group.
 3. 2012 reflects the formation of the Innocence Lost Task Force.

Source: "Human Trafficking in Colorado", Educate 2 Protect, www.educate2protect.org, Jan 22, 2014

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.

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 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.

In February of 2014, the Colorado Department of Human Services's (CDHS) Office of Behavioral Health (OBH) released a request for proposals (RFP) to conduct a study of existing behavioral health resources in the state of Colorado and to project future needs. The intent of the study was to identify and assess existing state and community resources and to recommend strategic future planning, taking into account the many constituent variables associated with the changing behavioral health care system. The Western Interstate Commission for Higher Education Mental Health Program (WICHE), in partnership with the National Association of State Mental Health Program Directors Research Institute (NRI) and Advocates for Human Potential (AHP), formed a team of Colorado and national behavioral health experts to complete this study for OBH. The Colorado OBH *Needs Analysis: Current Status, Strategic Positioning, and Future Planning* study began in August 2014 and concluded with the final report submission in April 2015. During this time, the project team worked on the 17 specific tasks that were part of the study. The report analyzes the delivery of public behavioral health services in Colorado to special populations, such as persons with traumatic brain injury (TBI), dementia, serious and persistent mental illness (SPMI); children; adolescents; adults; and older adults. Special populations are categorized based on age, diagnosis, and funding source. The analysis identifies which populations have potentially unmet service needs. What immediately follows are excerpts from the published report.

Colorado's OBH provided mental health services to 100,620 individuals in 2013 or just under 2 percent of the state's population, according to the 2013 Mental Health Block Grant Uniform Reporting System (URS). Of those served, 61,938 were adults between the ages of 18 and 64; 3,025 were age 65 and older; and 35,657 were under age 18. Eighty-three percent of the reported persons served (including Medicaid) had a serious mental illness (SMI).

One way to assess the degree to which services are meeting the needs of the population is to examine the penetration rates for those services. Penetration rates for this section of the report are expressed as the number of persons receiving specified services per 1,000 state residents of that age range. This methodology allows for comparing penetration rates among similar states and/or populations, which may help identify populations that are being underserved.

Children and adolescents, ages 0 to 17

From 2002 to 2013, the penetration rate of child and adolescent consumers in Colorado increased from 25.3 to 29.0 per 1,000 of the Colorado population ages 0 to 17, a 15 percent increase, from 28,538 youth to 35,657. During the same period, the penetration rate for all Colorado consumers increased from 16.7 to 19.4, a 16 percent increase. The rate for Colorado children and adolescents was higher than the rate for either the Western states or the U.S.

Colorado ranked 8th among 15 Western states in the rate of children and adolescents served by a state mental health agency. OBH serves children and adolescents at a greater rate than the U.S. and Western states.

Child and adolescent inpatient services

The Colorado Mental Health Institute at Pueblo (CMHIP) has 20 inpatient beds for adolescents. Western Psychiatric State Hospital Association data show that seven Western states' mental health departments have adolescent inpatient beds, with rates per 100,000 persons³ ranging from .37 in Colorado to 6.04 in South Dakota. Excluding South Dakota, the average rate was .91. Increasing Colorado's bed rate for adolescent patients from .37 to .91 would increase the current total number of beds from 20 to 49 (29 additional adolescent beds). The number of inpatient adolescent beds statewide is cited as being insufficient by focus group members and stakeholder survey respondents.

In 2013, the number of adolescent Incompetent to Proceed (ITP) restoration admissions was up 111 percent, from nine to 19. Inpatient hospitalization is considered to be less restrictive than a juvenile detention center, and CMHIP is the only formal ITP restoration site available for adolescent offenders. This suggests that there is a need for alternatives to inpatient competency restoration for adolescents

The Colorado Mental Health Institute at Fort Logan (CMHIFL) closed its 16-bed children's unit in January 2010, so there are no inpatient beds for children at either of the institutes. However, there are five facilities in the state that serve children (Children's Hospital Colorado, Denver Health, Highlands Behavioral Health, Cedar Springs, and Parkview). According to a key informant we spoke with, there is

not a shortage of inpatient beds for children in Colorado. In fact, there is a trend to build these beds because they are reimbursable by insurance. Since insurance dictates which facility a child may be admitted to, it causes frustration for families who have to travel to that facility, which may account for stakeholder responses that there is a shortage of inpatient beds for children.

Evidence-based practices for children and adolescents with a serious emotional disturbance

In 2012, Colorado provided more types of evidence-based practices (therapeutic practices with a strong evidence base) for children and adolescents with a serious emotional disturbance (SED) — 12 — than other Western states (an average of 6). In 2013, 359 children and adolescents in Colorado with SED received Family Functional Therapy, a program in which each step builds on another to enhance protective factors and reduce risk by working with the child and his/her family. In 2013, 163 children and adolescents in Colorado with SED received Multi-Systemic Therapy, which is an intensive family and community-based treatment that addresses the multiple determinants of serious antisocial behavior in juvenile offenders.

Additional evidence-based practices for children and adolescents that could be adopted and/or reported by Colorado are:

- Therapeutic Foster Care: The needs of children and adolescents are met in a supportive family setting until they can either be reunited with their natural family or adopted.
- Dialectical Behavior Therapy: A 16- to 18- week program for adolescents that combines psychotherapy and group skills training.
- Motivational Interviewing: A counseling approach for eliciting behavior change.
- Wraparound: Provides individually tailored services to children and their families that are community-based and focused on strengths.

Child and adolescent substance abuse services

Colorado ranked 13th among 15 Western states in the rate of children and adolescents receiving publicly funded substance abuse services. Colorado serves children and adolescents at half the rate of the U.S. and Western States. There is great variation in the rate of child/adolescent substance abuse services by agencies in the West. If OBH increased the rate at which it served children and adolescents to the average of all Western states (from the current rate of 1.2 to 2.5), Colorado would serve approximately 1,500 additional children/adolescents.

The rate of illicit drug use among Coloradans aged 12-17 in 2011-12 was 13.2 percent, or about 49,000, which was higher than the U.S. rate of 9.8 percent. The mean ages for first use of substances were 13.9 years old for marijuana, 13.7 years for the nonmedical use of psychotherapeutics, 12.8 years for cigarettes, and 13.2 years for alcohol. However, 84 percent of persons aged 12 or older with illicit drug dependence or abuse did not receive treatment.

Key points and observations

- Colorado ranked 8th among 15 Western states in the rate of children and adolescents served by a state mental health agency.
- The penetration rate for child and adolescent mental health consumers (both inpatient and outpatient services) in Colorado (29.0 per 1,000 children and adolescents) was higher than the U.S. rate (27.0), the rate for Western states (28.1), and for Coloradans of all ages (19.4).
- Services for children and adolescents were identified by surveys of Regional Care Collaborative Organization (RCCO) providers and stakeholders as being underserved for mental health services in regions 4, 5, and 6 (Denver, Boulder, and the southeastern plains), especially in regard to adolescents who had co-occurring mental health and substance abuse disorders.
- There has been a large increase in the number of adolescents admitted to CMHIP as Incompetent to Proceed (up 111 percent in 2013), suggesting that there is a need for alternatives to inpatient competency restoration for adolescents.
- Colorado ranked 13th among 15 Western states in the rate of children and adolescents receiving publicly funded substance abuse services. Colorado serves children and adolescents at half the rate of the U.S. and Western states even though they have higher rates of illicit drug use.

For full report, go to: <http://1.usa.gov/1KEpPLN>

Community Programs within OBH is responsible for ensuring quality and effective behavioral health prevention, intervention, and treatment services through setting and monitoring standards of care, establishing and enforcing policies, rules, and regulations, developing and implementing programs, providing technical assistance and consultation, and collaborating with consumers, families, and community stakeholders. The services are categorized in four ways:

- Prevention & Intervention,
- Children, Youth & Family Programs,
- Adult & Older Adult Programs, and
- Services for People Involved in Criminal Justice

Prevention and Intervention

Community Prevention Programs 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. The Community Prevention Programs staff provides technical assistance to Colorado consumers, organizations, stakeholders, and the public regarding prevention services. The staff ensures quality of services and advocates for greater public awareness of alcohol, tobacco, and other drug use and abuse issues. The Community Prevention Programs contributes and provides guidance to the development, expansion, and maintenance of the state prevention system using strategies to reach identified outcomes. Most importantly, the identified outcomes from prevention efforts promote healthy behaviors and lifestyles to support positive choices for citizens of Colorado.

The Children, Youth and Family team promotes, monitors and administers quality Behavioral Health Services to children, adolescents, young adults (birth through 24) and their families. Examples of early childhood programming includes Project BLOOM which was funded through a system of care award from the federal Substance Abuse and Mental Health Services Administration (SAMHSA) from 2002-2008. This award was the first made by SAMHSA under the *Comprehensive Community Mental Health Services for Children and Their Families* Initiative to explicitly address young children. The Office of Behavioral Health was awarded this cooperative agreement. Services were delivered in four Colorado communities; the counties of El Paso, Fremont, Mesa and Aurora. This project provided valuable background for much of the current work on early childhood mental health. The Blue Ribbon Policy Council was convened in 2003 by three major early childhood initiatives and the Office of Behavioral Health to focus on comprehensive system building. The convening initiatives were Project BLOOM, Harambe and Kid Connects. Although Project BLOOM and Harambe no longer have funding to support the work, the Strategic Plan developed by the Blue Ribbon Policy Council in 2008 continues to serve as a roadmap for policies that support the social/emotional well being of young children and their families as well as ensure that the principles of the system of care for young children guide the work. The Office of Behavioral Health continues to provide leadership to ensure that this plan is updated regularly to reflect current opportunities and challenges. Since 2007, early childhood specialists have been placed at each one of the 17 publicly funded mental health centers and funds made available to pay for supportive psychiatric services. The primary focus of direct services is non-Medicaid children and families. Staff trained in the unique developmental issues of young children and housed at the mental health centers can work with other community agencies to develop and sustain appropriate programming for the mental health needs of young children.

Children, Youth and Family Programs

The Children, Youth and Family team promotes, monitors and administers quality Behavioral Health Services to children, adolescents, young adults (birth through 24) and their families. Colorado has a long history of efforts supporting families of children and youth with serious mental health challenges. A key aspect of these efforts has been to make family advocates available to families of children and youth with serious mental health challenges. This has included:

- Two comprehensive system of care of care projects, Cornerstone and BLOOM, supported by the Substance Abuse and Mental Health Services Administration (SAMHSA). Both initiatives provided family advocates/family support partners to participating families.

- Participation in the 2009 National Federation of Families for Children's Mental Health Policy Academy – "Transforming Children's Mental Health through Family-Driven Strategies."
- Development of an online Family Advocacy Toolkit by the Federation of Families for Children's Mental Health-Colorado Chapter in collaboration with stakeholders.
- The Collaborative Management Program (HB 04-1451), which includes family advocates and other family engagement efforts in many of the participating communities.
- COACT Colorado, a current System of Care Implementation initiative supported by SAMHSA. Each participating community has at least one trained family advocate.

Colorado is unique among all states in having legislation that recognizes the importance of providing support to families of youth with mental health challenges who are in, or at-risk of becoming involved with the juvenile justice. First, HB 07-1057 authorized the development and evaluation of three **family advocacy** demonstration programs focused on this population. These initiatives focused on three different settings - schools in Montrose County, the juvenile assessment center in Jefferson County, and a youth detention facility in Denver. Second, HB 11-1193 kept the family advocacy framework and definitions intact and requires the Colorado Department of Human Services to develop rules and standards, 2 CCR 502-1, 21.200.4, and provide technical assistance to aid in the development of family advocacy programs. The rules and standards cover areas such as policies, training, supervision, and data collection.

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.

Colorado's Trauma Informed System of Care, now called COACT Colorado (coactcolorado.org), is supported by a cooperative agreement between the Colorado Department of Human Services and the Substance Abuse and Mental Health Services Administration (SAMHSA), administered by the Office of Behavioral Health in partnership with the Office of Children, Youth, and Families, and other local partners. The system of care in Colorado builds on existing infrastructure such as the Collaborative Management Program (HB 04-1451). All child and youth serving agencies are involved, including the public mental health system, child welfare, juvenile justice, and education.

A statewide goal for the system of care is to develop a sustainable infrastructure to coordinate and fund services for families of children and youth with complex needs. Colorado is now piloting its first care management entity (CME) in El Paso County. A CME is a centralized organization that blends funding, organizes services and supports, and serves as a hub of accountability across agencies.

COACT Colorado is currently supporting 16 Communities of Excellence in a total of 20 counties throughout the state. Each Community of Excellence receives funding to support wraparound facilitators, family advocates, infrastructure development, and flexible funding services for families. All Communities of Excellence receive technical assistance in family engagement, youth engagement, cultural competency, and lesbian, gay, bisexual, transgender, and questioning (LGBTQ) responsiveness. Cross-system trainings are also available on other topics such as trauma informed care and serving youth with both mental health and substance abuse disorders.

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.

There are 3 levels of **residential care** for children and youth in Colorado; all are licensed and monitored by the Colorado Department of Human Services, Division of Child Care and include:

- Residential Child Care Facilities (RCCF) are the lowest level of residential care in Colorado. RCCFs provide 24-hour residential group care and treatment for 5 or more children between the ages of 3 up to 18. Some facilities can take youth up to the age of 21 who are placed by a court order prior to their 18th birthday. Youth are not required to have a mental health diagnosis to be placed in a RCCF.
- Therapeutic Residential Child Care Facilities are the second highest level of residential care in Colorado and provide 24-hour residential care for those youth who cannot be maintained in a less restrictive setting such as an RCCF, group home, foster care or their own home and who require mental health services for both the youth and the family. These facilities provide individualized mental health services on a fee for service basis for Medicaid recipients or contractually with the health care provider (BHO or insurance). Youth must have a mental health need and diagnosis to be placed in this level of care. Licensed mental health professionals treat and monitor youth and family's progress in treatment. These facilities are licensed as an RCCF and a TRCCF.
- Psychiatric Residential Treatment Facilities (PRTF) are the highest level of residential care in Colorado. They provide 24-hour residential care for those youth who cannot be maintained in less restrictive settings such as TRCCFs, RCCFs, group homes, foster care, or their own home. Services include individualized, intensive mental health treatment for both the youth in placement and the family that is directed by a licensed physician and they are Medicaid funded. Youth placed in these facilities must have a current mental health diagnosis and be in need of significant mental health services. These facilities are licensed as an RCCF and a PRTF but can be also licensed as a TRCCF.

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&pagename=CBONWrapper>

Services for People Involved in Criminal Justice

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. This continues to be a very active Task Force and most recently was focused on developing standards for restoration of juveniles to competency and addressing the need for information sharing.

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 Youth with Mental Health Issues and Co-Occurring Disorders*)

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.

The **substance abuse** 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.

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.

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 Division s 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 provides 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 collect's a surcharge from Minor in Possession (MIP) citations, and other youth offenses, which is appropriated to the Office of Behavioral Health for dissemination to adolescent substance abuse prevention and treatment programs. As of 2013 programs licensed to treat minors 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.

In 2011, OBH 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 Office 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 was 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 was 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 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 educate the public, with particular emphasis on the education of young drivers, regarding the dangers of persistent drunk driving.

Colorado was the recent recipient of a SAMHSA Building Bridges Initiative whose mission is to identify and promote practice and policy initiatives that will create strong and closely coordinated partnerships and collaborations between families, youth, community- and residentially-based treatment and service providers, advocates and policymakers to ensure that comprehensive services and supports are family-driven, youth-guided, strength-based, culturally and linguistically competent, individualized, evidence and practice-informed, and consistent with the research on sustained positive outcomes. Two pilots have been selected, the 10th JD in the Pueblo region and the 18th JD, Douglas/Arapahoe County area.

Finally, the Colorado Office of Behavioral Health, in keeping with national census data and, in an effort to advance Behavioral Health equity statewide, is currently revising the statewide Behavioral Health data collection system to include required fields related to not only ethnicity, but race, gender, sexual orientation, disabilities, language, military status, education level and SES. This is to further understand where disparities exist and better respond to the increasingly diverse population of Coloradans. To remove ethnicity as a data collection field for juvenile justice data, the Behavioral Health System would not only fall behind an ever increasing focus on DMC and disparities in the JJ system, they would also lose their ability to best understand ways in which our Colorado can best respond to the needs of juveniles involved in the CJ system.

Department of Healthcare Policy and Financing (HCPF)

The Department of Healthcare Policy & Financing is the federally designated Single State Agency to receive Medicaid (Title XIX) funding from the federal government for administration or supervision of the Medicaid program and thus oversees and operates Colorado Medicaid, Child Health Plan Plus (CHP+), and other public health care programs for Coloradans who qualify. Its mission is to improve health care access and outcomes for the people they serve while demonstrating sound stewardship of financial resources. Over the past several years, the juvenile justice and delinquency prevention arena has enjoyed a much more active and collaborative role with HCPF in many of the system improvement efforts currently underway in the state. Much of the information contained below can be found in the Department of Healthcare Policy & Financing's FY 2014-15 Performance Plan located at: <https://www.colorado.gov/pacific/sites/default/files/Colorado%20Department%20of%20Health%20Care%20Policy%20and%20Financing/Department%20Fiscal%20Year%202014-15%20Performance%20Plan.pdf>

In January 2012, the Department initiated a new Strategic Management Process which operates year-round to formulate, implement, and evaluate strategy. Strategy formulation activities in calendar year 2012 centered on development of a Department Strategy Map (see page 5) as the cornerstone of the Department's annual Performance Plan. In developing its Strategy Map, the Department recorded over 500 "touchpoints" or interactions with managers and staff who contributed to the development of goals, strategies and performance measures. External and internal assessments were completed to prioritize and distill themes from a Department analysis of strengths, weaknesses, opportunities and threats (SWOT). Distilled themes were mapped to six "lenses" commonly used across private, public, and non-profit sectors to evaluate business success: Customers; Communication; Technology; People; Process; and Financing. These lenses, paired with Department themes, formed the foundation for the Department's six strategic policy initiatives listed below, designed to ensure customer-focused performance management:

- Customer** – Improve health outcomes, client experience and lower per capita costs
- Communications** – Sustain effective internal and external relationships
- Technology** – Provide exceptional service through technological innovation
- People** – Build and sustain a culture of recruiting and retaining talented employees
- Process** – Enhance efficiency and effectiveness through process improvement
- Financing** – Ensure sound stewardship of financial resources

Integrating behavioral health and physical health is a key priority for the Department. Traditionally, mental health and substance use services have been systemically separated from physical health services, worsening a cultural stigma often attached to individuals in need of care. A health system in which physical health is separated from behavioral health — and in which only one condition is treated at a time — results in poor quality and high costs. Integrated care is a proven approach to reduce costs, support better outcomes, and improve the experience of care for individuals who have both physical and behavioral conditions.

The Department's Community Behavioral Health Services program is a statewide managed care program that provides comprehensive behavioral health services to all Coloradans enrolled in Medicaid. Medicaid members are assigned to a Behavioral Health Organization (BHO) based on where they live. BHOs arrange or provide for medically necessary behavioral health services to the clients in their service areas. In November 2013, the Department published a Request for Proposals (RFP) to re-procure the BHO contracts. Among other stipulations, the RFP included requirements for behavioral health integration, trauma informed care and care coordination. The Department also integrated the limited fee-for-service substance use disorder (SUD) benefit into the BHO managed care contract, with the addition of two new services – Medication Assisted Treatment and Peer Advocate Services.

Of great importance to Colorado's youth and families, HCPF's **Colorado Opportunity Project** supports low-income Coloradans with economic opportunities for upward mobility, and a pathway to the middle class that ends their reliance on safety net programs. State agencies are aligning their efforts to deliver evidenced-based programs to Coloradans to help move them up the economic ladder and towards self-sufficiency. The alignment of government programs eliminates fragmentation among state agencies, reducing duplication of services and making more efficient use of taxpayer dollars all while providing new economic opportunities to low-income Coloradans.

In 2013, 13% of all Coloradans lived in poverty¹. The impacts of poverty are significant. Those in poverty are more likely to have complex health conditions, and treating these conditions is expensive. Providing child care and food assistance is expensive. Housing Coloradans in the criminal justice system is expensive. The Project uses high-quality, cost-effective, evidence-based programs already available in Colorado and improves them with better coordination and well-defined goals and measures, saving taxpayer resources and moving citizens out of poverty and towards independence. Initiatives included in the Colorado Opportunity Project will be part of a larger community effort to enhance economic opportunities for low-income Coloradans and may receive new resources to enhance and expand their efforts.

The goal of the Colorado Opportunity Project (the Project) is to deliver proven interventions that create opportunities for all Coloradans to reach middle class by middle age. The Project is based on the idea that opportunities (or obstacles) to reaching middle class are presented at each stage of life, from prenatal to adulthood. We must focus on interventions shown to make a difference in creating pathways and removing obstacles at each life stage; for example, the opportunity for early childhood education has an impact on school readiness and, therefore, lifetime earnings. This approach enables us to compare the long-term effects of different interventions and their ability to change the life prospects of less-advantaged Coloradans. Clients who fall off the path can also get back on at any life stage by receiving the right intervention(s).

The Project creates a shared understanding of what opportunity looks like in Colorado, and aims to coordinate the efforts of government, private, non-profit and community partners to align initiatives and support economic opportunity to Coloradans in a streamlined and efficient way.

To do this, the Project:

- **Creates common performance indicators (milestones):** The Project establishes a common set of indicators to define opportunity in Colorado, so government agencies, non-profit, private and community initiatives work toward the same goals with the same understanding of what needs to be done. The indicators are common milestones that are important to success in life, like being born at a healthy weight, being prepared for school and graduating from high school.

The Project's indicators all have strong evidence to support that they are predictive of future life success. The indicators were selected based on the availability of data in Colorado and are based on the following factors:

- Predictive – reliably predict success in the life stages that follow
 - Intuitive – make sense to policy makers and users
 - Available – can be captured in existing datasets
 - Feasible – work at a practical and political level
- **Identify evidence-based interventions that work:** The Project will work with stakeholders across Colorado to identify evidence-based programs, policies, initiatives, benefits, etc. that help Coloradans achieve self-sufficiency and economic opportunity.
 - Evidence-based interventions are broadly viewed as those that increase the likelihood of positive outcomes for participants. By measuring the outcomes of an intervention, policy makers can justify funding and ensure the efficient use of resources.
 - The Project may include many different types of proven interventions: programs, policies, initiatives, benefits, and regulations, even areas of alignment between programs, initiatives and benefits. All interventions included in the Project must demonstrate direct influence on the Project's indicators.

The project is in the midst of asking community partners to complete a survey of programs, initiatives, benefits, interventions to be included in the Opportunity framework. The survey will remain open until June 15 2015. Interventions may include any government, private, non-profit or community based initiative, program, policy, benefit, regulations, etc. proven to foster health and educational attainment and remove barriers for Coloradans to move up the economic ladder towards middle class. <https://www.colorado.gov/pacific/hcpf/colorado-opportunity-project>

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.

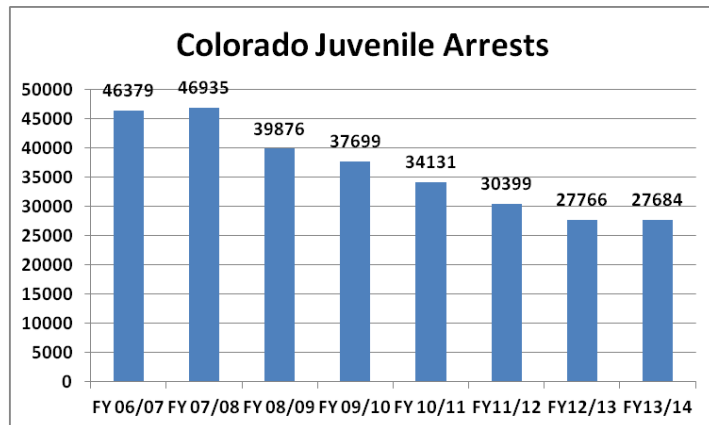
Per state statute each of the 64 counties in Colorado has a sheriff who is elected every four years. The sheriff is responsible for maintaining a county jail, providing civil and criminal paper service, transportation for the courts, responding to requests for service in the county outside municipalities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

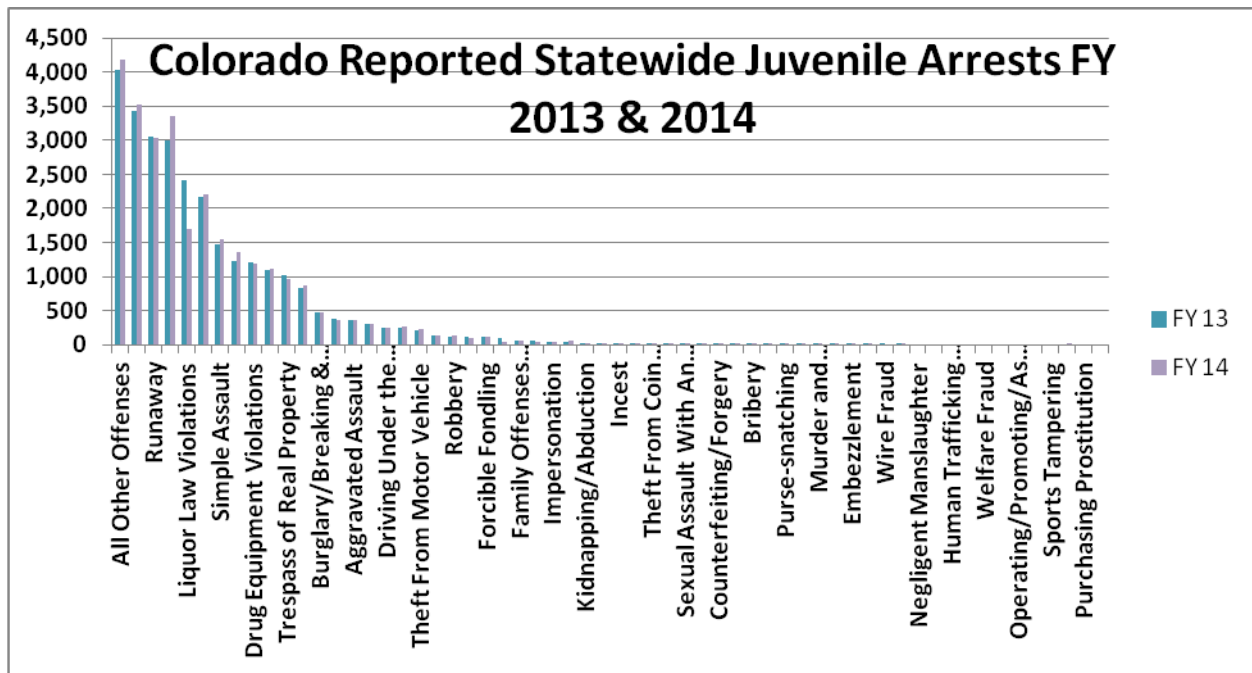
The Colorado State Patrol (CSP) is a division of the Colorado Department of Public Safety. Its major responsibilities are to patrol state highways for traffic violations, provide accident assistance and conduct investigations. The administrative office is located in Denver with additional command sub-stations 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 121-123, 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 year arrests have decreased by .3%, delinquency petitions decreased by 5.5%, detention rates reduced by .4% and juvenile commitment rates decreased by 1.2%.





What continues to be a concerns is the racial and ethnic disparities at arrest. While black youth represent 5% of the state juvenile population ages 10-17, they represent 17% of the arrests.

Colorado Juvenile Arrest Data	FY 2013/14			
	Population ages 10-17		Juvenile Arrests*	
	#	%	#	%
Total	555,448	100%	27,684	100%
White	329,411	59%	14,280	52%
Black	26,303	5%	4,671	17%
Hispanic	172,237	31%	8,361	30%
Asian	21,400	4%	239	1%
Native American	6,097	1%	133	0.48%
Other/Unknown	--	--	--	0%

Data Sources: Population data from Colorado State Demography Office, <http://dola.colorado.gov/dlg/demog/2010censusdata.html>. Arrest data from CBI Perspective System. Extracted 2014 and analyzed by DCJ.

What is yet an unknown for Colorado is the impact on juveniles of the legalization of marijuana for adults over age 21. To address the unknown, a significant portion of the tax fund created as a result of the legalization of marijuana is being redirected to efforts to address some of the unintended consequences of legalization.

In March 2015, the Governor signed HB 15-1022 which created an opportunity for formal diversion at the law enforcement decision point for juveniles who could be charged with petty offenses. If certain conditions have been met, the screening entity shall offer a petty offense contract to the juvenile and his or her parent or legal guardian. If the juvenile satisfies the conditions of the contract, the prosecuting attorney shall not file charges with the court.

An important resource to law enforcement officers is the local **Juvenile Assessment Centers**. 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 past 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 delivered the CIT Schools & SRO's Toolkits through train the trainer courses (3 courses held in 2011) and introduced the toolkit at the National School Resource Officer Conference in Denver, Colorado in July 2012. More recently, the JJDP Council's Emerging Leaders (youth) sponsored a CIT training with Denver Public Schools in 2014.

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.

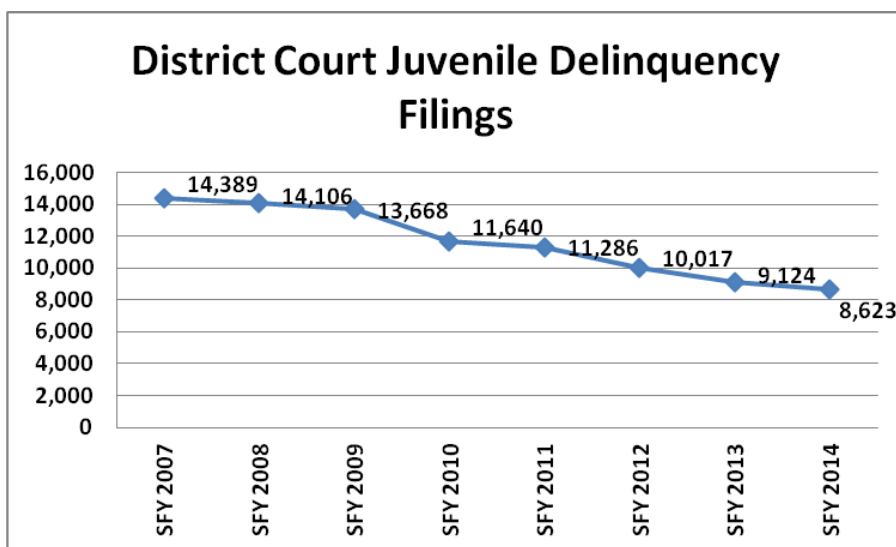
Because of passage of **HB 13-1254**, 2013 was a big year for **Restorative Justice** in Colorado as it expanded and clarified the restorative justice programs with the goal of keeping juveniles out of the juvenile justice system. Significant provisions of the bill included establishing a juvenile pilot program, collecting information about the programs and creating a database, changing the procedure for initiating the restorative justice process, adding members to the Restorative Justice Coordinating Council, creating a surcharge to cover program costs, and clarifying language in the original bill.

This bill created pilot programs in four districts: two new programs in the 10th and 19th districts (Pueblo and Weld), and two existing ones in the 12th and 20th districts (Alamosa and Boulder). Prior to filing charges, District Attorneys would identify juvenile first offenders who committed non-traffic misdemeanors or Class 3, 4, 5 and 6 felonies and screen them for participation. If the juvenile successfully completes the program, no charges will be filed. Participants will pay a \$125 fee to be a part of the program. The pilot programs will report certain information to the Division of Criminal Justice, with the ultimate goal of obtaining empirical data about the capability of restorative justice practices to reduce costs, lower recidivism rates, and improve the well-being of victims and offenders.

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 40 percent reduction in filings since 2007; 14,389 in SFY 2007 to 8,623 in SFY 2014; a 5.5% reduction in the last year alone.

District Court Juvenile Delinquency Filings							
SFY 2007	SFY 2008	SFY 2009	SFY 2010	SFY 2011	SFY 2012	SFY 2013	SFY 2014
14,389	14,106	13,668	11,640	11,286	10,017	9,124	8,623

Source: Judicial Department Annual Reports FY 2007-2014



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 2014 was theft (1,594 or 18.0%) followed by assault (1,195 or 14.0%).

Highest percentages of delinquency filings by type of case						
Case Type	SFY 2011-12		SFY 2012-13		SFY 2013-14	
	# of Cases	% of Total Cases	# of Cases	% of Total Cases	# of Cases	% of Total Cases
Assault	1,272	11.3	1,282	14.0	1,195	14.0
Burglary	758	6.7	720	8.0	710	8.0
Criminal Mischief	722	6.4	686	8.0	618	7.0
Drugs	932	8.3	928	10.0	824	10.0
Theft	1,587	14.1	1,755	19.0	1,594	18.0
Trespass	699	6.2	563	6.0	578	7.0
Other	1,482	13.1	979	11.0	3,014	35.0
Total	10,017		9,124		8,623	

Source: Judicial Dept Annual Reports FY 2011-12 to FY 2013-14

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 and remains at that level in 2015.

The Division of Criminal Justice is responsible for administering the state-funded **Juvenile Diversion** funding. In 2015, it awarded funds to 19 programs in 16 of the 22 Judicial Districts. Nine programs were located within District Attorneys' Offices, 1 was county-based, 1 was a municipal program and 8 were community-based programs.

A Formula Grant-funded juvenile diversion study is currently underway with the OMNI Institute. The overarching aim of the study 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.

- On average, youth were 15 years old at the time of intake into diversion.
- The majority (67%) of youth participating in diversion were male and over half (58%) of diversion participants were White, non-Hispanic ; just under a third (31%) of participants were identified as Hispanic or Latino; and 5% identified with more than one race. African American participants comprised only 3% of the entire sample.

Findings from the DCJ Juvenile Diversion Evaluation note that diversion programs served 2,931 youth across Colorado during 3 years of data collection. Programs differed greatly in the numbers of youth served with programs on average serving 147 youth; the smallest programs served fewer than 35 youth and the largest program served over 400 youth. Findings also indicate that juvenile diversion programs significantly impact the selected short-term outcomes in the desired direction of change. Additionally, the vast majority of youth (85%) who were referred to diversion completed programming successfully.

Findings suggest that programs are effective at reducing recidivism. Specifically, three short-term outcomes (self-esteem, locus of control, and risky behavioral intentions) are significantly correlated with recidivism and can therefore be used as indicators of effectiveness in reducing risk for recidivism.

Results indicate that agencies are serving different proportions of higher risk youth. Specifically, about 50% of youth served by programs situated in urban areas (primarily DA programs) have had prior contact with police (whether filed on or not) before entering diversion.

Youth background characteristics (gender, race, age of offense, type of offense, point of referral, etc.) did not significantly influence youths' success in diversion and only a few background factors were associated with youths' likelihood to recidivate. Specifically, males and youth with prior contact with police were more likely to recidivate.

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.

The Division of Youth Corrections contracted with the Center for Research Strategies to conduct its evaluation of the Senate Bill 94 program. Portions of that report are excerpted below to provide information regarding the youth served and services provided by the SB 94 program. Also used for this

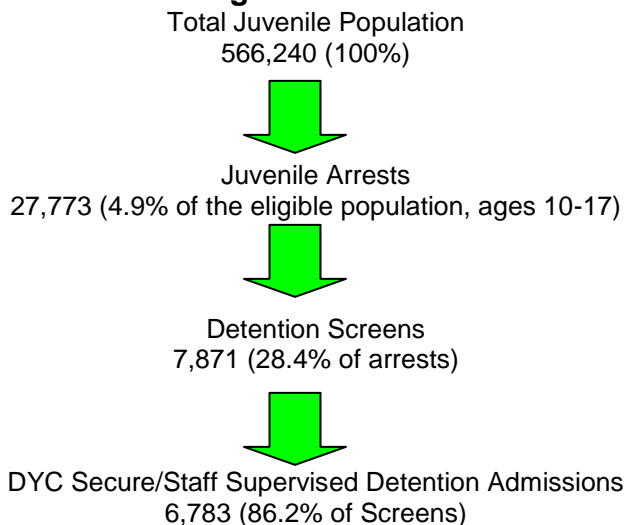
section was the Division of Youth Correction's Management Reference Manual for FY 2013-14. Both reports can be located at: <https://sites.google.com/a/state.co.us/cdhs-dyc/home/resources-publications/reports-and-evaluation>.

In FY 2003 - 04, the Legislature imposed a cap (479) on the number of juvenile detention beds that can be utilized at any given moment. The cap has since been reduced two additional times; July 1, 2011 to 422, and to its current limit of 382 on April 1, 2013. The SB 94 program assists the courts in effectively managing detention bed utilization by funding community-based services (e.g., supervision, treatment, support) for youth who can be safely supervised in the community. Community service provision enhances the detention continuum capacity, ensuring that detention beds are available when needed. Statutory language provides that districts may borrow beds within an established 'catchment' area. Statutes also contain provisions for emergency release of detained youth in the event that a district is unable to borrow a bed.

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.

During FY 2013-14, there were 27,773 juvenile arrests across the state of Colorado. Over one-fourth of arrests resulted in the youth being screened for detention placement and 24.5% of those arrests resulted in a secure detention admission. The number of secure detention admissions per youth ranged from 1 to 16 and slightly more than one-third of admitted youth were placed into secure detention on more than one occasion

Juvenile Justice Filtering Process to Detention- FY 2013-14



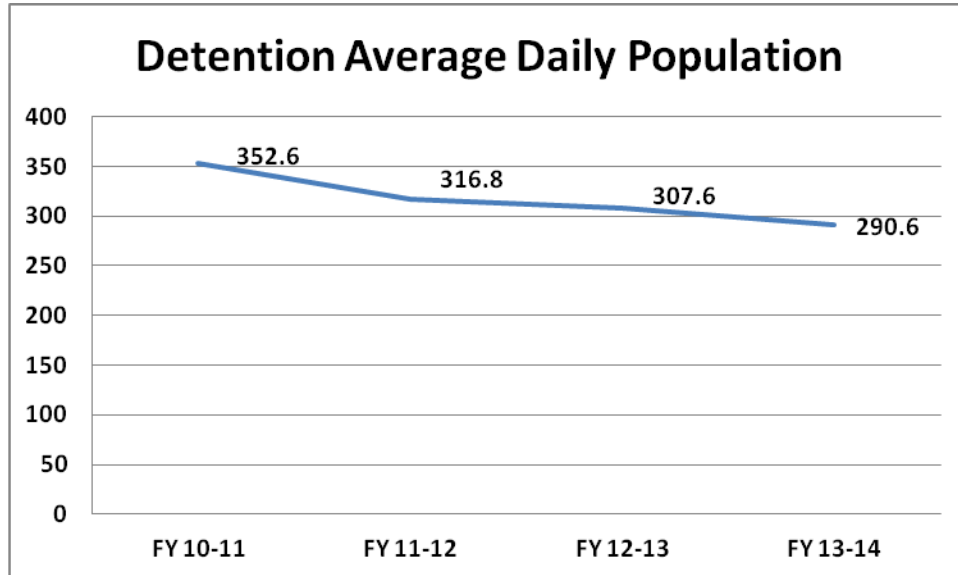
During FY 2013-14, 6,465 unique youth were served along the detention continuum. Statewide, more than three-quarters of the youth served were male, and Caucasians represented the greatest percentage of any ethnic/racial group. During this same period, 4,013 unique youth were admitted to secure detention, a large number (n=1,564; 39.05%) having more than one detention admission in the one year span.

As can be seen from the chart below, during FY 2013-14, 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. Pre-adjudicated detention admissions accounted for 37% of secure detention

admissions. This value did not change substantially from the last fiscal year but does represent a decline from FY 2010-11.

Detention Reason for Secure Detention Admissions FY 2010-11 to 2013-14				
Reason	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14
Number of Secure Detentions	8,435	7,751	7,324	6,783
Preadjudicated	37.7	37.5	38.7	37.0
Felony	23.2	23.5	23.5	23.7
Misdemeanor	14.5	14.0	15.2	13.3
Sentence to Probation	1.9	1.1	0.9	4.6
Technical Violation	1.1	0.8	0.5	3.7
New Charges	0.8	0.3	0.4	0.9
Detention Sentence	13.8	15.2	13.1	10.1
Probation Sentence	1.0	1.6	0.5	0.2
Detention Sentence	8.9	10.4	9.7	7.8
Valid Court Order Truancy	3.9	3.1	2.8	2.0
Awaiting DSS Placement	0.0	0.1	0.1	0.1
Warrants/Remands	45.9	45.4	46.4	46.8
Failure to Appear (FTA)	10.2	9.3	10.1	11.8
Failure to Comply (FTC)	35.7	36.2	36.3	35.0
Other	0.5	0.7	0.8	1.2
DYC Committed	0.2	0.1	0.1	0.3

Median length of stay (LOS) has been stable over the past six years. The fiscal year 2013-14 median of 7.0 days is only slightly below the six-year high of 7.1 days, and matches the six-year low of 7.0 days.



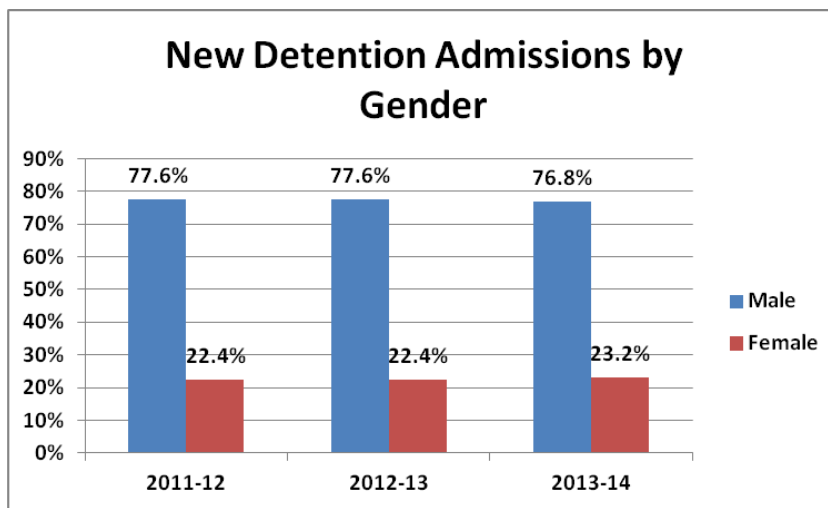
Since FY 2008-09, JDs have been required to use the CJRA Prescreen for every youth admitted to a secure detention facility. Use of the CJRA Prescreen has improved since it was first implemented. In FY 2013-14, 87.9% of all youth received a CJRA Prescreen shortly after admission to a secure detention facility (see Table Below). 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. It is also important to remember that 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 2010-11	8,435	7,577	89.8	34.0	29.5	36.5
FY 2011-12	7,751	6,793	87.6	32.4	33.0	34.6
FY 2012-13	7,324	6,022	82.2	32.3	33.2	34.5
FY 2013-14	6,783	5,965	87.9	30.3	33.2	36.5

Comparing LOS with the risk of the youth reveals that youth whose Colorado Juvenile Risk Assessment prescreen scores indicated low risk had a median LOS of 5.0 days, while youth with moderate and high CJRA scores had median stays of 8.6 and 11.9 days, respectively.

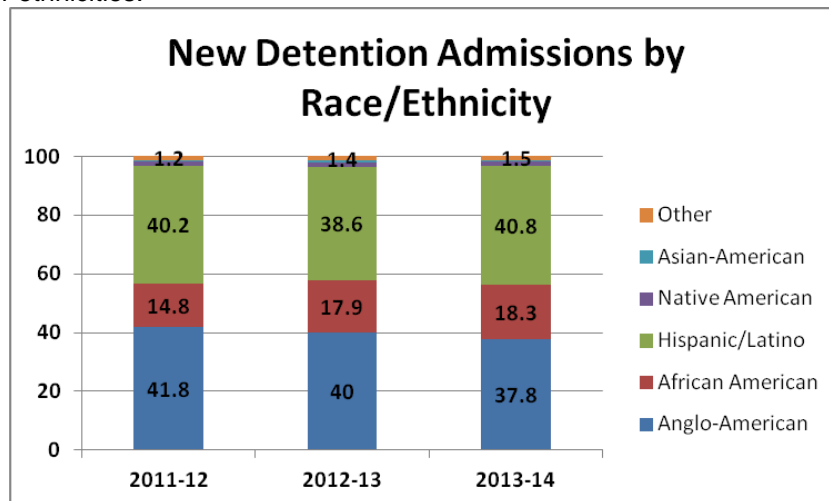
Gender

- Over the past three years the proportion of new admissions to detention by gender has remained fairly stable. In FY 2013-14, 76.8% percent of new detention admissions were male and 23.2% were female.



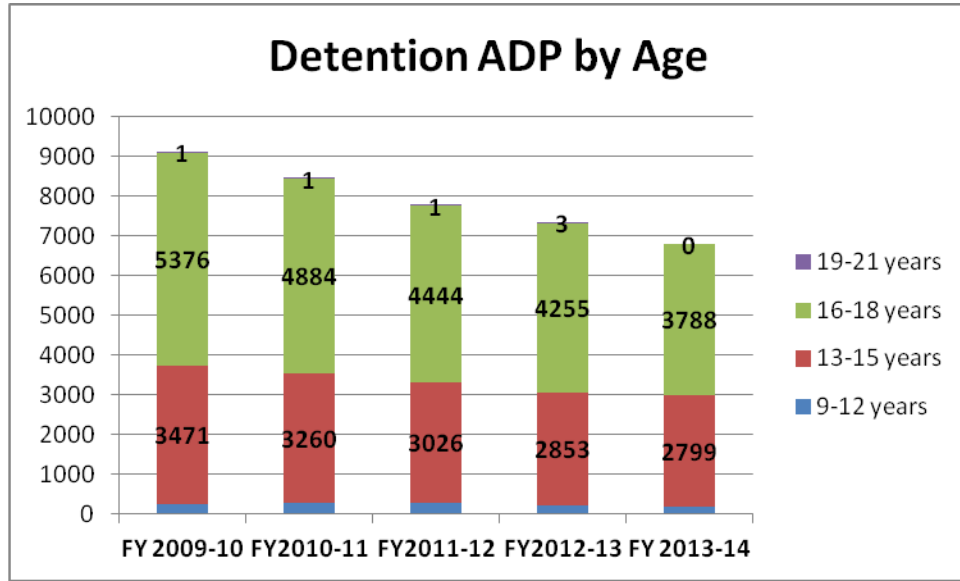
Ethnicity

- In this past year, Hispanic/Latino became represented the largest ethnic group (40.8%) admitted into in DYC detention facilities, followed by Anglo-American youth (37.8%), and African-American youth (18.3%). The remaining three percent of admissions are Native-American, Asian-American, and other ethnicities.



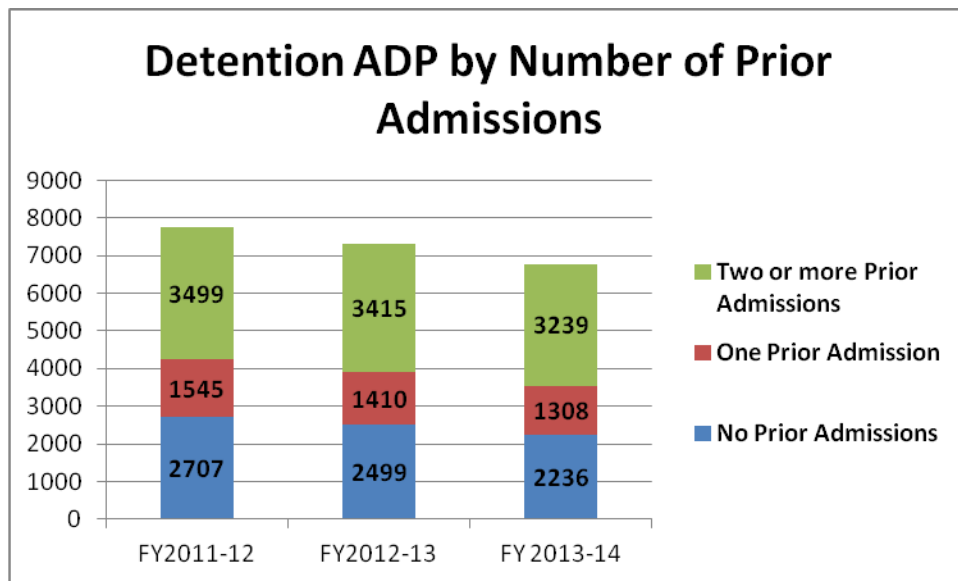
Age

- The average age at admission in FY 2013-14 was 16.0 years, which is the same as the last five years (16.1).



Prior Admissions

- Sixty-seven percent of the youth admitted to detention in FY 2013-14 had one or more prior detention admissions. This percentage has been consistent for the past few years.



The Division of Criminal Justice, Office of Research and Statistics conducts legislatively mandated annual **population forecasts** for juvenile detention, commitment and parole. What follows is information from January 2015 Correctional Population Forecasts, available at: <https://www.colorado.gov/pacific/dcj-ors/ors-prisonpopproj>.

Prior to 2004, juvenile detention projections were included in the annual DCJ correctional population forecasts. The passage of S.B. 03-286 placed a limit of 479 beds for detention placements, so the development of these projections was suspended. In 2011, this bed limit was further lowered to 422 beds in 2011 and to 382 in 2013. However, the re-introduction of juvenile detention forecasts by DCJ was made at the request of the Colorado Joint Budget Committee in 2012.

The following bullets outline factors influencing this year's forecasts of the size of the juvenile commitment and detention populations, new admissions to DYC and the parole caseload in the upcoming five years:

- The population of youth committed to the Colorado Division of Youth Corrections (DYC) has consistently declined over the past eight fiscal years. The year-to-date ADP dropped by an average of 4.6% per year between FY 2007 and FY 2010. This decline accelerated to an average of 9.1% over the following four years. Overall, the ADP has fallen by 45.1% since the end of FY 2006.
- Both the detained and the committed populations have continued to exhibit a pattern of decline during the first five months of FY 2015.
- The number of juvenile delinquency court filings has fallen each year over the past decade. In FY 2012 alone, delinquency filings decreased by 11.2%. Such filings continued to decrease across the next two years, though the rate of decline slowed to 8.9% in FY 2013 and 5.5% in FY 2014. While this reduction in delinquency filings influences the projected downward trend in the commitment population, the moderation of the decline in filings also moderates the projected rate of decline.
- Juvenile probation revocations have fallen each year since FY 2010. The number of revocations fell by 9.7% over FY 2014 alone. Since many new commitments are the result of a probation revocation, this exerts a significant downward influence on the forecast.
- New commitments to DYC began to drop in FY 2006. The most significant declines occurred in fiscal years 2011 and 2012, by 13.2% and 17.2% during each of those two years. This rate of decline slowed to 8.3% in FY 2013, and further to 3.3% in FY 2014. However, this rate has accelerated in early FY 2015. The number of admissions in the first four months of FY 2015 was 24.4% lower than observed during the same time frame last year.
- While commitment types remained very consistent between FY 2011 and FY2013, non-mandatory sentences increased over the past year (from approximately 69% of all commits in the prior 3 years to 77% in FY 2014). This corresponds with the increase in the number of juveniles committed due to a probation revocation, which accounted for approximately 58% of new commitments in FY 2013 compared to 69.5% in FY 2014. Sentences for non-mandatory commitments and for probation revocations are generally shorter than for other commitment types, which serves to drive the commitment population down.
- While the length of stay for commitment discharges has exhibited a consistent, though slight, increase over the past several years, this trend is likely to be moderated by the increase in non-mandatory admissions once these juveniles are discharged.
- Forecasts of the size of the Colorado juvenile population provided by the Colorado Demographer's office indicate continuing growth. The growth rate increased to 2.2% in 2014, and is expected to remain over 2% through 2017. Growth in the juvenile population does exert some upward pressure on the juvenile justice system as a whole.¹²

In addition to the above factors, a good deal of legislation has been passed in recent years which is expected to significantly influence the juvenile population, particularly the detention population.

- House Bill 12-1139 changed the presumption that juveniles who are charged as adults are to be detained in an adult facility. Juvenile defendants are now required to be held in a juvenile facility, which could increase the juvenile detention population by as many as 50 individuals per year.
- House Bill 12-1271 raised the age for charging a child as an adult from 14 years old to 16 years old. This law went into effect in April 2012, and could increase the number of individuals in the juvenile population in the future since affected juveniles would be sentenced to DYC rather than prison.

- House Bill 13-1254 creates a restorative justice pilot project, which allows a juvenile who is charged with a class 3, 4, 5, or 6 felony and has no prior charges to participate in a restorative justice program as an alternative to adjudication.
- Senate Bill 13-177 reduced the bed cap for detention facilities from 422 to 382. However, the population has been substantially below 382 since July of 2009 and has continued to fall in the interim. Reducing the bed cap appears to have negligible influence on the size of the detention population.
- House Bill 13-1021 limits detention for truants to a maximum of 5 days. Approximately 4% of youth placed in detention are for truancy charges. In FY 2013, 41% were held for longer than 5 days. In FY 2014, the percentage of those held longer than 5 days dropped to 22%. This trend could serve to slightly reduce the average length of stay in detention.
- House Bill 14-1023 requires the Office of the State Public Defender to hire social workers to assist in juvenile defense cases. This could lead to fewer juveniles receiving commitment or detention sentences.
- House Bill 14-1032 requires that a juvenile detained for a delinquent act be represented by counsel at the detention hearing.

As is the case with the juvenile commitment forecast, the detention population is expected to decline throughout the forecast period. Unlike the commitment forecast, however, this decline is expected to be minimal in the first year, falling by only 0.5% in FY 2015. However, the rate of decline is expected to accelerate over the following four years resulting in an overall decline of 16.2% by the end of FY 2019.

While the decrease in ADP observed over the prior six years continued through FY 2014, the rate of decline appears to have slowed in early FY 2015. Over the 12 months following November 2010, the detention ADP fell 6.6%. The following 12 months saw a 4.9% decline, which fell to 3.3% over the next 12 months. As of November 2014, the ADP fell by only 2.8% over the prior 12 months. Additionally, the change in new admissions to detention has also very recently moderated. While new admits fell by 7.4% in FY 2014, the number of new admits in the first four months of FY 2015 has actually increased over the number of new admits during the same time frame last year. These factors provide short-term upward pressure on the size of the population.

However, the declines in all juvenile correctional populations in combination with recent legislation (as previously discussed) are expected to force the detention ADP downward and intensify the rate of decline between the end of FY 2015 throughout the projection period.

Juvenile Detention Year-End ADC¹ Forecast FY 2013-FY 2019		
Fiscal Year	Year to Date Average Daily Population (ADP) Forecast	Percent Growth
2013*	307.6	-2.8%
2014*	290.6	-5.5%
2015	289.3	-0.5%
2016	280.1	-3.2%
2017	268.8	-4.0%
2018	256.5	-4.6%
2019	243.6	-5.0

¹Actual ADP figures. Data source: CDHS DYC Monthly Population Report.

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)

The juvenile defense community has been actively engaged in reviews/assessments of the Colorado juvenile justice system beginning with the publication of the National Juvenile Defender Coalition report in the winter of 2012 entitled, "An Assessment of Access to Counsel and Quality of Representation in Juvenile Delinquency Proceedings" through which it highlighted an assessment of access to counsel and quality of representation in Colorado juvenile delinquency proceedings, identified systemic and practice barriers to providing effective representation for children accused of crimes and makes recommendations for reform and also highlighted promising approaches and innovative practices.

This work was then followed by a Legislative Task Force **Juvenile Defense Attorney Interim Committee which** held six meetings during the 2013 interim. Presentations were made by representatives of the National Juvenile Defender Center, the Colorado Juvenile Defender Coalition (CJDC), parents and youth involved in the juvenile justice system, the Division of Youth Corrections, current and former judicial officers, public defenders, district attorneys, representatives of juvenile defense programs in other states, the National Conference of State Legislatures, and staff from the Office of Legislative Legal Services and Legislative Council Staff on a wide range of subjects, including:

- access to and quality of juvenile representation;
- the juvenile adjudication process;
- expungement of records;
- truancy; and
- the juvenile justice systems and practices of other states.

Three bills and one resolution were drafted at the request of the committee, and the committee ultimately recommended that two bills and one resolution be forwarded to the Legislative Council Committee. These were subsequently passed and enacted into law.

HB 14-1032 was designed to ensure access to counsel by establishing **early appointment of counsel** at detention hearings, better access to counsel before first appearances, safeguards on the **waiver of counsel**, and clarifies that a Guardian ad Litem is not a substitute for defense counsel. House Bill 14-1023 requires social workers to be hired at the Public Defender's Office in juvenile cases. Senate Joint Resolution 14-010 asked the Colorado Supreme Court to establish a committee to review juvenile delinquency rules and forms following the enactment of 2014 legislation; and review Chief Justice Directive 04-04 regarding appointment of counsel following the 2014 legislation. Resolution passed the Senate and the House of Representatives.

ADJUDICATION PROCESS

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

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

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

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

SENTENCING

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

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

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

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

Community Supervision/Probation Services

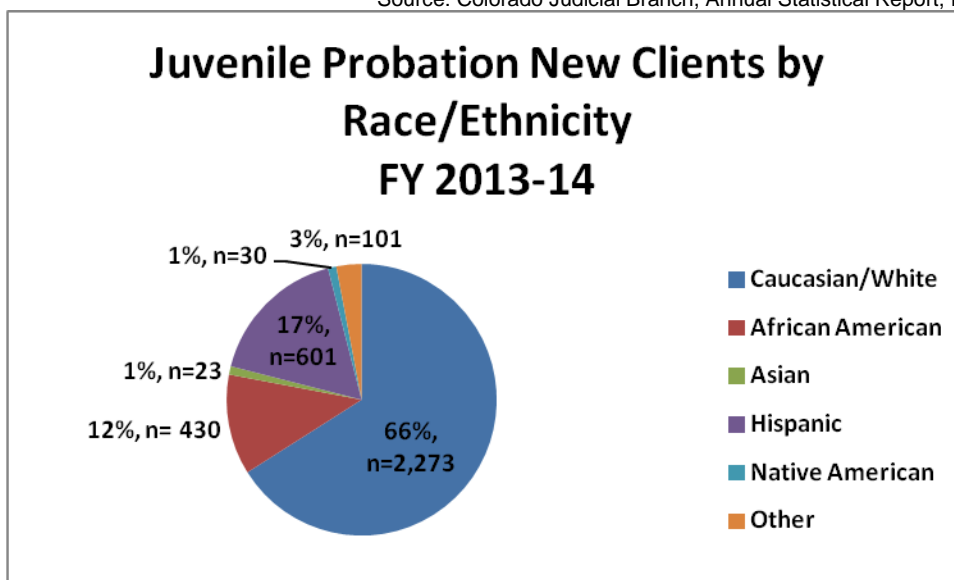
Probation is the responsibility of the Colorado Judicial Branch, excluding county and municipal probation. Managed by the Chief Probation Officer in each judicial district, probation officers provide assessments and pre-sentence information to the courts, supervise the offenders sentenced to community 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 08-09	FY 09-10	FY 10-11	FY 11-12	FY 12-13	FY13-14
New probation cases	5,924	5,707	4,746	4,637	3,992	3,458

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014



The number of new clients accepted into regular juvenile probation numbered 3,458 in FY 2013-14 a 13.4% decrease from the prior year and a 41.6% decline over the past five years. Most new juvenile probationers were Caucasian (66%) with 22% ages 10-14, 18% age 15, 21% age 16 and 24% age 17 at the time of intake.

Juvenile Probation New Clients by Age FY 2013-14				
10-14 Years	15 year	16 Years	17 Years	18+ Years
774	615	721	832	516
22%	18%	21%	24%	15%

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014

A majority of new juvenile probationers were adjudicated on a misdemeanor charge (55%), followed by felony charge (26%).

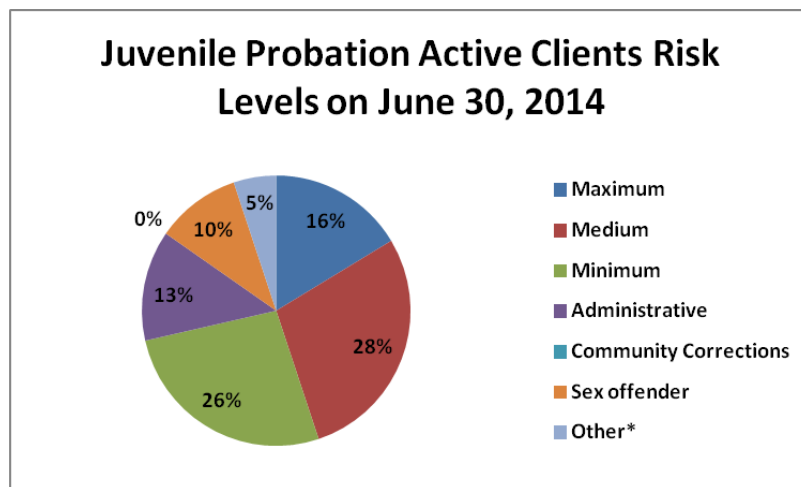
Juvenile Probation New Clients by Offense Type FY 2013-14					
Felony	Misdemeanor	Petty Offense	Traffic	Other	Total
915	1,915	197	2	429	3,458
26%	55%	6%	0%	12%	100%

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014

Of the 4,499 juvenile probationers active on June 30, 2014, 16% were assessed and supervised at the maximum risk level while 28% were at the medium risk level and 26% at the minimum, risk level.

Juvenile Probation Active Clients Risk Levels on June 30, 2014							
Maximum	Medium	Minimum	Administrative	Community Corrections	Sex offender	Other*	Total
639	1,126	1,065	546	16	440	667	4,499
16%	28%	26%	13%	0%	10%	5%	100%

* Includes interstate transfer to another state and new clients within the first 30 days of supervision start date Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014



Successful termination rates have decreased slightly decreasing from 75% in FY 2011-12 to 73% in FY 2013-14. A majority (56%) of juvenile probation clients terminate within the first 12 months of supervision.

Regular Juvenile Probation- Termination Status					
	FY 09-10	FY 10-11	FY 11-12	FY 12-13	FY 13-14
Total Terminations	4,501	3,998	3,826	3,473	3,152
Successful Probation Terminations	73%	74%	75%	72%	73%
Revoked – Unsuccessful Probation Terminations	22%	21%	21%	23%	22%
Absconded- Unsuccessful Probation Terminations	5.0%	5.0%	5.0%	5.0%	5%

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014

Length of Stay on Probation at Termination			
	0-12 months	13-24 months	25+ months
09/10	54%	32%	15%
10/11	53%	32%	15%
11/12	57%	30%	14%
12/13	58%	28%	14%
13/14	56%	31%	13%

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014

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

The JISP Program was implemented in FY 1993 as a community sentencing option for selected high risk juvenile offenders. As a result of its proven effectiveness the General Assembly approved expansion of the program sufficient to allow its existence in all 22 judicial districts. The program is designed to deliver intensive case management to include monitoring of school progress, referral for remedial educational assistance, home visits, electronic monitoring, drug testing, skill building and treatment services, as required. The number of juveniles assigned to a JISP officer is capped at 18.

In FY 2013-14, a total of 244 new clients entered the JISP Program; a majority being transferred from regular probation.

Juvenile Intensive Supervision Probation (JISP) New Clients by order Type FY 2008-09 through FY 2013-14										
	Direct Sentence		Transfer from Regular Probation		Change of Venue		Interstate Transfer to Colorado		Total New Clients	
	Number	%	Number	%	Number	%	Number	%	Number	%
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	100%
FY 2011-12	124	35%	217	61%	13	4%	-	-	354	100%
FY 2012-13	107	35%	177	58%	20	7%	-	-	304	100%
FY 2013-14	102	42%	141	58%	1	0%	0	-	244	100%

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014

In FY 2013-14, 147 juveniles successfully completed the JISP Program who might otherwise have served sentences in the Division of Youth Corrections. Out of a total of 319 clients who exited the JISP Program, 46% successfully completed the program while 54% terminated for a technical violation, a new felony, a new misdemeanor, or absconded from supervision.

Juvenile Intensive Supervision Program (JISP) Successful/Unsuccessful Terminations FY 2010-11 through FY 2013-14								
	FY 10-11		FY 11-12		FY 12-13		FY 13-14	
	Number	%	Number	%	Number	%	%	Number
Successful Probation Terminations	223	50%	199	50%	144	45%	147	46%
Revoked- Unsuccessful Probation Terminations	204	46%	184	46%	166	52%	158	50%
Absconded- Unsuccessful Probation Terminations	21	5%	13	3%	12	4%	14	4%
Total Terminations	448	100%	448	100%	332	100%	319	100%

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014

Looking at the type of revocations from the JISP Program, we see 66% of those revoked in FY 2013-14 were due to technical violations of probation; a slight increase from the prior year (65%).

Juvenile Intensive Supervision Program (JISP) Type of Revocation FY 2010-11 through FY 2013-14								
	FY 10-11		FY 11-12		FY 12-13		FY 13-14	
	%	Number	%	Number	%	Number	%	Number
Revoked- New Felony	18%	36	18%	34	18%	30	20%	31
Revoked- New Misdemeanor	22%	45	14%	26	17%	28	15%	23
Revoked- Technical	60%	123	67%	124	65%	108	66%	104
Total Revocations	100%	204	100%	184	100%	166	100%	158

Source: Colorado Judicial Branch, Annual Statistical Report, Fiscal Year 2014

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.

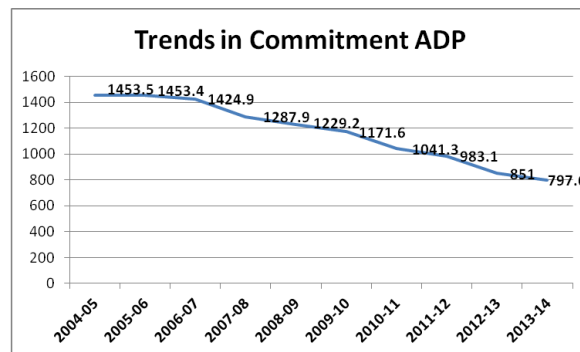
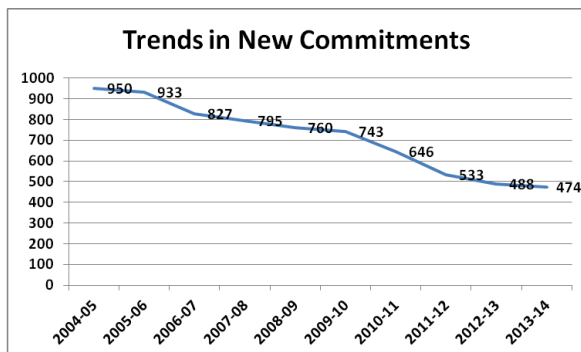
In accordance with Colorado law, counties may create a **Juvenile Community Review Board (CRB)** to approve DYC community level placements. CRB's review information such as a juvenile's delinquency history, social history, educational history, mental health treatment history, drug/alcohol treatment history, 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

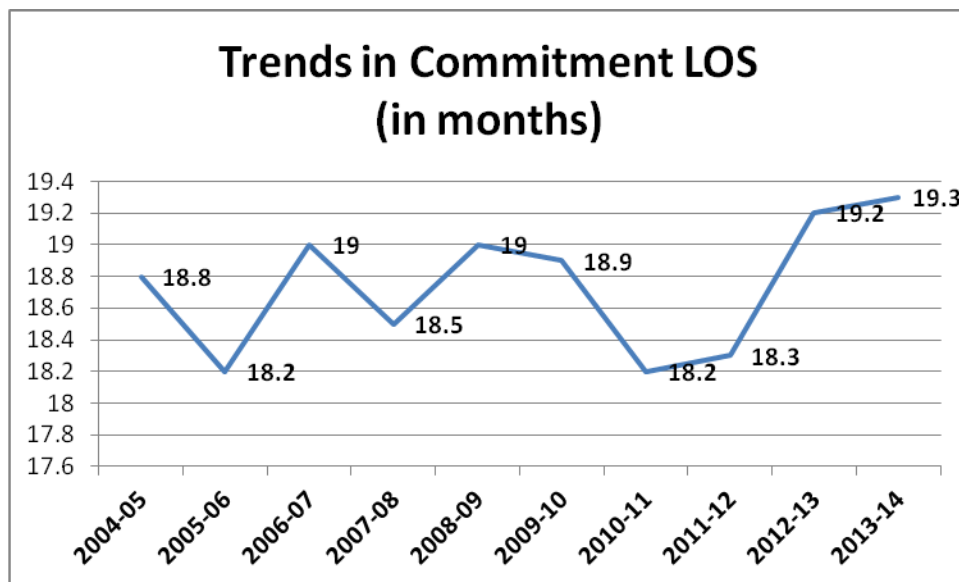
2006, every youth committed to the Division has been assessed for actuarial risk using the Colorado Juvenile Risk Assessment Instrument (CJRA). This instrument measures criminogenic risk, needs and protective factors both from a static and dynamic perspective. The CJRA replaced the Colorado Young Offender 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.

The following data is pulled from the FY 2013-14 Management Reference Manual compiled by the Research and Evaluation Unit of the Division of Youth Corrections. This report is available at: <https://sites.google.com/a/state.co.us/cdhs-dyc/home/resources-publications/reports-and-evaluation>.

During FY 2013-14, the committed population experienced a year of decline in all areas, except LOS which increased to 19.3. Over the past 10 years, commitment ADP experienced a decrease of 655.9 ADP (forty-five percent), going from 1453.5 in FY 2004-05 to 797.6 in FY 2013-14. The number of new commitments also decreased by 45.8%, with 2974 in FY 2004-05 and 1,612 in FY 2013-14.



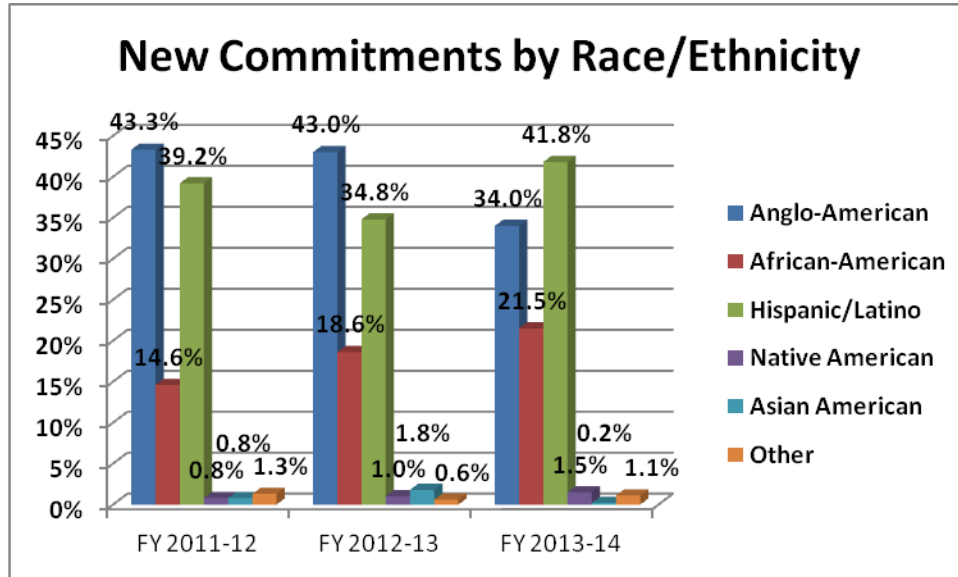
Although the Division has witnessed fewer new youth committed, the average acuity of those committed continue to increase. The rising complexity and seriousness of these youth is based on analysis that show youth scoring higher in risk on multiple CJRA domains, including the areas of school (current), relationships, family, alcohol and drug, mental health, and attitudes and behavior when measured at the time of first assessment. The only two CJRA domains that have shown acuity decreases were the criminal history domain, and the relationships history domain.



What else do we know about the youth committed to DYC?

Ethnicity

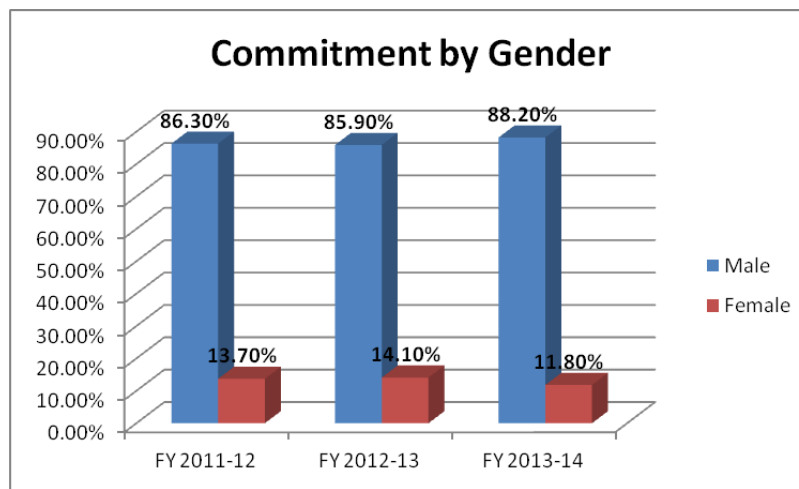
- The majority of new commitments have historically been Anglo, Hispanic/Latino and African American youth respectively, and this holds true for FY 2013-14. This year's ethnic distribution showed an increase in the past year for Hispanic (34.8% to 41.8%) and African American 18.6% to 21.5%).



Source: DYC, Management Reference Manual, 2013-14

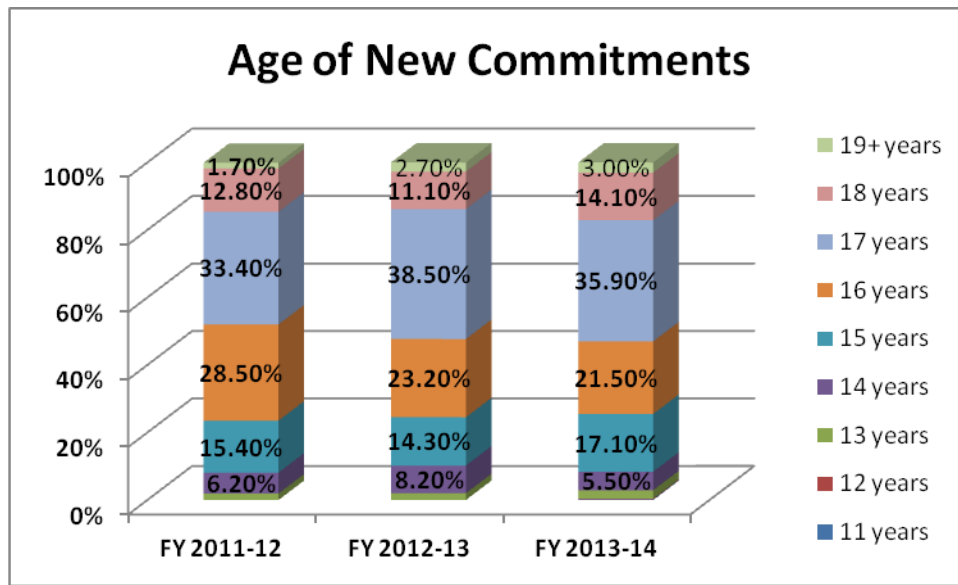
Gender

- The percentage of female new commitments decreased from last year. In FY 2012-13, fourteen percent of new commitments were female dropping to 11.8% in FY 2013-14.
- Females represent 13.3% of DYC's commitment ADP, which has been consistent for the past few years.



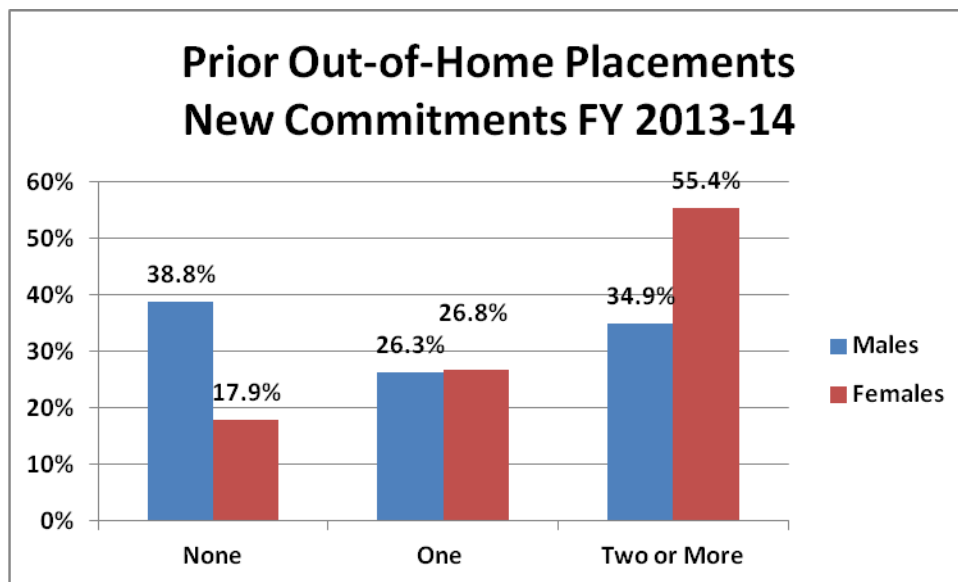
Age

- The average age at commitment has remained stable over the last three fiscal years, at 16.8 years of age.
- The majority of youth are 16 or 17 years old when committed (21.5% and 35.9%, respectively), and 17.1% were 15 years old.



Source: DYC, Management Reference Manual, 2013-14

- In FY 2013-14, eleven percent of newly committed youth received mandatory sentences; down from 19% last year. Mandatory sentences include repeat offenders, violent offenders and aggravated offenders as well as sentences mandated by the courts.
- The average age at first adjudication was 14.7 years for males and 15.0 years for females.
- In FY 2013-14, sixty-four percent of youth had one or more out-of-home placements; 55.4% of females committed had two or more prior out-of-home placements.



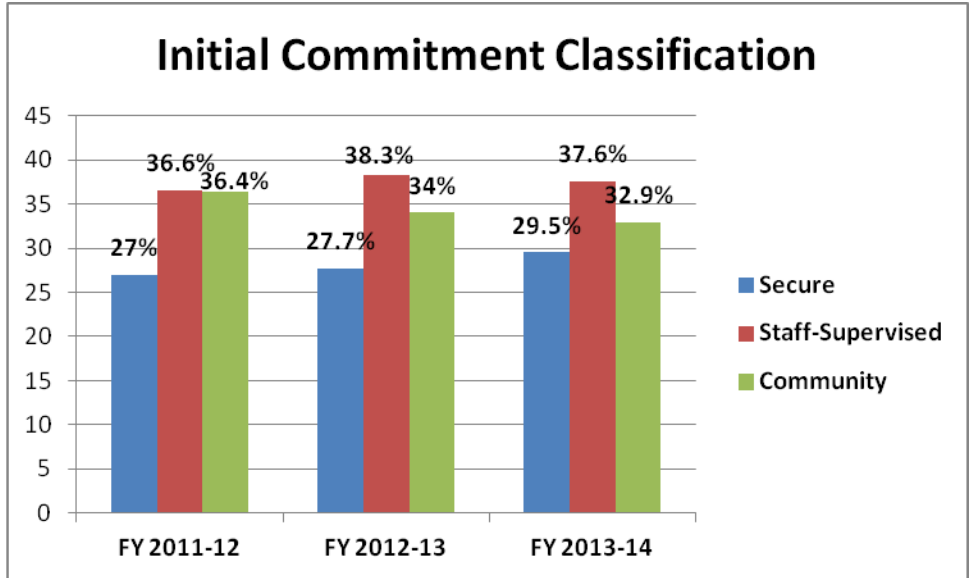
Source: DYC, Management Reference Manual, 2013-14

- The percent of females with a history of running away was 89.3% in FY 2013-14; this is up by 6.7% from last FY. The percent of males with a runaway history increased, from 70.9% in FY 2012-13 to 71.8% in FY 2013-14.

Other Characteristics

- Seventy-one percent of newly committed youth had one or more prior adjudications. The percentage of males with no prior adjudications (26.6%) was less than for females (46.4%).

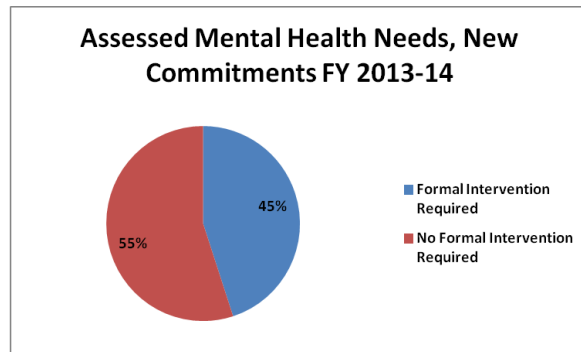
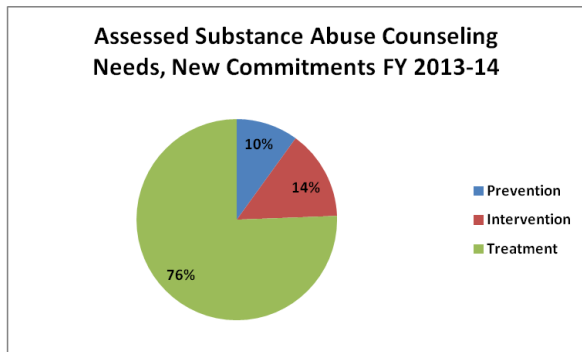
- Fifty-two percent of youth were committed for felony offenses in FY 2013-14 but only 33% of females versus 54% of males were committed on felony offenses.
- At initial assessment (conducted within the first 30 days of commitment), a majority (70.5%) of juveniles are assessed as needing Staff Supervised or Community Based placements with only 29.5% assessed as needing a secure setting.



Source: DYC, Management Reference Manual, 2013-14

Mental Health/Substance Abuse

- The percent of newly committed youth in need of treatment level substance abuse services increased in FY 2013-14 at 75% (versus 72.7% in FY 2012-13). A few years prior, this percent remained closer to 60%. The male population in need of treatment has increased from 73% to 75.6%, while the female treatment population has increased from 71% to 76.8% in the past two years
- In regard to mental health needs during FY 2013-14, the percent of newly committed youth assessed as “Requiring Formal Mental Health Intervention” was 45% (CCAR data). A larger percentage of females show a need for mental health intervention (64.2%) in comparison to males (42.5%).



Source: DYC, Management Reference Manual, 2013-14

According to the Division of Criminal Justice’s Office of Research and Statistics which publishes annual **prison population projections** (<https://www.colorado.gov/dcj-ors>), the DYC commitment ADP is projected to continue to decrease throughout the projection period, but at a slower rate than observed over recent years. The ADP is expected to decrease 6.3% by the end of FY 2015, and 24.8% by the end of FY 2019. New commitments are expected to continue sharply declining throughout FY 2015, falling 16.0% by the end of the year. During the following years, the decline in admissions is expected to continue though at a slower rate.

Factors contributing to the expected decline in the juvenile committed population include:

- The ADP of youth committed to the Colorado Division of Youth Corrections (DYC) 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% per year between FY 2007 and FY 2010. This decline accelerated to 11.3% by the end of FY 2011, and while the rate of decline slowed to 5.3% in FY 2012, it increased further to 13.4% in FY 2013. To date, the commitment ADP has declined by 5.3% in the first five months of FY 2014. These trends prompted the projected continuing reduction in the commitment ADP.²¹
- The number of juvenile delinquency filings has fallen consistently over the past decade. Across FY 2012 and FY 2013, such filings decreased by 19.2%.²² The assumption that fewer delinquency filings will lead to fewer new commitments influences the projected downward trend in the commitment ADP.
- Juvenile probation revocations have fallen each year since FY 2010. Revocations declined by 35.6% over the past five years.²³ Since many new commitments are the result of a probation revocation, this exerts a significant downward influence on the forecast.
- New commitments to DYC began to fall in FY 2006. The most significant declines occurred in fiscal years 2011 and 2012, by 13.2% and 17.2% during each of those two years.²⁴

Conversely, factors contributing to upward pressure on the committed population include:

- During the first five months of FY 2014, new commitments have increased slightly above the number observed during the same time frame in FY 2013.²⁵
- Additionally, the ADP has exhibited a pattern of growth over the first 5 months of FY2014.²⁶
- Colorado population forecasts provided by the Colorado Demographer's office indicated an increase in the growth rate of the Colorado population between the ages of 13 and 17. The growth rate for this segment of the population remained at or below 1% since 2002, even displaying negative growth between 2008 and 2010. However, this population is expected to increase by 1.9% in 2013, and by at least 2% per year through 2017. This growth rate is expected to slow slightly beginning in 2018.²⁷

DYC Daily Population and New Admission Forecast¹, FY 2013 through FY 2019				
Fiscal Year	Year to Date Average Daily Population (ADP) Forecast	Annual Growth	Annual DYC Admissions	Annual Growth
2013*	851.0	-13.4%	488	-8.4%
2014	797.4	-6.3%	474	-2.9%
2015	746.0	-6.5%	398	-16.0%
2016	703.7	-5.7%	380	-4.5%
2017	662.5	-5.8%	353	-7.1%
2018	632.1	-4.6%	329	-6.8%
2019	599.7	-5.1	306	-7.0%

¹ Year to date average daily population.

¹Actual ADP figures. Data source: CDHS DYC Monthly Population Report.

The Division of Youth Corrections (DYC) has embarked on a broad system review to assess and improve practice regarding **family engagement** and involvement. Much has been learned as a result of an environmental scan regarding staff perceptions and practices, feedback received directly from youth and families, as well as an extensive policy/practice review. As a result of this feedback, the Division is in the process of determining practice enhancements that include customer service provided to families, a more standardized and comprehensive family handbook, an on-going feedback loop to ensure regular feedback and input from families, as well as a family partner program to provide even more support and guidance to families.

When a person is initially made aware of the Family Engagement Initiative, they might conclude that engaging families is a new concept in the Division. Nothing could be further from the truth. The Division has always supported family engagement and involvement; the system enhancements resulting from the Family Engagement Initiative supports this philosophy as well as the Division's Core Value of Excellence to ensure that family members are empowered and involved as equal partners.

To support its family engagement efforts, the Division now works with three family partners, all of whom have had experience with a child in the Division's system. These family partners sit on the Division's Family Engagement Committee and inform all practices and decisions. They provide the honest perspective of what it is like to be the parent of a youth in DYC. If you are interested in hearing directly from some of these families, the DYC Provider Conference scheduled for May 7-8th, is providing this opportunity. Three family members will participate in a panel that will allow honest and direct dialogue focusing on the families' experiences with DYC. This is a rare learning opportunity that the Division is proud to offer.

As the Division moves forward, the goal is to enhance the family experience with the Division from the first moment of contact, extending to the youth's discharge from parole. The Family Engagement Committee developed a road map for the Division to explore improved practices and integrate system enhancements. As part of this process, family members are invited to Family Focus Groups that are being conducted throughout the State to provide their input regarding their experiences with DYC. Topics range from how they were treated, to how the Division can better meet their needs. This information will then be used to inform decisions around improved family engagement practices.

In February of 2015, DYC unveiled its *Guide for Colorado Families*, a handbook that is intended to serve as a guide and to answer many of their questions; this Guide is predicated on the belief that families are an important part of your youth's treatment and that DYC is committed to working in partnership with them to return their youth back to the community. This Guide, created by families who have been involved in DYC in partnership with staff from across the DYC, provides information pertaining to both detained and committed youth and covers the following:

- How families can be involved in their youth's treatment;
- Families' rights and responsibilities, along with their youth's rights and responsibilities;
- What services and supports youth will receive while at the DYC; and
- Resources to support families and youth once they return to their care.

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)

Fiscal Year 2011-12 was the eighth 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” 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.)¹. 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 four years. However, it has gone up to 7.0 this fiscal year and may be the result of the higher acuity level of clients served.

Trends and Characteristics of Parole Population

- Parole ADP experienced a decrease in FY 2011-12, with an ADP of 363.0; down from 418.0 in FY 2010-11. This represents a 13.1% decrease from last year’s parole ADP.
- Parole LOS went up to 7.0 months. It has not been in the 7.0 level since FY 2004-05.
- The top three discharge placements after parole have been proportionally consistent over the past few years. This year, youth discharged to their parents (42.7%), other relatives (15.7%), or independent living situations (13.0%). These top three discharge placements account for 72% of all discharge placements. Last fiscal year, these top three placements accounted for 76% of all discharge placements.
- Twelve percent (11.8%) of youth discharged directly into Adult Jail/Corrections.
- Nearly sixty-four percent of newly discharged youth were employed and/or enrolled in school upon discharge in FY 2011-12. (Source: DYC, Management Reference Manual, 2011-12)

According to the Division of Criminal Justice’s Office of Research and Statistics which publishes annual **prison population projections** (<https://www.colorado.gov/dcj-ors>), the juvenile parole caseload experienced widely varied growth over the past fifteen years due to multiple factors, particularly due to changes in mandatory parole terms. In 1997 mandatory one-year parole terms were implemented. Subsequently, the ADC grew sharply through July 2001. In 2001 the mandatory parole term was lowered to nine months,¹³ after which the ADC fell rapidly. However, after two years, steep growth resumed. In 2003 the mandatory parole term was further lowered to six months,¹⁴ resulting in a significant decline in the ADC for a period of time. The ADC dropped significantly until April of 2004, at which point it began to grow again at a significant rate before leveling off in mid-FY 2005.

The parole population remained relatively stable through mid-FY 2008, with short-term increases corresponding with decreases in the commitment population. Beginning in January 2008, the size of the caseload began a period of significant decline corresponding with the overall decline in the commitment

population. A short-lived increase was observed in FY 2010, followed by declines averaging 10.9% per year over the next four years. In FY 2014 alone, the parole ADC fell by 15.2%.¹⁵

For the past 7 years, and to date in the current year, discharges from parole have exceeded intakes. Over the past three years, this discrepancy has moderated. In FY 2013, discharges exceeded intakes by 18.7%. This discrepancy fell to 13.5% in FY 2014, and has decreased to 10.7% to date in FY 2015.¹⁶

The combination of decreasing commitment ADP and the ratio of parole intakes to discharges will continue to force the parole population down. However, with the expected slowing in the rate of decline in the commitment population and the moderation of the discrepancy between parole intakes and terminations, the expected decline in the parole caseload is also expected to moderate somewhat between FY 2016 and FY 2019.

The juvenile parole ADC is expected to decrease 13.8% over the course of FY 2015 and 26.5% between FY 2014 and FY 2019. Table 18 summarizes these estimates, while Figure 10 depicts the historical fluctuations in parole ADC between FY 2002 and FY 2014, along with the projected ADC through FY 2019.

Juvenile Parole Year-End ADC¹ Forecast FY 2013-FY 2019		
Fiscal Year	Year to Date Average Daily Population (ADP) Forecast	Percent Growth
2013*	331.6	-8.8%
2014*	281.3	-15.2%
2015	242.4	-13.8%
2016	232.2	-4.2%
2017	221.9	-4.4%
2018	214.9	-3.2%
2019	206.9	-3.7

¹Year to date average daily caseload *Actual ADC figures

RECIDIVISM

In its *Recidivism Evaluation of Committed Youth Discharged in Fiscal Year s 2010-12, 2011-12, and 2013-14* published in February of 2015, the Division of Youth Corrections (DYC) explains that for the first time, in this evaluation there were three discrete cohorts of discharged youth that were used to determine recidivism rates. DYC defines recidivism as a new adjudication or conviction resulting from a misdemeanor or felony offense, within the prescribed follow-up time period(s). This definition was changed in FY 2012-13 from defining recidivism as a new filing. Readers of this Three Year Plan are highly encouraged to read the full report which offers a much greater analysis than can be provided here.

Post-discharge refers to new offenses after a youth is fully discharged from DYC oversight. Post-discharge recidivism is the main outcome measure utilized by most juvenile justice agencies across the nation. Post-discharge recidivism is the one measure that gauges how well a youth is able to re-integrate into the community, and remain crime-free, without a justice agency's oversight and services. The DYC notes that low rates of post-system recidivism is indicative that the treatment and services provided to the youth were appropriate and effective.

As stated above, this is the first report that includes recidivism rates for one, two, and three-years post-discharge. This multi-year approach provides a more comprehensive understanding of recidivism rates and the trajectory of outcomes over time.

- Fiscal Year 2012-13: Six hundred sixty six (666) youth discharged from DYC. Of the youth discharged, 85% were male, and 15% were female. This cohort was used to determine the one-year recidivism rate.
- Fiscal Year 2011-12: Six hundred fifty five (655) youth discharged from DYC. Of the youth discharged, 87% were male, and 13% were female. This cohort was used to determine the two-year recidivism rate.

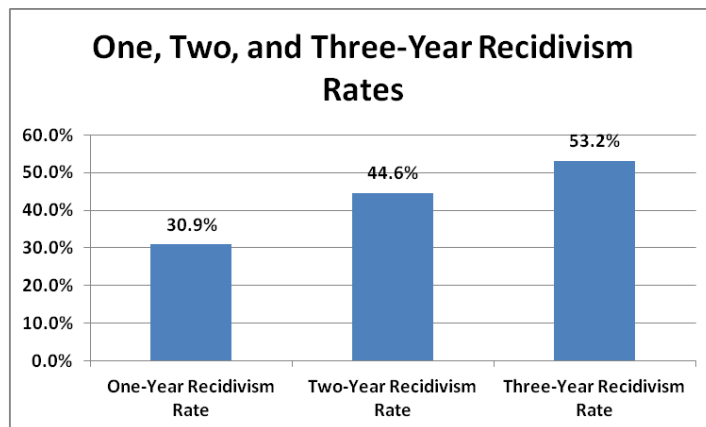
- Fiscal Year 2010-11: Seven hundred ninety three (793) youth discharged from NYC. Of the youth discharged, 86% were male, and 14% were female. This cohort was used to determine the three-year recidivism rate.

Recidivism Rates

One-year recidivism rate: For youth who discharged in FY 2012-13, 30.9% (206 out of 666 youth) were guilty of a recidivist act within one year of their discharge date from NYC.

Two-year recidivism rate: For youth who discharged in FY 2011-12, 44.6% (292 out of 655 youth) were guilty of a recidivist act within two years of their discharge date from NYC.

Three-year recidivism rate: For youth who discharged in FY 2010-11, 53.2% (422 out of 793 youth) were guilty of a recidivist act within three years of their discharge date from NYC.



Characteristic Differences between Recidivists vs. Non-Recidivists

- The average (mean) age at first adjudication was slightly younger for recidivists (14.4 years) compared to non-recidivists (14.8 years).
- The mean age at commitment was slightly younger for recidivists (16.6 years) compared to the non-recidivist cohort (16.8 years).
- Males had a higher recidivism rate (33.2%) than females (18.0%).
- Youth who had an escape while at NYC had a higher recidivism rate post-discharge (39.1%) than youth who did not have an escape while at NYC (22.7%).
- Youth who discharged from parole with a “poor/unsatisfactory” discharge level had a higher recidivism rate (39.0%) than youth who discharged from parole with a “satisfactory/excellent” discharge level (24.9%).
- Youth who scored high risk on their discharge CJRA had higher recidivism rates (35.7%) than youth who scored moderate risk (26.1%) or low risk (15.7%).

Age at Commitment

For every year greater in age a youth was at the time of commitment, the risk of recidivating decreased by 14% (RR 0.86, 95% CI 0.75-0.99), $p=0.04$, when all other model variables were considered. In other words, the older a youth was at commitment the less likely he/she was to recidivate after discharge. This finding is consistent with other literature about recidivism and age of adjudication.

Escapes

Youth with an escape (defined in this report is any unauthorized absence reported by facilities in TRAILS) while committed to NYC had over two times the risk of recidivating post-discharge compared to youth who did not have an escape (RR 2.2, 95% CI 1.6-3.2, $p=0.00$), when all other model variables were considered. This finding is consistent with other literature regarding risky behavior and recidivism.

Gender

Male youth were found to have over twice the risk of recidivating post-discharge compared to female youth (RR 2.3, 95% CI 1.3-4.0, $p=0.00$), when all other model variables were considered. This gender difference has been well established in the juvenile justice literature.

(For full Report go to: <https://drive.google.com/a/state.co.us/file/d/0B6RNEF9DYEdYazkzMG9ISIAzTEk/view>)

DIRECT FILE IN ADULT CRIMINAL COURT

Direct Files

In 2012, the Colorado Juvenile Defender Coalition (CJDC) 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://cjdc.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; through “judicial transfer” or “direct file”. 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. Under “direct file”, a law which was expanded in 1993 gives 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.

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.

Fifteen (15) percent of direct file cases are homicides, and 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.

Over the past several years, there has been several key pieces of legislation which have provided needed reforms to Colorado’s Direct File processes.

House Bill 12-1271 reformed Colorado’s direct file statute, C.R.S. §19-2-517, which previously gave prosecutors unilateral discretion to file charges against certain 14 to 17 year old youth in adult criminal court.

Eligibility. The law still permits prosecutors to directly file charges in adult criminal court but narrowed the scope of youth eligible for direct filing to:

- 16 to 17 year old youth at the time of the alleged crime [12-15 year old youth can still end up in adult court through judicial transfer but their case must be reviewed by a juvenile court judge]
- Class 1 or 2 felonies (can be direct filed without prior juvenile adjudications)
- Violent sex offense (can be direct filed without prior juvenile adjudications)
- Class 3 or lower crimes of violence IF youth has a prior felony juvenile adjudication or has previously been direct filed on another case
- Other sex offenses IF youth has a prior felony juvenile adjudication or has previously been direct filed on another case [16-17 year old youth accused of other offenses can still end up in adult court through judicial transfer but their case must be reviewed by a juvenile court judge]

Judicial Review. Youth who are direct filed in adult court now have the right to a REVERSE TRANSFER HEARING to transfer the case to juvenile court.

- The motion to transfer the case to juvenile court must be filed at or before the time to request a preliminary hearing
- The reverse transfer hearing shall occur with the preliminary hearing
- The district attorney may file a response no later than 14 days prior to hearing
- The court will determine whether the juvenile and the community will be better served by proceedings in adult criminal or juvenile court
- The court must consider a list of 11 factors in making its decision, including the maturity of the youth and the seriousness of the offense

Sentencing. If the case remains in adult criminal court after a reverse transfer hearing and the youth is convicted by plea or trial new sentencing provisions apply:

- Youth will not be subject to mandatory minimum sentencing provisions under the crime of violence statute [this does not apply to convictions for class 1 felonies or indeterminate sentences on sex offense convictions]
- Youth convicted of a felony offense that is not eligible for direct file may be sentenced as a juvenile or as an adult
- Youth convicted of misdemeanor offense(s) only must be adjudicated as a juvenile and sentenced as a juvenile

Juvenile Record. If the youth is sentenced as a juvenile, the felony conviction must be converted to a juvenile adjudication.

<http://cjidc.org/wp/wp-content/uploads/2012/06/direct-file-bill-summary-2012.pdf>

HB 12-1139 reformed Colorado's detention statute, **C.R.S. §19-2-508**, which previously gave prosecutors power to decide whether a youth charged as an adult is held in a juvenile or adult facility.

- The new law requires that when a youth is charged as an adult by judicial transfer or direct file, the *youth must remain in a juvenile detention facility.*
- The Division of Youth Corrections (who operates the juvenile detention facility) may file a petition with the court to transfer the youth to an adult jail.
- The court must set a hearing on the petition to transfer as soon as practicable but no later than 20 days. The Division of Youth Corrections may petition the court for a forthwith (emergency) hearing if the juvenile presents an imminent to staff or other juveniles in the juvenile facility.
- The juvenile, sheriff, and/or district attorney may file a response to the transfer petition.
- During the hearing on the petition to transfer the youth to the adult jail, the court shall consider a list of factors, including whether the juvenile would be held in isolation in the adult jail, the juvenile's maturity and psychological state, and whether education is provided.
- If the court determines the adult jail is the appropriate place of pretrial detention, the juvenile may petition the court for a review hearing after 30 days. The court may set the petition for a hearing if the juvenile has alleged facts or circumstances that if true would warrant a reconsideration of the place of detention.
- The youth shall remain in a juvenile detention facility until the court reaches its decision.

<http://cjidc.org/wp/wp-content/uploads/2012/06/jail-bill-summary.pdf>

HB 12-1310 changed Colorado's aggravated juvenile offender file statute, **C.R.S. §19-2-601**, which provides for enhanced penalties and procedures for youth accused of serious offenses in juvenile court. Previously youth could not receive consecutive sentences in juvenile court. Also, under prior law youth who turned 21 were either released entirely or transferred to an adult prison facility. Now:

- When a youth is adjudicated a juvenile delinquent for first or second degree murder in juvenile court, the court may sentence the juvenile consecutively or concurrently for any crime of violence or aggravated juvenile offender count arising in that case.

NOTE: No other section of the aggravated juvenile offender statute allows consecutive sentencing, only in first and second degree murder adjudications.

- When a youth turns 20 ½ years old in the custody of the department of human services on any aggravated juvenile offender case, human services shall file a motion with the court concerning jurisdiction of the youth. The court must notify the parties, appoint counsel for the juvenile, and set a

hearing. The court shall reconsider the length of the remaining sentence and a list of factors, such as risk, history, education, and progress in custody.

NOTE: This and the following provisions apply to all aggravated juvenile offender cases, not just first and second degree murder.

- When the court notifies the parties of the motion filed by human services the court shall order the juvenile submit to a psychological evaluation and risk assessment by a mental health professional to determine whether the juvenile is a danger to him or herself or others. The report shall be provided to the parties at least 15 days before the hearing.
- The court has the following options regarding the jurisdiction of the youth at 20 ½:
 - 1) Transfer to department of corrections for placement in prison;
 - 2) Transfer to department of corrections for placement in Youthful Offender System;
 - 3) Transfer to department of corrections for placement in community corrections;
 - 4) Place juvenile on adult parole for 5 years (first degree murder 10 years);
 - 5) Authorize the early release of the youth; or
 - 6) Order continuing jurisdiction with department of human services which shall terminate at age 21.
- When a youth is transferred to the department of corrections parole supervision, parole supervision terms are governed by Title 16, 17, and 18, C.R.S. Except—when a youth is adjudicated for first degree murder (as an aggravated juvenile offender in juvenile court) the period of parole shall be 10 years.
<http://cjdc.org/wp/wp-content/uploads/2012/06/aggravated-juvenile-offender-summary-for-web.pdf>

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 Youthful offender system first opened its doors in 1994. 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 precluded juveniles 14 and 15 years of age from direct file consideration with the exception of 1st degree murder, any felony sex offense, and habitual juvenile offenders. With these changes, the average age of the YOS population has increased to 18.

DOC’s Youthful Offender System FY 2013 Report offers extensive data regarding the program and outcomes for the population it serves. What follows are excerpts from the report. To review the full report, go to: http://www.doc.state.co.us/sites/default/files/opa/YOS_Final_0.pdf.

Admission & Population Characteristics

- The number of admissions declined from 111 in fiscal year (FY) 1996 to 54 in FY05. After a sharp increase in admissions during FY10, there has been an average of 63 admissions for the past three fiscal years, with 44 admitted in FY13.
- The average age of offenders admitted to YOS in FY13 was 19 years old.
- The median sentence to YOS for FY13 admissions was 4.8 years, while the median suspended adult sentence was 11.8 years.
- Violent offenders comprised 93% of the YOS admissions in FY13.
- Denver, Arapahoe, and El Paso counties had the highest number of commitments during FY13.
- The majority of YOS admissions in FY13 needed career and technical education and treatment for anger management and substance abuse problems. Over a third of YOS admissions in FY13 had academic and mental health needs.

Completion Rates

1. Overall sentence completion rates were found to be high. Since YOS was first established:
 - 73% of all YOS offenders successfully discharged their YOS sentence
 - 23% of all YOS offenders negatively terminated or had their YOS sentence revoked
 - 4% of all YOS offenders received sentence reconsiderations
- In FY13, the percentage of successful completions were much higher at 87% as compared to the overall percentage (73%). For this cohort, only 7% negatively terminated or had their sentence revoked. Due to the small number of YOS offenders, yearly variations are expected and it is the overall rate of completions and release types that provides the most meaningful data on YOS offenders' success or lack thereof.

Recidivism

Pre-release recidivism, 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, was 8% for all YOS releases through FY13. Post-release recidivism rates, defined as new criminal activity that results in placement in the

Department of Corrections (DOC) adult prison system following successful completion of their YOS sentence, were as follows:

- 6% returned within 1 year
- 20% returned within 3 years
- 29% returned within 5 years

COORDINATION OF STATE EFFORTS

In preparing for the 2015-17 State Juvenile Justice and Delinquency Prevention Plan and determination of its funding priorities, the JJDP Council researched the various initiatives that are in place to address the needs of Colorado's children, youth and families. There has been growing momentum within Colorado to build cross-system supports and capacity to serve justice-involved youth and their families. These include ongoing efforts and accomplishments of committees spanning multiple departments and divisions, ranging from Department of Public Safety to Office of Behavioral Health to Division of Youth Corrections; and including the Planning Task Force for Trauma-informed Systems of Care, the Behavioral Health Transformation Council, the Juvenile Justice and Delinquency Prevention Council, and historically, the Juvenile Justice Task Force of the Governor's Commission on Criminal and Juvenile Justice (CCJJ).

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.

As always, collaboration of this sort can be challenging. Because of the plethora of initiatives across the state, finding a way to connect and especially finding a way to develop complimentary goals and outcomes across the systems can be difficult. Each system has mandates and defined outcomes that can sometime appear to be at odds with other systems' goals. The challenge will always be creating outcomes that are youth and family focused rather than system focused.

Key to this JJ Three year Plan, these initiatives have several components vital to the success of the youth at risk of or involved with the juvenile justice system.

Non-Juvenile Justice System Partners

Several of the collaborative below are led by non-juvenile justice systems partners which understand the need for influencing, enhancing, and expanding their work to address critical issues within the juvenile justice system. HB 1451 or the **Collaborative Management Program** serves children, youth and families who have multiple systems involvement. This collaborative which is administered within the child welfare system understands that such youth are highly at risk of future justice system involvement and works to address concerns before (and during) such systems become involved.

Rural Initiatives

Colorado truly supports the belief that local control is a vital component for any systems work that needs to occur. This is imperative due to the incredible diversity across the state. The needs of localities vary greatly depending on geography, population, and diversity of population, among other things. Because of this we see a great need to address specific concerns of rural communities who often lack local resources to address their needs. They also often suffer from the inability to create resources due to economy of scale concerns; not enough youth to develop and fund evidence based programs which often carry higher implementation costs. The **Rural Collaborative for Homeless Youth** is a good example of how the state works to address specific concerns for rural communities.

Mental Health and Juvenile Justice

There are several cross system collaboratives which are attempting to address systemic mental health issues for children, youth and families. In the past year, the Bureau of Justice Assistance awarded DCJ, in partnership with the Office of Behavioral Health (OBH), a 12-month planning grant to facilitate state-wide efforts to enhance the capacity of the multiple systems serving youth to provide behavioral health screening and assessment at system entry, as well as to provide appropriate referrals to treatment, based on level of supervision and treatment needed.

The BJA JMH work will build off of the Trauma Informed System of Care work at OBH that has been occurring in Colorado for several years and will help further integrate and maximize the efforts of systems change work underway and create opportunity for additional funding to implement identified solutions. To assist in the work, a **Justice Mental Health Collaboration** made up of representatives from different levels of government, justice, and behavioral health, in addition to family advocates and family systems navigators was created. The OMNI Institute is facilitating the process, including work to identify the tools, protocols, resources and gaps, and to help formulate the strategic plan based on the input of the Justice Mental health Collaboration.

Youth Development

As can be seen through the work of the multi-system **Colorado Statewide Youth Development Plan Committee**, it is important to provide prevention services for youth prior to entering the juvenile justice system and include coordinated efforts across multiple service systems in order to assist youth with choosing and maintaining healthy life behaviors/lifestyles thus fostering an environment that encourages law-abiding, pro-social behavior. Juvenile justice involvement is only appropriate when a youth's behavior (not his or her needs or disabilities) is the primary reason for confinement. Unnecessarily exposing young people to the juvenile justice system can encourage future criminal activity rather than deter it. Institutionalizing young people must be a last resort option reserved only for those who pose such a serious threat that no other solution would protect the public's safety.

<https://docs.google.com/a/state.co.us/viewer?a=v&pid=sites&srcid=c3RhZGUuY28udXN8Y2Rocy1kY3d8Z3g6NiqzOGRIMWUyMDdlYicyMQ>

Gender Services

Colorado is very sensitive to the need for gender-specific services. For example, we see that 64.2% of newly committed girls show a need for mental health intervention compared to 42.5% of newly committed boys. The Division of Youth Corrections contracts with the Rights of Passage who runs the Betty Marler program, a 40 bed program for the Division's highest risk and highest need girls. But, in an effort to better understand girls issues, the OMNI Institute in collaboration with DCJ and the JJ Specialist are applying for a federal grant to build upon our shared research and evaluation efforts of our state-funded Juvenile Diversion program and to support the secondary analysis of data gathered to date, to gain a deeper understanding of risks and trajectories of girls served through the Colorado Juvenile Diversion program. Finally, Human Trafficking although not exclusively a female issue, is more heavily a concern for girls versus boys in Colorado. The DYC has seen a tremendous growth in the number of girls being detained and subsequently committed who have experienced victimization through human trafficking. In 2014, a **Colorado Human Trafficking Council (Council)** was established legislatively in Colorado to address this very issue and sits within the Division of Criminal Justice in its Office for Victims Programs.

What follows is a table which outlines additional committees, task forces and commissions active in Colorado to address the needs of children, youth and families at risk of or involved with the juvenile justice system.

Statewide Initiatives Promoting Juvenile Justice System Improvement	
Board/Council/Commission/Committee Link to Webpage	JJDP Member or DCJ/OAJJA Staff Contacts/Participants
JJDP Council (SAG) Committees	
<ul style="list-style-type: none"> ○ 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 and assists the state in developing the annual plan to address DMC. 	Jane Flournoy, Lisa Calderon, Anna Lopez (OAJJA Staff)
<ul style="list-style-type: none"> ○ Research and Evaluation Committee formed to provide guidance for the data collected from the Formula and State Juvenile Diversion funded grantees and future research projects which are considered by the JJDP Council. 	Bonnie Saltzman, Jerry Evans, Lisa Calderon, Jenn Capps, Will Hays, Ricardo Rocha-Rangel, Michele Lovejoy (OAJJA Staff)
<ul style="list-style-type: none"> ○ The Evidence Based Programs and Practices (EBPP) Committee work is focused on addressing concerns that evidence-based practices (supported by meta-analysis, cost benefit analysis, clinical trials, and applied practice) have not been identified and/or consistently implemented in Colorado's youth, children, and family serving systems resulting in these populations often not being effectively set up for success (as evidenced by the unnecessary push of Low Risk High Needs (LRHN) youth into the juvenile justice system to access services). 	Joe Thome, Lisa Calderon, Anna Lopez (OAJJA Staff) and Meg Williams (JJ Specialist)
<ul style="list-style-type: none"> ○ The Professional Development Committee was created as 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. 	Bonnie Saltzman, Michele Lovejoy (OAJJA Staff)
<ul style="list-style-type: none"> ○ Low Risk/High Need (LRHN) Committee is focused on preventing low risk, high need youth 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. LRHN youth are defined as those with low risk of criminal offending but high needs for behavioral services. LRHN youth, 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. 	Will Hays, Chris Harms, Linda Nordin, Meg Williams (JJ Specialist) and Anna Lopez (OAJJA Staff)
<ul style="list-style-type: none"> ○ The Emerging Leaders Committee purpose is giving the Youth Members of the Council a way to voice their opinions, and keep the Council informed of current youth issues at the state and national level. 	Lerissa Garcia, Ricardo Rocha-Rangel, Anastasia Salinas, Nikeonye'Asua Egbune, Jailene Pierce, Jack Storti
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 Thome, Jenny Ellison, Linda Nordin
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.	Meg Williams (JJ Specialist), Joe Thome
DYC Providers Council which is a group of residential and nonresidential contractors and division leadership that meets quarterly to inform DYC policy, provide feedback, and engage in joint problem-solving.	Will Hays, Joe Thome
Colorado Restorative Justice Council which has responsibility to "support the development of restorative justice programs, serve as a central repository	Meg Williams (JJ Specialist)

Statewide Initiatives Promoting Juvenile Justice System Improvement	
Board/Council/Commission/Committee Link to Webpage	JJDP Member or DCJ/OAJJA Staff Contacts/Participants
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.”	
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.	Meg Williams (JJ Specialist)
o Local CMP/1451 Interagency Oversight Groups (IOG)	Jenny Ellison, Michelle Brinegar
Colorado Commission on Criminal and Juvenile Justice (CCJJ) was created by House Bill 2007-1358 with specific mandates for the Commission. The "CCJJ" was re-authorized during the 2013 legislative session by Senate Bill 2013-007. These mandates may be found in C.R.S., 16-11.3-101 through 16-11.3-105 and C.R.S., 24-1-128.6. In addition, other bills signed into law contain specific mandates for the Commission. The Commission also receives other requests and directives from the Executive and/or Legislative Branches for action.	Jeanne Smith (DCJ Director), Meg Williams (JJ Specialist)
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.	Jeanne Smith (DCJ Director)
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.	Jeanne Smith (DCJ Director)
Domestic Violence (DV) and Child Protection Services (CPS) Coordinating Council staffed by the Department of Human Services 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.	Kenya Lyons (OAJJA Staff)
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.	Michelle Brinegar
Advisory Committee for Homeless Youth (ACHY) is a committee consisting of representatives from agencies both government and non-profits that largely focus on serving homeless youth in Colorado. The committee works on collaborating efforts to serve youth, and policy in government that allow agencies to better serve youth in need.	
Rural Collaborative for Homeless Youth is a multi-rural site collaboration which includes the support, technical assistance and project management from specific urban partners who are experts in the youth serving field. The urban partners are grantees of 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.	
Pathways to Success is a two year Youth-Shared Practice Model funded by the Children's Bureau through a planning grant. The goal is to develop a	Anna Lopez (OAJJA Staff), Meg Williams (JJ Specialist)

Statewide Initiatives Promoting Juvenile Justice System Improvement	
Board/Council/Commission/Committee Link to Webpage	JJDP Member or DCJ/OAJJA Staff Contacts/Participants
model youth system to prevent foster youth from being at-risk for homelessness by improving the pathways to the protective factors of permanency, well-being, housing, education and employment.	
Educational Stability is a collaborative group working to address the barriers youth in foster care face in reaching their educational stability goals, especially when they change placements. The project includes working with two pilot sites, Denver and Adams to develop and implement some new policies and practices for improving the educational stability of youth in foster care. The goal is to disseminate best practices to other communities across Colorado.	Meg Williams (JJ Specialist), Anna Lopez (OAJJA Staff)
Colorado 9to25 is a collective, action-oriented group of Colorado youth and adults working in partnership to align efforts to achieve positive outcomes for all youth, ages 9-25, so they can reach their full potential. This youth system-building effort aims to ensure that: <ol style="list-style-type: none"> 1. All youth are safe. 2. All youth are physically and mentally healthy. 3. All youth receive a quality education. 4. All youth are connected to caring adults, school and their communities. 5. All youth are contributing to their community (e.g. volunteering, working) 	Anna Lopez (OAJJA Staff)
Trauma Informed System of Care. In 2012, The Colorado Department of Human Services (CDHS) was awarded a System of Care Implementation Grant from the U.S Department of Health and Human Services, Substance Abuse and Mental Health Services Administration (SAMHSA). Colorado is one of 16 sites nationally to be awarded the grant, and will receive up to one million dollars per year, for four years, to implement the system of care approach across the state. Key features of Colorado's system of care framework include individualized and culturally and linguistically relevant services and supports facilitated by an intensive care coordination model known as high fidelity wraparound. Colorado will be developing trauma-informed services and family advocates to assist families whose children are experiencing difficulties. Colorado will test a model of service delivery known as a care management entity, which will blend funds, integrate services and supports, and serve as the locus of accountability for care across systems.	Meg Williams (JJ Specialist)
In the past year, the Bureau of Justice Assistance awarded DCJ, in partnership with the Office of Behavioral Health (OBH), a 12-month planning grant to facilitate state-wide efforts to enhance the capacity of the multiple systems serving youth to provide behavioral health screening and assessment at system entry, as well as to provide appropriate referrals to treatment, based on level of supervision and treatment needed. The BJA JMH work will build off of the Trauma Informed System of Care work at OBH that has been occurring in Colorado for several years and will help further integrate and maximize the efforts of systems change work underway and create opportunity for additional funding to implement identified solutions. To assist in the work, a Justice Mental Health Collaboration made up of representatives from different levels of government, justice, and behavioral health, in addition to family advocates and family systems navigators was created. The OMNI Institute is facilitating the process, including work to identify the tools, protocols, resources and gaps, and to help formulate the strategic plan based on the input of the planning task force.	Jane, Flournoy, Meg Williams (JJ Specialist)
The Behavioral Health Transformation Council was established by the Colorado legislature in 2010 through S.B. 10-153. The Department of Human	Jeanne Smith (DCJ Director)

Statewide Initiatives Promoting Juvenile Justice System Improvement

Board/Council/Commission/Committee Link to Webpage	JJDP Member or DCJ/OAJJA Staff Contacts/Participants
Services in collaboration with staff from the departments of corrections, education, health care policy and financing, labor and employment, local affairs, public health and environment, and public safety, shall participate on the Council and provide technical assistance, data and other guidance as needed. The mission of the Council is to reduce the economic and social costs of untreated behavioral health disorders through the systemic transformation of the behavioral health system from one that is fragmented and siloed into one that is streamlined, efficient and effective for Colorado citizens.	
The mission of the Colorado School Safety Resource Center (CSSRC) is to assist educators, emergency responders, community organizations, school mental health professionals, parents and students to create safe, positive and successful school environments for Colorado students in all pre K-12 and higher education schools. The CSSRC creating legislation (C.R.S. 24-33.5-1801, et seq.) outlined formation of an Advisory Board for the School Safety Resource Center to recommend policies for the Center. The legislation also identified the membership and terms of office. The Advisory Board began with thirteen members, as outlined in statute, who were appointed during 2008. Five additional members have been added at the recommendation of the Board and approved by the Executive Director of the Department of Public Safety, and an additional member was added through legislation by SB 13-138.	Chris Harms
HB14-1273 mandates the Division of Criminal Justice (DCJ) to develop and staff a 28-30 member Colorado Human Trafficking Council (Council) . This Council is designed to bring together leadership from local law enforcement, community-based organizations, and statewide anti-trafficking efforts to: 1) build and enhance collaboration among communities and counties within the state; 2) establish and improve comprehensive services for victims and survivors of human trafficking; 3) suggest statutory changes that will result in the successful prosecution of human traffickers; and, 4) help prevent human trafficking in Colorado.	Nancy Feldman (DCJ)
Domestic Violence Offender Management Board is staffed by the Division of Criminal Justice. A fundamental assumption of the Colorado Domestic Violence Offender Management Board Standards for Treatment of Court-Ordered Domestic Violence Offenders is that domestic violence is a crime and not the result of or response to a failing relationship.	Cheryl Davis (DCJ)
Tony Grampas Youth Services (TGYS) Program was established in 1994 to provide state funding for effective, community-based programs that target children, youth, and their families with programs and services that prevent youth crime and violence, youth marijuana use, and child abuse and neglect. TGYS has a statewide focus and funded agencies represent a vast number of Colorado counties. TGYS is defined and guided by Colorado Revised Statutes (C.R.S.) 26-6.8-101 through 106. The statute requires a Board to oversee the use of these funds.	Anna Lopez (OAJJA Staff)
Building Bridges for Children's Behavioral Health Project in Colorado (Building Bridges) is designed to build a statewide system to support and sustain the integration of public schools and local behavioral health systems that will lead to increased access to behavioral health services and improved outcomes for school-aged children.	Meg Williams (JJ Specialist)
With House Bill 2013-1239, the Colorado General Assembly mandated a comprehensive statewide youth development plan in order to quantify existing and needed services for youth ages 9-21 and to align existing limited resources to help promote positive youth development. The charge of the Colorado Statewide Youth Development Plan Committee is to guide the	Anna Lopez (OAJJA Staff)

Statewide Initiatives Promoting Juvenile Justice System Improvement	
Board/Council/Commission/Committee Link to Webpage	JJDP Member or DCJ/OAJJA Staff Contacts/Participants
completion of the youth development plan in accordance with the requirements of HB13-1239. Committee members represent a broad spectrum of disciplines with representatives of state government-funded youth services and programs, nonprofit statewide youth organizations, youth representatives, and county human services programs.	
Colorado Task Force on Drunk and Impaired Driving (CTFDID) was established by the Colorado General Assembly in 2006 in an effort to generate more collaboration and consensus for effective solutions to the impaired driving problem in Colorado. The official mission of the CTFDID is “to investigate methods of reducing incidents of drunk and impaired driving and develop recommendations for the State of Colorado regarding the enhancement of government services, education, and intervention to prevent drunk and impaired driving.”	
Child Fatality Prevention System (CFPS) State Review Team , a volunteer multidisciplinary committee composed of clinical and legal experts in child health and safety, works collaboratively with state staff to review deaths of children less than 18 years of age. Members of the State Review Team are experts in the fields of child abuse prevention, pediatrics, family law, death investigation, motor vehicle safety and sudden infant death syndrome (SIDS). The Child Fatality Prevention Act created the Colorado State Child Fatality Prevention Review Team (CFPS State Review Team). The Team is comprised of forty-five members representing multiple disciplines and agencies, explicitly described in the legislation, and shall be appointed for three-year terms.	
The Safety and Risk Assessment Project is an ongoing research-practice partnership between SWRC, Larimer County Department of Human Services, and the Colorado Department of Human Services (CDHS). As part of this project, both the Colorado Safety Assessment and the Colorado Family Risk Assessment were revised in 2013. These tools assist caseworkers in planning effective interventions and services for families involved in the child welfare system.	
The Colorado Juvenile Defender Coalition began in 2008 by a handful of juvenile defenders who wanted to elevate juvenile defense practice and advocacy. CJDC continues to emphasize legal training for juvenile defenders by conducting monthly meetings to brainstorm legal issues and educate themselves by inviting speakers from various parts of Colorado's juvenile justice system. They also partnered with the Colorado Criminal Defense Bar to create a juvenile defense listserv, and are working on a juvenile defense manual for juvenile defenders.	
Colorado Coalition of Juvenile Assessment Centers- there are a total of 6 operational Juvenile Assessment Centers in the state which have formed a collaborative to help disseminate information regarding the JAC model and promote expansion into other jurisdictions. These 6 JACs include the following: Jefferson(1 st JD), The LINK (Adams/Broomfield or 17 th JD), Denver (2 nd JD), Boulder (20 th JD), Weld (19 th JD) and 18 th JD	
The Colorado Juvenile Parole Board , composed of nine members, including five citizen members and four state agency representatives, is authorized to grant, deny, modify, suspend, or revoke, and specify conditions of parole for all juvenile delinquents adjudicated to the Department of Human Services. The youth's parole time is established pursuant to Colorado Revised Statutes; the standard mandatory parole period is six months however, in some instances the law authorizes the Board to extend the youths parole for up to a maximum of 21 months. The parole decisions must be made in accordance with the best interest of the juvenile and the public.	Meg Williams (JJ Specialist)

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

In 2009, the Colorado Children and Youth Information Sharing (CCYIS) Initiative was created as a result of many state and local children-, youth- and family-serving agency representatives hearing concerns about the lack of guidelines about sharing of confidential information across systems. It is well known that youth who penetrate the juvenile justice system frequently come with a multitude of issues. They and their families have often traversed through a variety other youth serving systems by the time they reach

the delinquency system - education, child welfare, mental health, substance abuse - sometimes simultaneously. It is also well known that providing services through a system of care approach yields positive results for youth and their families but a system of care implies that systems can share critical information expeditiously and appropriately.

Over the course of several years, the CCYIS secured the commitment of multiple state agencies including the Department of Human Services, State Court Administrator's Office, Department of Public Safety, Department of Public Health & Environment, and Department of Education to make information sharing across systems a priority. The CCYIS, using national and state experts on privacy and confidentiality laws and practices, developed an Authorization/Consent to Release Information Form and provided regional training summits across the state to multi-disciplinary audiences on the use of the form, the laws which guide releasing of confidential information and how local communities could work collaboratively together to make sharing information a seamless practice for them as professionals and for the families they serve.

More in-depth training on FERPA, HIPAA and other federal laws that impact information sharing in a children, youth and family collaboration was requested by participants of the Juvenile Information Sharing Summits. National subject matter expert, Lourdes M. Rosado, Associate Director of the Juvenile Law Center in Philadelphia, PA was brought to Colorado to speak on the updates to FERPA, HIPAA and 42 CFR.

Materials developed are available of the OAJJA webpage for download at: <http://dcj.oajja.state.co.us/youth-information-sharing> . Concerns regarding information sharing continue for the state and CCYIS committee members remain actively engaged in conversations at state and local venues.

COLORADO'S JUVENILE JUSTICE NEEDS/ PROBLEM STATEMENTS/PRIORITY PROGRAM AREAS

PROGRAM AREA #28: 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 (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 Colorado Commission on Criminal and Juvenile Justice (CCJJ), 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.
- Staff will oversee formula grant in order to assess compliance with funding requirements.

PROGRAM AREA #32: 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.

PROGRAM AREA #21: 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 currently at 75% time, whose responsibilities are coordination of the state's DMC efforts to address the DMC core requirement of the JJDP Act. The DMC Coordinator 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.

Two tables condensing several years of data for African American and Hispanic youth are 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 few are represented in Colorado's juvenile justice system. Native American youth data are 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. The one area where Native American youth are shown to have DMC is at first initial detention where the rates over the last several years have been, 1.77 in FY 10-11, 2.91 in FY 11-12, 3.36 in FY 12-13 and in the latest year 3.19 in FY 13-14. This has shown a steady increase and will be addressed in this year's DMC Plan.

Colorado's annual collection of data for the RRI tables makes it possible to look at trend data. For the fourth year we were able to get arrest data from NIBRS so the quality of our arrest data is improving as is our ability to compare trends across the last several years. The state data shown below goes back to FY 2010-11 (the first year we were able to get NIBRS data). It shows an increase in the RRI for African American youth which has gone from 3.65 to a record high of 4.10 for last year, while still showing a decrease of the RRI for Hispanic youth from 1.24 to 1.12.

Despite efforts to address the disproportionate number of arrests, the work is not equally affecting African American and Hispanic youth. There needs to be a clear effort to address the disproportionate contact of arrests of African American youth. Also of continued concern is the quality of data from State Judicial which includes the misdemeanor filing and adjudication, felony filing and adjudication and probation data. We recently learned that the initial State Judicial data is populated by the fingerprint scans which do not include a field for ethnicity; this is likely the main cause of the missing data for Hispanic youth. The Juvenile Justice Specialist has been talking to the Colorado Bureau of Investigations to determine if a field for ethnicity can be added to the finger print data. It appears that this may be possible although there is a large cost associated with the fix. This "fix" will continue to be pursued. The other effort that can be made is to educate State Judicial, especially probation and help them see the importance of correcting this data once it gets to them.

Another area of focus has been pre-adjudication detention utilization. The state's total number of youth held in detention continues to decline although DMC still exists to a large extent. The RRI at least showed a small decline between last year and this year from 1.84 for African American youth the previous year down to 1.64 this year and 1.91 for Hispanic youth the previous year down to 1.87 this last year. We will continue to put emphasis on this area in order to continue to see a reduction in the RRI at this decision point. The number of youth being committed has been on a continuous decline, RRIs have increased substantially but the numbers are still not statistically significant, thus it is hard to make any statements about this issue. We will work to educate the judicial branch in an effort to reduce the number of youth of color being committed to the Division of Youth Corrections.

AFRICAN AMERICAN YOUTH STATE TREND DATA				
Decision Points	FY 10-11	FY 11-12	FY 12-13	FY 13-14
Arrest	3.65	3.31	3.39	4.10
Pre Adjudicated Detention	1.41	1.31	1.84	1.64
Misdemeanor Filing	.16 (not including 2nd JD data)	.24	.24	.24
Misdemeanor Adjudication	.76 (not including 2nd JD data)	**1.17	**1.12	** .83
Felony Filing	.58	.72	** .78	** .67
Felony Adjudication	**1.07	**1.20	1.11	**1.21
Probation Supervision	.12	.07	.92	.95
Probation Sentence to Detention	1.51	N/A	1.21	1.00
Commitment DYC	**3.26	**1.95	**2.42	**3.17

**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 data was extracted from NIBRS data provided by the Colorado Bureau of Investigations, data included race and ethnicity as reported by law enforcement agencies. Judicial race data often does not distinguish between race and ethnicity (particularly "White" and "Hispanic"). As a result, the ability to accurately interpret this data is limited.

HISPANIC YOUTH STATE TREND DATA				
Decision Points	FY 10-11	FY 11-12	FY 12-13	FY 13-14
Arrest	1.24	1.10	1.04	1.12
Pre Adjudicated Detention	1.94	1.72	1.91	1.87
Misdemeanor Filing	.14 (not including 2nd JD data)	.19	.17	.15
Misdemeanor Adjudication	** .90 (not including 2nd JD data)	**1.13	**1.17	1.22
Felony Filing	** .31	.47	.41	.32
Felony Adjudication	N/A	N/A	N/A	N/A
Probation Supervision	1.53	1.04	1.38	1.31
Probation Sentence to Detention	1.49	1.54	.88	1.31
Commitment DYC	6.31	**3.68	**4.27	**6.10

**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 data was extracted from NIBRS data provided by the Colorado Bureau of Investigations, data included race and ethnicity as reported by law enforcement agencies. Judicial race data often does not distinguish between race and ethnicity (particularly "White" and "Hispanic"). As a result, the ability to accurately interpret this data is limited.

The details on intervention strategies for the identified decision points and truancy will be found in the 2015 DMC Plan submitted to OJJDP separate from this Three Year Plan.

GOAL: Maintain compliance with the Disproportionate Minority Contact Core Requirement

OBJECTIVE:

1. To provide training, technical assistance and monitoring in the juvenile justice arena, specifically as it relates to the JJDP Act and the DMC Core Requirement

ACTIVITIES:

1. Colorado's DMC Coordinator will serve as the liaison for DMC to OJJDP which includes participating in all DMC Coordinator calls and required webinars coordinated by OJJDP. Duties as the technical expert and liaison include writing and updating the DMC Plan and Program Description annually to remain in compliance as well as updating and entering the state's RRI data into the OJJDP website also a compliance requirement. In addition to the required data collection the coordinator will look at the

data to identify changes in DMC from year to year and compare multiple years of data to identify trends early on and bring them to the attention of the JJDP Council, the Coalition for Minority Youth Equality (CMYE) and the systems involved to address issues as early as possible.

2. The DMC Coordinator will provide staffing to the Colorado CMYE to include correspondence, minutes and logistical support for four meetings annually. Training for new and potential CMYE members will be conducted annually. This request includes resources for the logistical costs of four CMYE Meetings and funds to enable communities outside of Denver to travel and participate in CMYE Meetings. The other primary focus will be on improving the DMC data collection and use of DMC data in Colorado by looking at data usability and accessibility by local jurisdictions. This will be accomplished by developing a user friendly document for each Judicial District to represent their RRI matrix data.
3. The DMC coordinator, as the state's DMC technical expert, will provide training and technical assistance to agencies and communities to assist them in understanding the problem and assist them in developing a plan to address their local DMC issues. It is anticipated that the coordinator will continue to provide technical assistance to a minimum of four continuing or new communities/agencies this year. In addition there will be educational presentations at local conferences or to system's professionals. The DMC Coordinator will also serve as the grant administrator for the truancy prevention pilot and three-truancy problem solving court pilots. In all of the locations of the truancy pilots there are over representation issues. Administering these grants provides an avenue for reaching these communities. The DMC Coordinator will also continue to participate in other initiatives such as Educational Stability, Pathways for Success and Cultural and Linguistic Appropriate Services Standards Learning Community, Evidence-Based Practices, and Low Risk High Needs.

PROGRAM AREA #19: 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.

Deinstitutionalization of Status Offenders (DSO)

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). In 2014 there were 32 youth held in violation of the "24 hour reporting exception." 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 the initial court appearance.

Juvenile Detention Centers: Adjudicated Status Offenders

Since 2002 the number of adjudicated status offenders held in juvenile detention centers without benefit of a valid court order had been decreasing with a high of 82 in 2008, dropping to 10 in 2014. 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. From 2009 to 2014 the violations did not increase and were reduced; there were only 10 of these violations in 2014.

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 20 in 2004 to 46 in 2010 then fell in 2014 to 9, in 2012 there were 18 violations, in 2013 there were 17 violations and in 2014 there were 28 violations. Please note that the number of violations represents less than .5% of all the juveniles held securely during the 2014 reporting year. Colorado is tracking the number of underage drinkers held in jails and lockups for OJJDP even though these cases are no longer violations.

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. In 2013, letters were sent to the Colorado Municipal League, the State Court Administrators Office and the Colorado County Attorneys Association requesting the original offense on all warrants; it is believed that this reduced the number of these secure holds.

Juvenile Detention Centers											
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Accused Status Offenders held over 24 hours	4	20	11	16	18	112	155	53	43	63	32
Adjudicated Status Offenders	18	66	48	62	82	66	64	7	16	20	10

Adult Jails and Lockups											
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Accused and Adjudicated Status Offenders held for any period of time	20	40	34	49	46	40	46	9	18	17	28
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
TOTAL VIOLATIONS	42	126	93	127	146	218	265	69	77	100	70
D.S.O. RATE of Compliance	3.7	11.5	7.8	10.7	12.3	18.3	22.2	5.63	6.28	8.16	5.55

Sight and Sound Separation

The following chart shows the number of Sight and Sound Separation of Juveniles from Adult Offenders violations beginning in 2004 and ending in 2014. Colorado continues to work successfully with adult jails and lockups to minimize the number of separation violations in their facilities. In both 2013 and 2014 there were no violations for separation.

Juvenile Detention Centers and Juvenile Correctional Facilities											
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Separation Violations	0	0	0	0	0	24	0	1	1	0	0
Adult Jails and Lockups											
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Separation Violations	0	1	0	0	0	0	0	1	1	0	0
TOTAL VIOLATIONS	0	1	0	0	0	0	0	1	1	0	0

Jail Removal

The following chart shows the number of violations and the rate of violations by facility type from 2004 to 2014. Colorado has been in compliance with Jail Removal since 1993 and continues to be in compliance with a rate of 3.02 in 2014. The number of violations represents less than .5% of the total number of youth held securely. Of the 37 violations, 8 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. Nine (9) violations are juveniles held over the 6 hour time limit for processing; none were held more than 7 hours. The remaining 20 violations are accused status offenders held for any period of time either awaiting transport or a parent to pick them up.

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.

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Accused and Adjudicated Status Offenders held for any period of time	20	40	34	49	46	40	46	9	18	17	28
Accused delinquents held over 6 hours	8	15	24	20	13	12	13	9	4	2	9
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	28	55	58	69	59	52	59	18	22	19	37
Jail Removal RATE of Compliance	2.5	5.0	4.4	5.8	5.0	4.4	4.9	1.47	1.80	1.55	3.02

The details on strategies for compliance monitoring can be found in the 2015 Compliance Monitoring Plan submitted to OJJDP separate from this Three Year Plan. Of significance to this three year plan is the imminent retirement of the current Compliance Monitor. Due to this, Colorado's SAG has included an additional amount of funding for the hiring of her replacement allowing for an overlap for training purposes.

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 Annual OJJDP Compliance Monitoring plan and report documenting the number of compliance violations no later than June 30.
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.

PROGRAM AREA #24: INDIAN TRIBE 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.

Several years ago a subcommittee of JJDP Council met with representatives from both tribes in the Four Corners area and re-established 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. The JJ Specialist (Meg Williams) also attended a meeting of the Colorado Commission of Indian Affairs in March of 2013 to continue the discussions about how the Council might assist the Tribes in meeting some of their identified needs for justice-involved youth.

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 .7% of the Colorado school population, they represent 5.0% of the school dropouts, 1.0 % of the youth who received in-school suspension, 1.3% receiving out-of school- suspension and 2.0% who were expelled in 2012-13 and only have a 60.7% graduation rate.

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.

PROGRAM AREA #27: JUVENILE JUSTICE SYSTEM IMPROVEMENT

PROBLEM STATEMENT: In the past three years, Colorado's JJDP Council has focused on system improvement in five main areas and committees were established to address these areas which include: Low Risk High Need (LRHN); Professional Development (PD); Evidence Based Programs and Practices (EBPP); Research and Evaluation; and Emerging Leaders.

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. As these youth become system-involved, they may or may not be provided services that are evidenced-based (supported by meta-analysis, cost benefit analysis, clinical trials, and applied practice) or provided services that are given by professionals who have had benefit of training that meets certain core requirements or even address basic understanding of adolescent development, family involvement or other keys areas critical when working with youth. Finally, the JJDP Council is committed to authentic youth involvement in all its work and is supportive of its youth members (Emerging Leaders) by providing the support it needs as a committee to determine its priorities and provide a funding base to meet its identified priorities.

Low Risk/High Need Committee

This committee addresses the needs of juveniles who may not have high criminogenic tendencies except for their high needs in the areas such as trauma, mental health or substance abuse. It is believed that these undiagnosed, unmet or underserved needs in these areas significantly contribute to their eventual progression into and through the juvenile justice system. Beginning with the educational system, children and youth have significant repercussions for behavior possibly connected to these unmet needs. For example, truant behavior which research suggests is strongly associated with child abuse, neglect, poverty, family disorganization and trauma, leads to juvenile court filings (1,944) and for some leads to detention for violating a court order to attend school (204 or 10.4% of those filed on). We also see a connection between children and youth served by the child welfare system and subsequent juvenile justice involvement. For example, of the youth committed to the Division of Youth Corrections in FY 2013-14, sixty four percent had one or more previous out-of-home placement; 55.4% of the girls committed had two or more prior out-of-home placements. As to substance abuse and mental health, the percent of newly committed youth in need of treatment level substance abuse services increased in FY 2013-14 at 75% (versus 72.7% in FY 2012-13). A few years prior, this percent remained closer to 60%. The male population in need of treatment has increased from 73% to 75.6%, while the female treatment population has increased from 71% to 76.8% in the past two years. In regard to mental health needs during FY 2013-14, the percent of newly committed youth assessed as "Requiring Formal Mental Health Intervention" was 45% (CCAR data). A larger percentage of females show a need for mental health intervention (64.2%) in comparison to males (42.5%).

In the last three year plan cycle, using both Juvenile Accountability Block Grant and Title II funds, the JJDP Council in collaboration with the Colorado State Court Administrator's Office supported one Truancy Prevention and three Truancy Problem Solving Court Pilots. As a part of the projects, each of the applicants was to develop policy and procedures ensuring incorporation of Section 3 of the *National Safety, Opportunity & Success (SOS) Standards of Care for Non-Delinquent Youth*. In addition, knowing this population has multiple system needs, applicants were to secure letters of commitment from high ranking officials from the collaborative members at a minimum schools, Child Welfare, Juvenile Justice, mental health treatment provider, and substance abuse treatment provider (or co-occurring treatment provider) (i.e., law enforcement, SB 94, Probation). The LRHN Committee continues its strong work with the truancy court pilots of the 1st, 16th and 18th Judicial Districts and the truancy prevention pilot in La Plata County. A third year of funding for these efforts was also approved. All the projects are currently operational, and a one page document is being crafted to highlight the reasons why detention should be avoided for truant and the alternatives available, as evidenced by the pilots. The committee overseeing

this project has also started to collect and document the learnings from the pilot sites in order to share the information and resources broadly across the State.

Although the pilots may have been funded using Formula and JABG funds prior to the funding under the 2015-17 plan, there remains work to be done in the next three years. All of the pilots were interviewed to identify gaps and next steps. Gaps included creation of an actual Implementation Manual, which would be especially helpful due to passage of SB 15-184 which encourages the growth in the number of problem-solving truancy courts. A best practices document for data collection and analysis was also identified as well as data software for collecting the data. They also identified the need to develop the capability and capacity to market the program directly to schools (teachers, counselors) instead of to school executives (superintendents) in the beginning of the school year.

In addition to addressing some of the gaps identified by the problem-solving truancy court pilots, in the next three year plan cycle the LRHN Committee is working on a proposal for piloting restorative justice (RJ) in schools for the next round of grant funding. Although a select few school districts have already implemented RJ practices in schools, as can be seen under the Education section of this three year plan, Colorado continues to see a connection between school discipline and juvenile justice involvement. With the assistance of Colorado's Restorative Justice Coordinating Council (the JJ Specialist and a JJDP Council member serve as members of the RJ Council), they hope to explore how RJ can be further implemented across the state in school settings. To inform the proposal, LRHN members have talked with several school districts to gain insight into what types of support schools need in order to implement RJ.

GOAL: Prevent low risk-high needs (LRHN) children and youth from unnecessarily entering the juvenile justice system or penetrating deeper in to the juvenile justice system through partnerships with schools or schools district and implementation of RJ principles and practices into school districts' discipline policies and practices.

OBJECTIVE:

1. A series of two-day workshops to be implemented in four regions across the state educating school staff on the components necessary to create and implement an effective restorative practice program and restorative classrooms.

ACTIVITIES:

1. The JJDP Council, Colorado School Safety Resource Center and the Restorative Justice Council would prepare and release the RFP for the training entity.
2. The training entity would be selected and the four workshops would be scheduled to begin in the 2015-16 academic year.
3. Particular care will be taken to convene the workshops outside the metro Denver area to allow easier access to the rural school districts.

Professional Development Committee

During the past three year plan cycle, the Professional Development committee, which was established in 2011, worked successfully to engage the JJDP Council and the Colorado Commission on Criminal and Juvenile Justice (CCJJ) which approved the idea of creating a core set of statewide juvenile professional development practices. These practices will apply to agencies within the Executive and Judicial branches of government involving case processing and treatment of juvenile offenders.

There are numerous benefits to establishing and adopting statewide professional development standards for professionals working with at risk of and justice-involved juveniles and their families, including, but not limited to:

- Improved agency and cross-discipline coordination and consistency;
- Common knowledge and framework across professionals when addressing youth and family issues;
- Expanded staff capacity and a more integrated approach to care;
- A reduction in the likelihood that youth are pushed further into the juvenile justice system and other systems when they fail to meet the requirements of contradictory case plans;

- A reduction of overall system costs and the cost to train staff; and
- Improved outcomes for youth and families (e.g., lowering the recidivism rates of justice-involved youth).

There is a precedent in Colorado of statewide professional standards for those working with children and families involved in child welfare. The state has set minimum, statutorily-defined requirements for those working in this area. Subsequently, a comprehensive child welfare training academy was developed and is currently being expanded and strengthened to meet those standards. This affords the state an opportunity to expand this concept to other youth-serving systems.

A number of states, such as Florida and Massachusetts have already taken steps to address the deficit in professional development for their juvenile justice workforce and the impact this lack of professional development has on justice-involved youth and their families. Although Colorado has trainings across many agencies relevant to the core competencies, they are not required, nor are they available to all youth-serving professionals regardless of agency affiliation.

The Professional Development Committee (PD) has a renewed sense of purpose as it has been planning for the 2015-17 three year plan. This committee has moved to a more concrete plan to implement a training system that supports the core competencies. In February 2015, the committee put together a detailed action plan to meet the goals of the committee. Since then, with the direction of the committee a one pager has been developed to explain the core competencies and the goal of the committee. The committee has also drafted a Memorandum of Understanding in anticipation of working with state agencies and the PD has begun to research what other states are doing regarding core competencies.

Overarching Approach to All Trainings

Integrating Cultural Responsivity and a Positive Youth Development Approach

Increasing the ability of juvenile justice professionals to understand adolescent development, including the differences in languages, values, codes of behavior, customs, beliefs, knowledge, symbols, myths and stories; the influence that institutions have on shaping the development of youth; how to effectively integrate a positive youth development approach into programming and practice such as engaging diverse youth in decision-making and utilizing a dual strategy of risk reduction and the promotion of strengths; as well as creating and maintaining healthy interactions with youth and their families.

Recommended Core Competency Areas for Juvenile Justice Professionals

Adolescent and Brain Development: Adolescent developmental tasks, youth brain development and behavior/decisions.

Effective Case Management: Screening, assessment, effective report writing, case planning and referral, and risk, need, and responsivity. This should include the use of strengths-based language and engaging youth as partners in creating and on-going maintenance.

Consent, Release of Information, HIPAA, FERPA, 42CFR and Confidentiality: Privacy and confidentiality rights of youth, what and how data information can be shared across agencies.

Effective Communication Strategies: Appropriate, respectful strategies to ensure effective communication between providers, justice-involved youth, and victims and victims' families.

Family Engagement: Best practices for involving parents and families in the juvenile justice process.

Behavioral Health:

- *Trauma-informed response and/or care:* Best practices for providers in trauma-informed services; an understanding of the high prevalence of traumatic experiences in justice-involved youth and the neurological, biological, psychological and social effects of trauma and violence on youth.
- *Best practices in supporting youth with mental health challenges*
- *Strategies for addressing vicarious trauma in providers working with justice-involved youth*
- *Principles of substance abuse, prevention, treatment and recovery*

Partnerships have also helped this committee move forward. A strong partnership has been formed with the Colorado Department of Human Services' Office of Behavioral Health (OBH). OBH is also seeking to

establish a training institute to house trainings relevant to OBH. OBH has agreed to incorporate the PD core competencies into a Request for Information, opening the opportunity to collaborate and establish a training institute that fits the needs of PD and OBH. The committee has also been able to partner with the CO 9to25 initiative by providing the information PD has gathered regarding trainings that are available and the core competencies to their Training and Technical Assistance committee.

The PD Committee is planning a series of individual stakeholder meetings to build knowledge, awareness and ideally support for the cross training institute and system.

GOAL: 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 Cross System Training Institute.

OBJECTIVES:

1. Finalize Core Competencies for youth serving professionals.
2. Establish capacity and support for the Core Competencies
3. Establish agreements with other state and local entities regarding complying with Core Competency Training requirements

ACTIVITIES:

1. Continue Professional Development Committee meetings bringing together stakeholders and building consensus around the Core Competencies
2. Continue to work with other state systems which have or are planning training academies to infuse the Core Competencies into their training frameworks

Evidence-based Programs and Practices (EBPP) Committee

The Evidence-based Programs and Practices (EBPP) Committee work is focused on addressing a concern that evidence-based practices (supported by meta-analysis, cost benefit analysis, clinical trials, and applied practice) have not been identified and/ or consistently implemented in Colorado's youth, children and family serving systems resulting in these populations often not being effectively set up for success (as evidenced by the unnecessary push of Low Risk High Needs (LRHN) youth into the justice system to access needed services).

According to research, implementing evidence-based programs with fidelity has the potential to impact reductions in recidivism (25-70%), reductions in out-of-home placement (47-64%); extensive improvements in family functioning and decreased mental health problems. These outcomes have also translated into large cost savings. For example, Florida's Redirection Program saved \$41.6 million over four years by reducing out-of-home placements for less serious offenders and reducing recidivism.

However, evidence-based programs and practices are not being used to their potential. For example:

- Nationally less than 10% of child welfare and juvenile justice agencies are implementing evidence-based programs and practices;
- Prevention and intervention work is rarely data driven and strategic (e.g., it isn't based on data demonstrating need at the local or state level); and
- Evidence-based programs and practices, when implemented, are rarely implemented with fidelity.

For this EBPP Committee project, the goal is to develop a state system that supports well-implemented evidence-based programs and practices matched to need at the state and local/community level focused on at-risk and system-involved youth. The long-term goal of this project is to improve outcomes for at-risk and system-involved youth and their families as evidenced by:

- Reductions in recidivism;
- Reductions in out-of-home placement;
- Improvements in family functioning;
- Decreased behavioral health problems; and
- Improved educational outcomes.

The EBPP Committee aims to build a system that supports EBPPs at both the local and state levels. Development of this work plan is based on recommendations from the EBPP Committee and the MacArthur Foundation's Models for Change Juvenile Justice Mapping Process (see Attachment A).

This system will support a data-driven process that encourages:

- The selection of programs and practices with supported evidence of effectiveness based on need at the individual and community levels.
- Rigorous evaluation of promising, emerging and undetermined programs and practices.
- Commitment to cease any activity deemed to be harmful.
- Strong implementation supports to assure selected EBPPs are delivered with quality and fidelity.

Guiding priorities for the work plan include:

1. Support local and community processes to use data to match EBPPs to local needs.
2. Support effective implementation of EBPPs including measuring fidelity and outcomes.
3. Ensure high quality programming exists for low-, medium-, and high- risk/need youth and that youth are matched to services.
4. Use cost-benefit and cost-avoidance models to support approach.
5. Central repository to learn where programs are implemented and where the programs fall on the continuum of effectiveness (Colorado's PEW Results First Project within the Governor's Office will inform this process).

The DCJ on behalf of the JJDP Council developed a Documented Quote and solicited bids from person(s) or consulting groups to facilitate implementation of the EBPP Committee Work Plan. The successful contractor, the OMNI Institute, now serves as an independent consultant to facilitate the work of the EBPP Committee's Work Plan as outlined below.

1) Plan and implement data mapping process at the state and local levels

- *Importance of data.* Data is critical to understand need at the state and local levels. For example, local jurisdictions can begin to understand how they compare statewide in recidivism rates or out-of-home placements; and when youth behavioral needs are high across multiple jurisdictions it may be possible to scale evidence-based interventions to meet those needs. This data can also provide a baseline to measure the impact of this project over time at both local and state levels.
- *Determine data to be mapped.* Use the MacArthur mapping tools to help determine what data to collect at the state and local levels for at-risk, juvenile justice system and re-entry youth. This includes data regarding risk level and recidivism, child-welfare crossover youth – being re-victimized; out-of-home placement; re-offending); data about key decision points and how decisions are made (e.g., screening and assessment) and data about resources for low, moderate and high risk youth.
- *Determine who needs to be involved.* Identify what agencies need to be involved in planning the mapping process and producing the report.
- Create strategies for addressing priority data gaps.

2) Create a statewide picture of at-risk and justice-involved youth and their behavioral needs

- Work with state partners to compile existing data into a report.
- If available also include information from Results First regarding services to juveniles and their project cost/benefits.

3) Plan and host a statewide summit to introduce the 22 Juvenile Services Planning Committees (JSPC) or other cross-disciplinary collaborations (i.e. CMPs) serving at risk of or delinquent youth and critical partners (state agencies, universities, etc.) to the vision for this work and the planning process

- Invite nationally recognized experts to present at the Summit to introduce the vision for what is possible with this work
- Present what we know about statewide needs
- Present the evidence-based continuum concept
- Refresh on using assessment tools and how screening and assessment fits into process.

4) Develop RFP for selection of pilot JSPC sites to map local data and document evidence-based system needs

- Integrate a readiness assessment into the selection process to ensure readiness capacity of selected sites.
- Host focus groups with local communities to inform RFP and process for TA.

5) Strengthen partnerships and support for project

- Involve EBPP Work Group in strengthening partnerships and support for project
- Draft one-page information sheet about project (define potential benefits to other state systems)
- Map partner list and create plan for outreach to partners about project (e.g., Senate Bill 94; Medicaid; Juvenile Judicial including Probation; Youth Corrections; Child Welfare; Behavioral Health; CIC; EPIC); this could include power analysis process, University partnerships to support data collection, analysis, and fidelity processes
- Leverage additional resources to fund project.

Much of the work in the 2015-17 timeframe will be predicated on the outcomes of the summit and RFP process outlined above.

GOAL: To develop a state system that supports well-implemented evidence-based program and practices matched to need at the local/community levels focused on at-risk of or system-involved youth.

OBJECTIVE:

1. Use what was learned from the data collection, mapping process and summit to refine how state and local initiatives can and should routinely use these processes when developing service delivery plans for youth to assure matching of risk/needs with the most appropriate evidence-based program and practices.

ACTIVITIES:

1. Create a plan to provide TA to pilot sites
2. Build mechanism for aggregating local data and to provide state comparisons of local data
3. Define and develop targets for outcomes to be improved (local and state)
4. Develop feedback loops between state and local communities to support continuous process improvement; use information to inform what TA and a state system of supports to local communities could look
5. Identify options for evaluating programs that are not evidence-based (e.g., Standardized Program Evaluation Protocol or SPEP (<http://www.episcenter.psu.edu/juvenile/spep>), DYC)
6. Facilitate process for giving the local judicial districts the skill set to evaluate their programs (e.g., SPEP or Division of Youth Corrections Inventory tool)

Research and Evaluation Committee

As part of its System Improvement efforts, the JJDP has supported research and evaluation as a key component of any programming process it funds. An example of this is the evaluation of the state-funded Juvenile Diversion program. Since 2009, the Council has supported this evaluation which has yielded useful information leading to improvements in the operations of the diversion programs. This commitment to quality improvement through research and evaluation will continue in the next three year cycle.

GOAL: To continue to support quality improvement in the juvenile justice system through key research and/or evaluation projects.

OBJECTIVE:

1. Determine the greatest areas of need for research or evaluation

ACTIVITIES:

1. Support research and /or evaluation projects that meet the priorities of the JJDP Council

Emerging Leaders Committee

Over the past three years, the youth members or “Emerging Leaders” of the JJDP Council focused on several different issues which they had prioritized which included the need for more training for law enforcement and other front line professionals in how to work with juveniles who are having a mental health crisis. Many of these members were not Council members when the CIT for SROs and School Personnel curriculum was developed and when informed, felt this would meet the identified need. This training was held in the past three year cycle with the Denver Police Department.

Recently, the Emerging Leaders Committee identified a need for more concerted outreach within its own membership because of lagging involvement of some of its members. They contracted with two Youth Advocates (one who was a previous JJDP Council member) to provide an Advocacy Training, developed and delivered by the Youth Advocates, to the Emerging Leaders as well as other statewide groups where they are also encouraging youth advocacy. This can be accomplished with funds still remaining under the previous three year plan cycle.

In addition to the training, this committee has also chosen to focus on the needs of LGBTQ youth involved in the juvenile justice system. One of the Emerging Leaders of the JJDP Council was selected to participate in a national forum sponsored by OJJDP regarding the needs of LGBTQ youth in the juvenile justice system. Based on his involvement and what he learned, he informed the other members of the Emerging Leaders who agreed to make this a priority for their Colorado-based work. Their goal is to improve services provided to LGBTQ minority youth within the Colorado juvenile justice system and increase LGBTQ engagement within agencies. This will be accomplished by helping providers understand what it means to provide respectful and equal services to LGBTQ minority youth who are involved in the juvenile justice system through an educational training for providers to increase their knowledge and understanding of LGBTQ language and the specific needs of the community. This training will also assist in improving provider’s comfort levels in working with the LGBTQ community and help agencies develop an engagement model to implement their work with LGBTQ minority youth.

GOAL: To ensure youth input and participation on the Council and to keep the Council informed of current youth issues at the state and national level.

OBJECTIVE:

1. Provide an educational training for juvenile justice system providers to increase their knowledge and understanding of LGBTQ language and the specific needs of the community.
2. Continue to explore other system improvement efforts to address under or un-met needs within the juvenile justice system

ACTIVITIES:

1. Hold regularly scheduled meetings of the Emerging Leaders for planning, education and funding purposes.
2. Work with Youth Advocates to learn more about how Emerging Leaders can support system improvement efforts in juvenile justice systems
3. Support time, travel and per diem costs of members to attend meetings and training conferences as necessary.
4. Support training and technical assistance efforts as prioritized by the Emerging Leaders.

Program Area	Program Area Title	2015 Funds Federal and Match	State Match	Total Funds
28	Planning and Administration	\$58,244	\$58,244	\$116,488
32	State Advisory Group Allocation	\$20,000		\$20,000
19	Compliance Monitoring	\$106,566		\$106,566
21	Disproportionate Minority Contact	\$155,072		\$155,072
24	Indian Tribe Programs	\$50,000		\$50,000
27	Juvenile Justice System Improvement	\$192,561		\$192,561
	Total	\$582,443	\$58,244	\$640,687

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/

PREA

The Division of Criminal Justice supports the work of the Division of Youth Corrections (DYC) in meeting Prison Rape Elimination Act (PREA) standards through a subgrant with the Title II/Formular PREA penalty funds. The DYC has been proactively working on PREA compliance through development of staff training, development of resident materials regarding PREA, and developing a staffing plan to assure compliance. They have actively sought funding from the General Assembly for the staffing needs which need to be met for full compliance with PREA.

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 program 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.

For non-direct service projects such as those under system improvement, the Division of Criminal Justice/OAJJA develops performance measure data collection forms which accompany the narrative programmatic and financial reports which are submitted quarterly and at the end of the project period. These forms are then used to provide the required performance measure reporting to OJJDP.

RESEARCH AND EVALUATION

The Division of Criminal Justice acknowledges the guidance being provided by OJJDP regarding research and evaluation projects. At this time, no decisions have been made by the JJDP Council regarding funding any research or evaluation projects but DCJ agrees to inform OJJDP if such a project is proposed for funding and will provide the necessary assurances in writing regarding research integrity and personal or organization conflicts.

STATE ASSURANCES

Colorado provides the following assurances:

- Youth in the juvenile justice system are treated equitably on the basis of gender, race, family income, and disability;
- Consideration will be given to and assistance will be available for approaches designed to strengthen the families of delinquent and other youth to prevent juvenile delinquency;
- Assistance provided under this Act will not cause displacement of any currently employed employee;
- Activities assisted under this Act will not impair an existing collective bargaining relationship, contract for services, or collective bargaining agreement;
- No such activity that would be inconsistent with the terms of a collective bargaining agreement shall be undertaken without the written concurrence of the labor organization involved;
- Federal funds will be used to supplement and increase (but not supplant) the level of the State, local, and other non-Federal funds that would in the absence of such Federal funds be made available, and will in no event replace such State, local and other non-Federal funds;
- If the State receives under Section 5632 of this title for any fiscal year an amount that exceeds 105% of the amount the State received for fiscal year 2000, all of such excess shall be expended through or for programs that are part of a comprehensive and coordinated community system of services;
- Juvenile offenders whose placement is funded through section 472 of the Social Security Act (42 U.S.C. 672) receive the protections specified in section 471 of such Act (42 U.S.C. 671), including a case plan and case plan review as defined in section 475 of such Act (42 U.S.C. 675).

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 SAG serves as a supervisory board for Title II funding.

The JJDP Council currently has 26 members of which 12 (46%) are full-time govt. employees, 26.9% (7) are youth (Y), and 3 have admitted to prior juvenile justice jurisdiction.

JJDP Council Membership and Designation							
	Name	Affiliation	Youth (Y) or (3) (A) ii Designation	FT Govt	Date of Appt	Residence	Email
1	Will Hays, Chair	Hilltop Community Resources/Community	D		07/12	Grand Junction	willh@htop.org
2	Linda Nordin	Jefferson Center for Mental Health/Community MH	D		07/12	Lakewood	lindan@jcmh.org
3	Michelle Brinegar	District Court Judge, 18 th JD/Judiciary	B	X	08/14	Fort Collins	Michelle.brinegar@judicial.state.co.us
4	Lisa Calderon	Director, Community Reentry Project/Community	D	X	05/10	Denver	Lisa.Calderon@denvergov.org
5	Jennifer Capps	Professor, Metro State College/Education	C	X	05/10	Denver	jcapps5@msudenver.edu
6	Nkeonye'Asua Egbune	Youth Member	Y		08/14	Denver	nkeonyeasua96@gmail.com
7	Jenny Ellison	Chief Deputy DA, 8 th JD/Prosecution	B	X	02/14	Ft Collins	ellisokj@co.larimer.co.us
8	Matthew Espinoza	Youth Member	Y		12/12	Denver	matthewespinoza432@yahoo.com
9	Jerry Evans	Community Health Initiatives/Research & Evaluation/Community	D		08/14	Carbondale	jrevansphd@gmail.com
10	Jane Flournoy, Vice-Chair	Office of Behavioral Health/ Mental Health (MH)	C	X	12/13	Denver	jane.flournoy@state.co.us
11	Elizabeth Ford	Private Attorney/Defense	B		08/13	Denver	eford@duffordbrown.com
12	Lerissa Garcia	Youth Member	Y		11/12	Thornton	lrgarcia@da17.state.co.us
13	Christine Harms	CO School Safety Resource Center Director	G	X	07/12	Denver	Christine.harms@state.co.us
14	Ernest House, Jr.	Executive Director, Colorado Commission on Indian Affairs	C	X	05/10	Denver	ernest.house@state.co.us
15	Bill Kilpatrick	Chief, Golden Police Department/Law Enforcement	B	X	01/15	Golden	bkilpatrick@cityofgolden.net
16	Tracey Kraft- Tharp	House of Representatives, CO	A		08/13	Denver	TKTH@aol.com
17	Jailene Pierce	Youth Member	Y		08/14	Lakewood	Jpierce24@hotmail.com
18	Ricardo Rocha-Rangel	Youth Member	Y		08/14	Commerce City	tonatiuh.delarocha@gmail.com
19	Anastasia Salinas	Youth Member	Y		08/11	Denver	
20	Bonnie Saltzman	Defense Attorney	B		05/08	Denver	saltzmanLaw@aol.com
21	Dedrick Sims	Sims-Fayola Foundation/Community	D		12/13	Denver	d.sims@simsfayola.org
22	Jack Storti	Youth Member	Y		12/13	Parker	jstorti@msudenver.edu
23	Joe Thome	Division of Youth Corrections	C	X	08/11	Longmont	Joe.Thome@state.co.us
24	Susan Walton	Director, Park County Dept. of Human Services	C	X	05/15	Bailey	Susan.Walton@state.co.us
25	Kevin West	School District 27J, Director of Intervention Services	C	X	05/15	Brighton	kwest@sd27j.org
26	Dana Wilkes	State Court Administrator's Office/Probation	B	X	08/13	Denver	dana.wilks@judicial.state.co.us

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 (6.20 FTE), BJS Statistical Analysis Center (SAC)

Office of Community Corrections (6.90 FTE), administers the state community corrections programs

Office of Victims Programs (12.3 FTE) Administers VOCA Victims Assistance and Victim Compensation funds, and Violence Against Women Act (VAWA) funds

Administration, Budget, Accounting and Administrative Support (6.40 FTE)

Office of Domestic Violence and Sex Offender Management (9.6 FTE)

EBP Implementation Resource Center (9.0 FTE)

Office of Adult and Juvenile Justice Assistance – This office administers several major federal, state and foundation criminal and juvenile justice funding programs. There are currently 9 staff (8.4 FTE) in OAJJA, an estimated total of which 3.5 will be charged to Formula Grant Administration from 2015 funds. One additional vacancy will be filled for a Financial Grant manager in the near future.

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 2015-2017 funding priorities include: Planning and Administration, State Advisory Group Allocation, Compliance Monitoring for Deinstitutionalization of Status Offenders, Jail Removal, and Separation of Juveniles from Adult Inmates; Disproportionate Minority Contact; Indian Tribe Programming; and Juvenile Justice System Improvement. The monies are used for program development and implementation, policy design, research & evaluation, and other activities.

In total, OAJJA administers several federal, state or foundation grant programs as such as Formula and JABG from OJJDP, PREA, 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 2015-2017 Title II/Formula Grant planning and administrative costs will cover:

- Salaries/indirect costs for staffing, 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

Title II/Formula Grant Funded positions:

Sue Bradley (Administrative Assistant III) Duties:

This position exists to provide administrative support to the Office of Adult and Juvenile Justice Assistance (OAJJA) by providing administrative support for federal, state, and foundation grant programs, the Justice Assistance Grant (JAG) Board and Juvenile Justice and Delinquency Prevention (JJDP) Council. This position processes grant applications, inputs data from applications into grant management sub-systems and assists in the production of Grant Award documents. Documents are produced utilizing numerous databases and software, including Microsoft Word, Excel, PowerPoint, Paradox, COGMS and Google Mail. This position is responsible for meeting planning, scheduling meeting locations, catering arrangements; meeting set up and tear downs. This position is the central contact for meeting R.S.V.P.s and is responsible for attendance rosters. This position makes travel arrangements for board/council members and unit staff; is responsible for the procurement of office supplies, large print jobs and for file maintenance.

Susan Davis (General Professional IV) Duties:

This is a 40% position devoted to compliance monitoring. The purpose of this position is to fulfill the compliance monitoring core requirement of the JJDP Act which includes: annually identifying and classifying the universe of facilities that must be monitored for compliance with the JJDP Act, annually inspecting facilities and collecting and verifying data on juveniles held securely. This position monitors all secure and non-secure law enforcement facilities and juvenile detention centers in the state for compliance with the JJDP Act related to the safe and appropriate holding of juveniles, and produces Colorado's annual compliance monitoring report for submission to the Office of Juvenile Justice and Delinquency Prevention. Colorado's annual funding through the JJDP Act is contingent upon full compliance. This position is responsible for the education and training of law enforcement of the JJDP Act core requirements and provides technical assistance to law enforcement so that JJDP Act compliance is realized. This position coordinates and collaborates with other state agencies related to juvenile justice and delinquency prevention for the purpose of improving the system.

Cindy Johnson (General Professional III) Duties:

The purpose of this position is to analyze, compare, monitor, and report on the financial activities of subgrantees within the following federal programs: Formula (Title II), Title V, Juvenile Accountability Block Grant (JABG), Juvenile Diversion, Edward Byrne Memorial Justice Assistance Grant Program, Paul Coverdell Forensic Science Improvement Grant, and the National Criminal History Improvement Program. This includes reconciliation of program expenditures with the states accounting system, reviewing budget figures of grant applications, processing Statement of Grant Awards through CDPS Accounting, reviewing quarterly expenditures of subgrantees, processing payments to subgrantees, reconciling grant charts with the State CORE system, reviewing grant status with program managers, and performing financial audits on subgrantee expenditures. Provide financial support and leadership to agencies throughout the state and represents the Office of Adult and Juvenile Justice Assistance as an active member of the Grant Accounting Group, which is a collaborative problem-solving team that communicates with other divisional units on various financial issues.

Anna Lopez (General Professional IV) Duties:

This position exists to manage the administration of the Federal Disproportionate Minority Contact Requirement under Title II of the Juvenile Justice and Delinquency Prevention Act as amended in 2002, Public Law 93-415 sec. 201- 223, administer Title V, Incentive Grants for Local Delinquency Prevention Programs currently unfunded) of the Juvenile Justice and Delinquency Prevention Act as amended in 2002, Public Law, 102-586 sec. 501-506, enacted in 1992, and serve as the staff liaison to the Juvenile Justice and Delinquency Prevention Council. This position reviews and approves proposals to determine funding eligibility, approves cash requests, authorizes or denies grant adjustments and budget modifications. This position provides training and technical assistance to local Colorado communities on DMC issues and strategic planning and coordinates additional training and technical assistance accessible through the Office of Juvenile Justice and Delinquency Prevention. This position works with other state agencies in funding decisions made by the agency to improve and coordinate statewide and local planning to address and resolve multiple juvenile justice issues. This position is the staff authority on proven delinquency prevention strategies, the status of juvenile minority over representation in Colorado and effective practices to address this over representation and disproportionate minority confinement. This position is the primary representative of the Division on the prevention issues and on any and all included committees, coalitions, boards and working groups convened to accomplish cross-state efforts to coordinate prevention programs.

Michele Lovejoy (General Professional IV) Duties:

This position exists to manage the administration of Title II Part B (Formula Grant) of the Juvenile Justice and Delinquency Prevention Act as amended in 2002, Public Law 93-415, of the Juvenile Accountability Block Grant Program (JABG), under federal statutory authority, PL107-273, November 2002, Making Appropriations for the Departments of Commerce, Justice and State, the Judiciary, and related Agencies and for other Purposes (Appropriations Act) and the Juvenile Diversion program as authorized under section 19-2-303 of the Colorado Revised Statutes, and any other law or program designed to improve the administration of juvenile justice, court systems, law enforcement, corrections, probation, prosecution, parole, juvenile delinquency programs and related fields (24-33.5-503 C.R.S). This position reviews and approves proposals to determine funding eligibility, approves cash requests, authorizes or denies grant adjustments and budget modifications. This position works with other state agencies in funding decisions made by the agency to improve and coordinate statewide and local planning to address and resolve multiple juvenile justice issues. This position produces the annual Performance Report for the Formula Grant program, JABG program and the grant summary portion of the annual report to the Governor and Legislature and provides input to the Juvenile Justice and Delinquency Prevention (JJDP) Council regarding Diversion activities.

Kyle McDonald (General Professional V) Duties:

This position exists to manage the financial, grant monitoring and administrative work within the unit that administers the federal Title II, Title V, JABG, State Juvenile Diversion, Byrne/JAG, Coverdell, NCHIP grants and various other funding. Position is responsible for providing unique technical expertise and guidance and directing all administrative aspects related to receiving and establishing an impartial funding process, monitoring the funded projects, and reporting to the federal offices which administer these funds. Position also acts as Assistant Unit Manager in the performance of management tasks and acts as manager in the absence of, or upon request of, the Unit Manager. This position also serves as the supervisor of one General Professional III- Financial Specialist and one Administrative Assistant III. Overall, position is responsible for the development of technical assistance tools, promoting collaborative partnerships, performing grant management training, technical assistance and maintaining data collection systems to improve and produce federal and public reports. Position oversees and performs administrative functions related to the OAJJA funding process including developing the grant process, creating all program systems and forms, and desk and site monitoring of funded projects. Position provides oversight of all high-risk grants.

Meg Williams (General Professional VI) Duties:

The position exists to supervise activities of the program grant management and mid level supervisory FTE in the unit; to guide and direct state level activities and the functions and budgets of OAJJA; to provide leadership, direction, accountability and equity in the grant making process; to develop annual statewide juvenile justice and Byrne grant strategies and reports; to act as the main point of contact for general program accountability to OJP's Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice and Office of Juvenile Justice and Delinquency Prevention for respective grant programs; and to set unit goals and hold staff accountable for achieving unit goals. As the JJ Specialist for the state, this position is responsible for all aspects of the operations of the JJDP Council (State Advisory Group) including scheduling meetings, assuring complete representation pursuant to the JJDP, and assisting in developing the juvenile justice three year plan including setting of priorities. This position also serves on various State level Boards and Council regarding juvenile justice and delinquency prevention and serves as a juvenile justice and delinquency prevention expert for the state.

OAJJA STAFF-% OF TIME 2014

Meg Williams
Title: Manager of OAJJA and Juvenile Justice Specialist
State Classification: GP VI
FTE: 1.0
% of salary from Formula Grant Admin= 24%
% of time dedicated to Juvenile Justice= 49%

Sue Bradley
Title: Administrative Assistant
State Classification: Admin Assistant II
FTE: 1.0
% of Salary from Formula Grant Admin= 60%
% of Time dedicated to Juvenile Justice = 80%

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: 1.0
% of Salary from Formula Grant Admin = 4%
% of Time dedicated to Juvenile Justice = 26%

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: 1.0
% of Salary from Formula Grant Admin = 0%
% of Time dedicated to Juvenile Justice = 94%

Michele Lovejoy
Title: Program Grant Manager
State Classification: GP IV
FTE: 1.0
% of Salary from Formula Grant Admin = 22%
% 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%

Kyle McDonald
Title: Financial Grant Manager Supervisor
State Classification: GP V
FTE: 1.0
% of salary from Formula Grant Admin= 8%
% of time dedicated to Juvenile Justice= 30%

Vacant
Title: Grant Finance Officer
State Classification: GP III
FTE: 1.0
% of Salary from Formula Grant Admin = 0%
% of Time dedicated to Juvenile Justice = 0%

STATE OF COLORADO
JUVENILE JUSTICE SYSTEM FLOWCHART

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CHILD TAKEN INTO CUSTODY
19-2-502

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

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

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

YES
19-2-507(3)

NO
19-2-507(1)

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

RELEASE WITH
SERVICES
19-2-302

STAFF SECURE
FACILITY
19-1-103(101.5)

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

SHELTER
19-2-508(1)

TEMPORARY
HOLDING
FACILITY
19-2-507(1)

DETENTION
19-2-507

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

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

RELEASE WITH
SERVICES
19-2-302

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

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

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PRELIMINARY INVESTIGATION
BY DISTRICT ATTORNEY
19-2-510

INFORMAL
ADJUSTMENT
19-2-703

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

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

DIRECT FILING
IN DISTRICT COURT
19-2-517

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MOTION TO
TRANSFER TO
DISTRICT COURT
19-2-518

INVESTIGATION &
HEARING ON TRANSFER
19-2-518

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

PLEA OF GUILTY
19-2-708

ADVISEMENT
19-2-706

PRELIMINARY HEARING
19-2-705

ENTRY OF PLEA
19-2-708

PLEA OF NOT GUILTY
19-2-708

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

FINDING OF GUILT

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

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).

IF COMMITMENT

COMMUNITY REFERRAL
AND REVIEW
19-2-210

COMMUNITY
PLACEMENT

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

PAROLE DISCHARGE
19-2-1002(9)

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