

108030

Framework for Implementation
of the
Colorado Division of Youth Services
Long-Range Facilities Plan

January 8, 1986

Department of Institutions
Division of Youth Services
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EXECUTIVE SUMMARY

In response to the problems of overcrowding and substandard facilities, as confirmed by a number of surveys and studies, including a study by the National Council on Crime and Delinquency (NCCD) commissioned by the Colorado Division of Youth Services, the Division of Youth Services (DYS) proposes to:

1. Regionalize the administrative structure of DYS to facilitate improved service delivery that meets the needs of Colorado's diverse communities.
2. Decrease the number of current institutional beds from 354 to 166 by 1989 by moving youths who meet specific criteria into specially-designed community corrections programs. This would be accomplished by:
 - a. Consolidating youths requiring secure institutionalization at one newly constructed complex on the Lookout Mountain School site. Construction would take place in two phases--96 beds to be built in Phase I, and 60 beds to be built in Phase II.
 - b. Developing approximately 176 contracted community corrections beds in programs modeled after successful programs in other states.
 - c. Discontinuing use of Golden Gate Youth Camp, Mount View School, and most buildings at Lookout Mountain School as institutional treatment facilities.
 - d. Completing construction of the Western Slope multi-use regional facility.
 - e. Renovating Lathrop Youth Camp in Walsenburg to serve as a multi-use regional center.
 - f. Instituting risk assessment and classification criteria and programs to determine the level of security required for each youth committed to DYS and placing each youth accordingly.
3. Build four new detention facilities, renovate designated facilities, and reconfigure service delivery as follows:
 - a. Replace Zebulon Pike Detention Center in Colorado Springs with a new 32-bed facility.
 - b. Replace Pueblo Youth Center in Pueblo with a new 24-bed facility.
 - c. Renovate part of Denver Gilliam Detention Center to serve as a Denver metro area facility for assessment, orientation, and "time-out"--64 beds.
 - d. Build two new Denver metro area facilities with 36 beds each.

- e. Abandon Jefferson County Detention Center in Golden and serve youths from that area in a designated Denver metro facility.
- f. Renovate Adams County Detention Center--24 beds.
- g. Contract for 20 48-hour detention beds in the Denver metro area.

The current DYS service delivery system has 629 client slots. Upon completion, this proposed system would have 625 slots, but there would be a dramatic change from the current state-run institutionally-based system to a community-based contractual program.

Construction costs would total \$31,059,258 upon completion.

Operating costs for the new system would be similar to costs in the current system.

The chart on the following page summarizes these changes.

PROPOSED DYS SYSTEM CHANGES

CURRENT CONFIGURATION

<u>Institutions</u>	<u>Beds</u>
Lookout Mountain School	160
Mount View School	72
Closed Adol. Treat. Ctr.	26
Golden Gate Youth Camp	48
Lathrop Park Youth Camp	48
	<hr/>
	354

Detention

Adams County	24
Gilliam	76
Jefferson County	26
Zebulon Pike	24
Pueblo	25
	<hr/>
	175

Assessment

Gilliam	20
	<hr/>
	20

Orientation and Time-Out

None	
	<hr/>
	0

Community Corrections

Paid Placement	80
	<hr/>

TOTAL SYSTEM SLOTS 629

PROPOSED CONFIGURATION

<u>Institutions</u>	<u>Beds</u>
Golden Facility (new)	156
Western Slope (new)	10
	<hr/>
	166

Detention

Adams County (renovated)	24
Metro #1 (new)	36
Metro #2 (new)	36
Zebulon Pike (new)	26
Pueblo (new)	24
Western Slope (new)	10
Lathrop Park (renovated)	12
Community (48-hr. hold--new)	20
	<hr/>
	188

Assessment

Gilliam (renovated)	24
Zebulon Pike (new)	6
Western Slope (new)	4
	<hr/>
	34

Orientation and Time-Out

Gilliam (renovated)	40
Lathrop Park (renovated)	15
Western Slope (new)	6
	<hr/>
	61

Community Corrections

Community Programs (new)	176
	<hr/>

TOTAL SYSTEM SLOTS 625

I. BACKGROUND AND RECOMMENDATIONS

BACKGROUND

The mission of the Colorado Department of Institutions, Division of Youth Services is to provide programs and services for juveniles aged 10 to 21 years who have demonstrated delinquent or troublesome behavior. The Colorado Children's Code specifies the client populations eligible for placement in Division of Youth Services (DYS) programs.

The types of juveniles entering the DYS system have significantly changed in recent years. Repeat and violent offenders serve longer mandatory sentences in institutions, occupying a disproportionate number of beds, and courts are sentencing juveniles to stays in detention centers originally designed for short-term use. Youth Services facilities have not been modified to accommodate these changes and cannot adequately support needed programs.

DYS is responsible for 90 main buildings and accompanying grounds across the state. Recent surveys by both the Department of Administration and the State Health Department have determined that DYS facilities fail to comply with life/fire safety codes. Nationally recognized standards for correctional facilities further highlight significant shortcomings within the facilities, some of which were built at the turn of the century.

The cost of correcting all problems within existing facilities has been estimated to be \$31,000,000. Both the Department of Administration and the Department of Health raised questions about the wisdom of refurbishing buildings that still would not meet program needs or comply with recognized professional standards.

In December of 1984, DYS selected the National Council of Crime and Delinquency (NCCD) to develop a long-range plan incorporating a series of staged recommendations, actions, and costs required to support an efficient and humane system of juvenile corrections facilities and services over the next 20 years.

On August 1, 1985, the NCCD study, entitled, "Planning Study for the Colorado

Division of Youth Services," was submitted to the Department and contained a series of major findings and recommendations.

The Division of Youth Services began at once to analyze the results of the study. An executive planning team was formed to begin the process of planning for implementation of the study. The team is composed of a broad representation from the Division, as well as other public and private agencies.

NCCD experts confirmed the earlier reports and added that buildings create severe--and, in some cases, possibly illegal--operational problems, especially with regard to security.

With the additional problem of overcrowding, these facilities threaten the safety of both staff and youths, and compromise the public safety by frustrating the best security and treatment efforts of the highly professional DYS staff.

RECOMMENDATIONS

NCCD recommended, and the planning team concurs, that strong consideration be given to the following major recommendations:

- a. Consolidate the institutional population at one new secure complex located at the present Lookout Mountain School site and close all other institutions.
- b. Develop specialized and diverse community-based correctional programs patterned after successful models in Utah, Massachusetts, and Pennsylvania for placement of committed youths not requiring secure incarceration.
- c. Replace all detention centers, except Adams County. Make modest repairs at Adams County.
- d. Require that all new construction comply with nationally recognized standards and goals for correctional facilities.
- e. Expand DYS commitment to research and planning, as well as to client screening and assessment.

(See Appendix A for Findings and Recommendations of the NCCD Study.)

II. PROFILE OF THE POPULATION SERVED BY DYS

Bedspace needs that will be discussed in the following sections are based on NCCD's evaluation of a sample of the 1984-85 DYS population (method of calculation and further detailed statistics appear in Appendix B), as well as data collected by the DYS Planning and Evaluation Unit.

Characteristics of detained and committed youths appear on the following two pages, and a list of DYS facilities and their capacities appears on page 9.

Notable characteristics influencing the NCCD study and the executive planning committee's recommendations are the following:

Detained youths:

- Average daily attendance for all centers was 185.7, although maximum funded capacity was 175.
- 69% of all youth admitted were awaiting trial
- 16% were admitted to serve short-term sentences
- Over 50% of youths admitted to secure detention were released within 48 hours

This last piece of information suggests that many detained youths could be effectively served in contracted temporary holding facilities. By contracting, the number of secure detention beds could be reduced from the present 175 to 168.

Committed youths:

- 93% of all committed youths were males
- 30% were committed as repeat, violent, or adult offenders
- 70% were non-mandatory commitments
- Average length of stay was 13.3 months on grounds

The NCCD study findings suggest that an excessively high number of committed youths were placed in secure institutional facilities. Other states (notably Massachusetts and Utah) have successfully managed to control the behavior of certain committed youths in community-based correctional programs. These youths are identified through an objective risk assessment and classification system, as discussed in

the following section.

Through internal reorganization and development of an effective community-based corrections program, DYS can ensure that youths receive treatment in settings that are consistent with effective behavior change and community safety.

Further details on these subjects will be discussed in the Services Delivery section.

Characteristics of New Commitments (N = 398)
FY 1984-85

<u>Age</u>	<u>Percent</u>	<u>Sex</u>	<u>%</u>	<u>Ethnicity</u>	<u>%</u>
13 years	4%	Male	93%	Anglo	48%
14 years	13%	Female	7%	Black	16%
15 years	20%			Hispanic	35%
16 years	28%			Other	1%
17 years	28%				
18 years	7%				

<u>Committing Offenses</u>	<u>%</u>	<u>Type of Commitment</u>	<u>%</u>
Person	20%	Non-mandatory	70%
Other	80%	Repeat	28%
		Violent	2%
		Adult	0%

<u>First Placement</u>	<u>%</u>
Lookout Mountain	36%
Mount View	26%
Golden Gate	15%
Lathrop Park	10%
CATC	3%
Placement Services	10%

Characteristics of Detained Youths (N = 7,474)

FY 1984-85

<u>Age</u>	<u>Percent</u>	<u>Sex</u>	<u>%</u>	<u>Ethnicity</u>	<u>%</u>
11 years and under	1%	Male	79%	Anglo	50%
12 years	2%	Female	21%	Black	17%
13 years	6%			Hispanic	31%
14 years	15%			Other	2%
15 years	22%				
16 years	26%				
17 years	27%				
18 years	2%				
19 years	<1%				
20 years	<1%				

<u>Admitting Center</u>	<u>%</u>	<u>Legal Status</u>	<u>%</u>
Adams	15%	Committed	6%
Gilliam	49%	Returning	
Jefferson	13%	Committed	9%
Pueblo	10%	Sentenced	16%
Zeb Pike	13%	Preadjudicated	69%

CURRENT INSTITUTIONS:

<u>Facility</u>	<u>Maximum Capacity</u>
Lookout Mountain School	160
Mount View School	72
Closed Adolescent Treatment Center	26
Golden Gate Youth Camp	48
Lathrop Park Youth Camp	48
TOTAL DYS INSTITUTIONAL CAPACITY	354

CURRENT DETENTION CENTERS:

<u>Facility</u>	<u>Maximum Capacity</u>
Adams Detention Center	24
Gilliam Youth Center	76
Jefferson Detention Center	26
Zebulon Pike Detention Center	24
Pueblo Detention Center	25
TOTAL DYS SECURE DETENTION CAPACITY	175

COMMUNITY PAID PLACEMENTS: 80

ASSESSMENT: 20

TOTAL 629

II. THE DYS SERVICES DELIVERY SYSTEM

THE CURRENT SYSTEM

The DYS currently administers or contracts out for a range of youth services. It operates residential programs for adjudicated delinquents committed to the Colorado Department of Institutions. In addition, DYS operates a statewide network of detention centers which temporarily hold youths awaiting court hearings or placements, or youths sentenced to brief periods of confinement as part of the conditions of their probation. The DYS also operates a parole or after-care system designed to monitor the community reentry of youths previously housed in the DYS institutions.

The actual numbers and types of placements in DYS programs are heavily determined by Colorado's legal system. Actions by the legislature and court officials, as well as budgetary constraints, often determine the quantity and quality of services that the DYS can provide. Moreover, changes in other youth-serving agencies involving mental health and family services can greatly influence DYS.

The chart on the following page shows the movement of a committed youth through the juvenile justice system.

Risk Classification and Assessment

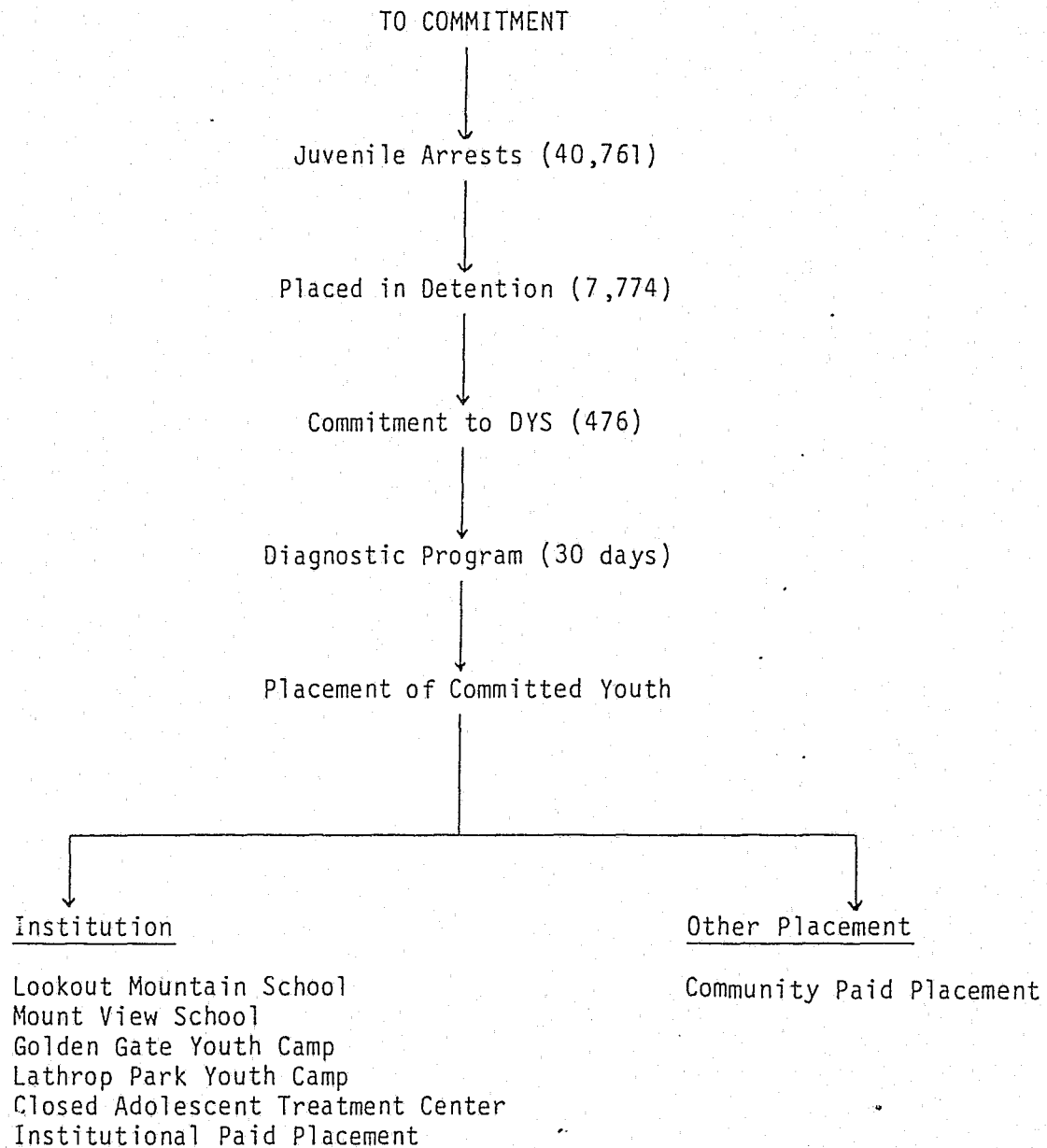
The process currently used to assess committed youths provides DYS with clinical information that can be used in placement and treatment, but it does not provide an assessment of the level of security required for community safety.

A new classification and assessment process has been developed and is being tested to assist in placing committed youths in settings which best address identified custody and treatment needs. The process is responsive to the degree of risk or danger that a youth presents to the community.

Detention Services

Colorado is one of four states that administers juvenile Detention Services

CURRENT JUVENILE JUSTICE SYSTEM FLOW CHART



NOTE: These above figures are from FY 1984-85.

through a state youth authority. Local responsibility was transferred to the Colorado Judicial Department in 1970, and in 1973 the Department of Institutions was charged with the responsibility of administering these centers.

Currently, DYS detention centers experience chronic periodic overcrowding, a problem that is exacerbated by the serious shortcomings of detention buildings. A wide range of alternatives to secure detention have already been demonstrated in both rural and urban settings and have been shown to be viable and cost-effective. Given the high number of youths released within 48 hours of admission, contracting for certain types of detention services appears to be a desirable option.

Institutions

It should be noted that the current DYS system is clearly institutionally based. Once a youth is committed to DYS, there are at present few other alternatives available besides confinement in an institutional program.

The Colorado institutional treatment program has changed dramatically in the last two decades. Institutions that were designed and built for children committed to the Department of Institutions for "growing up in idleness and crime" no longer support a program needed for the present day youth who is committed to the Department of Institutions for an act which would be a crime if committed by an adult. Continual deterioration of buildings and overcrowding further impact this program.

The NCCD study has pointed out that for all except the most violent offender, there is evidence that juvenile delinquents can be treated as effectively in the community as in an institution with no significant increase in risk to the community.

The study raised serious questions about the adequacy of current levels of institutional safety, based on the high number of AWOLs and absconds from institutions, and noted that contracted placement centers showed lower levels.

Further, it has been the experience of the DYS that some types of programs and treatment modalities work for some types of offenders and not others and that a continuum of program settings (community and institutional) along with a variety of

treatment modalities is needed to more effectively address the diverse population of offenders. (Appendix C.)

Paid Placement

Community-based corrections for juveniles does not currently exist in Colorado. DYS has a paid placement program that contracts with residential group and foster homes for placement of youths upon release from institutions or as alternatives to institutions, but not for community corrections as it is known in other states. Programs cited by NCCD permit flexible, individualized treatment planning, a degree of security and supervision that is not currently available in Colorado, and have proven to be safe and cost-effective in Utah, Massachusetts, and Pennsylvania.

THE PROPOSED SYSTEM

In designing a system to address the problems of substandard facilities and overcrowding, while improving service delivery and community safety, the executive planning team sought solutions that would at once be cost- and mission-effective.

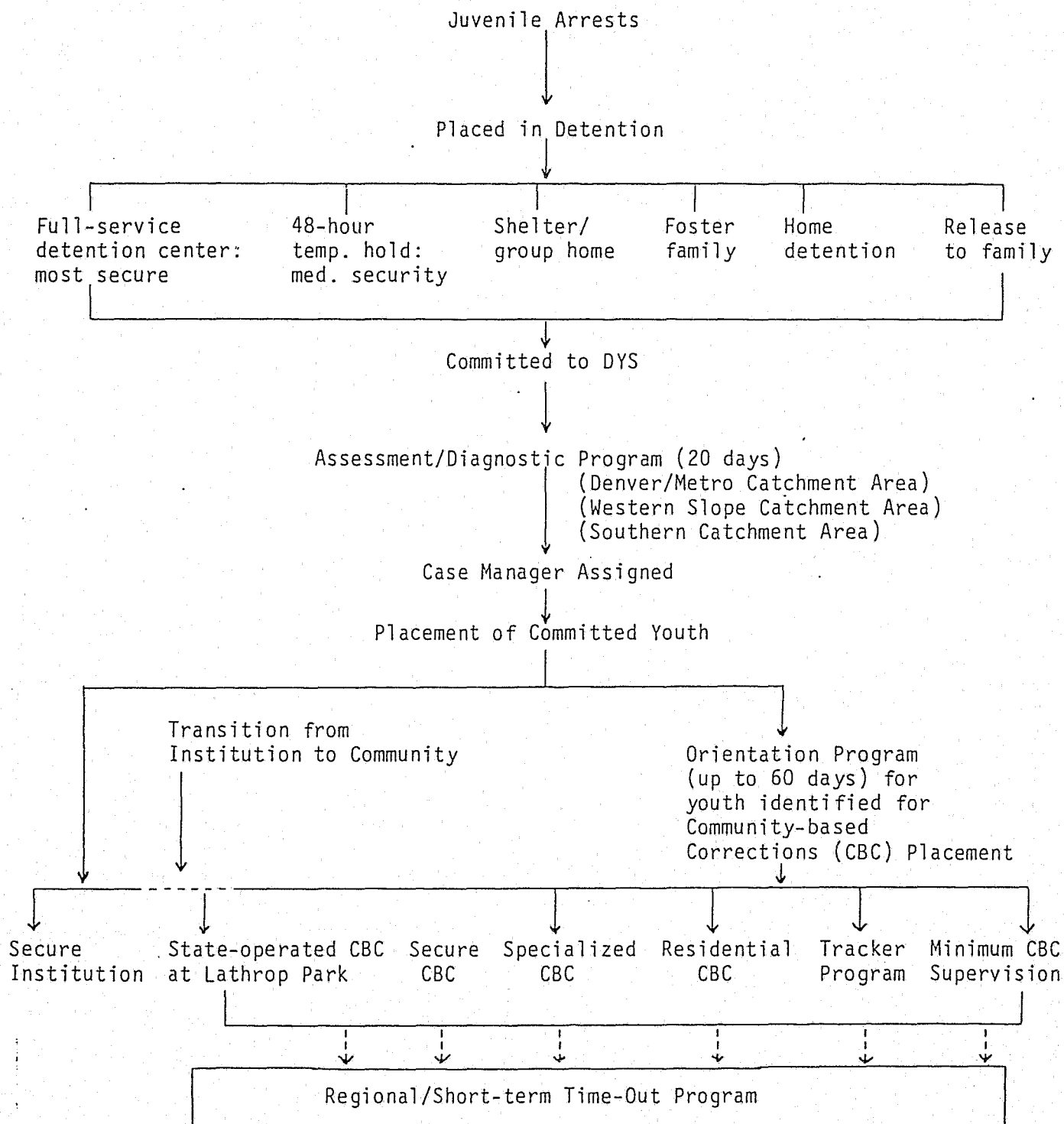
The proposed design is shown on the flow chart on the following page. New delivery system innovations shown on this flow chart include a detention services continuum; risk assessment; a consolidated secure institution; a case management system; orientation; "time-out;" and community-based corrections programs.

The proposed system achieves a workable balance. By decreasing institutional beds and increasing contracted beds, the state avoids the capital construction costs of replacing the total current number of institutional beds, while achieving a system which is more responsive to client and community needs.

Operating costs for the new system are likely to be similar to costs in the current system. At the end of the proposed three-year implementation schedule, the new system would have in place 625 slots system-wide, as opposed to 629 slots in the current system--a reduction of four slots (see Executive Summary). While the information needed to arrive at actual figures is still lacking, the planning team predicts that staffing of new programs can take place within existing resources.

PROPOSED JUVENILE JUSTICE SYSTEM FLOW CHART

TO COMMITMENT



DYS plans to reorganize into administrative regions which can be more sensitive to the unique needs of diverse Colorado communities. The proposed system creates a full-range of treatment and placement options.

Classification and Assessment

The primary goal of classification will be to give special attention to youths committed to DYS for either violent behavior or repetitive delinquency and to deal with them in the most consistent, judicious manner possible.

Assessment will address educational and vocational needs, drug/alcohol abuse and use patterns, medical needs, interpersonal maturity, psychological problems (if the need is identified), and custody/security needs. The assessment will serve as a basis for classification, placement, and treatment planning.

If a youth is accepted for secure placement, a panel will determine which unit is best suited to the security and treatment needs of the youth.

The flow chart on the following page illustrates the assessment, classification, and placement process proposed.

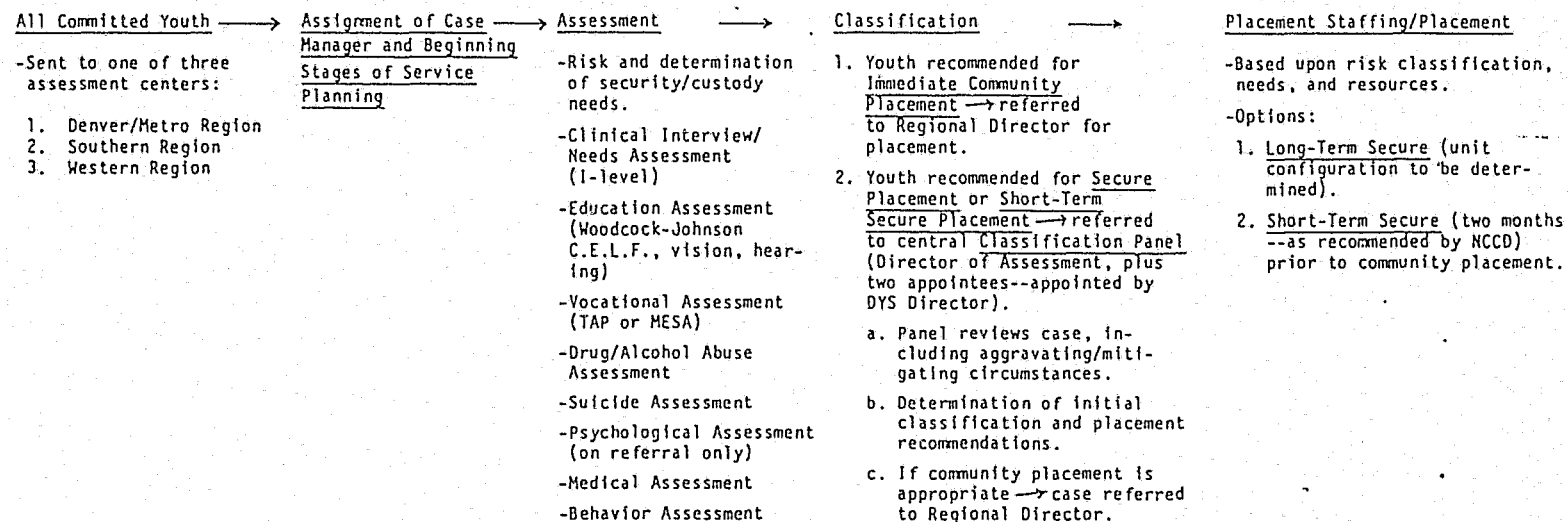
A detailed explanation of the process and a sample of the "Security Placement Instrument" for risk classification are included in Appendix D.

Detention Services

The NCCD report, confirming other studies, recommends replacement of all existing facilities with the exception of Adams County Detention Center, which requires modest remodeling. DYS proposes a somewhat modified approach that provides the viable, cost-effective alternatives to secure incarceration recommended by the study while salvaging usable space at Denver Gilliam Detention Center. (Appendix E.)

DYS proposes construction of two new 36-bed facilities in the Denver metro area to serve as full-service detention centers. In addition, part of Gilliam Detention Center would be renovated to house 64 youths. Jefferson County Detention Center would be abandoned, and youths now served by that center would be served by a designated Denver metro center. In addition, DYS proposes to contract with private providers

Assessment Services (30-day timeframe)



for 20 short-term holding beds to serve youths who can be safely released within 48 hours of admission.

The Colorado Springs and Pueblo detention centers are proposed for replacement and would function as full-service centers for 32 and 24 youths respectively.

Institutions

The NCCD study recommends that DYS consolidate its institutional population at one new 200-bed complex located at the Lookout Mountain School site. The figure of 200 was cited as "conservative" (high) by the study and was based on a sample of the 1984-85 population. Projection of future institutional bedspace needs must be based on factors like changing Colorado youth population, juvenile justice policies, and average length of stay of institutionalized youths. Implementation of a sophisticated projection technique has so far been prevented by the current limitations of the DYS data system and a population size that experts say is too small for accurate projection.

Within the limits of the system, and with the assistance of NCCD after the release of the study, the executive planning team has determined that a two-phase plan for construction of new beds will allow time for reevaluation of the initial projections at the end of the first phase.

Phase I calls for construction of 96 new beds by 1988-89. While this project is underway, Mount View School and Golden Gate Youth Camp would be closed and youths meeting the requirements for community placement would be moved into contracted facilities. The remainder would be housed in the most suitable existing facilities until the project is completed.

Lathrop Park Youth Camp, located near Walsenburg, would be converted to a multi-use regional center and would serve southern Colorado youths who do not require secure institutional care.

Ten new institutional beds are included in the new multi-use facility scheduled for construction in Grand Junction.

The planning committee can say with a high degree of certainty that construction

of an additional 60 beds will be required upon completion of Phase I. Experience with the Phase I project and the new contracted community-based corrections beds, however, will allow DYS to reevaluate the situation at that time to determine if 60 beds is still an accurate figure.

Orientation and Time-Out

The proposed program designates a number of beds within state-run facilities as "orientation" and "time-out" beds. Orientation beds would be used for youths who are slated for placement in community programs. Orientation programming would prepare youths for placement over a period of up to 60 days.

Time-out beds would be occupied by youths who have been placed in the community settings and who have displayed acting-out behavior. Time-out is a consequence which would not require moving youths to the most secure institutional settings, but which would act as a back-up system to facilitate success of community programming.

Community-Based Corrections

Studies conducted by NCCD and subsequent studies conducted by the DYS Planning and Evaluation Unit estimate the number of community beds needed to implement the new system to be approximately 160 to 180. Because of the flexibility of the purchase of services system, an exact figure is not essential at this time.

A budget amendment would make it possible for DYS to purchase more community beds in 1986-87. The plan is to expand incrementally from the current 80 paid placement beds to 120 in concert with the closure of institutional facilities. Specifics concerning programs, vendors, contracting, and other aspects of community-based corrections are included in a description of the Colorado Community-Based Corrections Plan (Appendix F).

It is important at this juncture to note that as the DYS community-based corrections program develops, a distinction will need to be made between the number of residential beds and the number of community corrections slots. Certain non-residential programs, such as Tracker/Tracker Plus, would not be providing beds to all of their clients, but would be providing intensive community-based services to a

particular kind of youth. Also, a youth may be occupying a community residential bed but also might be using the services of a non-residential program for specific treatment needs. As the community corrections program matures, these issues will need to be better defined and controlled.

By FY 1987-88, the proposed community-based corrections program would be fully operational with approximately 155 contracted beds and 21 state-operated beds at Lathrop Park Youth Camp (parks work/wilderness program).

Proposed Numbers and Types of Beds

The following chart lists the numbers and types of beds that would be required to implement the proposed system. It should be noted that the NCCD study did not take into account the 30-bed facility to be constructed in Grand Junction or the need for "time-out" beds written into the program design. This chart accounts for all beds discussed in this plan.

Summary Chart of Proposed Beds by Type and Location

	Long-Term Institutional Beds	Assessment	Orientation	Time-Out	Community- Based Correction Program	Pre-Trial/ Sentenced (Detention)	48-Hour Temp. Hold. (Detention)	Totals
New Institution at Golden:								
Phase 1	96							156
Phase 2	60							
Lathrop Park			10	5	21	12		48
Western Slope	10	4	4	2		10		30
Adams Co. Det.						24		24
Pueblo Det.						24		24
Zebulon Pike Detention		6				26		32
Metro #1						36		36
Metro #2						36		36
Metro #3 (Remodel Gilliam)		24	30	10				64
*Contracted Det. Beds							20	20
*Contracted Beds for Committed Youth					155			155
TOTALS	166	34	44	17	176	168	20	625

*Specific location to be determined.

IV. PROPOSED IMPLEMENTATION AND FUNDING SCHEDULE

DYS proposes that in the period of 1986-1989, the following facilities be either newly constructed or renovated:

- Build four new detention centers to replace existing facilities
 - a. 2 in the metro area (36 beds each)
 - b. 1 in El Paso County (32 beds)
 - c. 1 in Pueblo County (24 beds)
- Build Phase I of a new institutional facility at Golden (96 secure beds)
- Renovate Gilliam Detention Center to establish a metro Denver area facility for assessment, orientation, and "time-out" (64 beds)
- Renovate Lathrop Park Youth Camp in Walsenburg to serve as a multi-use facility (48 beds)
- Renovate Adams County Detention Center (24 beds)

The established cost for this construction and renovation is \$31,059,258.

DYS proposes that this project be financed through the proceeds gained from the sale of Certificates of Participation to outside investors through the Health Care Financing Authority. It will be necessary to have specific legal authority from the General Assembly to allow DYS to enter into this type of financing package. Legislation is pending. Refer to Appendix G. This approach will require annual appropriations from the General Assembly for payment of interest and principal. The proposed financing package is based on a 10-year repayment as outlined below. Repayment could be made more quickly without penalty if the General Assembly desires to do so.

1986-87	\$ 1,045,762
1987-88	4,062,930
1988-89	4,058,974
1989-90	4,060,480
1990-91	4,060,549
1991-92	4,062,143

1992-93	\$ 4,058,099
1993-94	4,061,504
1994-95	4,060,219
1995-96	4,061,279
1996-97	4,059,778
TOTAL	\$41,651,717

In order to implement this plan, the following major tasks must be accomplished:

1985-86

- Identify statewide regions for DYS
- Develop case management system for committed youths
- Develop Risk Classification System
- Issue RFPs for contracting with community corrections programs
- Initiate program planning process for construction of new facilities
- Begin construction of Western Slope facility

1986-87

- Implement statewide regional management for DYS to include naming of regional managers, case managers, and providing training for these managers and community providers
- Expand beds in community corrections programs
 - September--add 15 for a total of 95
 - January--add 25 for a total of 120
- Implement Risk Classification System for committed youths
- Open temporary units for Orientation and Time-Out
- Close Golden Gate Youth Camp--January 1, 1987
- Complete program planning process for construction of new facilities
- Complete construction and occupy Western Slope facility
- Acquire sites for two new metro Denver area detention centers
- Design and begin construction of the two new metro Denver area detention centers, as well as the new detention centers in El Paso and Pueblo counties

- Design renovation of Gilliam Detention Center for Assessment, Orientation, and Time-Out programs
- Design renovation of Adams County Detention Center
- Design and begin renovation of Lathrop Park Youth Camp
- Design and begin construction of Phase I of Golden institutional facility

1987-88

- Contract for 20 48-hour detention holding beds in Denver metro area
- Expand beds in community corrections programs
 - July--20 for a total of 140
 - October--36 for a total of 176
- Close Mount View School--October 1, 1987
- Initiate new programs at Lathrop Park Youth Camp--detention, orientation, time-out, community based corrections--October 1, 1987
- Complete construction and occupy new detention centers in Denver metro area, El Paso and Pueblo counties
- Complete construction and occupy Phase I Golden institutional facility
- Commence renovation of Gilliam
- Renovate Adams County Detention Center

1988-89

- Complete renovation and occupy Gilliam
- Close Jefferson County Detention Center

APPENDICES

APPENDIX A

NCCD MAJOR FINDINGS AND RECOMMENDATIONS

MAJOR FINDINGS AND RECOMMENDATIONS

1. The DYS is facing periodic crowding in its institutions and detention centers.
2. Virtually all DYS facilities possess serious life and safety violations and require major renovations just to comply with state law.
3. Even with massive building revovation, most DYS facilities are outmoded and cannot be brought in compliance with recognized professional standards.
4. Deficiencies with the DYS buildings create staffing shortages, security problems and often lead to poor operational practices - e.g., excessive use of physical restraints. Facilities problems also create excessive maintenance and repair costs.
5. The above mentioned problems create potential life and safety dangers to staff and inmates. These problems expose the DYS to potentially costly litigation. Moreover, the poor physical plants frustrate the best treatment efforts of the highly professional and child-oriented DYS staff.
6. To effectively plan for needed new and/or renovated facilities, DYS must develop improved methods of forecasting its inmate population and for assessing the custody needs of its clients.
7. NCCD examined how DYS is currently classifying its clients. We found that current screening and assessments approaches generate insufficient data for management and DYS is probably over-classifying its youth. Even though the profile of Colorado youth are quite similar those in Massachussetts and Utah, DYS place 63 percent of its admissions into secure beds compared to 15 percent in Massachussetts and 17 percent in Utah.
8. We urge DYS to develop a more objective risk screening instrument to determine the custody needs of its clients. NCCD developed an example of such an objective instrument and simulated it on a sample of 281 recent DYS admissions. This analysis showed that no more than 34 percent of DYS admissions should be considered for secure custody. The remaining 66 percent can be effectively managed in well-structured community-based programs.
9. Combining the classification or risk analysis with DYS data on average length of stay suggests that if DYS has 400 annual admissions it requires no more than 200 secure beds.
10. NCCD recommends that DYS develop a sophisticated model to project its future institutional population needs. Current limitations of DYS data prevent the implementation of the most sophisticated simulation approaches. NCCD developed an interim model using policy factors and

information about the changing Colorado youth population. These projections reveal that DYS admissions will remain relatively constant through 1989. Thereafter, DYS should experience a 10.8 percent increase in admissions from 1989 to 1994. These projections assume that current juvenile justice policies remain constant. NCCD also examined the impact of changing average lengths of stay on the DYS population. We found that even small changes in average length of stay can exert a profound influence on the average daily population of DYS facilities.

11. Projections incorporating the data on DYS custody needs suggest that DYS can comfortably manage with 200 secure beds over the next decade. This assumes the gradual phasing in of roughly 160 community placements over the next 3 years.
12. NCCD strongly recommends that DYS develop community-based correctional programs patterned after successful models in Utah, Massachusetts, and Pennsylvania. We have highlighted (a) "Tracking Programs" which intensively supervise youth who live at home and (b) small non-secure residential placements for youth who cannot return home. Programs of this type have proven to be safe, less costly than traditional incarceration, and permit more flexibility in individualized treatment planning.
13. DYS should consider the following facility projects:
 - (a) Consolidate its institutional population at one new 200-bed complex located at Lookout Mountain.
 - (b) Replace all DYS detention centers except Adams County.
 - (c) Make modest repairs at the Adams County Detention facility as suggested in the Bronson Report.
14. NCCD recommends that all new construction comply with standards and goals for juvenile facilities promulgated by the American Bar Association and the American Correctional Association.
15. NCCD encourages DYS to expand its commitment to research and planning. We have outlined priority areas for attention including studies of staffing needs, the costs of complying with ACA standards, the effectiveness of current programs and the development of objective screening tools for custody and release decisions.

APPENDIX B.

PROFILE: DIVISION OF YOUTH SERVICES POPULATION

PROFILE: DIVISION OF YOUTH SERVICES POPULATION

Detained Youths: In FY 1984-85, 7,474 youths were admitted to one of five DYS detention centers, staying for an average of eight days. The table on page 8 illustrates the characteristics of these youths. Twenty-one percent were female and 79 percent male. The average age of those admitted is 15.5 years with the majority being between 15 and 17 years of age. Fifty percent of the admissions were Anglo, 17 percent Black, and 31 percent Hispanic. Gilliam Youth Center accounted for 49 percent of the admissions followed by Adams Youth Center (15%), Jefferson County Youth Center (13%), Zebulon Pike Center (13%), and Pueblo Youth Center (10%). The large majority of youths (69%) were admitted to a detention center to await trial. Sixteen percent were admitted to serve sentences and 15 percent were committed youths being evaluated for placement or temporarily in detention awaiting return to placement. Average daily attendance in the five detention centers was 185.7 compared to a maximum funded capacity of 175.

Committed Youths: In FY 1984-85, 398 youths were committed to the custody of the Department of Institutions for the first time. The table on page 7 illustrates the characteristics of these youths. Ninety-three percent of those committed were males, seven percent female. Average age at commitment was 16.3 years. Forty-eight percent were Anglo, 16 percent Black, and 35 percent Hispanic. Twenty percent of the youths were committed for person offenses and 80 percent for other offenses. Seventy percent of new commitments were non-mandatory, while 30 percent were committed as repeat-violent, or adult offenders. Lookout Mountain School received 36 percent of the new placements, Mount View School 26 percent, Golden Gate Youth Camp 15 percent, Lathrop Park Youth Camp 10 percent, and the Closed Adolescent Treatment Center 3 percent. Ten percent of the youths were placed in community group homes under the supervision of Placement Services. Youths released from the five institutional facilities during FY 1984-85 had spent an average of 13.3 months on grounds. Average daily attendance in the five institutions was 383.4 compared to a maximum funded capacity of 354.

Classification: The NCCD study provided a suggested classification instrument which would provide an objective means of determining which youths would best be treated in an institutional setting and which could safely and effectively be placed in a community setting. Classification, as recommended and accepted by DYS, is based on verifiable prior behavior (i.e., commitment offense, prior offenses, prior adjudications, age at first adjudication, prior mental health services, prior out-of-home placements). After applying its classification instrument to a sample of 281 youths, NCCD recommended the distribution of beds which was used as the basis for the DYS planning process. The Planning and Evaluation Unit of DYS applied the classification instrument (with the addition of runaway behavior) to all 217 youths committed over a seven-month period from April, 1985 through October, 1985. The results of this verification process were virtually identical to those of NCCD in terms of proportions of youths recommended for institutional placement (NCCD study = 34%; DYS study = 33%) and community placement.

Calculations: The method for arriving at needed beds was identical in both studies and is as follows:

1. Determine the number of new youths entering the system. This was assumed to be approximately 400 based on data from the past two fiscal years.
2. Determine the number recommended for institutional or community placement. Both NCCD and DYS studies, using the classification instrument, found that approximately 33 percent of new commitment would be recommended for institutional placement and 67 percent for community placement following an orientation program.
3. Determine length of stay.
4. Apply the formula $ADA = (\text{number placed by LOS}) \div 365$. ADA (average daily attendance) is the number of beds needed assuming 100 percent occupancy.

Orientation beds: Using the above formula and assuming a 60-day length of stay in Orientation for 67 percent of new commitments, 44 orientation beds were planned.

Institutional beds: Average length of stay on grounds (LOS) for youths released in FY 1984-85 was 13.3 months (404 days). DYS assumed a stay of 400 days for 33 percent of new commitments in determining institutional bed needs. The above formula was the basis for planning 166 institutional beds.

Community beds: DYS made the assumption that 67 percent of new commitments would spend an average of 240 days (based on Utah practices) in a community placement following orientation. The 176 community beds planned were based on the above formula. These community beds, which will be contracted out, involve no capital construction monies.

APPENDIX C
SECURE FACILITY PROGRAM DESCRIPTION

SECURE FACILITY PROGRAM DESCRIPTION

Committed youths are placed in institutional facilities based on their score on the classification instrument and subsequent review by the classification committee. These youths represent the most difficult to treat of all delinquent youths.

The Clients. Both the NCCD study and a recent study by the DYS Planning and Evaluation Unit found that approximately 33 percent (131 per year) of new commitments would be placed in an institutional setting based on the classification instrument. Forty-four percent of these youths would be serving mandatory (violent, repeat, mandatory, aggravated juvenile) sentences. All youths committed for murder, rape, felony assault, and kidnapping would be in the institution. In addition, youths with less serious committing offenses who are chronic offenders and/or who have experienced major instability in their lives (e.g., prior out-of-home placements, running from placement, prior mental health services) would be recommended for institutional placement.

These youths, like other committed youths, will typically be three grade levels below the expected grade level academically (86 percent are identified for special education services), have little or no satisfactory work experience, and have extensive experience with alcohol and drug use.

The Program. Once assigned to the institutional facility, the data gathered during the assessment process will be used to determine specific unit placement based on needs for security, supervision, and programming.

Beyond provision of basic needs (food, shelter, clothing), the following program components will be integral to the program for all youths:

1. Behavior change. The major objective for DYS treatment programs is to change delinquent behavior. Unit programs will emphasize the development of those behaviors which are associated with a non-delinquent lifestyle.

2. Education. Improvement in the basic academic skills of reading and math will be a major treatment component for almost all youths. Individualized educational programs will be developed for all youths.
3. Vocational education. Vocational education (ranging from basic job-seeking skills to specialized vocational programs) will be provided for all youths. The specialized programs are being targeted to older youths who will be unlikely to return to school upon release.
4. Counseling. Individual and group counseling will be provided to all youths in the unit setting. Family counseling will be provided where appropriate and feasible.

While the above four components will be part of the program for all youths, specialized programs will be provided as needed. These include sex offender, violent offender, and substance abuse programs.

Release. The decision to release a youth to a community-based program or to his family will be based on the reclassification instrument which takes into consideration the initial classification score, status as a mandatory or non-mandatory offender, behavior in the institution, program participation and completion, and success in community activities (e.g., off-grounds work programs, home visits). The reclassification instrument is designed to provide an objective basis for the release decision that takes into consideration community safety as well as the youth's progress in the institutional program.

APPENDIX D

CLASSIFICATION AND PLACEMENT

CLASSIFICATION AND PLACEMENT

Introduction

The Division of Youth Services has developed a classification and assessment process to assist in the placement of committed youth in those settings which will best address their custody and treatment needs. Secure treatment programs are reserved to accommodate those serious repeat or violent offenders who cannot appropriately be placed in community-based settings. Through contracted community-based programs and secure state facilities, DYS is able to provide a full continuum of non-residential and residential services to committed youth.

Assessment Process

The Division conducts a multi-faceted assessment of each committed youth. The assessment addresses educational and vocational needs, drug/alcohol abuse and use patterns, Interpersonal Maturity (I-level), medical needs, psychological assessment, if the need is identified, and custody/security needs (risk assessment).

The assessment is conducted within the first 30 days of a youth's commitment and serves as a basis for classification, placement, and treatment planning.

Classification Process

The primary goal of the classification process is to give special attention to those youth committed to DYS for either violent behavior or repetitive delinquency and to deal with them in the most consistent and judicious manner possible. In order to achieve this goal, the process must estimate the degree of risk and/or danger that a youth presents to the community. Community protection is the key factor in the classification process.

Classification Panel

The Division has established a Classification Panel to ensure that the classification process is both fair and effective. This panel oversees the intake process for the placement of youth in secure treatment programs.

The panel is composed of three members: the Director of Assessment Services

serves as the permanent chairperson; and two members are designated by the Director of DYS to serve for one year, with the option for reappointment. Each member has one vote in the determination of a youth's placement disposition.

Classification Panel Responsibilities

1. To review and evaluate all commitments referred by the regional assessment centers for placement in a secure treatment program.
2. To return cases to the referring region for community placement if it is determined that secure treatment is inappropriate.
3. Once a case is accepted for secure treatment, the panel will determine the treatment/program placement.

Guidelines for Client Classification

All commitments are initially referred to the regional offices of DYS. When this occurs, the regional office will determine whether or not the youth will be referred to the Classification Panel for possible admission to secure treatment. Any youth whose risk assessment score indicates a possible need for secure treatment must be referred to the panel. Those youth committed for less severe offenses may be referred at the discretion of the Regional Director.

Within a few days of the youth's date of commitment to DYS (time yet to be determined), the regional diagnostician will submit three copies of the I-level diagnostic interview, the risk assessment, the file face sheet, and any other pertinent data to the Classification Panel. The Classification Panel will review cases weekly. The panel will review the following:

1. Circumstances and relevant details of present offense.
2. A history of past offenses, including final dispositions, dates, etc.
3. A history of past placements by DYS and other agencies, including the youth's performance, date and reasons for termination.
4. Presence of mitigating or aggravating factors.

Based upon the above data, the panel must decide whether or not the youth needs to be placed in a secure treatment program. The following questions should be the

basis for this decision:

1. Does the youth need the restriction and control provided by a secure treatment program?
2. Which secure treatment program will be an appropriate setting for the youth, given the need to provide a reasonable level of public protection?

The major issues in the resolution of these questions lies in the risk of danger and further harm to the community by the youth. If it is determined that these risks outweigh the readiness and capability of the offender to control his or her behavior, the disposition of the panel must provide for placement in a secure treatment facility. If the risk of danger to the community can be minimized through an appropriate community placement and the youth is considered to be capable of adjusting in a community-based placement, the panel will return the case to the regional office for placement in a less restrictive program.

Role of Mitigating/Aggravating Factors in the Placement Process

Although the initial offense for which the youth has been committed is the primary consideration in weighing the need for security, the panel also gives special consideration to the mitigating or aggravating circumstances surrounding the youth's offense. The presence of these circumstances are important in the panel's decision to place a youth in a secure treatment program.

The panel will assess a number of factors associated with the present offense, but also will examine the youth's previous offenses. Some of these factors include a determination of:

1. Whether the offense for which the youth is committed caused extensive property damage or serious bodily injury.
2. Whether the offense can be described as cruel and sadistic in nature.
3. The degree to which the offender played a major and active role in the offense.

4. Whether the offender's history of offenses reflect an increasing pattern of violence and chronicity with special concern focused on the vulnerability of the offender's victims (i.e., elderly, handicapped, children).
5. Whether the offender has played a leadership role in the delinquency acts, and whether these acts have been directed toward persons or property.
6. The offender's ties to the community, including the level of support available from family, friends, relatives.
7. Whether the offender has been successful in previous placements.

All of these factors are considered in the assessment of mitigating or aggravating circumstances.

Placement Process

If the youth is accepted for secure placement, the diagnostician's recommendation will be reviewed, and the panel will determine which secure unit is best suited to the security and treatment needs of the youth. If it is determined that a youth may be better served in a community-based program, the case is referred back to the regional office for placement. The files on all committed youth, including all phases of the assessment, are to be completed by the regional assessment centers and a staffing and placement date established within 30 days of the initial commitment.

Security Placement Instrument

NAME _____ DOB _____
Last First MI

DATE _____ STAFFPERSON _____
Day Month Year

1. Severity of Current Offense

See offense list (10)
See offense list (5)
See offense list (1)
See offense list (0)

Score

2. Severity of Prior Adjudication

See offense list (5)
See offense list (3)
See offense list (1)
See offense list (0)

3. Number of Prior Adjudications

2 or more (5)
Less than 2 (0)

Total Items 1-3

Total Items 1-3. If greater or equal to 10, score as
Secure Placement. If less than 10, proceed to score
remaining stability items.

4. Age at First Adjudication

12-13 years old (2)
14+ years old (0)

5. History of Mental Health Treatment

Yes (1)
No (0)

6. Prior Out-of-Home Placements

Yes (1)
No (0)

7. Prior Runaway Behavior

Secure facility (2)
Community placement (1)
Parents' home (0)

Total Items 1-7

Placement Scale:

10 and above: Consider for Secure Placement
5-9: Short-term Placement
0-4: Immediate Community Placement

Mitigating/Aggravating Factors - Review for Placement: Yes _____ No _____

OFFENSE CODES

F = Felony; M = Misdemeanor; P = Petty Offense

TYPE	CURRENT	OFFENSE	F/M/P	CODE	PRIOR	STATUTE
PERSON	10	Murder, Homicide	F	1101	5	(18-3-100)
	1		M	1102	1	
	10	Sexual Assault	F	1111	5	(19-3-400)
	5		M	1112	3	
	5	Robbery	F	1121	3	(18-4-300)
	10	Assault	F	1131	5	(18-3-200)
	5		M	1132	3	
	10	Kidnapping	F	1141	5	(18-3-300)
	0		M	1142	0	
	0					
PROPERTY	5	Arson	F	1201	3	(18-4-100)
	0		M	1202	0	
	5	Burglary	F	1211	3	(18-4-200)
	1	Theft	F	1221	0	(18-4-400)
	0		M	1222	0	
	0	Trespassing,	F	1231	0	(18-4-500)
	0	Tampering, and	M	1232	0	
	0	Criminal Mischief	P	1233	0	
	1	Forgery	F	1251	0	(18-5-100)
	0		M	1252	0	
	1	Fraud	F	1261	0	(18-5-200)
	0		M	1262	0	
	0		P	1263	0	
	5	Incest	F	1308	3	(18-6-301)
	0		M	1309	0	
PUBLIC ORDER	5	Abusing	F	1310	3	(18-6-400)
	0	Another Child	M	1311	0	
	0	Obscenity	F	1316	0	(18-7-100)
	0		M	1317	0	
	0		P	1318	0	

OFFENSE CODES

F = Felony; M = Misdemeanor; P = Petty Offense

TYPE	CURRENT	OFFENSE	F/M/P	CODE	PRIOR	STATUTE
PUBLIC ORDER	1	Prostitution	F	1319	1	(18-7-200)
(Cont'd)	0		M	1320	0	
	0	Public Indecency	M	1323	0	(18-7-300)
	0		P	1324	0	
	0	Obstruction	F	1325	0	(18-8-100)
	0		M	1326	0	
	0		P	1327	0	
	5	Escape -	F	1328	3	(18-8-200)
	1	Contraband	M	1329	0	
	0		P	1330	0	
	0	Public Peace and	M	1344	0	(18-9-100)
	0	Order, Disorderly	P	1345	0	
		Conduct, Harass-				
		ment, Loitering				
	0	Cruelty to Animals	M	1347	0	(18-9-200)
	0	Communications	F	1349	0	(18-9-300)
		Offenses				
	0	Gambling	F	1352	0	(18-10-100)
	0		M	1353	0	
	0		P	1354	0	
	1	Firearms and	F	1361	0	(18-12-100)
	0	Weapons	M	1362	0	
	1	Controlled	F	1373	0	(18-18-100)
	0	Substances and	M	1374	0	
	0	Marijuana	P	1375	0	
	0	Drug Paraphenalia	M	1391	0	(12-21-501)
	0		P	1392	0	

OFFENSE CODES

F = Felony; M = Misdemeanor; P = Petty Offense

<u>TYPE</u>	<u>CURRENT</u>	<u>OFFENSE</u>	<u>F/M/P</u>	<u>CODE</u>	<u>PRIOR</u>	<u>STATUTE</u>
PUBLIC Order:	1	Criminal Attempt	F	1382	0	(18-2-100)
(Cont'd)	0		M	1383	0	
	0		P	1384	0	
	1	Criminal Conspiring	F	1385	0	(18-2-200)
	0		M	1386	0	
	0		P	1387	0	

Needs Assessment Summary

1. Suicide Tendencies

- 0 No indicators, previous suicide attempts unlikely.
- 4 Some indicators, previous attempt probable or documented.
- 6 Definite tendencies, recent attempt or numerous documented attempts, or recent assessment indicates suicide potential.

2. Mental Health/Psychiatric

- 0 No history of previous mental health/psychiatric problems.
- 3 History of previous mental health/psychiatric problems.
- 6 Current needs for special mental health/psychiatric services.

3. Chemical/Drug Abuse

- 0 No known use.
- 2 No interference with functioning.
- 4 Occasional abuse, some disruption of functioning.
- 6 Frequent abuse, serious disruption of functioning.

4. Alcohol Abuse

- 0 No known use.
- 2 No interference with functioning.
- 4 Occasional abuse, some disruption of functioning.
- 6 Frequent abuse, serious disruption of functioning.

5. Employment

- 0 Has never sought or needed employment.
- 0 Has history of stable, paid, or unpaid work.
- 2 Has sporadic work history with adequate job seeking skills.
- 4 Has sporadic or no work history with inadequate job seeking skills.

6. Vocational/Technical Skills

- 0 Has developed marketable skill.
- 3 Needs to develop marketable skill.

7. Family Relationships

- 0 Relatively stable relationships.
- 3 Some disorganization or stress, but potential for improvement.
- 5 Major disorganization or stress.

8. Use of Discretionary Time

- 0 Good: Has been consistently involved with school, job, and/or other productive activities.
- 1 Fair: Has been sporadically involved with school, job, and/or other productive activities.
- 3 Poor: Has been rarely involved with school, job, and/or other productive activities.

9. Problem-Solving Skills

- 0 Capable of insight: Able to analyze personal problems.
- 1 Minimal insight: Suggests simplistic solutions to personal problems.
- 2 Lacks insight: No self-reflective abilities.

10. Learning Handicap

- 0 None
- 3 Mild disability, able to function in classroom, may need special education services.
- 5 Serious disability, interferes with social functioning, will need special education services.

One (1) Point for Each Characteristic

11. Educational Adjustment

- ___ A history of not working to potential
- ___ Poor attendance record
- ___ Refusal to participate in any education program
- ___ Disruptive school behavior

12. Peer Relationships

- ___ Loner behavior
- ___ Poor social skills

12. Peer Relationships (continued)

- ☐ Receives basically negative influence from peers--most companions involved in delinquent behavior
- ☐ Dependent upon others
- ☐ Exploits and/or manipulates others

13. Health and Hygiene

- ☐ Medical or dental referral needed
- ☐ Needs health or hygiene education
- ☐ Handicap or chronic illness limits functioning, needs frequent medical attention

14. Sexual Adjustment

- ☐ Lacks knowledge, needs sex education
- ☐ Sexual identity problems
- ☐ Promiscuity (not prostitution)
- ☐ Unwed parent
- ☐ Prostitution

15. Family Abuse

- ☐ Sexual abuse, documented
- ☐ Sexual abuse, reported by youth
- ☐ Physical abuse, documented
- ☐ Physical abuse, reported by youth
- ☐ Neglect, documented
- ☐ Neglect, reported by youth

Risk

10+ = High (consider for secure placement)

5-9 = Medium (short-term placement)

0-4 = Low (immediate community placement)

Supervision

Maximum

Medium

Minimum

Needs

High Needs = 30+

Med. Needs 21-29

Low Needs 21-below

APPENDIX E
DETENTION SERVICES

DETENTION SERVICES

Detention Services are those services provided to youth alleged to have committed delinquent acts who require temporary supervision or care pending court disposition or an execution of the court order for placement or commitment. Temporary supervision and care are given in non-restrictive as well as restrictive settings.

Non-Restrictive Program Description and Work Flow

Following apprehension and the police determining that temporary custody is indicated, the police officer will transport the youth to the 48-hour temporary holding facility.

Staff at the facility will conduct an assessment of the child's need for detention using established criteria. If the youth can return to the parental home or with a legal custodian without the probability of endangering self or others, and, if he/she will appear in court at the designated time, the youth will be released to the parents.

If return to the parental home or with a guardian is questioned due to the probability that the youth would continue to endanger others or self or would fail to appear at the court hearing, the intake counselor would then consider the least restrictive alternative. If the youth, with additional support, counseling, and intensive supervision by a detention worker, can return home, this would be done.

If it is determined at the time of intake by the counselor that the youth cannot return home, then temporary placement in a family shelter would be implemented. The detention worker would also provide support to the family shelters.

Alternative detention services fall into the basic categories of family mediation, home detention, family shelter, and group/shelter care. Each category shall be defined as follows:

Family Mediation: The immediate identification of the problem and solution to alleviate the behavior requiring removal from the home.

Home Detention: The support of parental authority, discipline, and care sufficient to continue residence with the natural family.

Family Shelter: The provision of an alternative living situation (to home) absent from the restrictions of peer group and staff support.

Group/Shelter Care: The provision of alternative living situation (to home and foster care) absent from a locked physical facility.

All action taken by the intake counselor will be reviewed by the supervisor. All decisions will be reviewed and action taken to assure that the least restrictive programs will be implemented for all youth referred to detention. Youth who have had a mandatory hold placed on them by the police will have their "holds" reviewed by the intake worker and appropriate recommendations given at the 48-hour detention hearing.

Levels of Care

1. Family mediation and return home
2. Home detention with support
3. Family shelter
4. Group/shelter care
5. Restricted detention
 - a. Temporary holding (48 hours)
 - b. Full-service detention

Restrictive Program Description and Work Flow

Following the determination that a youth cannot be released to a less restrictive program, he/she will remain in temporary care in the 48-hour program pending release to parent or guardian or the finalization of an alternative program (currently 50 percent of youth admitted to restricted care are released within 48 hours).

Temporary 48-hour care will consist of basic food and shelter being provided.

A medical screening will determine if medical care should be provided, and, if indicated, the youth will be referred to and released to the appropriate health provider.

For those youth whose alleged act is so serious and whose past history indicates failure to appear, they will be immediately placed in a full-service detention center.

Full-Service Detention

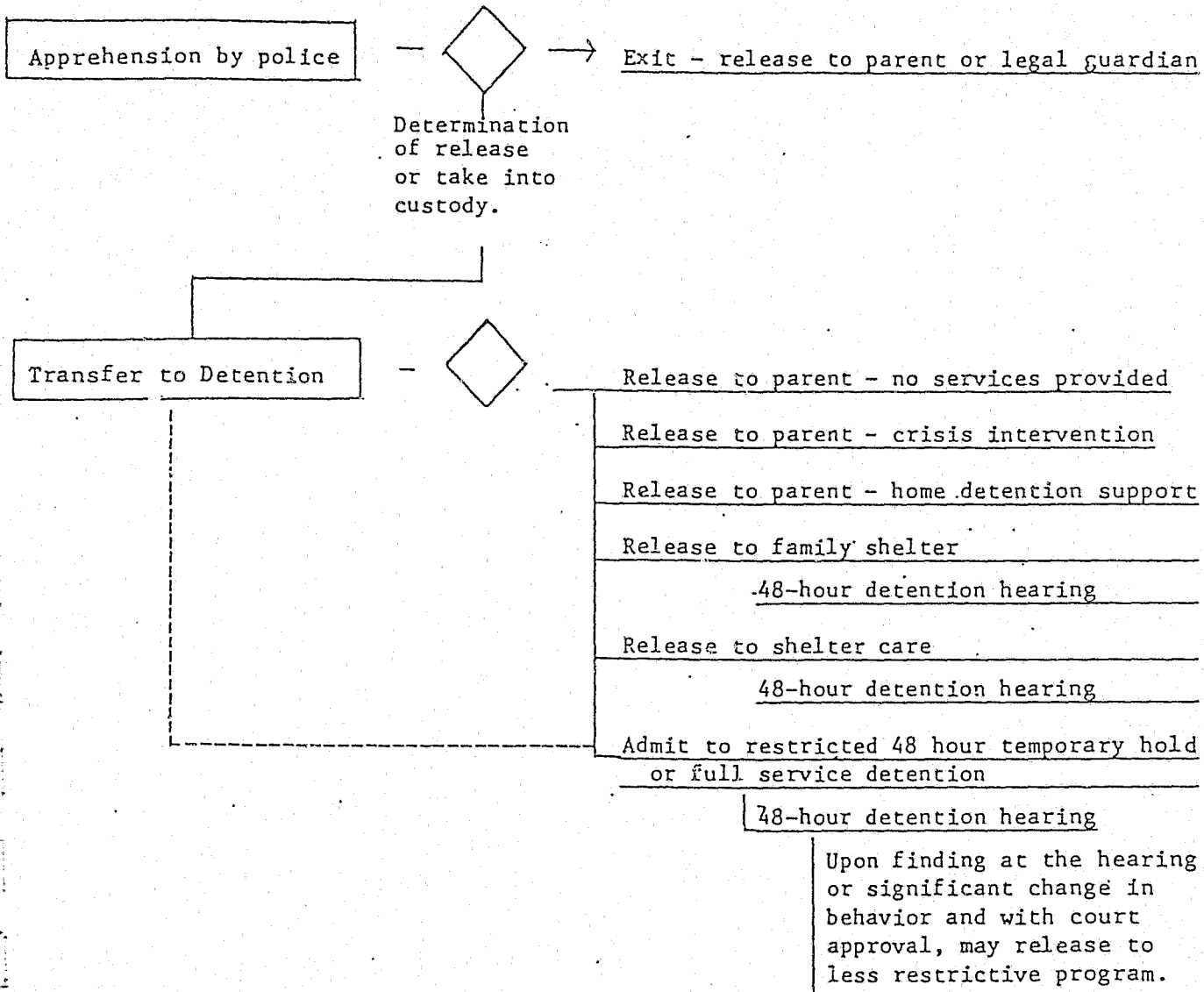
For those youth who will require detention beyond 48 hours, their placement shall be in a full-service facility. Services provided shall be education, recreation, life skill development, counseling, individual and group, leisure activities, family counseling, and substance abuse assessment and referral.

It is anticipated that youth will be in a full-service facility from 10 to 21 days. Prior to a youth's admittance to restricted care (i.e., closed detention), it must be clearly demonstrated that the youth could not have been served and the community protected by a less restrictive alternative--1, 2, 3, or 4. For a youth to be placed in any of the five "detention programs," written explanation and justification must be made in denying the prior programs. For example:

1. If family mediation is used, why was the youth not released to parents without intervention? Why is crisis intervention necessary?
2. If home detention is used, why is crisis intervention insufficient? Why home detention?
3. If family shelter is used, what are the circumstances which justify the removal of this youth from the parental home?
4. If group/shelter care is used, what factors mandate the youth's placement in shelter care?
5. If restricted detention is used, why is restricted detention necessary for this youth?

See attached flow chart.

FLOW CHART OF YOUTH IN DETENTION SERVICES



APPENDIX F
COMMUNITY-BASED CORRECTIONS PLAN

COMMUNITY-BASED CORRECTIONS PLAN

Introduction

Community-based Corrections is a comprehensive array of services provided for youth committed to the custody of the Department of Institutions, Division of Youth Services and for youth on probation who are facing likely commitment to the Department or incarceration in a detention center.

Community-based Corrections is founded on the theory that delinquent behavior can be controlled by well-developed programs operated within the community that are geared toward the specific needs of the youth. Further, it is based on the concept that teaching youth to behave positively within the community benefits not only the youth but the community at large.

The Division of Youth Services Community-based Correctional system will serve youth who have been assessed as appropriate for direct community placement as well as youth transitioning back into the community after secure treatment has been provided. Youth may move from program to program in a continuum of care that is progressively less restrictive. Youth who exhibit behavior that is unacceptable in community placement may earn their way back into more restrictive and/or secure treatment.

Community-based Corrections will be operated primarily through purchase of services contracts with community vendors. Contract specificity, negotiations, and monitoring will be heavily emphasized. Vendors will be selected through a competitive bid process. This purchase of services system will allow the Division of Youth Services to expand, modify or diminish its services in response to the current need.

Types of Community-based Correctional Programs

The community-based system will provide a range of services from non-residential to residential, from minimal supervision to staff secure programs. A standardized needs assessment will assist in determining the intensity of control/supervision to be provided to the youth within the community. Youth may be involved in one or more programs depending upon the needs demonstrated. The Division of Youth Services supervision of the youth will be strict and well-structured.

Programs will be both specialized and broad-based in concept. They will be selected based on local and statewide needs. The designs will be researched from a national perspective.

Examples of the types of programs under consideration include:

1. Psychiatric-based group care programs - highly structured residential treatment center for youths who have exhibited the need for intensive psychiatric intervention.

2. Highly structured group care - staff secure programs which provide treatment, education and care for delinquents in a primarily self-contained environment.
3. Proctor care programs - intensive foster care placement with one-on-one supervision within the community.
4. Wilderness programs/mountain parks programs - short term, work oriented programs that concentrate on structured outdoor work and recreational activities. (The current plan is to operate such a program with twenty-one slots at Lathrop Park Youth Camp.)
5. Specialized group care homes - generally small programs designed to address a particularized treatment need, e.g., sexual and/or physical abuse, drug and alcohol dependency, borderline developmentally disabled, etc.
6. Family achievement group care programs - residential treatment programs that operate under the "family achievement" model.
7. Tracking/tracking plus - non-residential programs with high level supervision (three face-to-face contacts per day) by a tracker and complete monitoring of the youth's daily schedule. Tracking plus programs include a short term residential back-up (sixty days) for use when violations of supervision contracts occur.
8. Transitioning programs - residential programs geared toward those youths leaving secure treatment. Re-entry and independent living skills are emphasized.
9. Advocacy programs - an advocate from the community provides high supervision (twenty-thirty hours per week) and acts on behalf of the individual youth and his family with private and public agencies, identifying and securing services, making sure youth's needs are met and pressuring for needed change.
10. Day treatment programs - non-residential programs which supervise and provide services for a youth from 9:00 a.m. to 9:00 p.m., seven days a week. These programs are largely educational in emphasis.
11. Community service programs - work programs that require youth to volunteer in jobs that benefit the community.
12. Employment/vocational training programs - youths receive help in defining career interests, vocational training, instruction in how to look for a job and on-the-job experience with realistic opportunities for advancement.
13. Intensive services to families - trained workers provide services to families in their own homes, including crisis intervention, counseling, training in parenting and problem solving skills, home making assistance and financial planning.

Regionalization

In order to operate an effective community-based correctional program, it is essential that the Division of Youth Services develop a regional administrative structure. This will ensure that the needs of the community and its youth, as well as the resources (or lack of resources) of the community and its youth are best understood and responded to. It will further ensure that the community-based programs in that region are carefully supervised and monitored.

Thus, regional management is a service delivery system which identifies a local area's programs and services and coordinates treatment services for youth in that area in accordance with Division policies. The primary functions of a regional office shall be:

1. Development of a statement of work for contracts that provide services to the region.
2. Contract monitoring.
3. Development of an annual regional plan consistent with Division planning. (This plan should reflect the needs of the region for future services.)
4. Assessment and evaluation of youth from that region committed to the Division for purposes of placement and service delivery.
5. Integration of service delivery for youth from that region.
6. Case management for youth committed to the Division from the region.
7. Community organization and development to guarantee appropriate levels of community involvement.

The Division of Youth Services will be making the necessary personnel changes to accomplish the goals of regional administration within current funding levels. Five regions have tentatively been identified, and each region will be headed by a Regional Manager. The case management staff (as described below) will be directed by the Regional Manager.

Case management

In the area of Community-based Corrections, quality case management is the anchor. Within each regional office, case managers (with a ratio of twenty-five youths to one case manager) will be assigned to each youth committed to the Division of Youth Services. The assignment will be made immediately after commitment and the assignment will continue until the youth is discharged from the custody of the Division.

Case managers will be responsible for the total coordination of resources and programs for a youth in order to develop and attain the individual goals and objectives for that youth. The case manager will insure that the treatment and care provided by the Division of Youth Services is client-driven and that the community programs remain accountable on a case-by-case basis to the Division of Youth Services.

The case managers' functions will be primarily threefold:

1. Intake - Securing all relevant information with regard to a committed youth, conducting staffings within the region regarding placement of a youth, identifying the need for immediate referrals, meeting the family and youth, and orienting them to the Division of Youth Services' system.
2. Continuity of care plan - Developing a full-service treatment plan for the entire commitment time of the youth. This plan will define the range for services required to meet the needs of the youth and the family and will define how those services will be provided.
3. Individualized treatment plans and accountability - Securing from each service provider an individualized treatment plan for the youth outlining the goals and objectives of that particular placement and holding the youth and the service provider accountable to those goals and objectives. The case manager will ensure that each individual treatment plan is developed and implemented in accordance with the continuity of care plan.

Orientation Unit

The orientation program, as designed by the Division of Youth Services, will require that all youth identified for community placement through the assessment process be placed for a short time period (zero to sixty days) in a specialized unit for the purpose of orientation, observation, and program development. This unit will be locked and operated by the state.

Research and experience have shown that the initial time period after commitment is critical in terms of achieving success in the treatment of delinquent youth. Control during this time period is essential. The operation of this unit will allow that the placement of a youth into a community program be well planned and ensure that the respective responsibilities of all parties are clearly defined.

Time-Out Units

Time-out units are consequence units for youth who violate the terms and conditions of their community placement or program. The length of stay in these units will be directly proportionate to the severity of the violation within the community. Anticipated lengths of stay are one to seven days. Due process hearings will be held to determine the sufficiency of evidence and the appropriate time period.

Time-out units will also provide an opportunity for a youth to be reassessed by the Division of Youth Services for possible placement in a more restrictive/secure environment. A standardized reclassification instrument will be used to determine if a program change is warranted.

APPENDIX G
DRAWDOWN SCHEDULE - CERTIFICATES OF PARTICIPATION
AND DRAFT LEGISLATION

STATE OF COLORADO - DEPARTMENT OF INSTITUTIONS
DIVISION OF YOUTH SERVICES

SOURCES AND USES OF FUNDS
OVER CONSTRUCTION PERIOD

=====

'A+' RATED

SOURCES:

PROCEEDS	\$32,975,000
EARNINGS ON ACQUISITION FUND @ 7.5%	3,562,638

TOTAL SOURCES	\$36,537,638
	=====

USES:

ACQUISITION FUND	\$31,059,258
DEBT SERVICE RESERVE (1 YRS P&I)	4,469,955
UNDERWRITER'S DISCOUNT (2.3%)	758,425
ISSUANCE EXPENSES	250,000

TOTAL USES	\$36,537,638
	=====

SOURCES AND USES OF FUNDS
AT CLOSING
=====

SOURCES:

PROCEEDS	\$32,975,000

TOTAL SOURCES	\$32,975,000
	=====

USES:

DEPOSIT TO THE ACQUISITION FUND	\$27,496,620
DEBT SERVICE RESERVE (1 YRS P&I)	4,469,955
UNDERWRITER'S DISCOUNT (2.3%)	758,425
ISSUANCE EXPENSES	250,000

TOTAL USES	\$32,975,000
	=====

STATE OF COLORADO - DEPT. OF INSTITUTIONS - DIV. OF YOUTH SERVICES - UNRESTRICTED REINVESTMENTS

DELIVERY DATE 08/01/86

					(a) LESS: DSRF	
DATE	PRINCIPAL	RATE	INTEREST	ANNUAL	EARNINGS	NET COST
08/01/86			...			
02/01/87			1,246,910	1,246,910	201,148	1,045,762
08/01/87	2,035,000	6.250	1,246,910			
02/01/88			1,183,316	4,465,226	402,296	4,062,930
08/01/88	2,165,000	6.500	1,183,316			
02/01/89			1,112,954	4,461,270	402,296	4,058,974
08/01/89	2,315,000	6.750	1,112,954			
02/01/90			1,034,822	4,462,776	402,296	4,060,480
08/01/90	2,480,000	7.000	1,034,822			
02/01/91			948,022	4,462,845	402,296	4,060,549
08/01/91	2,665,000	7.250	948,022			
02/01/92			851,416	4,464,439	402,296	4,062,143
08/01/92	2,865,000	7.500	851,416			
02/01/93			743,979	4,460,395	402,296	4,058,099
08/01/93	3,095,000	7.700	743,979			
02/01/94			624,821	4,463,800	402,296	4,061,504
08/01/94	3,345,000	7.900	624,821			
02/01/95			492,694	4,462,515	402,296	4,060,219
08/01/95	3,625,000	8.100	492,694			
02/01/96			345,881	4,463,575	402,296	4,061,279
08/01/96	8,385,000	8.250	345,881			
			...	8,730,881	4,671,103	4,059,778
TOTAL	32,975,000		17,169,632	50,144,632	8,492,914	41,651,718
ACCRUED			0	0	0	
NET COST			17,169,632	50,144,632	8,492,914	
AVERAGE COUPON	7.853					
BOND YEARS	218,645,000					
AVERAGE LIFE	6.631					

(a) Assumes the reserve fund is invested at a unrestricted rate of 9.00%.

STATE OF COLORADO
DEPARTMENT OF INSTITUTIONS
DIVISION OF YOUTH SERVICES

DRAW DOWN SCHEDULE

DATES	DRAW AMOUNT	INTEREST INCOME 7.500%	ENDING BALANCE
01-Aug-86			27,496,620
01-Aug-86	866,500		26,630,120
01-Sep-86	205,700		26,424,420
01-Oct-86	168,200		26,256,220
01-Nov-86	192,200		26,064,020
01-Dec-86	210,300		25,853,720
01-Jan-87	210,300	825,122	26,468,542
01-Feb-87	476,600		25,991,942
01-Mar-87	590,600		25,401,342
01-Apr-87	309,800		25,091,542
01-May-87	1,006,300		24,085,242
01-Jun-87	1,025,000		23,060,242
01-Jul-87	1,009,000	930,193	22,981,435
01-Aug-87	1,030,527		21,950,908
01-Sep-87	823,554		21,127,354
01-Oct-87	839,100		20,288,254
01-Nov-87	843,234		19,445,020
01-Dec-87	847,368		18,597,652
01-Jan-88	862,007	784,014	18,519,659
01-Feb-88	824,998		17,694,661
01-Mar-88	1,136,096		16,558,565
01-Apr-88	1,493,619		15,064,946
01-May-88	1,500,975		13,563,971
01-Jun-88	1,825,994		11,737,977
01-Jul-88	1,946,372	580,508	10,372,114
01-Aug-88	743,050		9,629,064
01-Sep-88	746,432		8,882,632
01-Oct-88	750,028		8,132,604
01-Nov-88	807,408		7,325,196
01-Dec-88	811,254		6,513,942
01-Jan-89	814,884	320,613	6,019,670
01-Feb-89	962,943		5,056,727
01-Mar-89	967,230		4,089,497
01-Apr-89	1,379,814		2,709,683
01-May-89	1,271,505		1,438,178
01-Jun-89	977,966		460,212
01-Jul-89	582,400	122,188	0
TOTALS	\$31,059,258	\$3,522,632	

A BILL FOR AN ACT

CONCERNING THE AUTHORITY OF THE DEPARTMENT OF INSTITUTIONS TO ACQUIRE YOUTH TRAINING AND DETENTION FACILITIES THROUGH A LEASE-PURCHASE AGREEMENT TO BE ENTERED INTO WITH THE COLORADO HEALTH FACILITIES AUTHORITY.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. Authorization of youth training and detention facilities lease-purchase agreement. The executive director of the department of institutions and the executive director of the Colorado health facilities authority are hereby specifically authorized by this separate bill enacted by the general assembly to enter into and execute a lease-purchase agreement, with the state of Colorado acting by and through the department of institutions as lessee and the Colorado health facilities authority as lessor, for purposes of providing youth training and detention facilities to be operated by the department of institutions, including, without limitation, rehabilitation of existing facilities. Such facilities shall include those authorized pursuant to section 19-8-101 and section 19-8-117, Colorado Revised Statutes. Said lease-purchase agreement shall provide that all of the obligations of the state of Colorado under such agreement shall be specifically made subject to the action of the general assembly in annually appropriating moneys of the state for all payments under such agreement during the fiscal year following such appropriations and that such obligations shall not be deemed or construed as creating an indebtedness of the state within the meaning of any provision of the Colorado constitution or the laws of the state of Colorado concerning or limiting the creation of indebtedness by the state. Said lease-purchase agreement may contain such terms, provisions, and conditions as the executive director of the department of institutions and the executive director of the Colorado health facilities authority deem appropriate, including provisions under which the state may receive fee title to the real and personal property which is the subject of any such lease-purchase agreement on or prior to the expiration of the entire term thereof, including all optional renewal terms. Said lease-purchase agreement may further provide for the issuance, distribution, and sale of instruments evidencing rights to receive rentals and other payments made and to be made under said lease-purchase agreement. Such instruments shall not be notes, bonds, or any other evidences of indebtedness of the state within the meaning of any provision of the Colorado constitution or the laws of the state concerning or limiting the creation of indebtedness by the state. Said lease-purchase agreement shall provide an option for the state to purchase the facility which is the subject thereof prior to the termination of such lease-purchase agreement. The

executive director of the department of institutions and the executive director of the Colorado health facilities authority are authorized to enter into and execute such ancillary agreements and instruments as they deem necessary or appropriate in connection with said lease-purchase agreement, including, but not limited to, ground leases, easements, or other instruments or conveyances conveying to the Colorado health facilities authority leaseholds, purchase options, or other interests or estates in real or personal property currently owned or hereafter acquired by the state and administered by the department of institutions.

SECTION 2. Construction of facilities. Any construction contract for the youth training and detention facilities authorized in this act shall be submitted to competitive bidding in substantially the same manner required for construction of state-owned buildings.

SECTION 3. Financing limitations. The specific authorization given hereby for the execution of said lease-purchase agreement is specifically made subject to the condition that the net effective interest rate payable by the state thereunder shall not exceed a rate of eleven percent per annum, and the construction cost of said facilities shall not exceed \$31,060,000.

SECTION 4. Procedures. The provisions of section 24-30-202(5)(b), Colorado Revised Statutes, shall not apply to said lease-purchase agreement or ancillary agreements. Any provision of the fiscal rules promulgated pursuant to section 24-30-202(1) and (13), Colorado Revised Statutes, which the controller deems to be incompatible or inapplicable with respect to said lease-purchase agreement or ancillary agreements may be waived by the controller, and such waiver shall be conclusively evidenced by the signature of the controller or his designee approving any such lease-purchase agreement or ancillary agreement. Subsequent to the enactment of this act, rentals and other payments by the state under said lease-purchase agreement, during any portion of the term of any such agreement, may be made from moneys appropriated by the general assembly without the necessity of a separate bill.

SECTION 5. Powers independent of those granted by other laws. The powers conferred upon the department of institutions and the Colorado health facilities authority by this act are in addition and supplemental to, and the limitations imposed by this article do not affect the powers conferred by, any other law; and any limitations imposed by any other law, including, without limitation, any provision of article 25 of title 25, Colorado Revised Statutes, do not affect the powers conferred by this act and do not apply to the financings contemplated by this act.

SECTION 6. Safety clause.