

Colorado's

Project Narrative and

Three-Year Juvenile Justice and Delinquency Prevention Plan

(2021-2023)



Submitted to the Office of Juvenile Justice and Delinquency Prevention by the Juvenile Justice
and Delinquency Prevention Council

Office of Adult and Juvenile Justice Assistance

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Colorado Juvenile Justice and Delinquency Prevention Council

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 (JJDPA) of 2002. The JJDP Council and Division of Criminal Justice (DCJ), which is the designated state agency to support the JJDP Council, have continued to bring the state into compliance with and monitoring of the [four core requirements](#) of the Act.

The Council also has an advisory role, recommending policy and practices regarding critical or overlooked issues in the field of juvenile justice delinquency prevention and intervention.

Three-Year Plan

One of the responsibilities of the JJDP Council in conjunction with the DCJ is to regularly undertake an analysis of the “state of the state” of delinquency prevention and intervention programs and policies. This analysis serves as the basis for the development of a three-year comprehensive state plan for the improvement of the juvenile justice system and prevention of juvenile delinquency as required by the JJDPA.

All issues and proposed legislative solutions should be addressed through a collaborative model that engages all relevant state and local partners to develop recommendations for improvement. The Council’s diverse, multi-agency membership enables the JJDP Council and DCJ to address gaps across a broad scope of the juvenile justice system including government, community-based organizations, schools, and special populations (e.g. rural and Native American tribal communities).

For questions regarding this plan, please contact Kelly Abbott at Kelly.abbott@state.co.us.

System Description

Prevention and Early Intervention

The first essential components of Colorado’s Juvenile Justice and Delinquency Prevention System are **prevention** and **early intervention**. The state agencies most involved with the juvenile justice system at the prevention and early intervention level are the Department of Education, the Department of Human Services’ Division of Child Welfare (CW), the Department of Public Health and Environment’s Prevention Services Division, and Department of Human Services’ Office of Behavioral Health which has oversight of both mental health and substance abuse services. All of these state agencies provide the structure and funding, rules and regulations and oversight to local community counterparts who more closely work with youth and families.

Delinquency

Delinquency services are also organized at both the state and local level in Colorado. Law Enforcement is represented by the Municipal Police Departments, County Sheriffs’ Offices, and Colorado State Patrol. The local District Attorney’s Offices process juvenile delinquency filings and juvenile diversion programming. The Juvenile Probation Department is within our state judicial department and provides predisposition investigations and probation supervision. And the Department of Human Services Division of Youth Services (DYS) provides a state juvenile detention continuum, juvenile corrections, and juvenile parole.

Analysis of Problems and Needs

Colorado continues to grow its understanding of the needs of youth who are at risk for delinquency or involvement in the juvenile justice system. In September and November 2020, the JJDP Council held strategic planning meetings and reviewed up-to-date state and local juvenile justice and delinquency prevention data compiled from various data systems and resources that serve Colorado's youth. From analyses of these data the Council established its priorities for the 2021-23 State Juvenile Justice and Delinquency Prevention Plan.

Data Review & Planning Process

In July 2020, JJDP Council members were presented with a list of 31 data indicators spanning 7 content areas relevant to the health and wellbeing of youth in Colorado. Included in the list of indicators for consideration were risk factors such as the demographics and family trauma histories of juveniles represented in justice or support systems. Members were surveyed on which 15 indicators they deemed would be important to review to help determine priority needs for the next three years. The JJDP Council implemented a retreat facilitated by OMNI, in which to review and discuss the top 15 indicators selected by the Council and prioritize up to three areas based on the interpretation of juvenile delinquency prevention data sources. Considerations for the three priority problem areas included the severity and magnitude, changeability and importance, and systemic issues that underlie or contribute to the problem.

At subsequent meetings, the priority areas were further refined and clarified based on an assessment of available resources to address identified issues. Workgroups and committees were formed to tackle each area by understanding crucial elements (e.g. risk and protective factors for

delinquency), examine data and relevant research, and ultimately develop effective response strategies.

Data Indicators Reviewed

Education: Truancy, Chronic Absenteeism, Dropout Rates, and Graduation Rate Disparities.

Juvenile Justice: Youth in Detention, Colorado Juvenile Risk Assessment (CJRA), CJRA Risk & Protective Scores, Judicial Youth Filings & Arrests, Probation Success Rate, and

Disproportionate Minority Contact. Child Welfare: Out of Home Placements, Delinquency and

Neglect Filings, and Abuse Filings. Mental Health: Signs of Depression in Students, Student

Suicide Ideation & Attempts, and Youth Suicide Completions. Substance Use: Student Use of

Alcohol, Marijuana, and Other Drugs, and Student Perception of Harm from Substance Use.

Violence: Fights in School, School Law Enforcement Contact, Weapons in school, and Serious Crimes.

Priority Areas Data Highlights

Based on the available data above, the JJDP Council identified three priority areas for further data collection, analysis, and action in the next three years.

Priority Area 1: Suspensions and Expulsions

- Total classroom, in-school, and out of school suspensions dropped slightly in 2019 to 10.10%, from 10.25% in 2018. Both of these numbers are an increase from 9.55% in 2017.
- Total expulsions, on the other hand, decreased overall in number from 2017-19. In 2017 and 2018, 0.11% of students were expelled, for a total of 971 and 1,022, respectively. In 2019 expulsions dropped to 909, or 0.10%. ([See Figure 1 in Appendix A](#))

Reasons for suspension

- Detrimental behavior, disobedient/defiant, or repeated interference, and other code of conduct violations were by far the most cited reasons for suspension across all Colorado K-12 school districts from 2017-2019. ([See Figure 2 in Appendix A](#))

Reasons for expulsion

- Marijuana violation, detrimental behavior, and other code of conduct violations lead the reasons for expulsion across all Colorado K-12 school districts from 2017-2019. ([See Figure 3 in Appendix A](#))

Suspensions by race, school years 2016-17, 2017-18, and 2018-19

- Suspension data by race did not vary much across years, thus the chart below shows the combined years' percentages of those suspended by race for the 2016, 2017, and 2018 years.
- Hispanic or Latino students account for almost half of all suspensions across the years, followed by White students. ([See Figure 4 Appendix A](#))

Expulsions by race, school years 2016-17, 2017-18, and 2018-19

- On the other hand, expulsions went down for most races, except for Hispanic or Latino students and those identifying as two or more races, who increased over the three school years. ([See Figure 5 in Appendix A](#))

Priority Area 2: School Law Enforcement Contacts

- The offenses necessitating law enforcement contact varied for 2017-2018 and 2019, the top 3 specific student-law enforcement offenses were the same across elementary, middle and high school: they were always marijuana, disorderly conduct/fighting, and assault.

- The percentage of these offenses of all combined offenses, for all types of schools, were similar across years: marijuana was around 25% of all offenses, disorderly conduct/fighting around 16% and assault around 12%.
- High school accounted for a much larger amount of contacts in each instance than middle or elementary school students. ([See Figure 6 Appendix A](#))

Type of law enforcement contact, K-12 schools

- In terms of when students had contact with law enforcement officers due to an incident, and the type of that contact, summons have risen 3 percent from 2017-2019, and arrests have dropped 4 percent. ([See Figure 7 in Appendix A](#))

Disparities

- In 2019, Whites tended to make up 52% of the student-law enforcement contacts, Hispanics 37% and African American or Blacks around 10%.

Contact by race/ethnicity, K-12 schools

- African American or Black students represented student-law enforcement contacts about double that of how much they make up the Colorado population in 2019. ([See Figure 8 and 9 in Appendix A](#))

Priority Area 3: Juvenile Serious Crimes

- While aggravated assault is the most frequent of these crimes it has stayed relatively steady over 2016, 2017, and 2018. Rape and homicide however have gone up markedly, and robbery jumped up in 2017. ([See Figure 10 in Appendix A](#))

Arrests for violent crimes for 2019

- Actual counts for 2019, including other violent crimes, show the aggravated assault counts stayed the same as in 2018, while counts of rape went from 104 in 2018 to 50, which is lower than the 66 counts in 2016. ([See Figure 11 in Appendix A](#))

Law enforcement-school contact data for sexual assaults and/or offenses for the 2018 and 2019 school years by race/ethnicity.

- These data are only reported when a type of contact, like sexual assaults/offenses is in the top 90% of all types of contacts for the year to protect student confidentiality. White students had an increase in the percent of sexual assault law enforcement contacts they had from 2018-2019. Hispanic students stayed the same at 20%. African American or Black students had a decrease. ([See Figure 12 in Appendix A](#))

Goals, Objectives, and Implementation Plans

As a part of the 3-year plan The Council has several mandatory priorities that it will continue to address, as well as, those priorities that continue to be of importance from the last 3- year plan.

Mandatory Priorities

1) Compliance Monitoring (Program Area W)

See Compliance Monitoring Plan/Manual

2) Racial and Ethnic Disparities (RED) (Program Area W)

See RED Plan

3) Native American Tribe Programs (Program Area B,D)

The Division of Criminal Justice and the Juvenile Justice and Delinquency Prevention Council have enjoyed great relationships with both the Southern Ute and Ute Mountain Ute Tribes located in the Four Corners (Southwest) area of the state.

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, if requested.
- 3) Continue on-site compliance monitoring visits to measure compliance with the core requirements and provide training and technical assistance on maintaining compliance.
- 4) Provide a competitive grant process to fund Urban Native programs throughout Colorado.

Activities

- 1) Staff will solicit proposals for non-reservation-based agencies representing or serving the Native American population 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 to measure performance and assist with problem solving obstacles to performance; and.
- 3) DCJ staff and selected Council members will attend Ute Mountain Ute and/or Southern Ute meetings as requested.

4) Planning and Administration

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.

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

- 1) 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; and
- 2) 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

- 1) The Juvenile Justice Specialist and OAJJA staff will continue to serve on the Colorado Commission on Criminal and Juvenile Justice (CCJJ), Colorado Youth Detention Continuum (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; and
- 2) 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

- 1) Staff and Council will seek solicitation of input from state and local agencies, juvenile justice participants, rural areas, service providers, schools and others in the development and annual review of the Three-Year Plan; and
- 2) Staff and Council will distribute formula grant funds to support system improvement efforts at the state and local level and assess compliance with funding requirements.

5) State Advisory Group

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.

Objectives

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, and annual dues.

Continuing Priorities

1) Children's Code Committee (Program Area C, G, S)

The Children's Code committee was established in 2015 to increase the ease of use and clarity of laws regarding juvenile justice, ensuring Article 2 of the Colorado Children's Code complies or is consistent with current research and evidence-based practices. The Children's Code committee was successful in the first phase of their project through the successful passing of [SB21-059](#).

The Children's Code Reorder created a code that followed the flow of juveniles through the system, thus making it easier for court professionals and families to understand the juvenile court process and their rights. The committee is beginning their work on phase two, to create a set of recommendations for revision to Article 2 that can better contribute to a developmentally appropriate, swift, consistent, transparent, and equitable juvenile justice system.

Goal

Develop a user-friendly Article 2 that encourages cross-system collaboration, and is aligned with the developmental approach and best practices.

Objectives

- 1) Develop the necessary infrastructure and processes to support a participatory and streamlined review of Article 2.
- 2) Generate buy-in from stakeholders to the conceptual ideas behind the developmental approach.
- 3) Gain buy-in from state leadership to the recommendation process.
- 4) Identify and cultivate advocates.
- 5) Foster cross-system understanding of the problem and the solution.
- 6) Develop necessary champions in the legislature and Governor's office to introduce policy.

Activities

- 1) Develop a process that facilitates a think tank culture to create recommendations; and
- 2) Use science and emergent best practices to guide the revision process. Develop materials and outreach that resonate with agency leadership, the legislature, and governor staff.

2) Research and Evaluation Committee (Program Area C)

As part of its System Improvement efforts, the JJDP has supported research and evaluation as a key component of any programming process it funds. This commitment to quality improvement through research and evaluation will continue.

Goal

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

Objectives

- 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.

3) Emerging Leaders Committee (Program Area L)

The JJDP Council is committed to authentic youth involvement in all its work and is supportive of its youth members (Emerging Leaders or EL) by providing the support it needs as a committee to determine its priorities and provide a funding base to meet its identified priorities.

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

Continue to explore other system improvement efforts to address under or un-met needs within the juvenile justice system.

Activities

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

New Priority Areas

As a part of tackling the newly identified areas The Council believes that there are several “universal” issues that cut across all of the priorities that are important to address. These are cross-system coordination, data availability and sharing, racial and ethnic disparities, as well as the current COVID-19 pandemic and its impact.

1) Suspension & Expulsions Rates of Juvenile Justice System Involved Youth (Program Area I, E, Q)

Detrimental behavior, disobedient/defiant, or repeated interference, and other code of conduct violations were by far the most cited reasons for suspension and expulsion across all Colorado K-12 school districts from 2017-2019. Hispanic or Latino students account for almost half of all suspensions across the years, followed by White students.

Goal

To improve outcomes for system involved youth at risk of suspension or expulsion.

Objective

To explore and support addressing the issues around suspensions & expulsions to prevent or decrease likelihood for system involved youth.

Activities

- 1) Convene a committee that includes schools, mental health, juvenile justice, and law enforcement.
- 2) Discuss policy and programmatic concerns related to youth at risk of being suspended or expelled.
- 3) Identify needs of youth at risk of being suspended or expelled.
- 4) Assist school districts to focus on implementing, adapting, and evaluating evidence-based interventions to decrease suspension and expulsion.
- 5) Identify the policy(ies) needed to support evidence-based and/or restorative justice interventions.
- 6) Identify ways to apply policies/interventions consistently so that existing racial and ethnic disparities are not perpetuated.
- 7) Work with stakeholders to develop strategies to promote equitable implementation of disciplinary policies.

2) School to Law Enforcement Referrals (Program Area E, H, I, J, L, Q)

The top three offenses that contributed to law enforcement contact with students are, marijuana, disorderly conduct/fighting, and assaults. African American or Black students represented student-law enforcement contacts about double that of how much they make up the Colorado population in 2019.

Goal

To reduce the number of school-to-law enforcement referrals while impacting the disparities of youth of color in the school-to-prison pipeline.

Objective

To explore and support addressing the issues around school to law enforcement referrals to prevent or decrease student's involvement in judicial system.

Activities

- 1) Convene a multidiscipline collaborative to review and discuss current school discipline policies and practices in order to make recommendations for appropriate alternatives and policy changes.
- 2) Take a critical look at existing school discipline policies and the actual practices of schools and law enforcement. Review "zero-tolerance" policies. And review existing Colorado statute regarding school discipline.
- 3) Review the impact of those policies and practices and how they contribute to the school-to-prison pipeline.
- 4) Research evidence-based interventions and alternatives to youth entering the juvenile justice system.

3) Juvenile Serious Crime (Program Areas A, B, C, D, J, P)

According to the Colorado Division of Youth Services Annual Report for FY2020, Between FY19 and FY20, the division experienced the largest spike in the percentage of new youth committed on violent offenses in the past decade. During the year, 41% of youth were committed for a violent crime (vs. 31% in FY19). The percentage of youth committed on violent offenses has increased year-over-year for the past 5 years. Moving from 22.9% in FY15, to 41% in FY20.

Aggravated juvenile offenders, violent offenders, repeat and mandatory sentences were either higher in FY20, or remain higher than previous fiscal years. There was a 32% increase in FY20 in the number of youths served with the committing offenses of homicide/manslaughter. Youth served with these offenses over the last four fiscal years has increased 141%, moving from 17 youth in FY17 to 41 youth served in FY20. Local law enforcement predicts the rates of homicides committed by juveniles will continue to increase for FY21.

Goal

To assist local communities in identifying immediate and effective interventions to reduce the number of violent crimes committed by juveniles in the state of Colorado.

Objective

To explore and support addressing the issues around juvenile violent crime to prevent or decrease youth involvement in judicial system.

Activities

- 1) Take an inventory of already existing task forces and committees discussing the issue of violent crime in Colorado in order to coordinate efforts with other stakeholders.
- 2) Research youth access to guns and how it relates to the increased homicide rate.
- 3) Coordinate an evaluation effort to support the connection to effective interventions.
- 4) Work with local communities, law enforcement, and state agencies to identify evidence-based interventions and strategies to address the increase in juvenile violent crimes.

Population-specific plans

- 1) **The Colorado state plan is supported by and takes account of scientific knowledge regarding adolescent development and behavior and regards the effects of delinquency prevention programs and juvenile justice interventions on adolescents; 34 U.S.C. 11133(a).** Experts on the JJDP Council (Council) are appointed because of their expertise in areas like adolescent development and behavior. We have members who have expertise in education, mental health, and substance abuse who bring the adolescent development lens from their disciplines. Additionally, one of the Emerging Leader members of the Council took on adolescent and brain development as his project for school. Now he is also an expert that the Council looks to in this specific topic. Lastly, when the Council began the task of reviewing the Children's Code they decided to complete that work by following the Models for Change Brief: Assuring the Future of Developmental Reform in Juvenile Justice. This was chosen as the framework because it was written with the idea that adolescents and their development are fundamentally different from adults and that not only affects their behavior but should affect the system's responses.
- 2) **Colorado provides for an equitable distribution of the award funds within our state, including in rural areas; 34 U.S.C. § 11133(a)(6).** The JJDP Council has representation from all areas of the state to represent and voice the needs of the youth in their communities. When making decisions around system improvement the council considers how those decisions or policy changes affect all communities and identifies what additional support may be needed to assist.
- 3) **Contain an analysis of gender-specific services for the prevention and treatment of juvenile delinquency; 34 U.S.C. § 11133(a)(7)(B)(i).** Over the last few years, Colorado has

seen a decrease in female new detention admissions. In FY 16-17 females represented 25.4% of new detention admissions. In FY 19-20, they represented 19%. Colorado's juvenile probation female population has remained steady over the last ten years. In FY09-10, 22% of youth on juvenile probation were female compared to 22% in FY 18-19. It is important to point out that the number of youths overall on juvenile probation has seen a 48% decrease.

- 4) **Contain a plan for providing needed gender-specific services for the prevention and treatment of juvenile delinquency; 34 U.S.C. § 11133(a)(7)(B)(ii).** Colorado is very sensitive to the need to provide gender specific services within their detention and corrections system. The Colorado Division of Youth Services had to close the Betty Marler Youth Services Center in 2018, forcing the division to provide smaller regionalized programing for the female population. There is currently programing in each DYS facility that is target for the female specific population.

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.

- 5) **Contain a plan for providing needed services for the prevention and treatment of juvenile delinquency in rural areas; 34 U.S.C. § 11133(a)(7)(B)(iii).** Colorado is a local control state and believes that the local communities are the best places for decisions around services and treatment for the youth in their communities. The needs of localities vary greatly depending on geography, population, and diversity of population, among other things. Because of this diversity sometimes communities are limited due to economic need and access to services. The Collaborative Management Program ([CMP](#)) is a great example of how the state works to address specific concerns for local communities.

6) **Contain a plan to provide alternatives to detention for status offenders, survivors of commercial sexual exploitation, and others, where appropriate, such as specialized or problem-solving courts or diversion to home-based or community-based services or treatment for those youth in need of mental health, substance abuse, or co-occurring disorder services at the time such juveniles first come into contact with the juvenile justice system; 34 U.S.C. § 11133(a)(7)(B)(iv).** In 1991, the Colorado legislature initiated the provision of community-based detention services through the Colorado Youth Detention Continuum ([CYDC](#)) program. The bill was designed to create options for community supervision of youth offenders while they await court hearings and/or the disposition of their cases. CYDC can offer an array of community-based services that include mental health, substance abuse, or co-occurring disorder assessment and treatment. These services are put into place pre-disposition and can help guide their supervision plan as they move through the juvenile justice system. To address the concerns of truant youth entering the Colorado juvenile court system, 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 Coalition for Juvenile Justice's National Safety, Opportunity & Success (SOS) Standards of Care for Non-Delinquent Youth. In addition, the State of Colorado passed legislation [HB 18-1156](#), that reduced the number of days a truant youth can be held in secure detention to a maximum of 48 hours. The State of Colorado has also passed legislation [SB 18-154](#) requiring local jurisdictions to implement a plan to address the Cross-Over Youth population. The legislation requires a plan to identify youth entering the juvenile justice system that have had previous child welfare involvement. The bill requires local jurisdictions to implement a process to either

divert the youth from the juvenile justice system or to provide a collaborative assessment and case plan that includes both systems.

- 7) **Contain a plan to reduce the number of children housed in secure detention and corrections facilities who are awaiting placement in residential treatment programs; 34 U.S.C. § 11133(a)(7)(B)(v).** The Colorado Youth Detention Continuum (CYDC) that is housed under the Division of Youth Services (DYS) within the Department of Human Services (CDHS) is the state entity that provides juvenile detention screening and detention bed management in all of Colorado's secure juvenile detention facilities. A process has been implemented to monitor those youth who would be eligible for release but who are awaiting placement in residential treatment programs. This population is reviewed bi-monthly by CYDC and CDHS. Recommendations are made to the local Department of Human Services to expedite the placement process.
- 8) **Contain a plan to engage family members, where appropriate, in the design and delivery of juvenile delinquency prevention and treatment services, particularly post-placement; 34 U.S.C. § 11133(a)(7)(B)(vi).** The Colorado Division of Youth Services (DYS) continues to grow their Family Engagement Model. They currently have volunteers in their Family Partner Network. These volunteers consist of parents of youth previously involved in the juvenile justice system or youth that had been previously in the juvenile justice system. The DYS utilizes their family partners to review their current policies and practices to identify areas that can be improved and could be more in tune with family voice and needs. The DYS also utilizes a Family Advocate to assist in any written treatment, placement, and re-entry plans and they participate in the Multi-Disciplinary Team Meetings. The DYS will also complete a family assessment at intake to identify and family member service needs in order to support a [two-generation approach](#).

- 9) **Contain a plan to use community-based services to respond to the needs of at-risk youth or youth who have come into contact with the juvenile justice system; 34 U.S.C. § 11133(a)(7)(B)(vii).** This year the State of Colorado will implement both the [Family First Prevention Services Act](#) and the Colorado [Juvenile Justice Reform Act SB19-108](#). Both pieces of the legislation, federal and state, will limit the number of systems involved youth placed in either out of home placement or secure detention. As a result, the state of Colorado has been working on processes and resources to increase our community-based services and to identify areas of need and the appropriate services needed.
- 10) **Contain a plan to promote evidence-based and trauma-informed programs and practices; 34 U.S.C. § 11133 (a)(7)(B)(viii).** The Council supported a project in the previous 3 Year Plan that supported the creation of an Evidence Based Programs and Practices Toolkit. The [EBPP Toolkit](#) was designed to assist in evidence-based planning in local jurisdictions to plan their juvenile services appropriately. The Council utilized the evidence-based planning process for the development of their 2021-23 Three-Year plan. There is a trauma-informed state initiative supported by our Office of Behavioral Health. That initiative specifically looks at the intersection between mental health, child welfare and juvenile justice involvement. The trauma-informed staff have repeatedly collaborated in the Council's initiatives as needed. The Council does not have their own trauma-informed committee in an effort not duplicate other work within the state.
- 11) **Contain a plan that shall be implemented not later than December 21, 2020, to—**
- a. **eliminate the use of restraints of known pregnant juveniles housed in secure juvenile detention and correction facilities during labor, delivery, and post-partum recovery, unless credible, reasonable grounds exist to believe the**

detainee presents an immediate and serious threat of hurting herself, staff, or others.

- b. eliminate the use of abdominal restraints, leg and ankle restraints, wrist restraints behind the back, and four-point restraints on known pregnant juveniles, unless credible, reasonable grounds exist to believe the detainee presents an immediate and serious threat of hurting herself, staff, or others; or reasonable grounds exist to believe the detainee presents an immediate and credible risk of escape that cannot be reasonably minimized through any other method; 34 U.S.C. § 11133(a) (7)(B)(ix). [Division of Youth Services Policy S 9.23 Safe Treatment of Pregnant Females](#) Passing of legislation [SB 10 - 193](#) concerning the Safe Treatment of Pregnant Persons in Custody resulting in [C.R.S. 19-2-924.7](#)**

12) Provide for the coordination and maximum utilization of evidence-based and promising juvenile delinquency programs, programs operated by public and private agencies and organizations, and other related programs (such as education, special education, recreations, health, and welfare programs) in the state; 34 U.S.C. § 11133(a)(8). During the last three year plan cycle, Colorado invested in the development of an Evidence Based Practices and Programs Toolkit to assist youth serving agencies across the state to utilize EBPP and to develop capacity in the local communities. [CO EBPP Website](#)

13) Provide for procedures to be established for protecting the rights of recipients of services and for assuring appropriate privacy with regard to record 34 U.S.C. § 11133(a)(18). Over the course of several years, the Colorado Children and Youth Information Sharing (CCYIS) Initiative 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 the Colorado Common 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.

- 14) **Provide that the designated State agency will to the extent practicable give priority in funding to programs and activities that are based on rigorous, systematic, and objective research that is scientifically-based.** The Colorado Division of Criminal Justice will request applicants for Title II funding to demonstrate if their project is based on rigorous, systematic, and objective research that is scientifically-based. The JJDP Council will then utilize this information in the decision-making process around what programs/activities will be funded.
- 15) **Provide for the review its plan and submit to the Administrator an analysis and evaluation of the effectiveness of the programs and activities carried out under the plan, and any modifications in the plan, including the survey of State and local needs, that it considers necessary**³⁴ U.S.C. § 11133(a)(22). The Colorado JJDP Council will conduct an in-depth analysis of activity and program outcomes. The Division of Criminal Justice will report on the activities and programs funded through Title II funds in the annual report to the Governor and as an update in the three-year plan and resubmit with future Title II Applications.
- 16) **Provide for the coordinated use of funds provided under the award with other Federal and State funds directed at juvenile delinquency prevention and intervention**

programs; 34 U.S.C. § 11133(a)(28). The Colorado JJDP Council consists of members from local and state agencies. When looking at a priority area the council collaborates with these agencies and discusses the best use of funds and possibilities to blend funds and efforts for the best outcomes.

17) Describe policies, procedures, and training in effect, if any, for the staff of juvenile state correctional facilities to eliminate the use of dangerous practices, unreasonable restraints, and unreasonable isolation, including by developing effective behavior management techniques; 34 U.S.C. § 11133(a)(29). [Elimination of Dangerous Practices: Division of Youth Services Policy S 9.4](#)

18) Describe the evidence-based methods that will be used to conduct mental health and substance abuse screening, assessment, referral, and treatment for juveniles who—

- a. request a screening; show signs of needing a screening; or, are held for a period of more than 24 hours in a secure facility that provides for an initial screening;**
- b. How the state will seek, to the extent practicable, to provide or arrange for mental health and substance abuse disorder treatment for juveniles determined to be in need of such treatment; 34 U.S.C. § 11133(a)(30).**

In 2019, the state of Colorado adopted the [Juvenile Justice Reform Bill SB19-108](#). The Juvenile Justice Reform Committee was tasked with adopting validated risk and needs assessment tools. One of the required tools is a Mental Health and Substance Use Screening tool to be used to inform the appropriate actions to take for each juvenile prior to disposition. The Division of Youth Services Policy S-12-3A Receiving Screening and Mental Health Screening states “A mental health screen shall be conducted for all youth by the intake staff at admission”. “All youth who require referral per the screening instrument shall be referred to a mental health professional upon their arrival. Additional policies regarding mental health shall be found in

[Division of Youth Services Policy Chapter 15](#). The results of the screening tool are to be used to guide juvenile justice agencies in implementing the appropriate level of service and intervention and to be added to the youths written case plans.

19) Describe how reentry planning by the state for juveniles will include—

a. written case plan based on an assessment of needs that includes— the pre-release and post-release plans for the juveniles; (ii) the living arrangement to which the juveniles are to be discharged; and (iii) any other plans developed for the juveniles based on an individualized assessment; and

b. Review processes; 34 U.S.C. § 11133(a)(31).

The Division of Youth Services (DYS) follows a multi-disciplinary team model for re-entry planning ([Pre-Parole Planning Division of Youth Services Policy S 16.7](#))

20) Describe policies and procedures, if any, to-

a. Screen for, identify, and document in records of the state the identification of victims of domestic human trafficking, or those at risk of such trafficking, upon intake; and

Divert youth described in subparagraph (A) to appropriate programs or services, to the extent practicable; 34 U.S.C. § 11133(a)(33).

Federal law PL113-183 and state [HB 16-1224](#), both require the state to screen for, identify and provide services to child victims of sex trafficking and those who are at risk for sex trafficking.

With the passage of state law [SB 19-185](#) this screening and identification process was extended to child/youth victims of labor trafficking as well.

Consultation and participation of units of local government

The JJ Specialist, DCJ's juvenile justice staff and JJDP Council members sit on a variety of Boards, Task Forces and Collaborations all striving to address needs which are linked with juvenile justice involvement. Most if not all of these projects are heavily reliant on local partners who also sit on the steering committees to ensure that the local perspective is not lost. The Council and JJ specialist use these meetings to learn of and address local needs by bringing them back to Council meetings as well as committee meetings which can address the concerns.

Collecting and sharing juvenile justice information

Colorado's Three-Year Juvenile Justice Plan is a collaborative venture with many state agencies actively engaged in its development. Data is collected by the Juvenile Justice Specialist by reaching out to the Office of Research and Statistics, and the research and evaluation divisions of the Division of Youth Services, the Department of Human Services, and State Judicial Probation. The Plan and its annual updates are posted on the Division of Criminal Justice webpage for access by others.

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.

Sharing information across systems related to school safety 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 [CO AG Information Sharing and Consent Form](#)

Finally, Colorado 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. 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. Materials developed are available on the OAJJA webpage for download at [Children & Youth Information Sharing](#) .

Plan for Collecting the Data Required for This Solicitation's Performance Measures

The Division of Criminal Justice will require Title II grantees to complete quarterly reports that contain the outputs and outcomes data requirements from the solicitation's performance measurement requirements in our grants management system. The data collected in the quarterly reports will be compiled and submitted annually in JustGrants.