



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

Improving Outcomes for Youth in Colorado

First Presentation to Task Force: IOYouth Process and System Overview

May 14, 2018

CSG Justice Center Presenters:

Nancy Arrigona, *Research Manager*

Shanelle Johnson, *Policy Analyst*

Nina Salomon, *Project Manager*

About The Council of State Governments (CSG) Justice Center

Corrections



Justice Reinvestment



Mental Health



Reentry



Substance Abuse



Youth



Courts



Law Enforcement



Justice Center

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National nonprofit, nonpartisan, membership association of state government officials that engages members of all three branches of state government

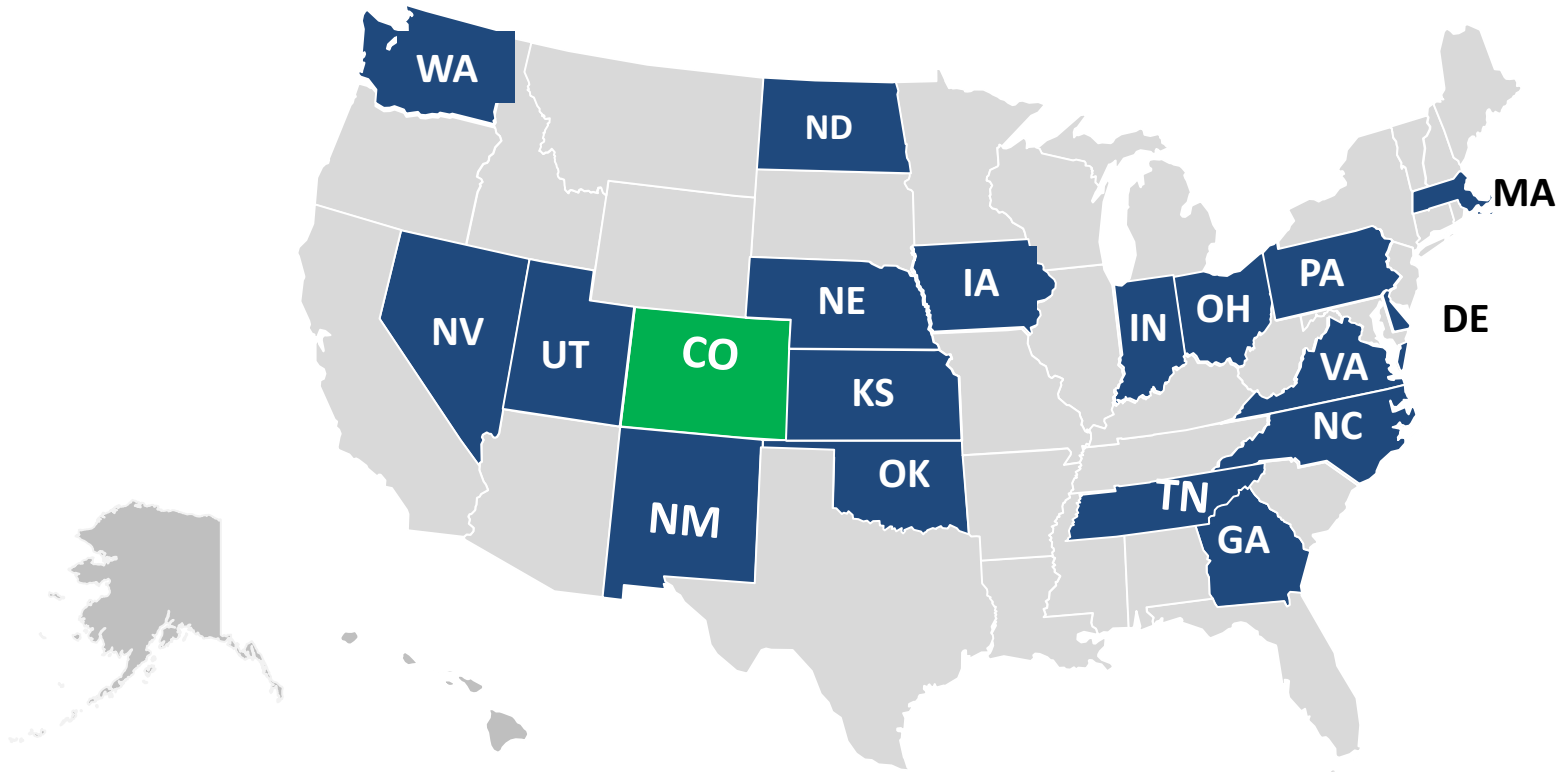
Provides practical, nonpartisan research-driven strategies and tools to increase public safety and strengthen communities

About the National Reentry Resource Center



- Authorized by the passage of the Second Chance Act in April 2008
- Launched by The Council of State Governments (CSG) Justice Center in October 2009
- Administered in partnership with the U.S. Department of Justice's Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention

The CSG Justice Center has partnered with numerous states to provide technical assistance.





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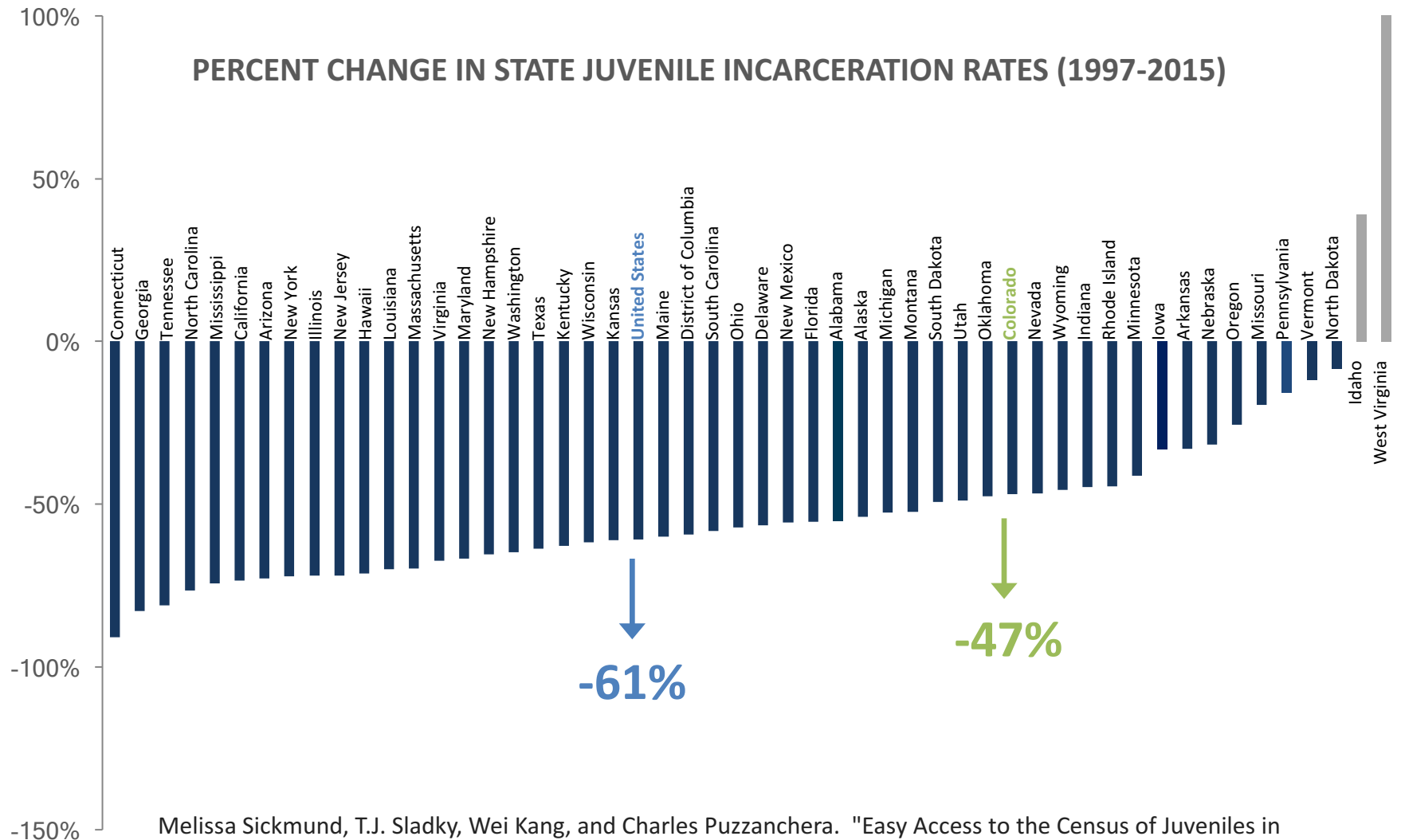
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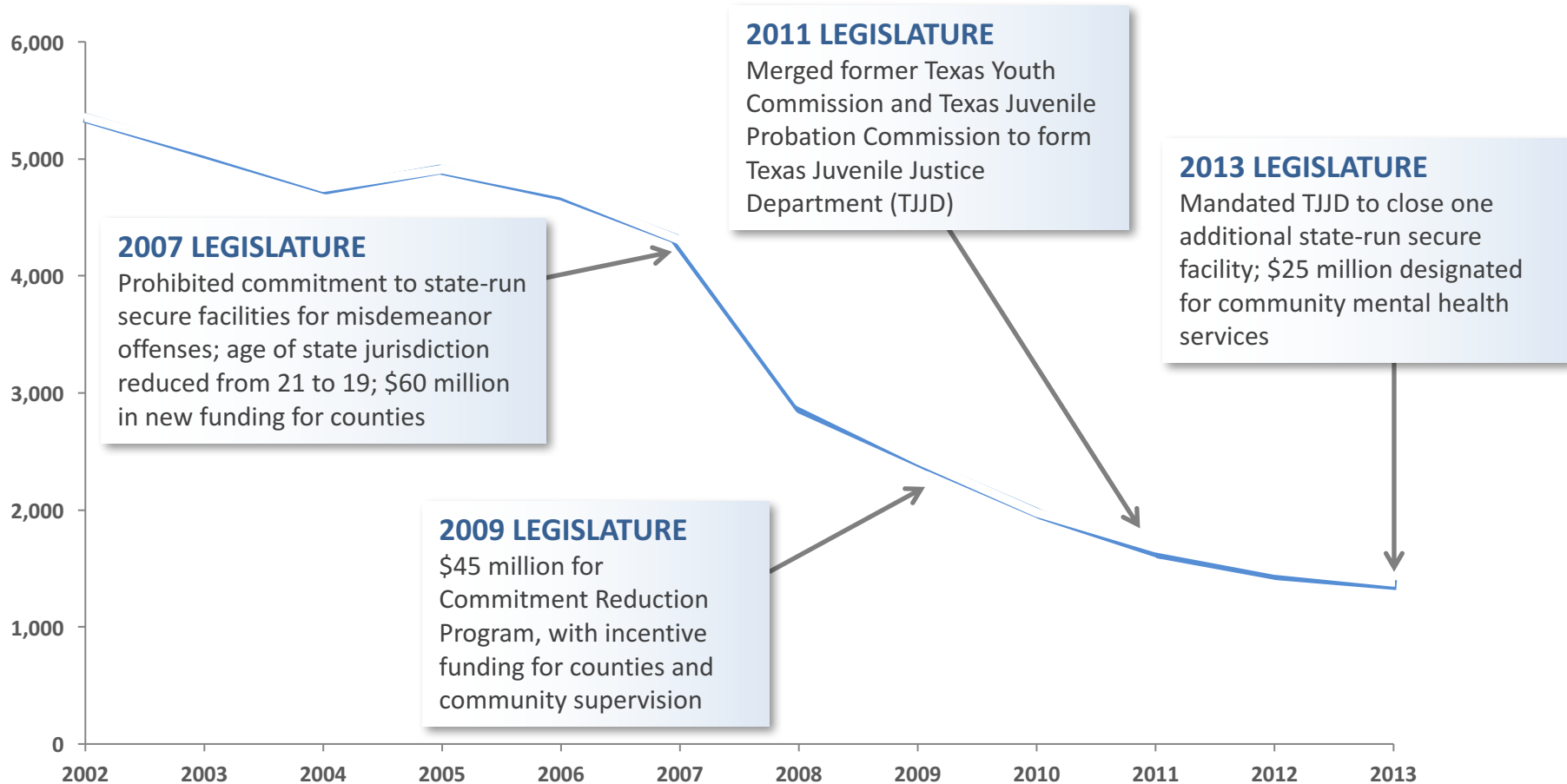
States' juvenile incarceration rates have declined dramatically over the past decade.



Melissa Sickmund, T.J. Sladky, Wei Kang, and Charles Puzzanchera. "Easy Access to the Census of Juveniles in Residential Placement." Office of Juvenile Justice and Delinquency Prevention. Accessed May 3, 2018, <http://www.ojjdp.gov/ojstatbb/ezacjrp/>

Texas case study: system improvements contributed to over 60 percent decline in juvenile incarceration rates.

REFORM HIGHLIGHTS and AVERAGE DAILY POPULATION IN STATE-RUN SECURE JUVENILE FACILITIES



CSG Justice Center used more than 1.3 million records to analyze recidivism rates for similar groups of youth

Juvenile Probation and Secure Confinement Data

- 899,101 records
- 452,751 juveniles
- Dispositions and secure releases



Criminal History and Prison Admission Data

- 408,312 records
- 242,541 juveniles
- Arrests and incarcerations



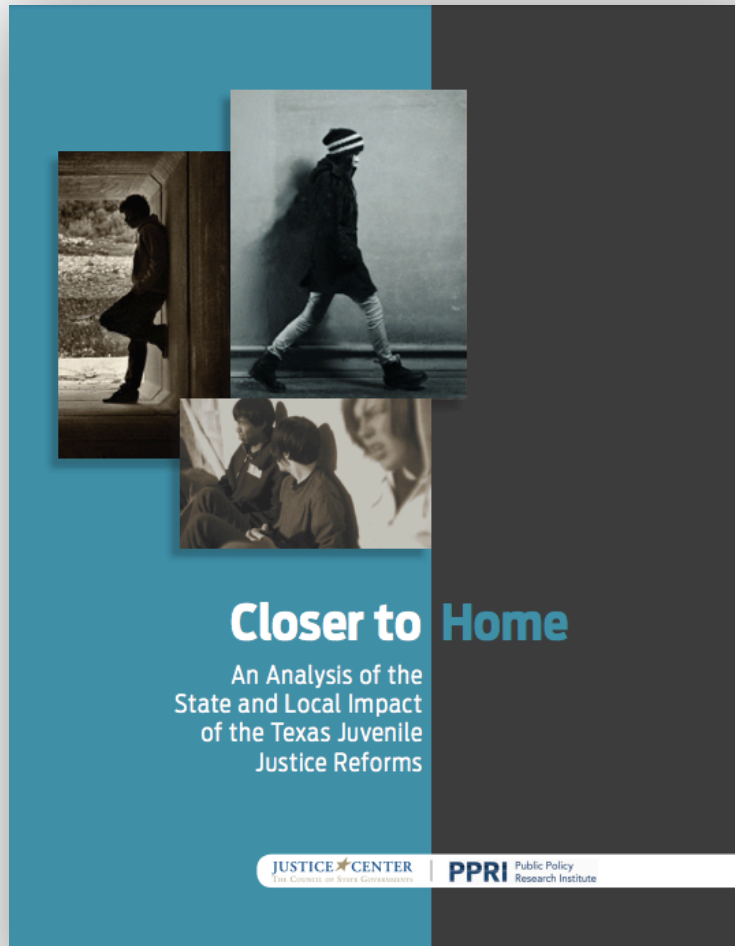
Two Closer-to-Home Study Cohorts

- Pre-reform cohort: 27,131 juveniles
- Post-reform cohort: 31,371 juveniles

“Apples to apples” comparison of youth eligible for incarceration:

- Youth supervised in the community
- Youth released from state-run secure facilities

Youth kept closer to home have better outcomes.



One-Year Probability of Rearrest

Released from State-
Run Secure Facilities
41%

Supervised in the
Community
34%



**21% more likely to be
rearrested**

First Recidivism Offense a Felony

Released from State-
Run Secure Facilities
49%

Supervised in the
Community
17%



**3x more likely to commit a
felony when recidivating**

Per capita funding for county juvenile probation departments increased significantly after system improvements.

	FY2005	FY2012	% Change
Per capita expenditures for local juvenile probation departments	\$3,555	\$7,023	98%
Expenditures adjusted for inflation to 2014 dollars	\$4,337	\$7,304	68%
Percentage of local juvenile probation department expenditures contributed by county	77%	71%	-8%

Rearrest rates for youth on probation were comparable regardless of intervention and did not improve after changes.

INTERVENTION TYPE	PRE-REFORM STUDY GROUP <i>One-Year Probability of Rearrest</i>	POST-REFORM STUDY GROUP <i>One-Year Probability of Rearrest</i>
State Incarceration	41%	41%
Skill-Based Program	29%	27%
Treatment Program	28%	30%
Surveillance Program	31%	29%
Secure County Placement	33%	34%
Non-Secure County Placement	35%	35%
No Intervention	33%	32%

A significant percentage of low risk youth received supervision and services.

	% of Low-Risk Youth on Supervision in Programs	Low-Risk Youth on Supervision in Programs % High Need
Tarrant	44%	11%
Travis	71%	22%
Victoria	91%	35%
Harris	80%	4%
Lubbock	43%	19%
Cameron	40%	20%
Dallas	55%	18%
El Paso	77%	4%

Low risk youth in most counties stayed longer in programs than high risk youth.

MEDIAN LENGTH OF STAY IN DAYS IN A PROGRAM BY RISK LEVEL

	LOW RISK YOUTH	HIGH-RISK YOUTH
Tarrant	105	77
Travis	115	112
Victoria	125	69
Harris	75	104
Lubbock	167	118
Cameron	193	135
Dallas	94	124
El Paso	136	133

Youth were not sufficiently matched with services that addressed their needs and with research-based services.

NUMBER OF YOUTH AT REFERRAL IDENTIFIED AS HAVING A SUBSTANCE ABUSE NEED FY 2012		PERCENT OF THESE YOUTH IN SUBSTANCE ABUSE TREATMENT OR INTERVENTION PROGRAM
Tarrant	659	2%*
Travis	497	27%
Victoria	0	0%*
Harris	3,731	12%
Lubbock	131	32%
Cameron	287	25%
Dallas	1,835	23%
El Paso	518	0%**

Texas case study has implications for all states:

- States can **reduce the number of incarcerated youth** without compromising public safety.
- Youth supervised closer to home have **lower rearrest rates** than similar youth released from state-run secure facilities.
- Increased **resources are not sufficient** to reduce recidivism and improve outcomes for youth on community supervision and leaving incarceration. Resources must be used efficiently to **match youth with the appropriate level and type of research-based supervision and services.**



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Colorado leadership requested technical assistance from the CSG Justice Center through IOYouth.

STATE OF COLORADO

OFFICE OF THE GOVERNOR

136 State Capitol Building
Denver, Colorado 80203
(303) 866-2471
(303) 866-2003 fax



John W. Hickenlooper
Governor

March 12, 2018

Ms. Nina Salomon
Council of State Governments Justice Center
444 North Capitol St., NW
Washington, DC 20001

Dear Ms. Salomon:

On behalf of the entire state of Colorado, please accept this letter as our commitment to the Council of State Governments Justice Center (CSGJC) Statewide Juvenile Justice Improvement Initiative Technical Assistance Opportunity.

During our administration, we have made great progress to change the policy and culture of the Division of Youth Services (DYS), formerly Youth Corrections, in Colorado. In partnership with the General Assembly and stakeholders, we continue to implement programming that changes how we rehabilitate youth and improves public safety. We would like to outline some of the significant strides that DHS has made in a short period, in our efforts to enhance our overall culture. Here are just a few of the changes implemented:

- Working with the Center for Juvenile Justice Reform at Georgetown University and the University of Cincinnati Corrections Institute, we have conducted a full assessment of DHS services. This will have a strong focus on the effective delivery of evidence-based practices, the appropriate length of service for youth in our care, and ensuring that appropriate transition and aftercare services are in place upon release.
- DHS continues to move forward with the full implementation of the Sanctuary Model, a trauma responsive model geared towards a positive culture change for both youth and staff within DHS.
- Established a pilot program utilizing the consulting services of Missouri Youth Services Institute to further move our system towards a therapeutic environment.
- In July 2017, DHS retitled the position of "Correctional Youth Security Officer" to "Youth Service Specialist" and has already started marketing and recruiting for this newly identified role. This change alone has started to actualize a new type of candidate prepared to work with at-risk youth congruent with our culture change and new direction.
- Eliminated pressure-point pain compliance and offense strikes as of August 1, 2017. This is a significant milestone the Division put considerable effort behind accomplishing.
- Eliminated the use of the Safe Restraint Wrap device for all young people ages 10-13 across all DHS state-operated youth centers as of July 1, 2017.
- Further eliminated the Safe Restraint Wrap device for youth ages 14-20 across all DHS state-operated youth centers November 2018.
- Effective September 1, 2017, we implemented a forward-thinking youth search process that eliminated routine strip searches and instead implemented a procedure that preserves youth's dignity while also maintaining effective safety and security practices.
- DHS continues to be a leader in the nation in the limited use of seclusion. Seclusion use averages less than one hour per episode, which is well below the national average of 16 hours per episode.

Speaker of the House
CRISANTA DURAN
Colorado State Capitol
200 East Colfax Avenue, Room 307
Denver, Colorado 80203
303-866-2925



General Assembly
State of Colorado
Denver

Senate President
KEVIN J. GRANTHAM
Colorado State Capitol
200 East Colfax Avenue, Room 346
Denver, Colorado 80203
303-866-4877

February 21, 2018

Ms. Nina Salomon
Project Manager, Juvenile Justice Improvement Initiative
The Council of State Governments Justice Center
444 N. Capitol St. NW
Washington, D.C. 20001

Dear Ms. Salomon:

Please accept this letter as our commitment and support to actively participate in the Council of State Governments (CSG) Justice Center Statewide Juvenile Justice Improvement Initiative. If the State of Colorado is accepted, we will:

- Participate in a bipartisan, inter-branch leadership task force to guide the effort;
- Share available juvenile justice and other service system data; and
- Assist and support CSG in assessing the juvenile justice system's current law, policy and practice to help identify ways to reduce recidivism and improve outcomes for Colorado youth.

Despite many comprehensive policy, program and legislative changes, Colorado still faces challenges. While our successes have been many, there is still plenty of room for improvement and work to be done. Fortunately, we have dedicated professionals and community members across our great State that are passionate about improving the quality of life and the success of our youth. We are committed to reaching across any borders of government to work together in finding real solutions to support children, youth and families in need.

We look forward to hearing from you soon and thank you for your consideration.

Sincerely,

Speaker of the House Crisanta Duran

President of the Senate Kevin Grantham

IOYouth assists states to answer the following questions:

How well do our resources, policies, and practices **align with what the research says works** to reduce recidivism and improve other youth outcomes?



What recidivism and other outcome data does our state **track** for youth under the supervision of the juvenile justice system?



To what extent are **leaders from the three branches of state government working together** and in partnership with local governments to improve outcomes for youth under juvenile justice system supervision?



IOYouth can build upon Colorado's recent efforts to strengthen the juvenile justice system.

- Passage of 2017 legislation aimed at improving conditions of confinement in Department of Youth Services facilities
- Expansion of the Collaborative Management Program, which provides funding programs for children, youth, and families involved with multiple agencies in 45 counties
- Reduction of Colorado's juvenile detention admissions by decreasing bed availability and creating alternatives through the efforts of SB 94 (detention bed cap at 382)

Governor Hickenlooper supported the formation of a statewide task force to identify ways to strengthen public safety and improve outcomes for youth.

Senator Bob Gardner, Cochair
Colorado General Assembly

Rep. Pete Lee, Cochair
Colorado General Assembly

Reggie Bicha
Colorado Department of Human Services

Justice Brian Boatright
Supreme Court of Colorado

Stacie Nelson Colling
Office of the Alternate Defense Council

Jeff Cuneo
Colorado Juvenile Defender Center

Sheri Danz
Office of the Child Representative

Julie DeNicola
Stepping Stones Advocacy

Hon. Leslie J. Gerbracht
3rd Judicial District Court

Rebecca Gleason
18th Judicial District

Arnold Hanuman
Colorado District Attorney's Council

Will Hays
Hilltop Community Resources, JJDPC

Emily Humphrey
8th Judicial District

Anders Jacobson
Division of Youth Services

Bill Kilpatrick
City of Golden Police Department

Elizabeth (Elise) Logemann
Colorado Bar Association

Rep. Paul Lundeen
Colorado General Assembly

Daniel Makelky
Douglas County Department of Human Services

Hon. Ann Gail Meinster
1st Judicial District Court

Lanie Meyers-Mireles
Prowers County Department of Human Services

Rep. Dafna Michaelson- Jenet
Colorado General Assembly

Jenifer Morgen
17th Judicial District

Barrie Newberger-King
Office of the Colorado State Public Defender

Mike O'Rourke
11th Judicial District

Chris Ryan
Colorado Judicial Branch

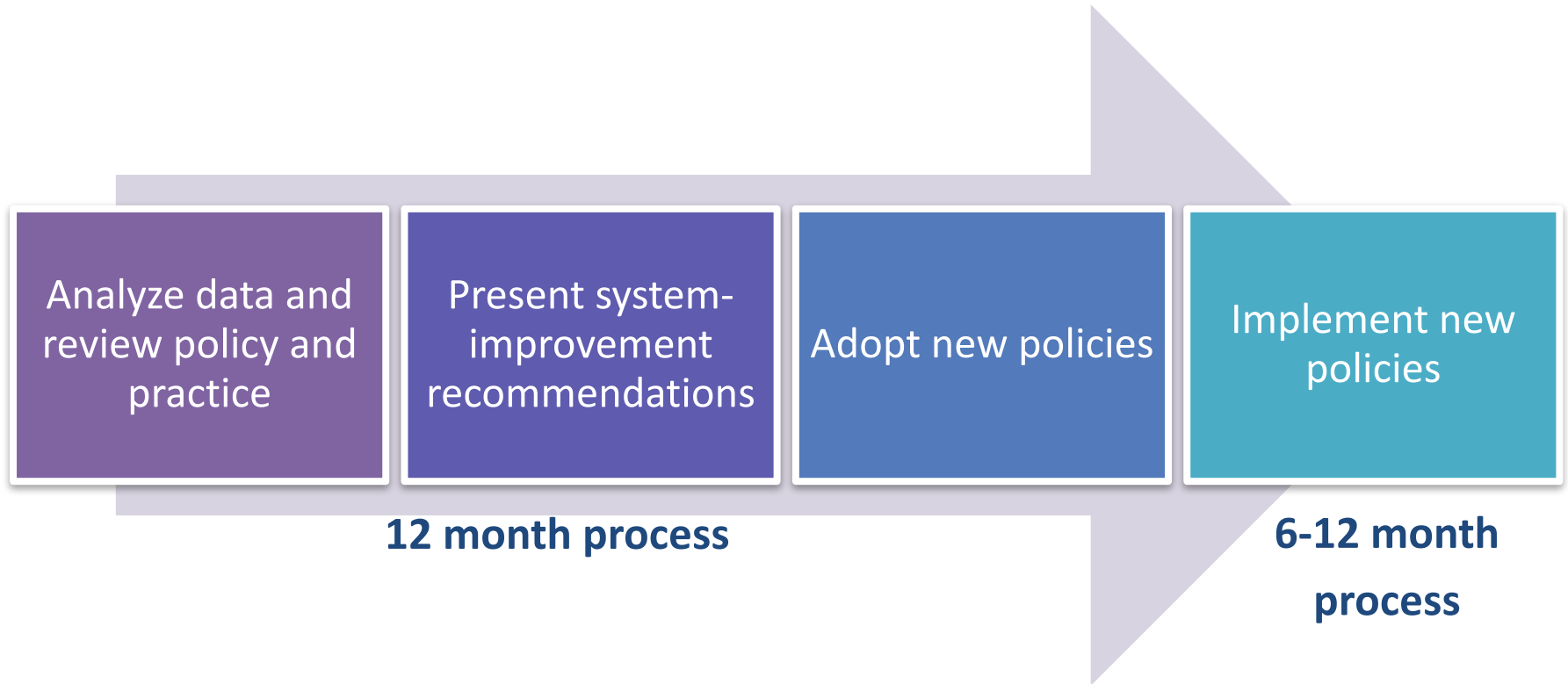
Lindsey Sandoval
Office of the Colorado State Public Defender

Rebecca Wallace
ACLU of Colorado

Meg Williams
Office of Adult and Juvenile Justice
Assistance & Juvenile Parole Board

Adam Zarrin
Office of Governor John Hickenlooper

IOYouth has four phases designed to identify and advance policies, practices, and funding to improve outcomes for youth.



Assessment findings will be based on detailed case-level data from many sources.

Data	Source	Status
Diversions	Multiple sources	Requested
Detentions	Colorado Department of Human Services, Division of Youth Services	Received
Court Filings	Colorado Judicial Branch, Office of the Court Administrator	Requested
SB94 Records	Colorado Department of Human Services, Division of Youth Services	Requested
Probation Records	Colorado Judicial Branch, Office of the Court Administrator	Requested
Commitments	Colorado Department of Human Services, Division of Youth Services	Received

Assessment findings will also reflect feedback from extensive interviews and focus groups with system stakeholders.

February

Statewide Initial Visit

- Governor's Office
- State legislators
- State agency leadership and staff
- Probation chiefs and officers
- District attorneys/public defenders
- Judges

April

Grand Junction

- Grand Mesa leadership, staff, youth, parents
- Residential and non residential service providers
- District attorneys/public defenders
- Probation chiefs and officers
- Judges
- Law Enforcement

May

Denver/Colorado Springs

- Judges
- Probation chiefs and officers
- District attorneys/public defenders
- Residential and non residential service providers
- Facility leadership, staff, youth, parents
- County Departments of Human Services

The assessment process is guided by the core principles shown by research to improve outcomes for youth in the juvenile justice system.



Principle 1

Base supervision, service, and resource-allocation decisions on the results of **validated risk and needs assessments**.



Principle 2

Adopt and effectively implement **programs and services demonstrated to reduce recidivism** and improve other youth outcomes, and use data to **evaluate the results** and direct system improvements.



Principle 3

Employ a **coordinated approach** across service systems to address youth's needs.



Principle 4

Tailor system policies, programs, and supervision to reflect the **distinct developmental needs of adolescents**.

Common challenges to improving youth outcomes include:

Matching youth to the most appropriate **level and length of supervision**
and **employing graduated responses** to youth's behavior



Using resources efficiently across systems to provide the **right youth**
with the right services based on risk and needs



Implementing research-based programs and practices with **fidelity**

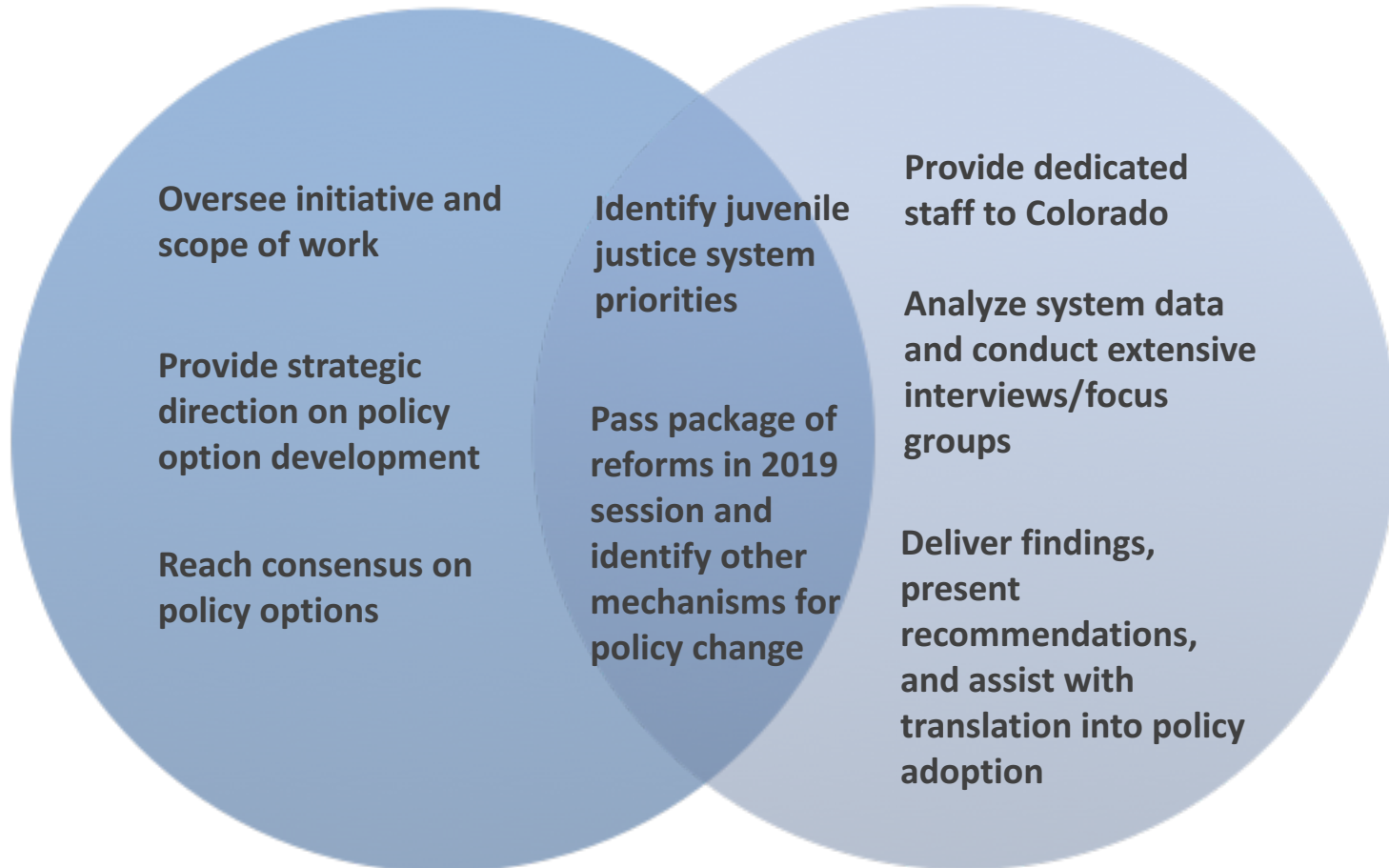


Evaluating system and program effectiveness and youth
outcomes in a systematic way

The task force oversees the initiative and is responsible for determining how best to improve Colorado's juvenile justice system.

TASK FORCE RESPONSIBILITIES

CSG JUSTICE CENTER RESPONSIBILITIES



IOYouth can have a substantial impact on public safety, the efficient use of resources, and youth outcomes when:

1. Initiative is state- rather than CSG Justice Center- led
2. Transformation rather than incremental improvement is the primary objective
3. Communication within and between taskforce members, other stakeholders, and the CSG Justice Center is open, active, and collaborative around key themes, best practices, and potential concerns
4. Data is shared in a timely fashion and a trusted source for understanding system functioning and performance

Through IOYouth, Nevada adopted legislation and appropriation changes to transform its juvenile justice system:

- Requires adoption of statewide validated risk assessment tool and mental health screening tools.
- Requires that all state funding is used for evidence-based practices and establishes an evidence-based resource center to provide technical assistance.
- Establishes performance measures and reporting requirements and strengthens state/local agency data capacity.
- Aligns corrections policies and practices with Risk Need Responsivity principles and requires annual facility assessments.



Through assistance from the CSG Justice Center and Pew Charitable Trusts, Utah overhauled its juvenile justice system:

Expand effective pre-court interventions, focus pre-adjudication detention on higher-risk youth, and develop local detention alternatives statewide.

Prioritize space in state facilities and community supervision for those who pose the highest risk while reinvesting in evidence-based programs to hold youth accountable and reduce recidivism.

Support performance-based contracting for programs delivered to juveniles, increase training for staff, and improve system accountability.

Program Closures/Reductions	Amount
Work Camps	\$2.8 million
Residential O&A's	\$6.0 million
Community Placements	\$3.4 million
TOTAL	\$12.2 million



Reinvestment
Youth Services and Receiving Centers
School-Based Outreach
Brief Community Interventions
Home Detention
In-Home O&A
Day Skills Intervention
Performance-Based Contracts
Residential and Secure Care Programs
Aftercare and Reentry



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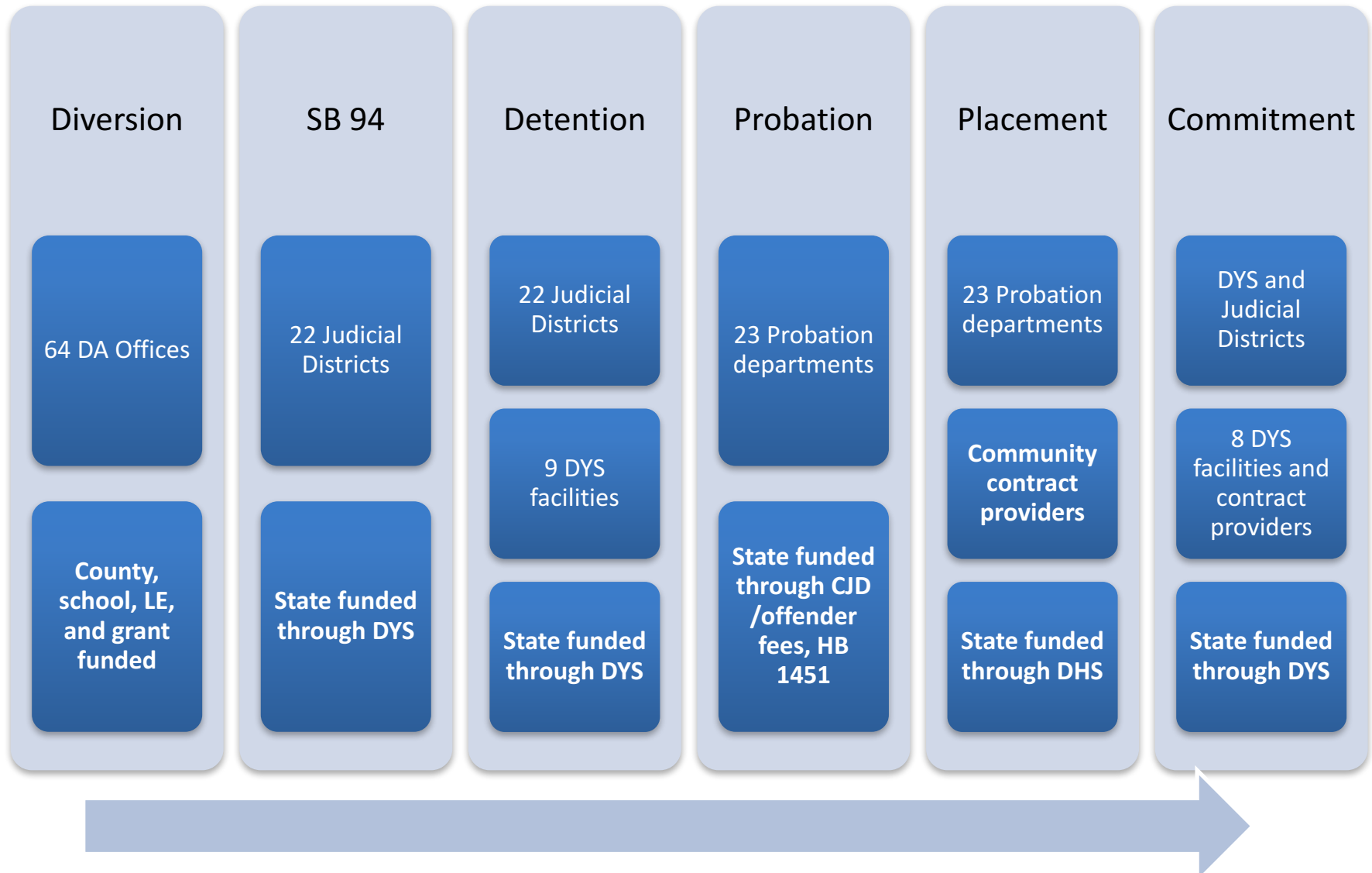
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Colorado's juvenile justice system is complex, with multiple entities responsible for different points of the continuum.



Colorado spends over \$130 million annually on the juvenile justice system.

Juvenile Justice Budget FY2017-2018

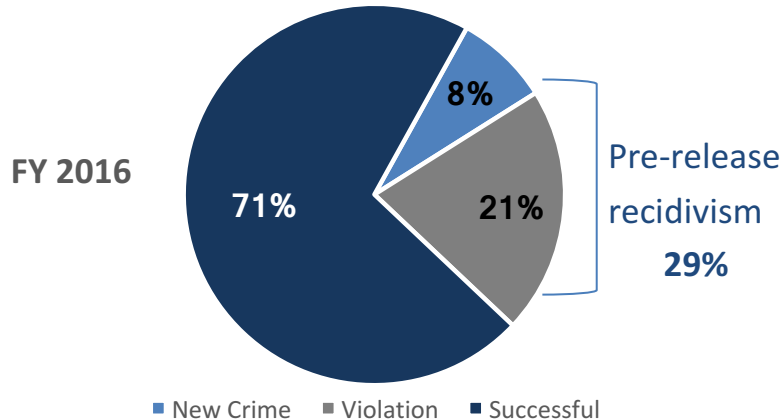
Agency	Funding Source	Amount
DYS	Agency Appropriation including \$10 million for SB94	\$125 million
DYS	Marijuana Tax Revenue	\$2 million
DAs (Diversion)*	State General Fund	\$1.2 million
DAs (Diversion)	Marijuana Tax Revenue	\$400,000
Judicial (Probation)	Agency Appropriation	\$7 million

* Does not include local funding for diversion

Recidivism is reported annually though differences exist in how rates are calculated.

Probation Recidivism Rates

Pre-Release: Adjudication or conviction for a felony or misdemeanor offense or a technical violation while on supervision.



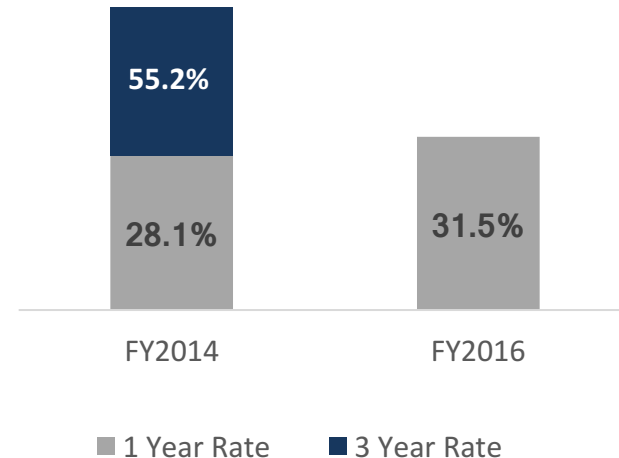
Post-Release: A filing for a felony or misdemeanor offense within one year of termination.

Rate for FY2016 Terminations
15%

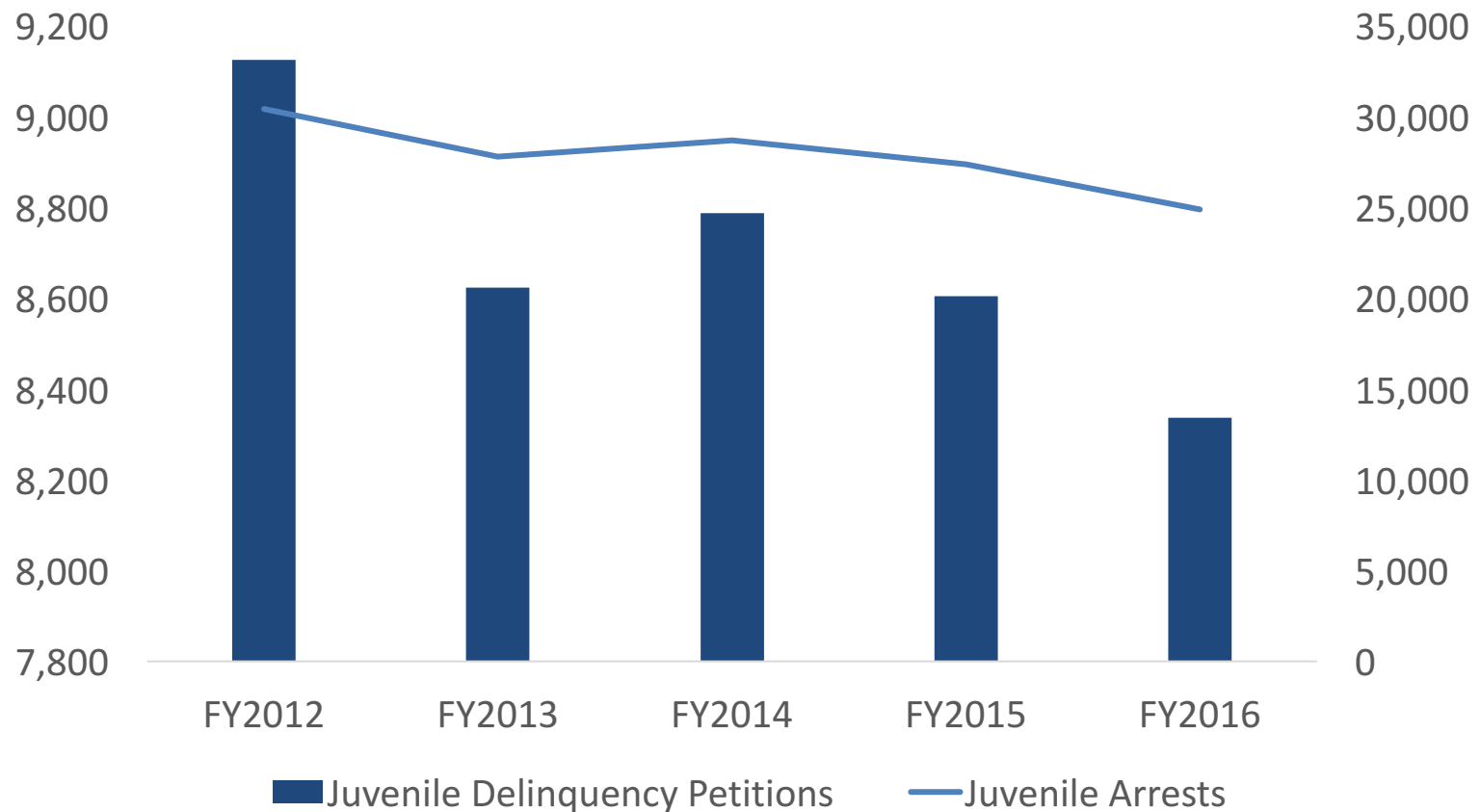
DYS Recidivism Rates

New adjudication or conviction for a misdemeanor or felony offense after discharge.

Recidivism Rate for Discharges FY 2014 and FY 2016

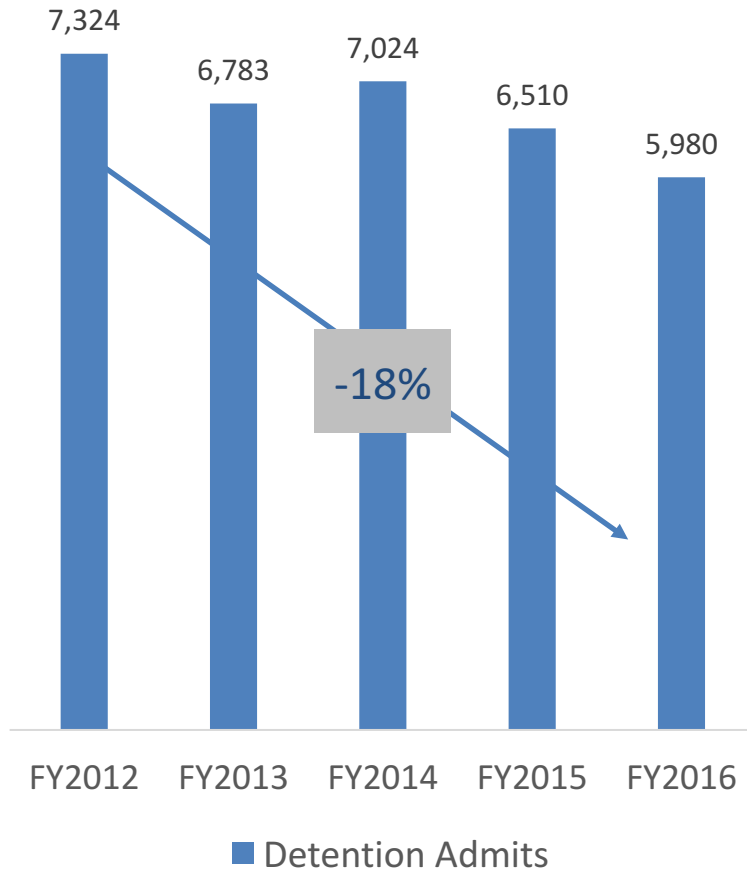


Between FY2012-2016, juvenile arrests declined by 18 percent while juvenile delinquency petitions decreased by 9 percent.

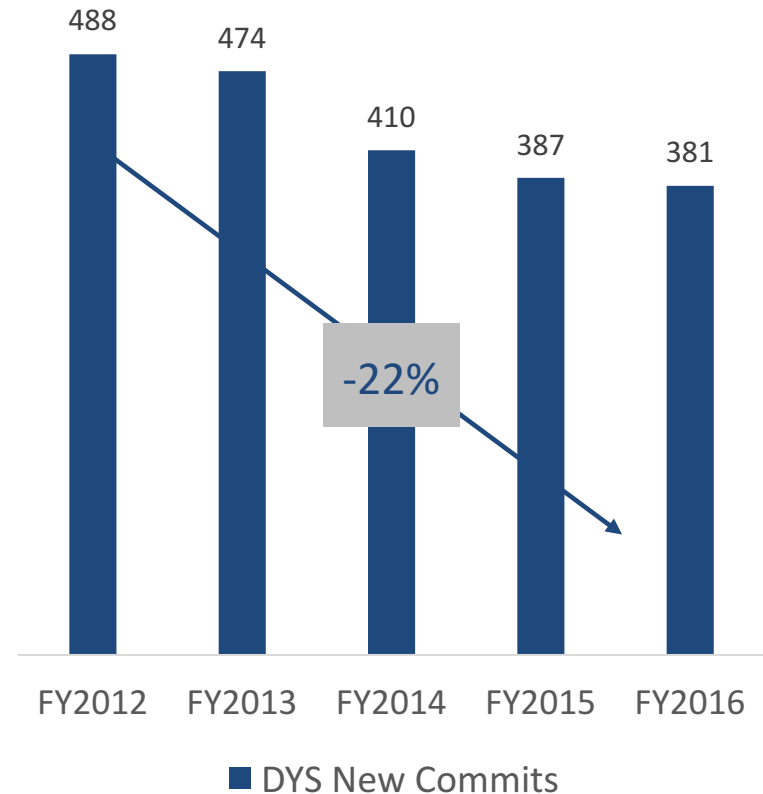


Between FY2012-2016, DYS detention admissions and new commitments also decreased.

**Juvenile Detention Admissions
FY2012 – FY2016**

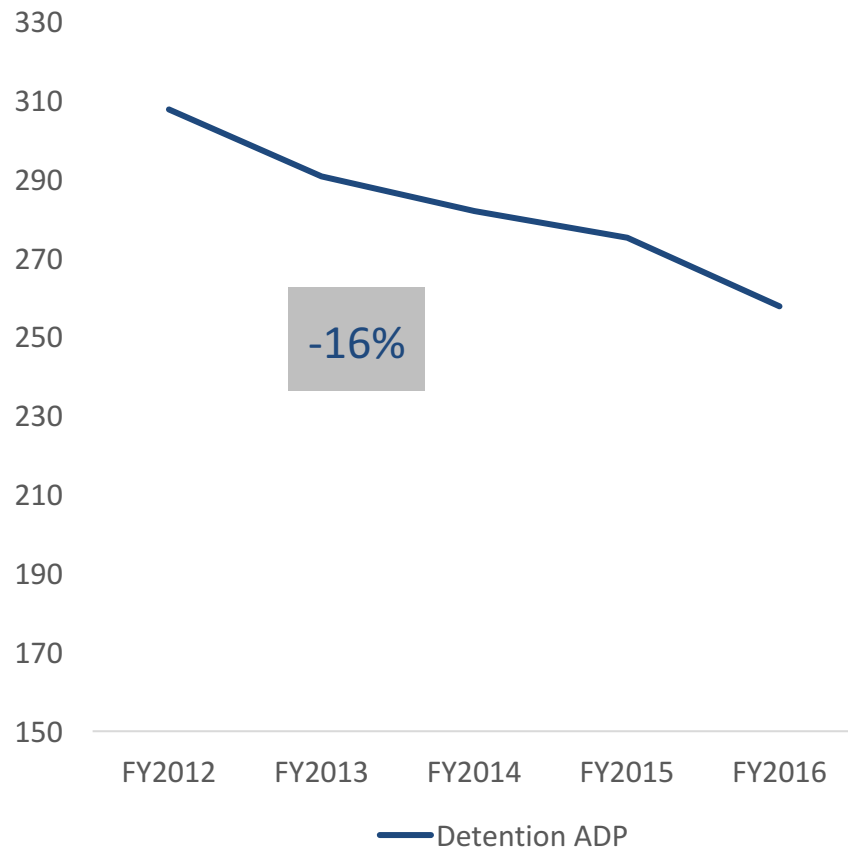


**New Commitments to DYS
FY2012 – FY2016**

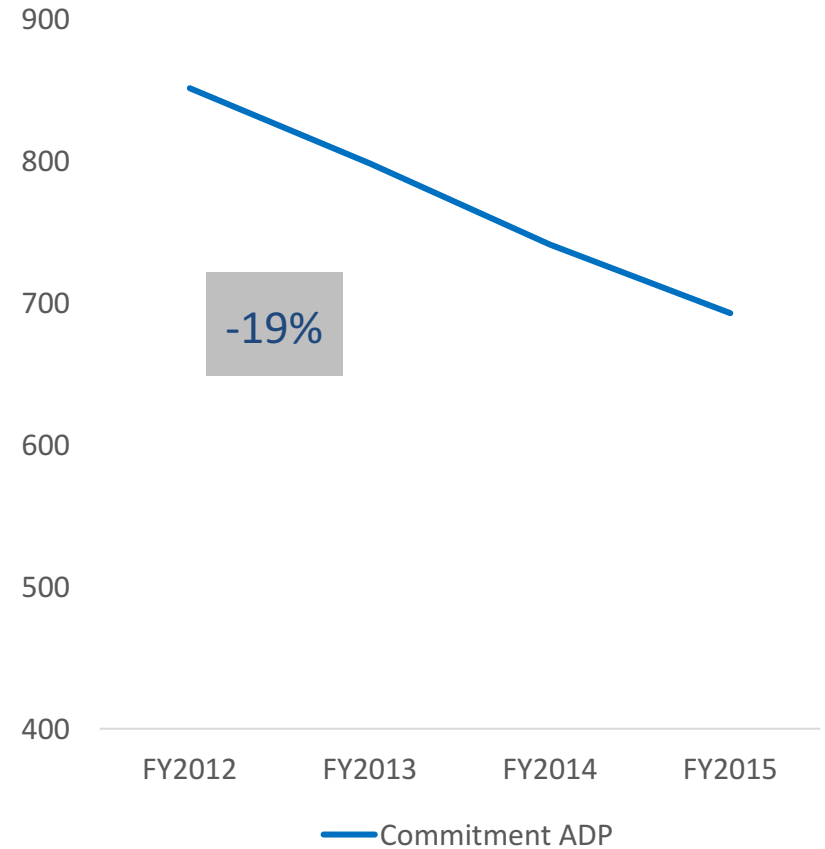


Average daily population in both detention and DYS custody also decreased over the same time period.

**Detention Average Daily
Population FY2012 – FY2016**

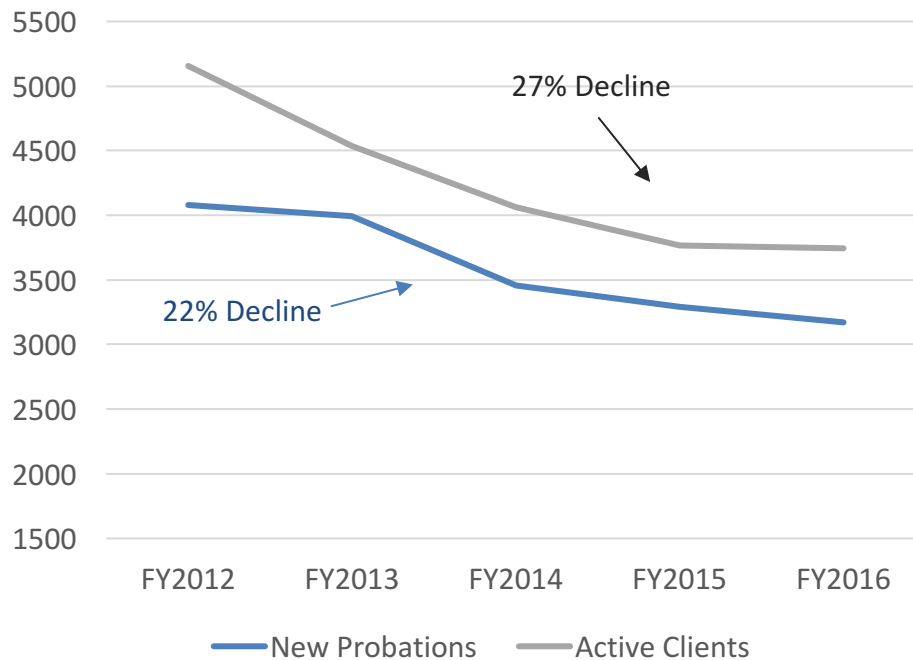


**Commitment Average Daily
Population FY2012 – FY2016**



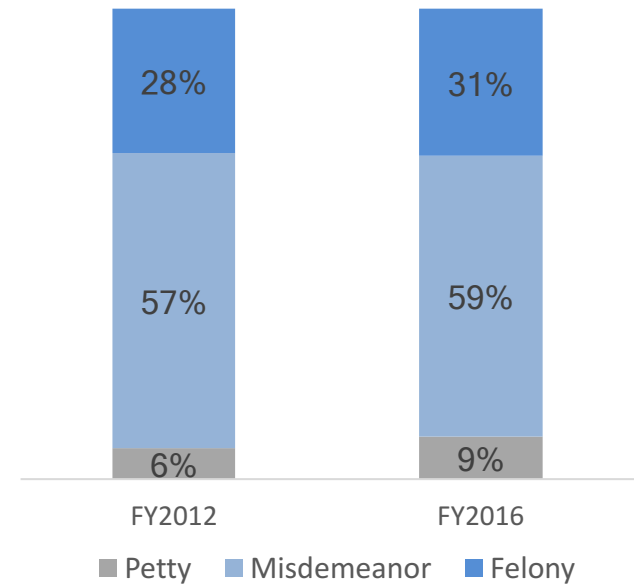
Juvenile probation starts and active clients have declined; the majority of youth are on probation for a misdemeanor offense.

Juvenile Probation New Clients And Active Clients,* FY2012-FY2016



*Active Clients as of 6/30

Juvenile Probation New Client Offense Type,* FY2012 and FY2016



*9% of offenses in FY2012 were classified as "unknown"

Several issue areas have emerged from initial conversations, which will be explored in more depth through the assessment.

**System Complexity and
Coordination**

**Diversion Criteria and
Process**

**Use of Risk and Needs
Screening and Assessment
Tools**

**Service Use, Matching, and
Availability**

**Tracking System
Performance and Youth
Outcomes**

Questions for discussion

What are your priorities for this initiative?

What are potential barriers/challenges to success?

Are there other people/organizations that we should talk as part of this process?

IOYouth timeline and next steps

