

# **Colorado’s Project Narrative and Three-Year Juvenile Justice and Delinquency Prevention Plan (2024-2026)**



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

Colorado Department of Public Safety

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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 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](mailto: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. 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 November 2023, the JJDP Council held a strategic planning retreat 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 and robust input among the members, the Council established its priorities for the 2024-26 State Juvenile Justice and Delinquency Prevention Plan.

## Data Review & Planning Process

In the fall of 2023, JJDP Council members were presented with a list of data indicators spanning multiple 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.

The JJDP Council held a multi-day retreat facilitated by Confluence Policy & Strategy Group. Among the sessions were multiple presentations and discussions of data presented prior to and during the retreat. Through a series of discussions and interactive activities, the Council members were asked to prioritize areas of focus for the next three years based on the juvenile delinquency prevention data presented as well as a discussion of the broader ecosystem in Colorado.

Considerations for the priority areas included the severity and magnitude, changeability and importance, systemic issues that underlie or contribute to the problem and the Council's agency or ability to affect change.

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, examine data and relevant research, develop three year and one year goals and ultimately develop strategies for action.

### **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 &

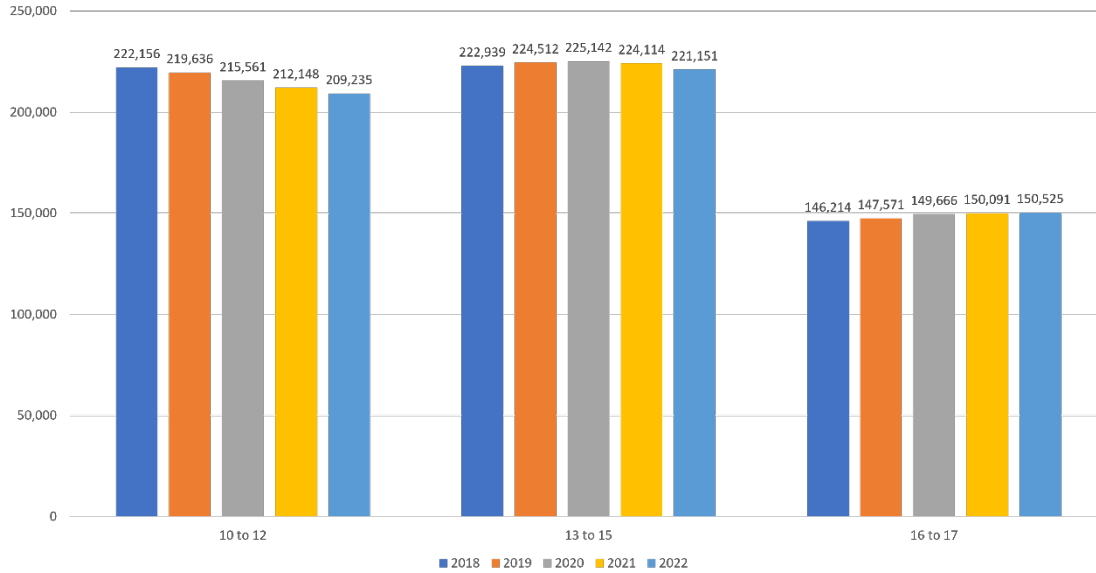
Attempts, and Youth Suicide Completions. Substance Use: Student Use of Alcohol, Marijuana,

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.

## Juvenile Justice Trends in Colorado

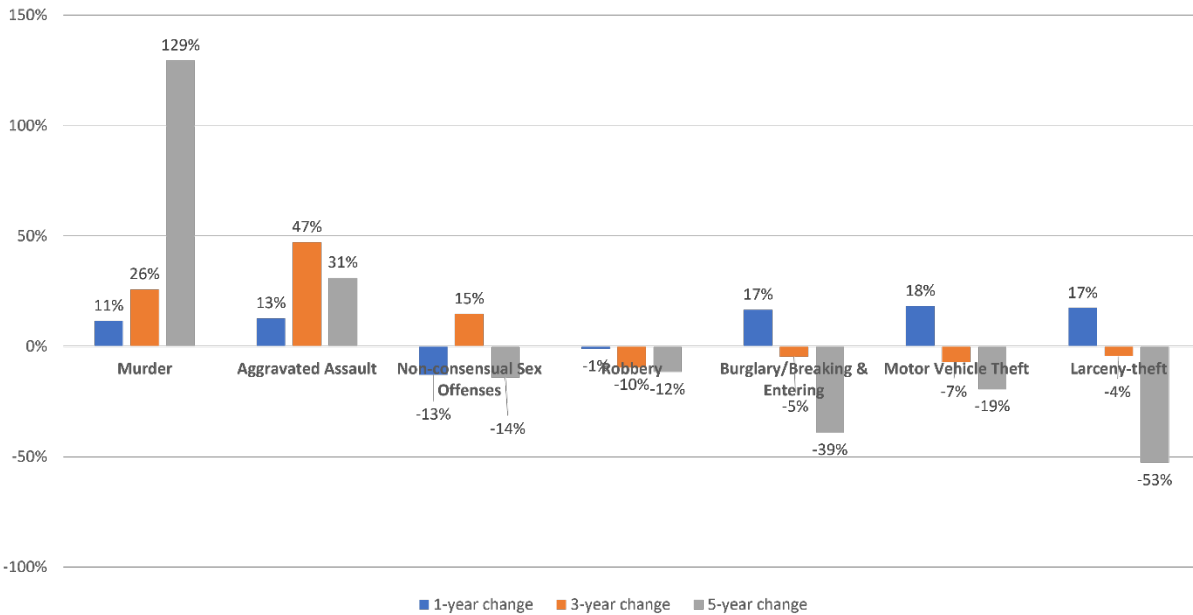
# Juvenile Population



Overall 5-year decline of -2% for population 10-17 years old

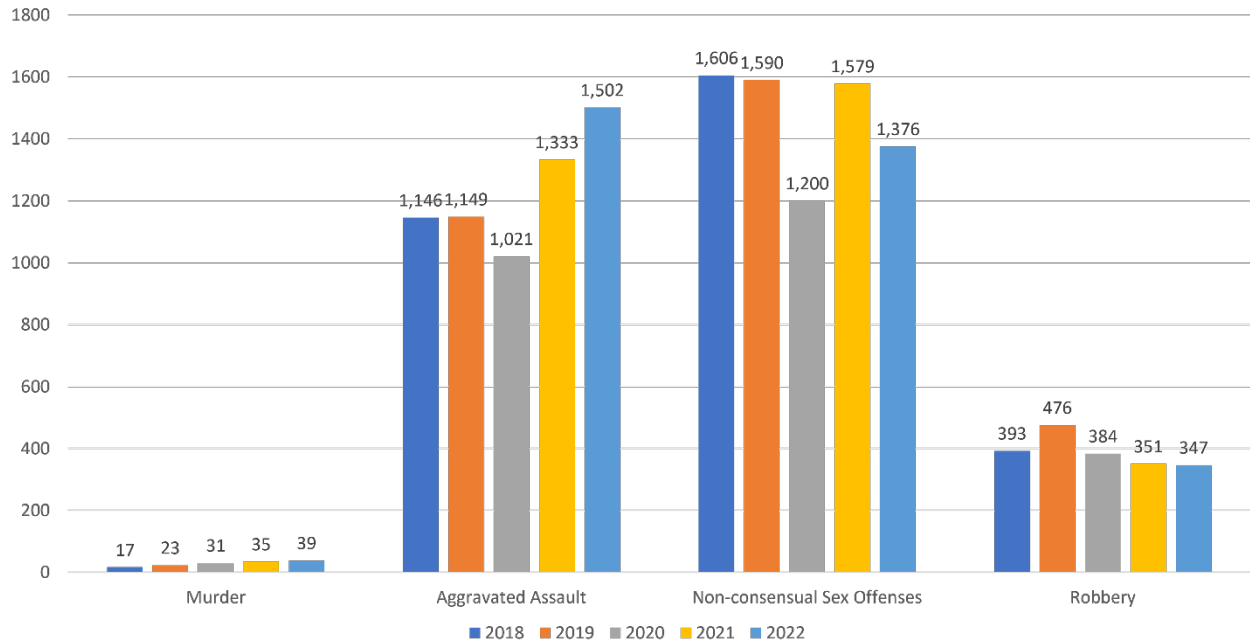
## Juvenile Offenses 2018 – 2022

### Juvenile Offenses % change, 2018-2022



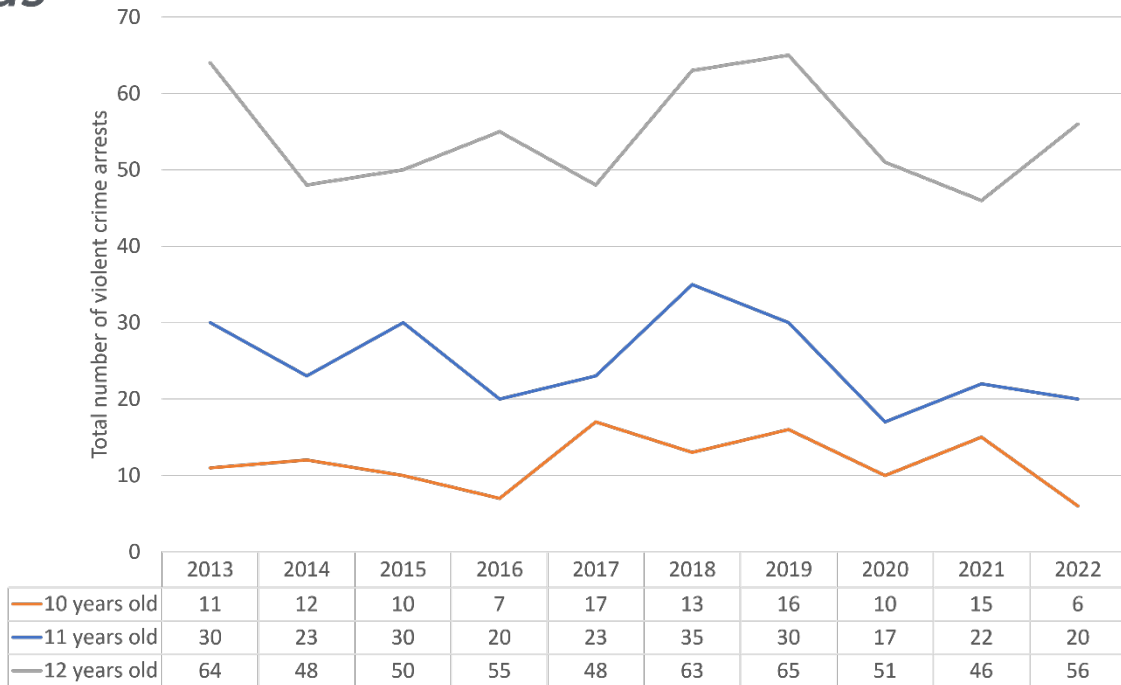
Source: Colorado Bureau of Investigation, Colorado Crime Statistics.

# Juvenile Violent Crime Offenses



Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.

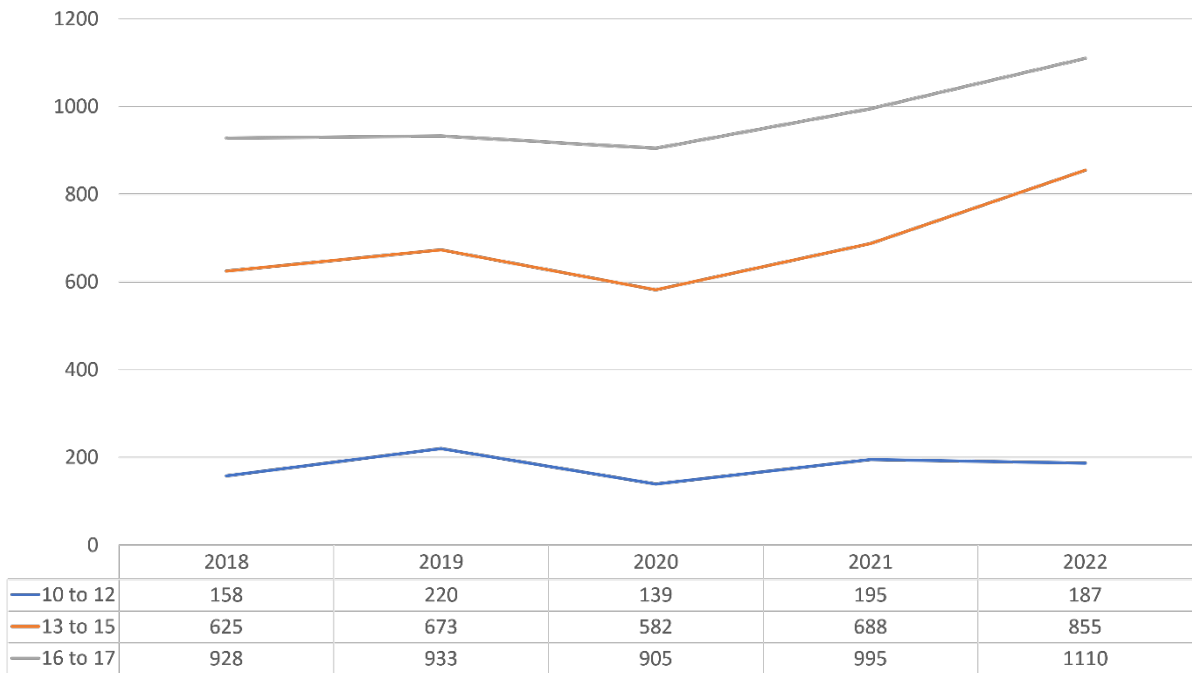
## Violent Crime Offenses of 10-12 year-olds



Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.

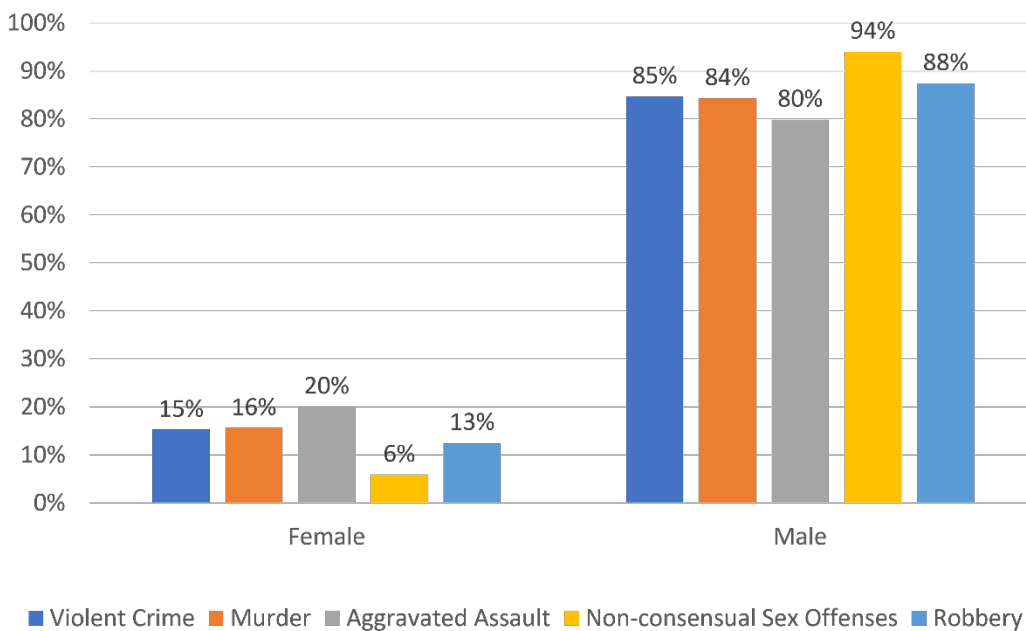
Note: Violent crime includes murder, non-consensual sex offenses, robbery, and aggravated assault. The 10 year period includes one arrest for murder by an 11-year old, which occurred in 2020.

# Violent Crime Offenses by Age Group



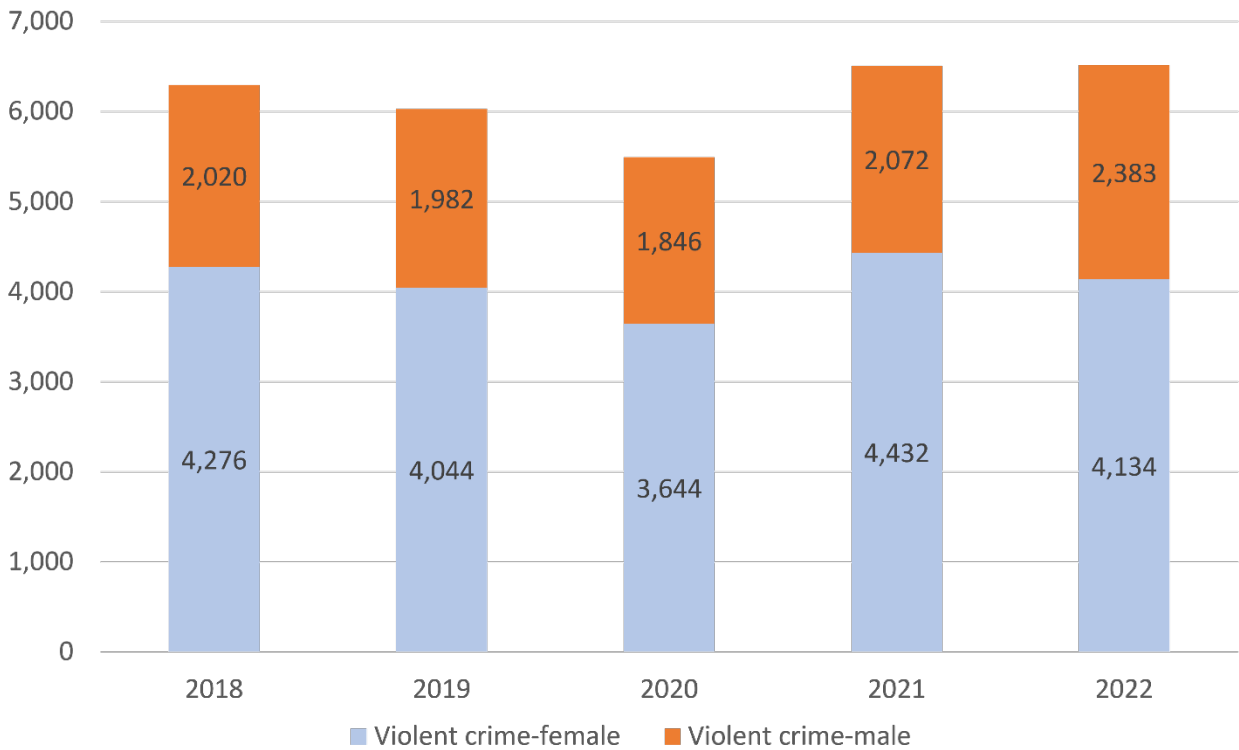
Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.  
 Note: Violent crime includes murder, non-consensual sex offenses, robbery, and aggravated assault.

# Violent Crime Offenses by Gender, 2018-2022



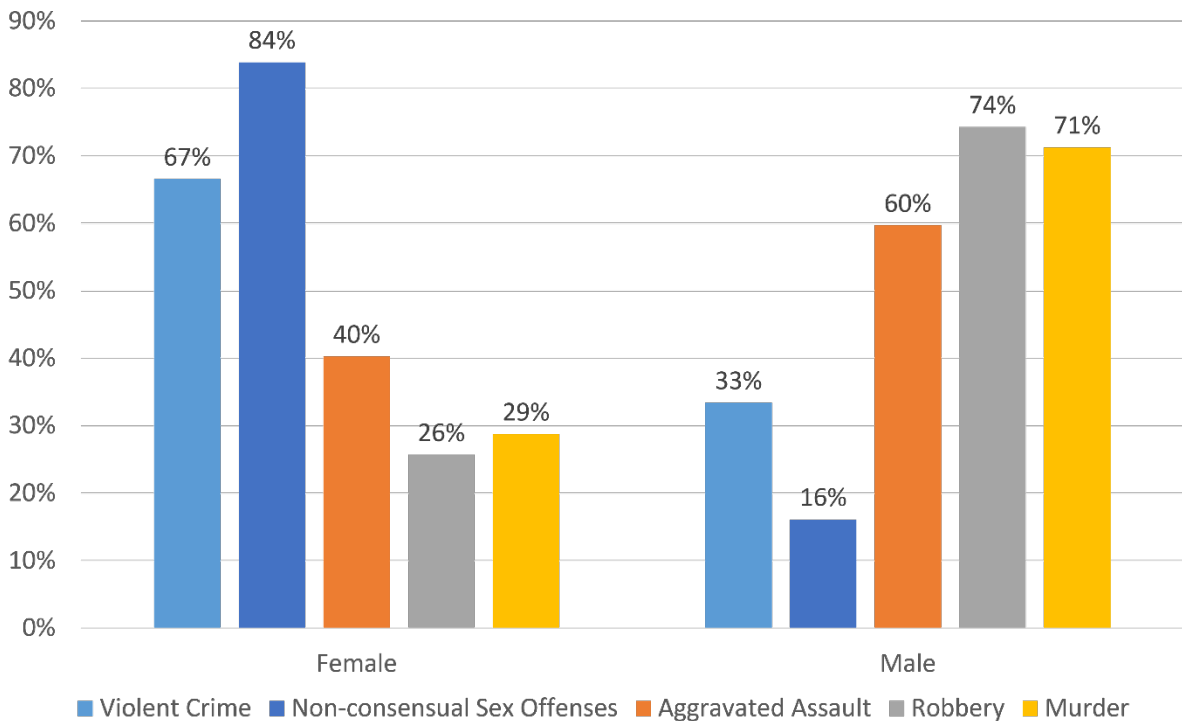
Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.  
 Note: Violent crime includes murder, non-consensual sex offenses, robbery, and aggravated assault.

# Juvenile Violent Crime Victims



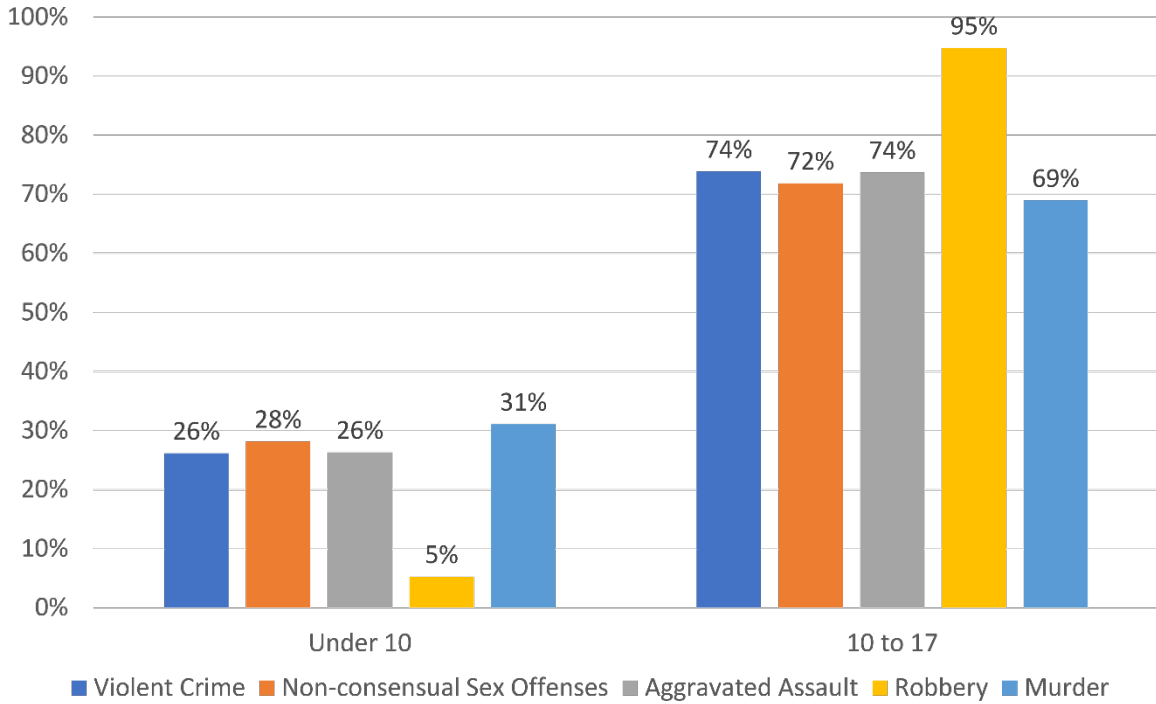
Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.  
 Note: Violent crime includes murder, non-consensual sex offenses, robbery, and aggravated assault.

# Juvenile Violent Crime Victims, 2018-2022



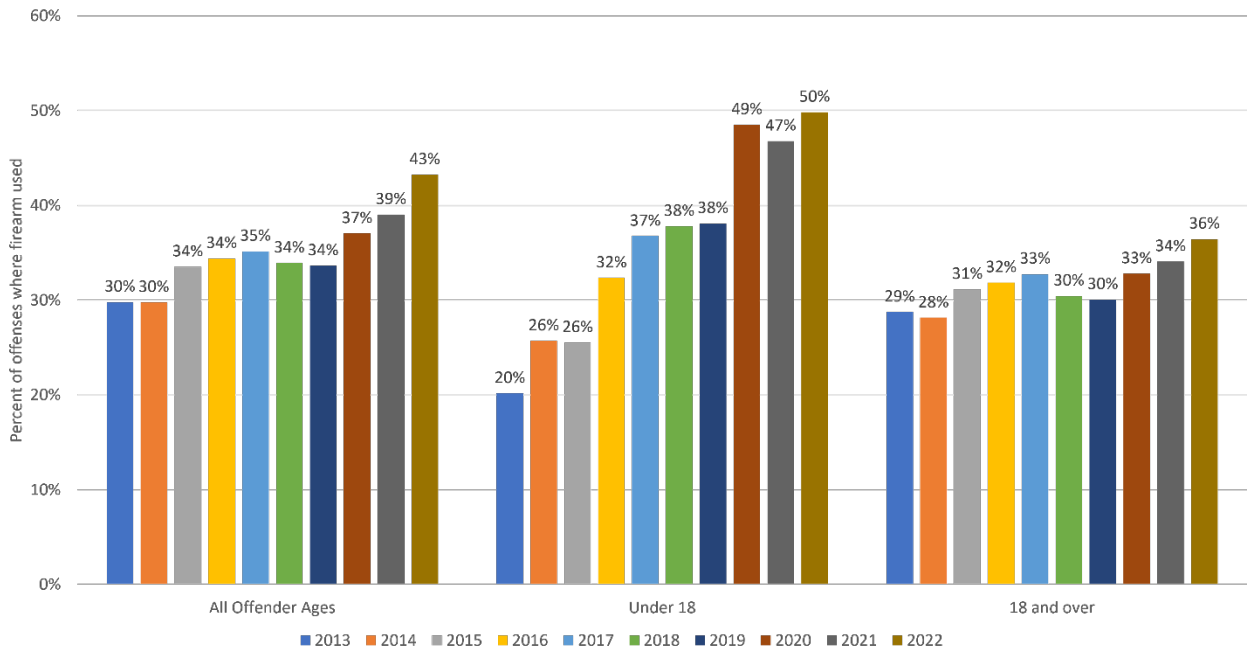
Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.  
 Note: Violent crime includes murder, non-consensual sex offenses, robbery, and aggravated assault.

# Juvenile Violent Crime Victims, 2018-2022



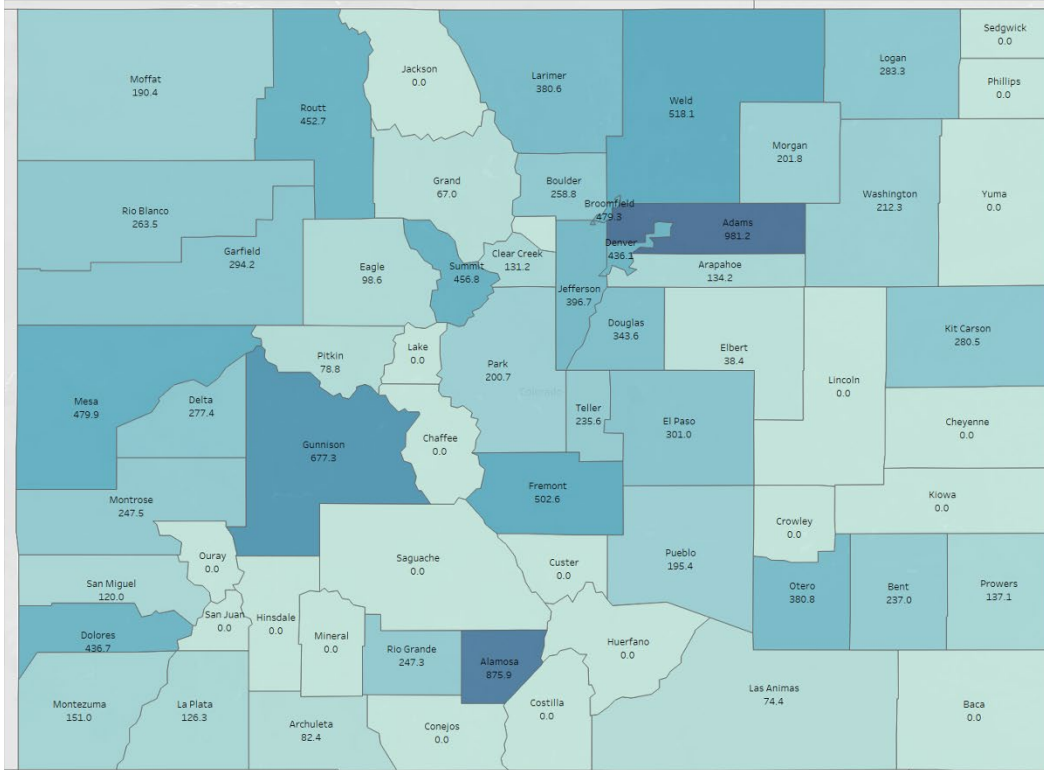
Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.  
 Note: Violent crime includes murder, non-consensual sex offenses, robbery, and aggravated assault.

# Use of a Firearm During Violent Crime in Colorado



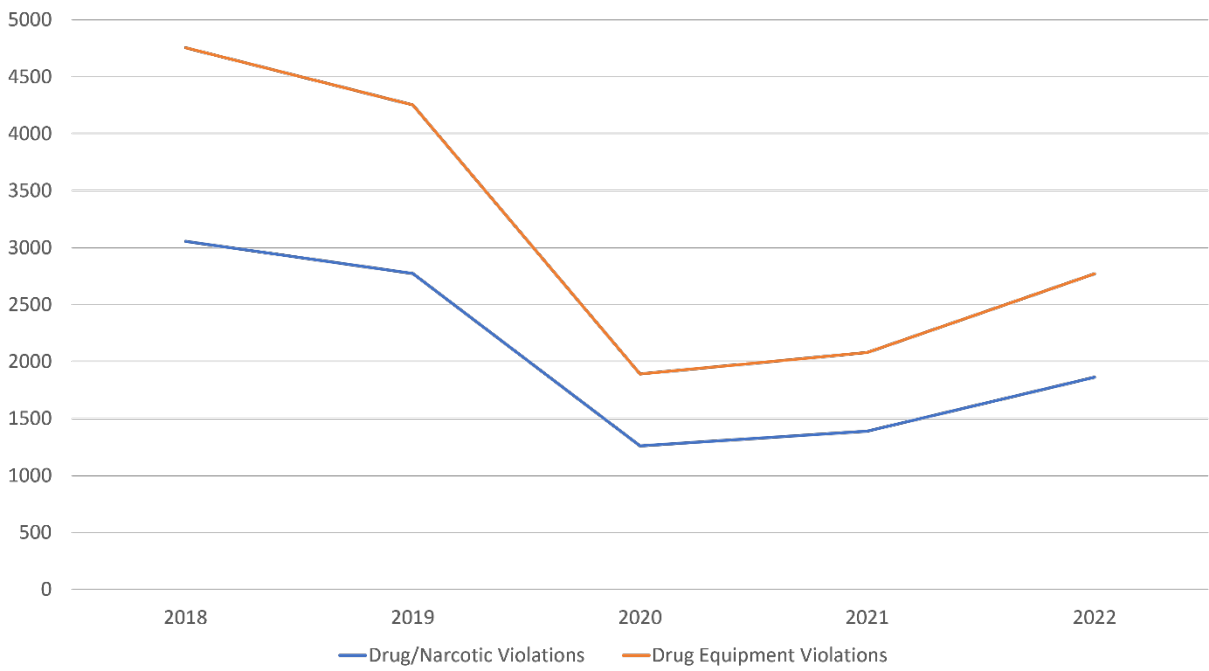
Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.  
 Note: For this graph, violent crime includes murder, robbery, and aggravated assault.  
 Prepared by Office of Research and Statistics, Division of Criminal Justice, Department of Public Safety.

# Juvenile Property Crime Offense, 2022



Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.  
 Note: The city of Aurora is located entirely in Adams County for crime reporting purposes.

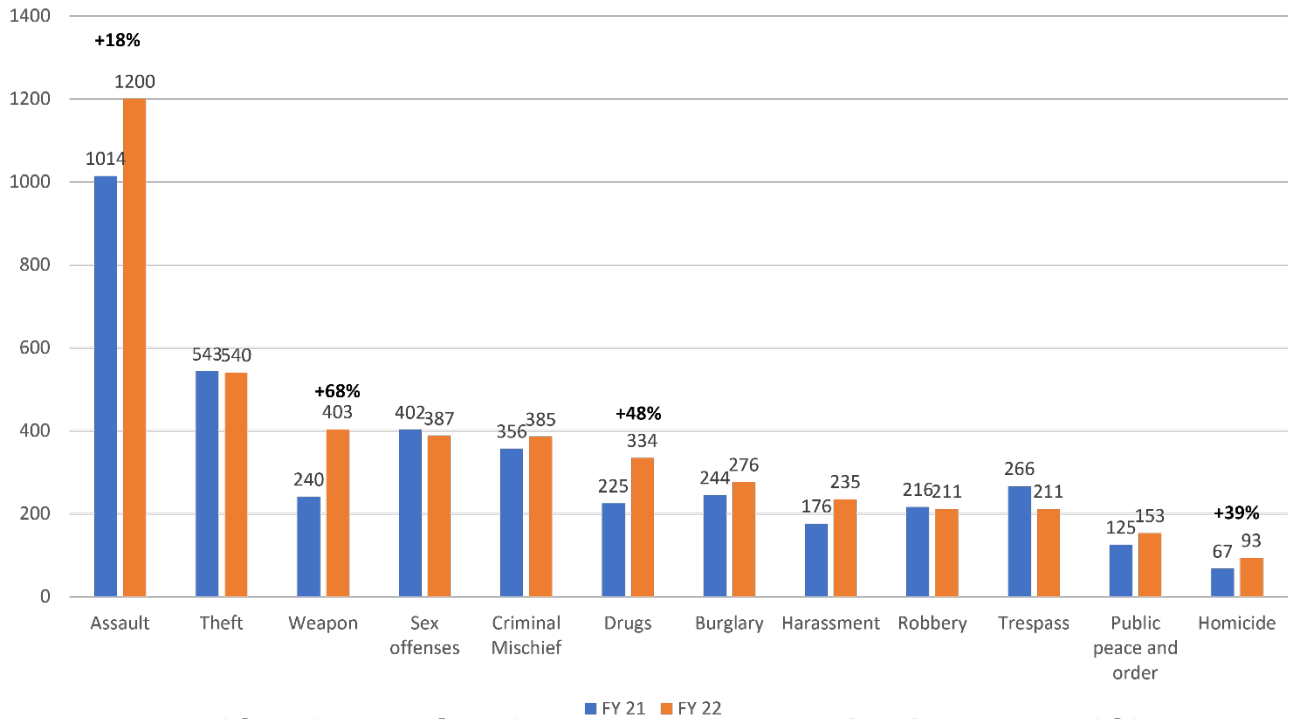
# Juvenile Drug Offenses



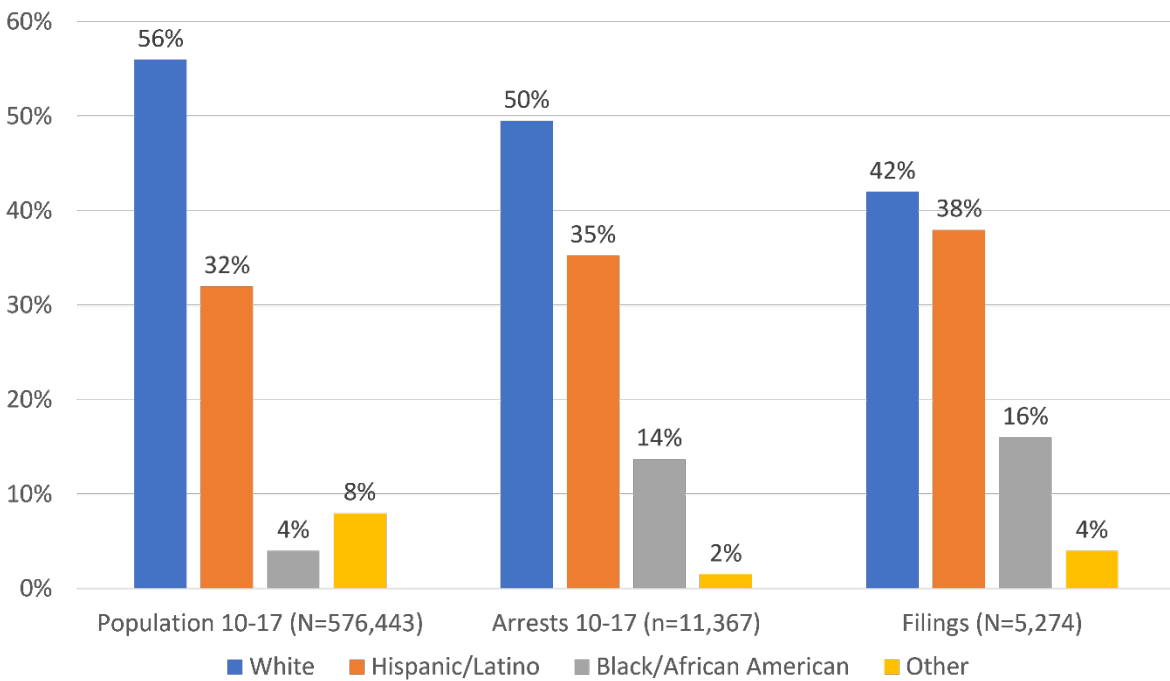
Source: Colorado Bureau of Investigation, *Colorado Crime Statistics*.

## Delinquency Justice Processing

### District Court Delinquency Filings FY 2021 & 2022



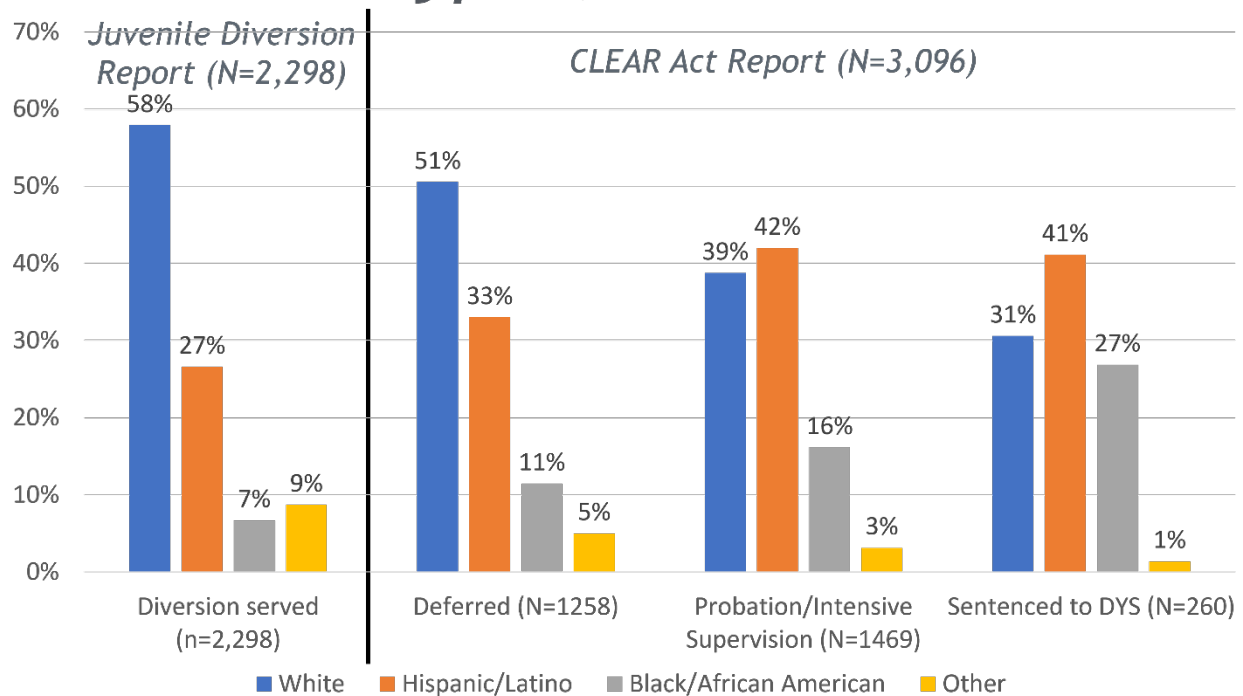
### Juvenile Population, Arrests & Court Filings



Source: Colorado Division of Criminal Justice, CLEAR Act Report, 2022.

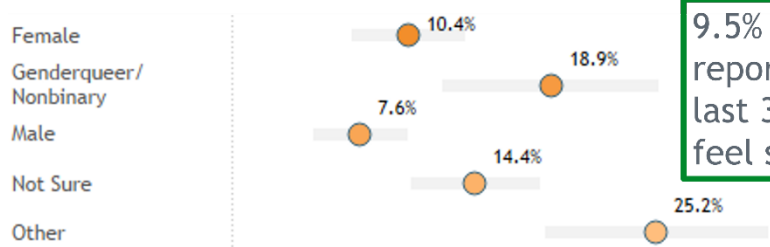
## School Discipline

# Sentence Types, 2022

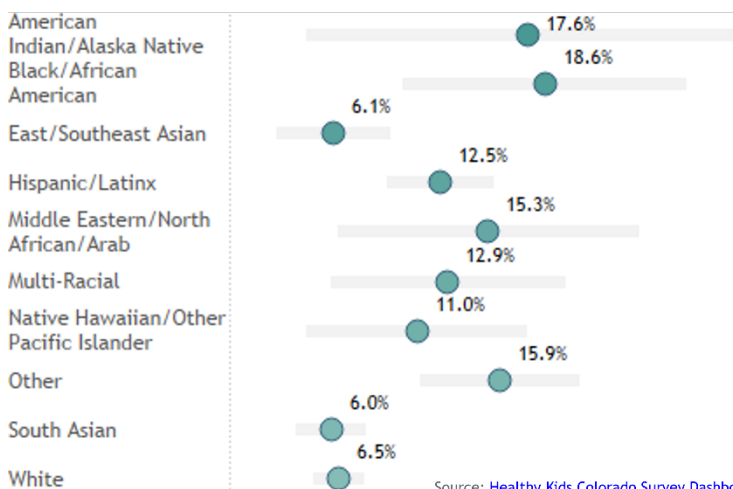


Note: The race/ethnicity distribution of the diversion population comes from the CDAC Diversion module. Diversion data does not come from the same data source as CLEAR Act. Probation, deferred, and DYS sentences account for 96% of sentences in the CLEAR Act Report, 2022.  
 Source: Colorado Division of Criminal Justice, CLEAR Act Report, 2022; Colorado Division of Criminal Justice, Evaluation of the DCJ Juvenile Diversion Program, Annual Report, Fiscal Year 2021-2022

## Feeling Safe in School

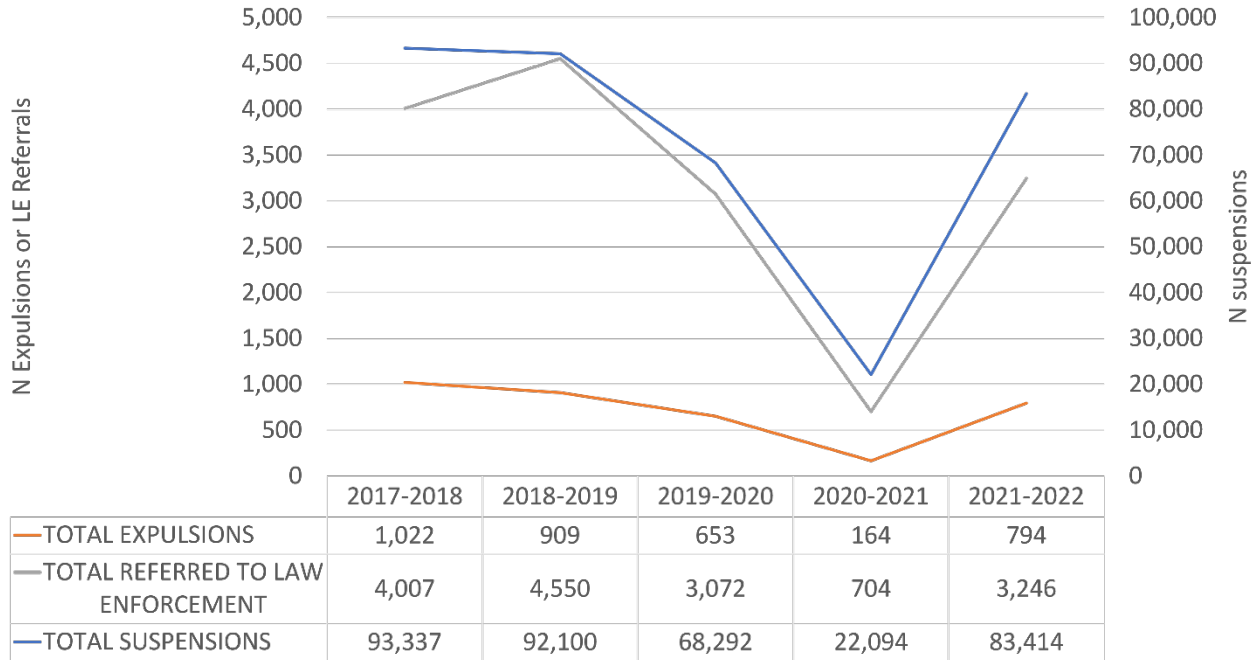


9.5% of high school students reported not going to school in the last 30 days because they didn't feel safe (2021)



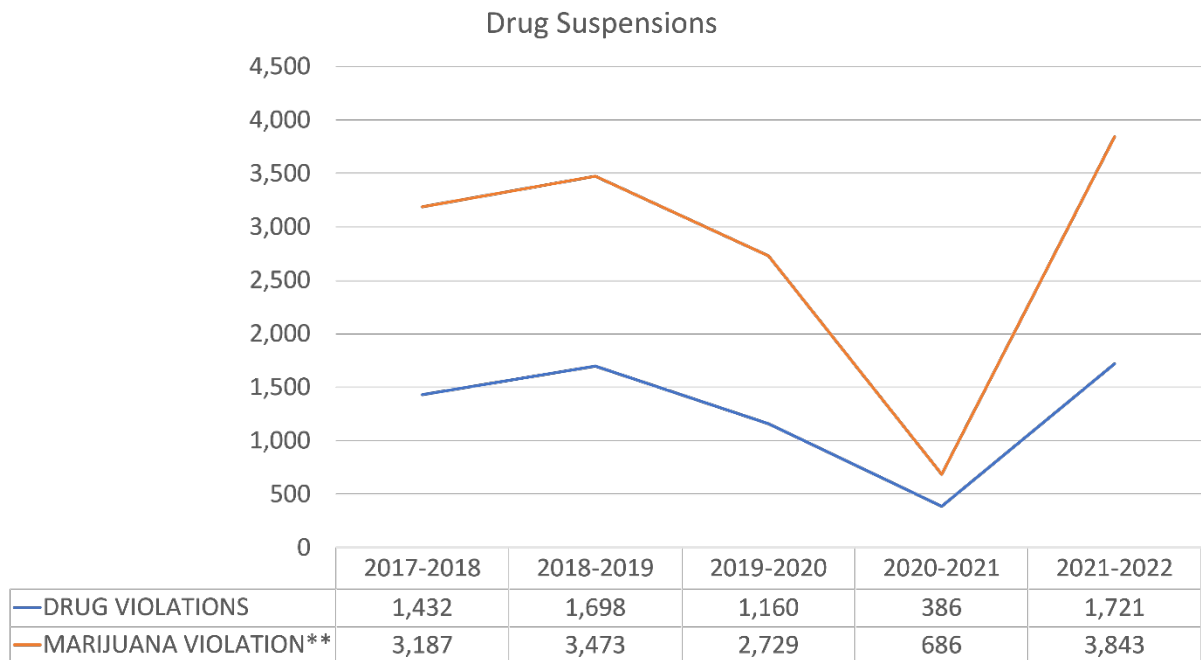
Source: [Healthy Kids Colorado Survey Dashboard](https://cdphe.colorado.gov/healthy-kids-colorado-survey-dashboard) https://cdphe.colorado.gov/healthy-kids-colorado-survey-dashboard

# School Discipline Trends



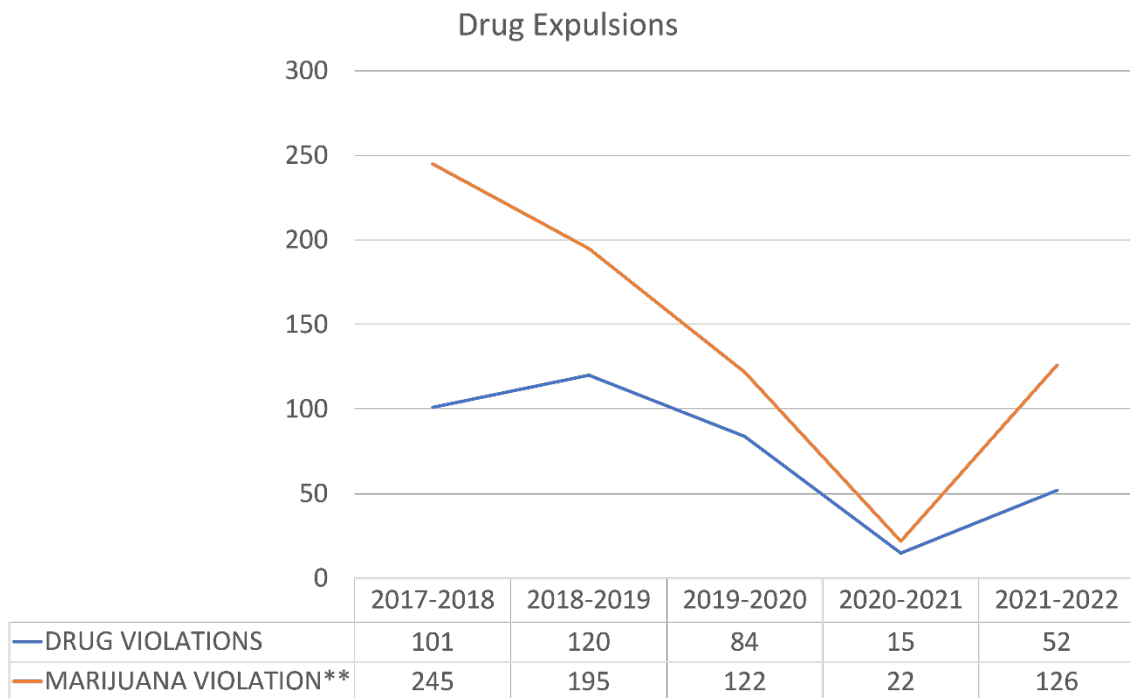
Source: Colorado Department of Education.

# School Suspensions for Drugs



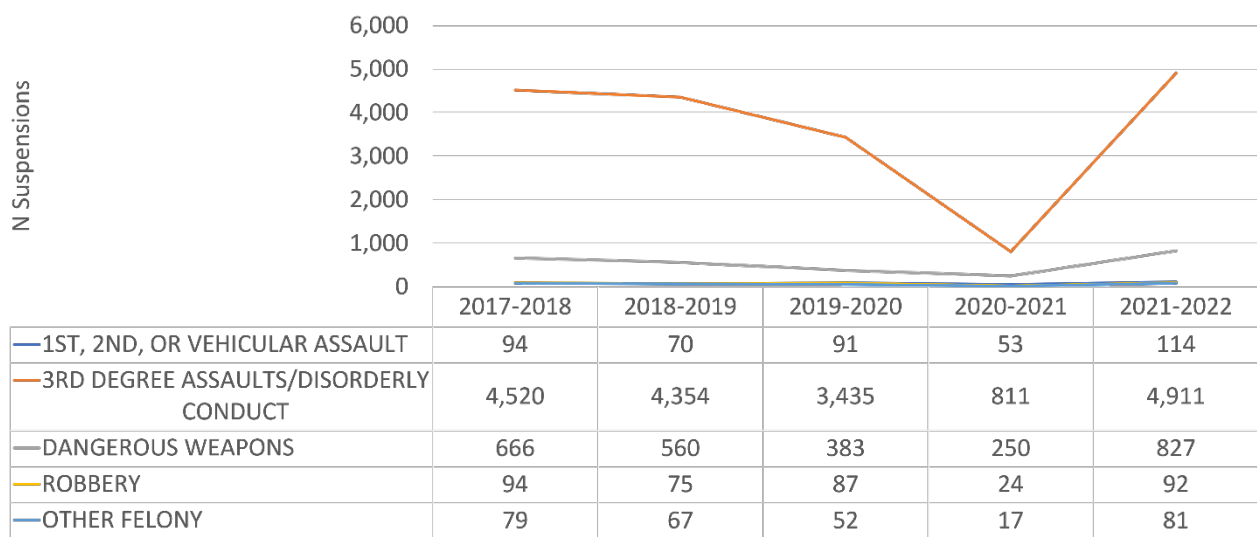
Source: Colorado Department of Education.

# School Expulsions for Drugs



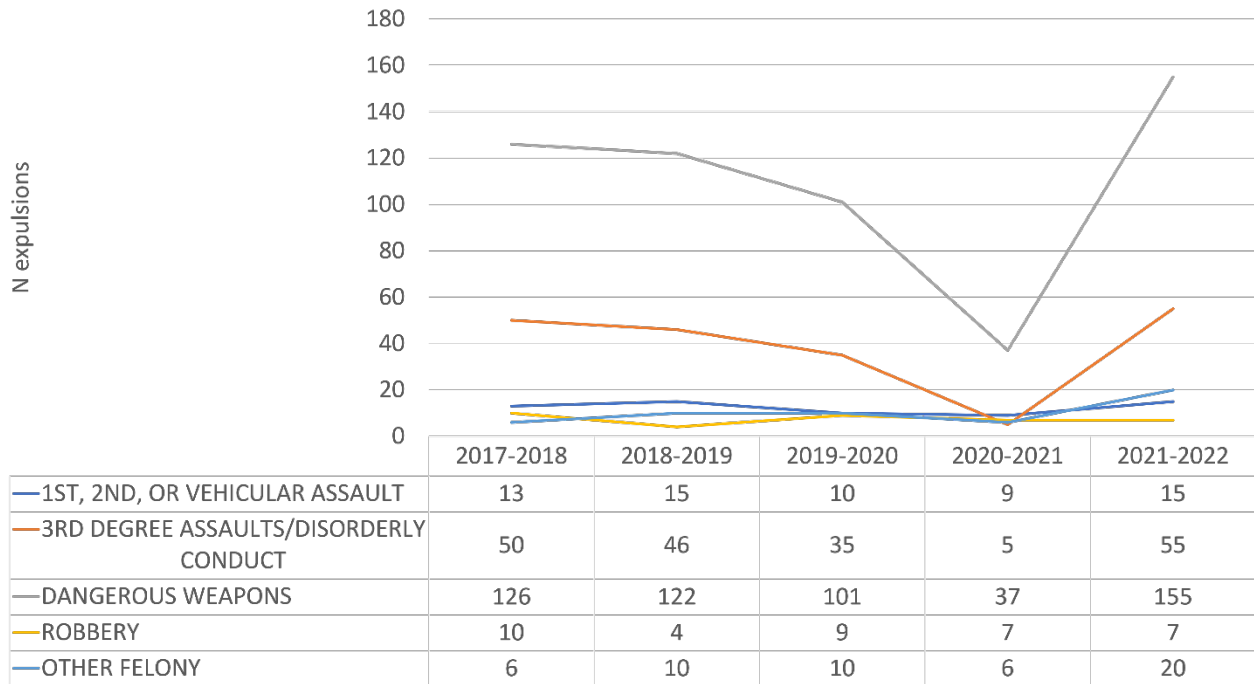
Source: Colorado Department of Education.

# School Suspensions for Crime



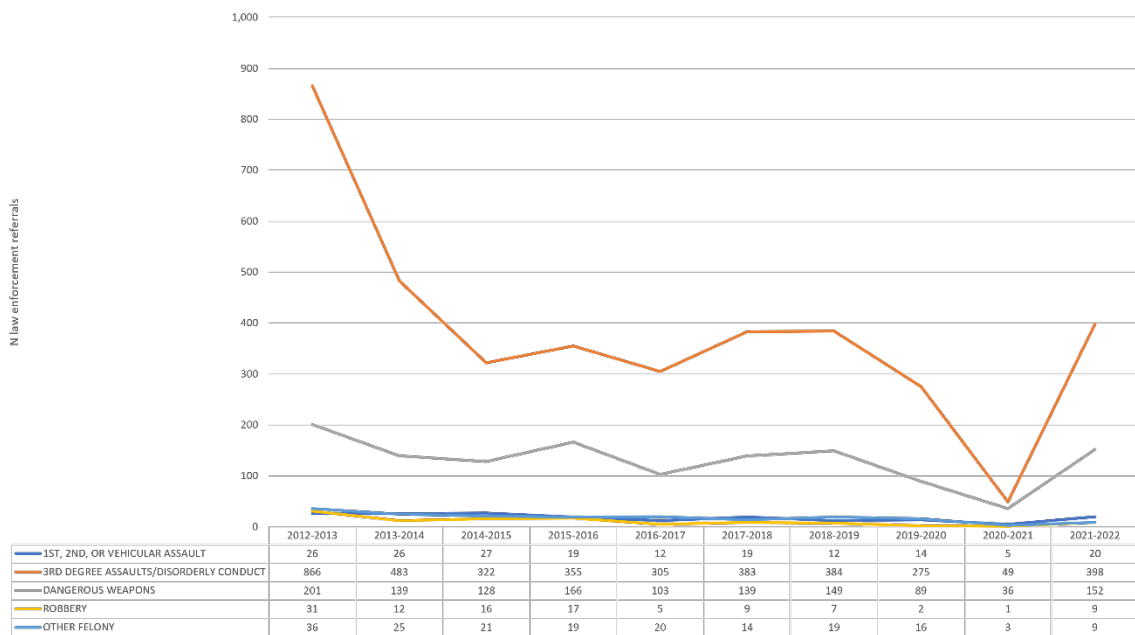
Source: Colorado Department of Education.

# School Expulsions for Crime



Source: Colorado Department of Education.

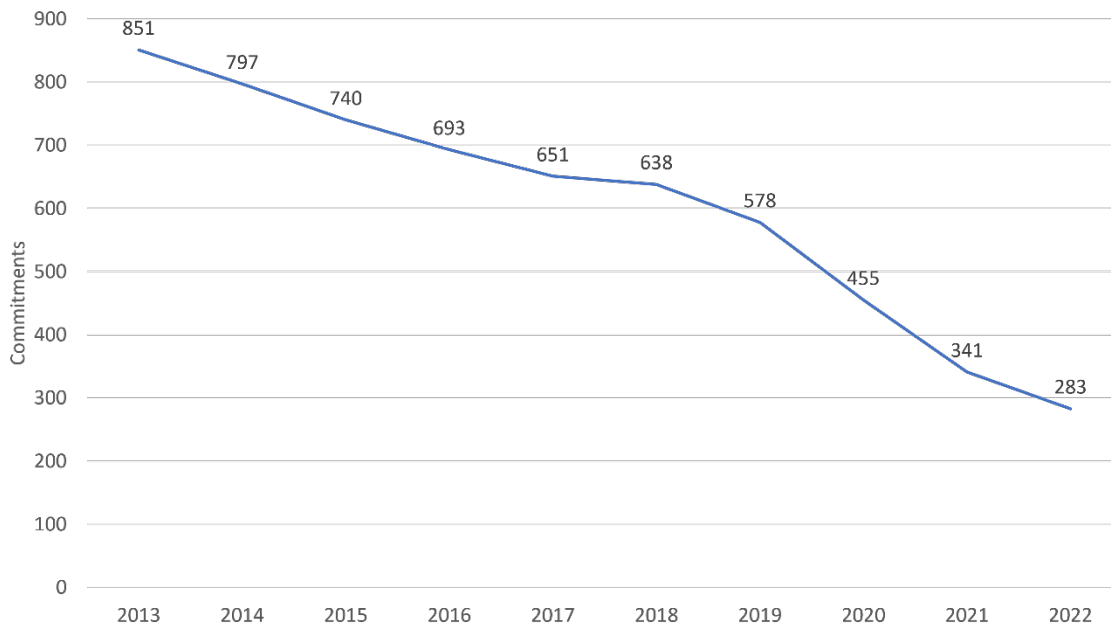
# School Law Enforcement Referrals



Source: Colorado Department of Education.

# Juvenile Correctional Populations

## Division of Youth Services Commitments



Source: Department of Public Safety, Division of Criminal Justice, *Crime Stats*, <https://ors.colorado.gov/ors-crimestats>  
 Note: Commitment population consists of juveniles adjudicated for a crime and committed to the custody of the Division of Youth Services.

## Juvenile Detention

Figure 17. Monthly detention year-to date average daily population, FY 2012 through December 2022

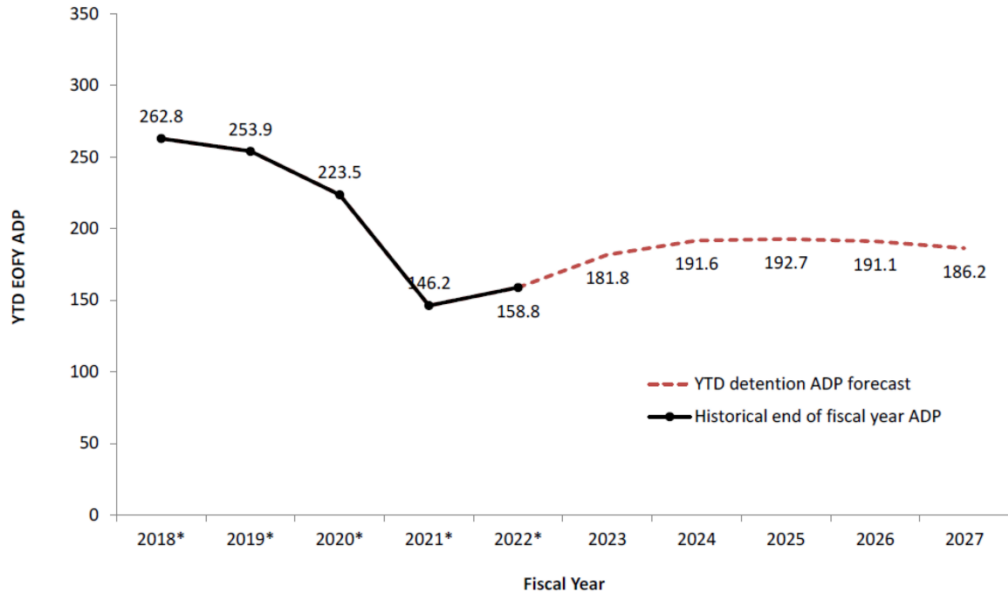


Data source: Colorado Department of Human Services Division of Youth Services Monthly Population Report. Available at: <https://www.colorado.gov/pacific/cdhs/publications-reports>

Source: Colorado Division of Criminal Justice (2023). *Adult and Juvenile Correctional Populations Forecasts*.

# Juvenile Detention Projections

**Figure 18. Historical and projected juvenile detention year-end average daily population fiscal years 2018 through 2027**



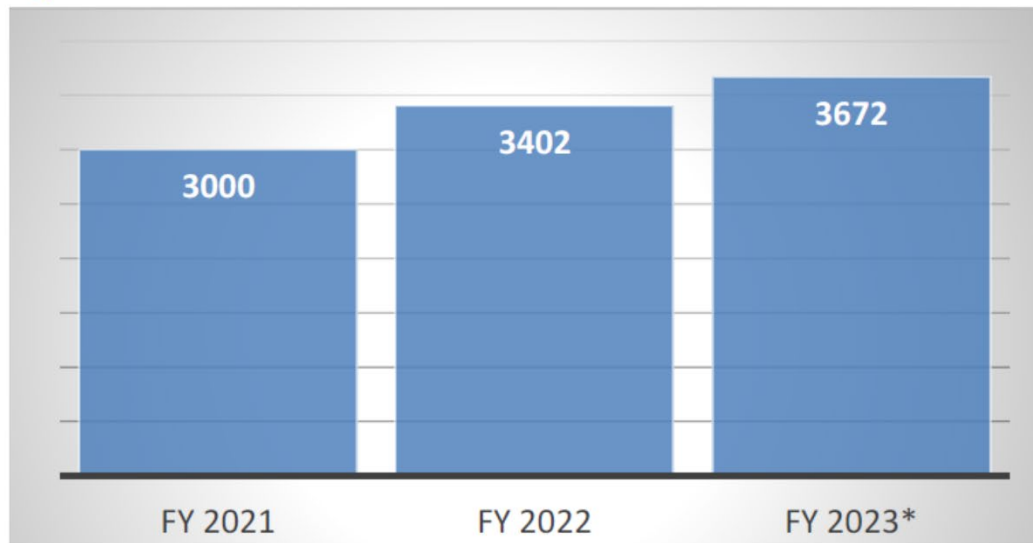
Note: FY 2018-2022 data points reflect actual year-end average daily population figures.

Data Source: Colorado Department of Human Services Division of Youth Services Monthly Population Report and Management Reference Manuals. Available at: <https://www.colorado.gov/pacific/cdhs/publications-reports>

Source: Colorado Division of Criminal Justice (2023). *Adult and Juvenile Correctional Populations Forecasts*.

# Juvenile Detention Screening

**Figure 20. Annual detention screens FY 2021-FY 2023**

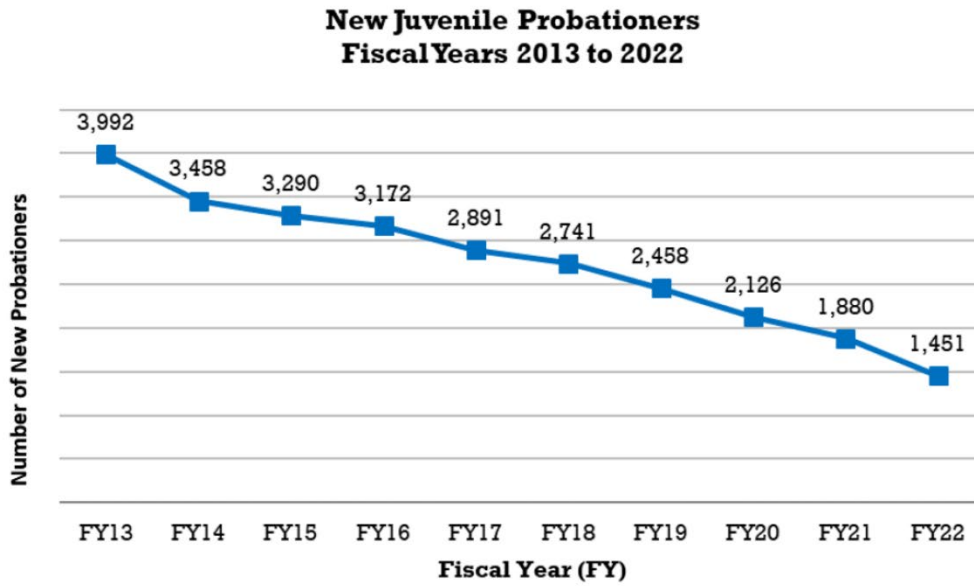


\* Estimate based on mid-year counts

Source: Data provided by The Department of Human Services Division of Youth Service.

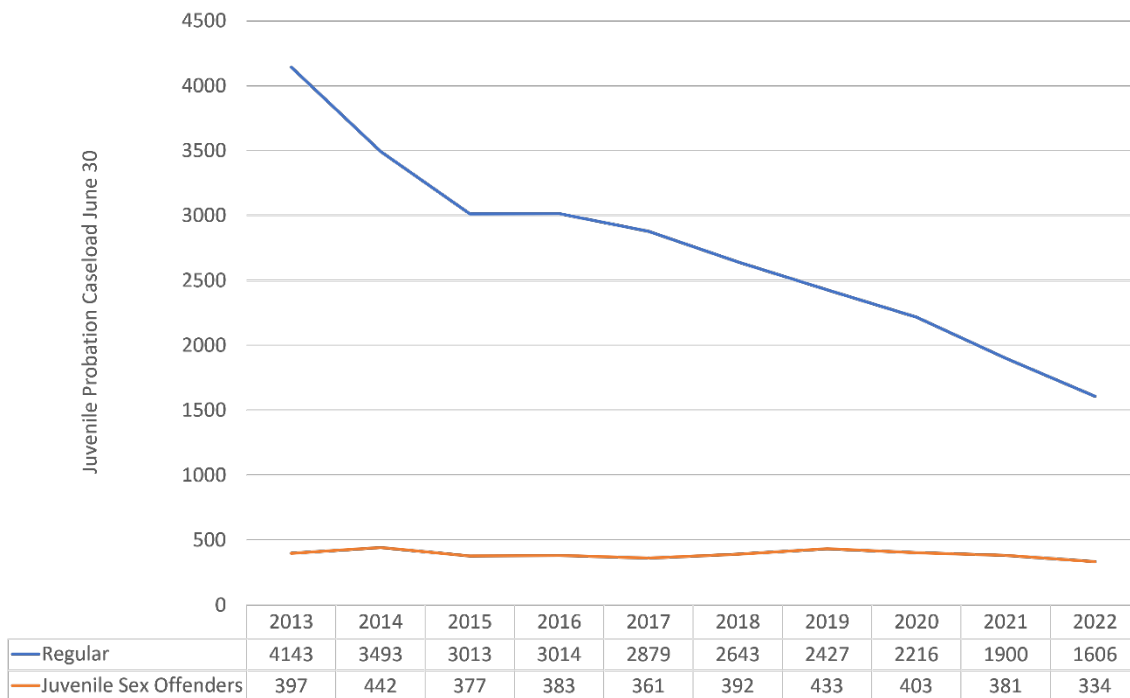
Source: Colorado Division of Criminal Justice (2023). *Adult and Juvenile Correctional Populations Forecasts*.

# Juvenile Probationer Intakes



Source: Colorado Judicial Branch, *Annual Statistical Reports*, <https://www.courts.state.co.us/Administration/Unit.cfm?Unit=annrep>

# Juvenile Probationer Caseload



Source: Colorado Judicial Branch, *Annual Statistical Reports*, <https://www.courts.state.co.us/Administration/Unit.cfm?Unit=annrep>

## 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.

### Priority 1: Compliance Monitoring (Program Area W):

See Compliance Monitoring Plan/Manual

### Priority 2: Racial and Ethnic Disparities (RED) (Program Area W):

The Coalition to Reduce Racial and Ethnic Disparities (CRRED), previously titled the Coalition for Minority Youth Equity, is committed to advancing approaches that minimize harm caused by the youth justice system and advocate for innovative holistic. CRRED underwent a rebranding effort in addition to the creation of the three year plan.

**Goal:** CRRED’s goal is to gather juvenile justice practitioners, youth-serving organizations, and community members, to discuss and propose solutions to the juvenile justice system and submit them to the State Advisory Council (SAG/JJDC).

#### Objectives

- 1) To rebrand the Coalition for Minority Youth Equity.
- 2) To review and be familiar with the most recent DMC data and judicial district needs.
- 3) To pilot and design an initiative that bridges the gap between youth serving organizations, juvenile justice practitioners, and the State of Colorado’s legislative body.

### Priority 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.

#### **Priority 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 serve on the Colorado Youth Detention Continuum (SB94) Advisory Board, any successor to the Colorado Commission on Criminal and Juvenile Justice (CCJJ) which a Gubernatorial Working Group recommended restructuring after CCJJ sunset in 2023, 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.

**Priority 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.

**Priority 6: 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) Continue building and strengthening the infrastructure with key processes to support a participatory and streamlined review of Article 2.
- 2) Establish the Children’s Code Committee as the stakeholder supported hub for Juvenile Justice

professionals to convene to review and discuss items from Article 2.

- 3) Identify and cultivate advocates.
- 4) Foster cross-system understanding of the problem and the solution.
- 5) Develop necessary champions in the legislature and Governor's office to introduce policy.

#### **Activities**

- 1) Collaborate with stakeholders to examine the use of the terms "youth," "child" and "Juvenile" to consider the removal of "juvenile" from Article 2.5; and
- 2) Use science and emergent best practices to guide all of the Committee's work;
- 3) Develop materials and outreach that resonate with agency leadership, the legislature, and governor staff.

#### **Priority 7: 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:** 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.

#### **Priority 8: 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**

- 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; and
- 4) Support training and technical assistance efforts as prioritized by the Emerging Leaders.

## **New Priority Areas**

During its November 2023 strategic planning retreat, JJDP Council members identified two aspects of the system that members believe focused attention on could improve outcome for youth and improvements in system effectiveness.

### **Priority 9: Diversion**

Leveraging the use of diversion programs to reduce the number of youth who are formally processed and charged with an offense in the juvenile justice system is an area of particular interest and focus for the JJDP Council. Recognizing the potentially life-long consequences of even minor involvement in the system, the Council is committed to strengthening diversion efforts.

**Goal:** To elevate the success, utilization and awareness of Diversion programs across the state.

**Objective:** Expand the sharing of best practices, trainings and resources for diversion programs while elevating awareness of diversion among key decision makers.

#### **Activities**

- 1) Conduct necessary outreach, research and engagement to publish a report with quantitative data, qualitative information and narratives to demonstrate the effectiveness of various programs and through the report, inform funding and programmatic actions.
- 2) Develop and support the execution of a strategic communications plan to tell the story of juvenile diversion programs and their impact to policymakers and funders.
- 3) Examine and make recommendations regarding data collection, reporting and analysis. In parallel, study and make recommendations to streamline grant applications, reduce unnecessary questions or data reporting and incorporate outcome focused storytelling in reporting.

## Priority 10: Youth Intervention and Support (Program Area C)

A gap in services exists for youth who are referred to the Department of Human Services (DHS) and are screened out not receiving any services or interventions. Subsequently, many of these youth become involved in the juvenile justice system.

**Goal:** Identify the gaps in the current system and propose solutions that will effectively prevent these youth from entering the juvenile justice system.

**Objective:** Examine the continuum of services in order to either enhance the existing system to effectively address the needs of referred children or to develop a new system tailored to meet the needs of these children and their families.

### Activities

- 1) Examine data relating to the number of youth who are referred to DHS but whose interaction, actions or situation does not fall within or rise to DHS point of involvement
- 2) Examine and discuss the role, strengths and limitations of all other involved agencies, bodies and supports including state or local and Collaborative Management Programs (CMPs).
- 3) Research, discuss and examine appropriate basing of a system for those youth.

## H. 6964 and 34 U.S.C. § 11133 (a) Requirements

**34 U.S.C. §11133(a)(1) and (2)** By Colorado Governor's Executive Order No. B 015 07, the Colorado Division of Criminal Justice (DCJ) in the Colorado Department of Public Safety (DPS) is the designated state agency responsible for administering the Title II funding made available by OJJDP and the Juvenile Justice and Delinquency Prevention Act, including supervision, preparation and administration of this plan.

**34 U.S.C. §11133(a)(3)** Colorado's State Advisory Group (SAG), called the Juvenile Justice and Delinquency Prevention Council (JJDP), includes members meeting the requirements in 34 USC § 11133 (a)(3). (See the attached SAG Roster for additional information.) They actively participate in the development and review of the Comprehensive Strategic 3-Year plan. Members provide feedback and make recommendations for final submission. JJDP Council Members are afforded the opportunity to review and comment, not later than 30 days after their submission to the advisory group, on all juvenile justice and delinquency prevention grant applications submitted to the state agency designated under paragraph (1). Members also assist and advise DCJ staff in obtaining, reviewing and analyzing data as well as providing a review of content for the Annual Report to the

Governor.

**34 U.S.C. §11133(a)(4)** The JJDP Council values the collaborative relationships with a multitude of non-justice system agencies and other stakeholders that have a vested interest in developing, enhancing and maintaining Colorado's juvenile justice efforts. Activities include participation in regular inter-agency meetings designed to share information, network and identify opportunities to enhance or expand juvenile justice work and explore innovative ideas to prevent duplication of services and leverage funds among parties;

**34 U.S.C. §11133(a)(5)** Colorado has received in the past a waiver from the Administrator for the provision of services for delinquent or other youth as Colorado's Juvenile Justice System is organized at the state level. Colorado has (a) demonstrated that the state bears the primary financial burden for juvenile justice services provided in each of the authorized purpose areas; (b) demonstrated consultation with units of local government in the state, either directly or through organizations representing such units, regarding the proposed waiver; (c) demonstrated consultation with other state agencies that bear the primary financial burden for juvenile justice; and (d) demonstrated approval of the state advisory group.

**34 U.S.C. § 11133(a)(6)** Colorado provides for an equitable distribution of the assistance received under section 11132 of this title within the State, including in rural areas. 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.

**34 U.S.C. §11133(a) (7a)** (See Program Narrative)

**34 U.S.C. § 11133 (a) (7b) (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.

**34 U.S.C. §11133 (a) (7b) (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 targeted 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.

**34 U.S.C. §11133 (a) (7b) (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 and provides the structure to assist rural/underserved areas in providing services for the prevention and treatment of youth delinquency.

**34 U.S.C. §11133 (a) (7b) (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. 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. 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 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.

**34U.S.C. § 11133(a)(7)(B)(v)** The Colorado Youth Detention Continuum (CYDC) 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.

**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 (parents and youth) in their Family Partner Network that participate in the review of 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](#).

**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 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.

**34 U.S.C. § 11133 (a)(7)(B)(viii)** The JJDP 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. In Colorado, there is a trauma-informed state initiative supported by our Office of Behavioral Health. [Colorado-trauma-informed-system-of-care](#)

**34 U.S.C. § 11133 (a)(7)(B) (ix)** Colorado has passed legislation and has implemented policies and practices prohibiting the restraint of known pregnant females (a) in custody during labor delivery, and post-partum recovery and (b) prohibits the use of abdominal restraints, leg and ankle restraints, wrist restraints behind the back, and four-point restraints on known pregnant females. Please refer to the following policies and Colorado legislation. [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](#)

**34 U.S.C. § 11133(a)(8)** Colorado will 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. 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](#)

**34 U.S.C. § 11133(a)(9)** Colorado will provide that not less than 75 percent of the funds available to the State under section 11132 of this title, other than funds made available to the State advisory group under section 11132(d) of this title, whether expended directly by the State, by the unit of local government, or by a combination thereof, or through grants and contracts with public or private nonprofit agencies, shall be used for, with priority in funding given to entities meeting the criteria for evidence-based or promising programs.

**34 U.S.C. § 11133(a)(10)** Colorado has developed an adequate research, training, and evaluation capacity within the state by contracting with private research and evaluation agencies, consultants, and trainers. As is described in this plan, the JJDP Council has established and reaffirmed the commitment to the work of a Research and Evaluation Subcommittee (See Priority 7).

**34 U.S.C. § 11133(a)(11)** Colorado (A) in accordance with rules issued by the Administrator, provide that a juvenile shall not be placed in a secure detention facility or a secure correctional facility, if— (A) in accordance with rules issued by the Administrator, provide that a juvenile shall not be placed in a secure detention facility or a secure correctional facility, if— (i) the juvenile is charged with or has committed an offense that would not be criminal if committed by an adult, excluding— (I) a juvenile who is charged with or has committed a violation of section 922(x)(2) of title 18, United States Code, or of a similar State law; March 1, 2019 (II) a juvenile who is charged with or has committed a violation of a valid court order issued and reviewed in accordance with paragraph (23); and (III) a juvenile who is held in accordance with the Interstate Compact on Juveniles as enacted by the State; or (ii) the juvenile— (I) is not charged with any offense; and (II)(aa) is an alien; or (bb) is alleged to be dependent, neglected, or (B)require that—(i)not later than 3 years after December 21, 2018, unless a court finds, after a hearing and in writing, that it is in the interest of justice, juveniles awaiting trial or other legal process who are treated as adults for purposes of prosecution in criminal court and housed in a secure facility—Colorado complies with this core requirement, and the documentation can be found in the Colorado Compliance Monitoring Manual submitted in the compliance tool. (A) Deinstitutionalization of a status offender (pages 41-45 (B) Interest of Justice (page 55)

**34 U.S.C. § 11133(a)(12)** Colorado complies with this core requirement, and the documentation can be found (A) Sight and sound separation compliance data in the compliance monitoring tool, (B)

Colorado meets the training policy requirement. Each law enforcement officer in Colorado is required to be P.O.S.T. (Peace Officer Standards and Training Board) certified. Please find more information submitted in the compliance monitoring tool.

**34 U.S.C. § 11133(a)(13)** Colorado complies with this core requirement, and the documentation can be found submitted in the compliance tool along with Colorado's Signed Certification Form.

**34 U.S.C. § 11133(a)(14)** Colorado complies with this requirement, and the documentation can be found in the Colorado Compliance Monitoring Policy and Procedures and Monitoring Universe submitted in the compliance tool.

**34 U.S.C. § 11133(a)(15)** The Division of Criminal Justice (DCJ)/Office of Adult and Juvenile Justice Assistance (OAJJA) employs a State Disproportionate Minority Contact (DMC) Coordinator at 75% time, whose responsibilities are coordination of the state's DMC/RED efforts to address the RED core requirement of the JJDP Act. The DMC Coordinator has been a DCJ employee since 1993 and has a thorough understanding of the DMC and RED causes, correlates and contributing mechanisms. The DMC Coordinator attends OJJDP DMC Conferences, participates in DMC conference calls and webinars and is the resident expert on DMC/RED for the State of Colorado. In addition, the Juvenile Justice and Delinquency Prevention Council (CO SAG) has a R/ED committee, the Coalition for Minority Youth Equity (CMYE), in place since 1994 that serves in an advisory capacity to the JJDP Council (State SAG). The CMYE is CO's advisory board for R/ED. They meet quarterly and are staffed by the R/ED Coordinator. There are co-chairs who are also members of the JJDP Council. In addition, recently the CMYE established working groups. The workgroups are: Data, Training and Services. There are about 40 members although there tends to be a steady group of 20 that attend the meetings. Please refer to Colorado's R/ED Plan for FY24 in the compliance monitoring tool.

**34 U.S.C. § 11133(a)(16)** Colorado provides assurance that youth in the juvenile justice system are treated equitably on the basis of gender, race, family income, disability.

**34 U.S.C. § 11133(a)(17)** Colorado provides assurance that consideration will be given to and that assistance will be available for approaches designed to strengthen the families of delinquent and other youth to prevent juvenile delinquency.

**34 U.S.C. § 11133(a)(18)** Colorado has established procedures to protect the rights of recipients of services and for ensuring appropriate privacy with regard to records relating to such services provided to any individual under the state plan. 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.

**34 U.S.C. § 11133(a)(19)** Colorado affirms that any assistance provided under this Act will not cause the displacement (including a partial displacement, such as a reduction in the hours of non-overtime work, wages, or employment benefits) 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; and 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.

**34 U.S.C. § 11133(a)(20)** Colorado has strong internal fiscal controls and fund accounting procedures necessary to ensure prudent use, proper disbursement, and accurate accounting of funds received under this title. The Financial Management and Internal Controls questionnaire has been completed and signed by the Financial Point of Contact and is attached.

**34 U.S.C. § 11133(a)(21)** Colorado assures that federal funds made available under this part will be used to supplement and increase (but not supplant) the level of the state, local, and other nonfederal funds that would be used in the absence of such federal funds made available for these programs, and will in no event replace such state, local, and other nonfederal funds.

**34 U.S.C. § 11133(a)(22)** Colorado provides that the Colorado Division of Criminal Justice designated under paragraph (1) will—(A) 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; (B) from time to time, but not less than annually, 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; and (C) not expend funds to carry out a program if the recipient of funds who carried out such program during the preceding 2-year period fails to demonstrate,

before the expiration of such 2-year period, that such program achieved substantial success in achieving the goals specified in the application submitted by such recipient to the State agency. 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.

**34 U.S.C. § 11133(a)(23)** Colorado complies with this requirement, and the documentation can be found in the Compliance Monitoring Manual (pages 57-61), Colorado's VCO Process and Forms submitted in the compliance tool.

**34 U.S.C. § 11133(a)(24)** Colorado affirms that if the state receives an amount that exceeds 105 percent of the amount received under this section in FY 2000, all such excess would be expended through or for programs as part of a comprehensive and coordinated community system of services. Colorado has compared the amount received in FY 2000 (\$919,681.00) with the amount to be received in FY 2018 (\$712,959.00), and the FY 2018 amount does not exceed 105 percent of the FY 2000 amount.

**34 U.S.C. § 11133(a)(25)** Colorado specifies that zero (0) percent of funds received by the State under section 11132 of this title (other than funds made available to the State advisory group under section 11132(d) of this title) will be used to reduce the caseload of probation officers within such units.

**34 U.S.C. § 11133(a)(26)** Colorado affirms that, to the maximum extent practicable, a system has been implemented to ensure that if a juvenile is before a court in the juvenile justice system, public child welfare records (including child protective services records) relating to that juvenile that are on file in the geographical area under the jurisdiction of such court will be made known to such court. 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 bill requires local jurisdictions to implement a process to notify the juvenile courts of child welfare involvement, and to either divert the youth from the juvenile justice system or to provide a collaborative assessment and case plan that includes both the child welfare and juvenile justice systems.

**34 U.S.C. § 11133(a)(27)** Colorado provide assurances that 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))

**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.

**34 U.S.C. § 11133(a)(29)** Please refer to the following Colorado Division of Youth Services policies. [Elimination of Dangerous Practices: Division of Youth Services Policy S 9.4](#)

**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.

**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](#).

**34 U.S.C. § 11133(a)(32)** Colorado provides an assurance that the agency of the State receiving funds under this subchapter collaborates with the State educational agency receiving assistance under part A of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6311 et seq.). In 2018, the Colorado General Assembly passed [SB18-213](#) that required Out-of-home placement students - recognition of academic credits earned by students in the custody of the division of youth services. Under current law, when a student in out-of-home placement transfers from one school to another school, the sending school must certify to the receiving school or school district the course work that the student has fully or partially completed while enrolled at the school. The receiving school or school district must accept the student's certified course work and the course work certified by previous schools in which the student was enrolled, as reflected in the student's records, as if it had been completed at the receiving school. The receiving school or school district must apply all of the student's certified course work toward completion of the student's requirements for graduating from the grade level in which the student is enrolled at the receiving school or school district or for graduation from the receiving school or school district if the student

is enrolled in 12th grade. The act requires receiving schools and school districts to follow the same procedures for a student who transfers to a school or school district from a division of youth services placement. The division of youth services policy is outlined in [DYS Policy S 17.8 General Education Programs](#), and demonstrates collaboration with State educational agency.

**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.

**H.6964 Additional Notes on Coordination** In 2018, Colorado’s legislature passed and the Governor signed into law SB18-154 concerning a requirement for a local juvenile services planning committee to devise a plan to manage dually identified crossover youth. The act requires local juvenile services planning committees to devise a plan to manage dually identified crossover youth. A dually identified crossover youth is a youth involved in both the juvenile justice system and the child welfare system.

## **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 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.