

## Improving Outcomes for Youth in Colorado

Third Presentation to Task Force: Assessment Findings September 6, 2018

#### **CSG Justice Center Presenters:**

Nancy Arrigona, *Research*Shanelle Johnson, *Juvenile Justice*Nina Salomon, *Juvenile Justice* 

## About The Council of State Governments (CSG) Justice Center



















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

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

## About the National Reentry Resource Center



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

Governor Hickenlooper launched IOYouth in May in partnership with Representative Lee, Justice Boatright, Senator Gardner, and Director Bicha.



## A statewide task force oversees IOYouth to determine what steps can be taken to strengthen public safety and improve outcomes for youth.

Sen. Bob Gardner, Cochair Colorado General Assembly

Rep. Pete Lee, Cochair Colorado General Assembly

Reggie Bicha
Colorado Department of Human Services

Justice Brian Boatright
Supreme Court of Colorado

Stacie Nelson Colling
Office of the Alternate Defense Council

Jeff Cuneo
Colorado Juvenile Defender Center

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Hon. Leslie J. Gerbracht 3rd Judicial District

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Anders Jacobson
Division of Youth Services

Bill Kilpatrick
City of Golden Police Department

Rep. Louis Landgraf Colorado General Assembly

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Rep. Paul Lundeen
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Adam Zarrin
Office of Governor John Hickenlooper



- 01 **IOYouth Assessment Process**
- O2 Assessment Results
  - Filings & Sentencing
  - Community Supervision & Services
  - Commitment & Parole
- 03 Next Steps

Case-level and survey data from multiple sources inform the assessment results presented today.

Data	Source
Court Filings, Findings and Sentences Data	Colorado Judicial Branch
Probation and Subsequent Filings and Sentences Data	Division of Probation Services, Colorado Judicial Branch
Commitment and Parole Services Data	Colorado Department of Human Services, Division of Youth Services (DYS)
Probation and DYS Expenditure Data	Colorado Judicial Branch and DYS
Survey Data (Probation)	Probation Staff

#### Notes about the system assessment results:

1. Based on data available through the Colorado Judicial Department, and the Department of Human Services, Division of Youth Services

#### 2. Data includes information on:

- Youth with a case filed in District or County Court including findings and sentences related to the case
- Youth starting probation
- Youth admitted to and released from DYS commitment
- Youth receiving a parole service provided by Savio

#### Details findings from:

- Cases filed in FY2013 to FY2017
- Probation starts in FY2013 to FY2017
- Admissions, discharges and parole services FY2013 to FY2017

Since the launch of the IOYouth initiative, CSG Justice Center staff have spoken with a wide array of stakeholders.

#### **State and Local Agencies**

- DYS Leadership and Staff
- Client Managers
- County DHS Leadership
- Department of Corrections Leadership
- Diversion Directors/Staff
- SB94 Coordinators
- Colorado Child Protection Ombudsman
- Colorado Public Education Department

#### **Court System**

- Juvenile Court Judges/Magistrates
- District Attorneys
- Public Defenders
- Juvenile Probation
- Youth on Probation and their Families

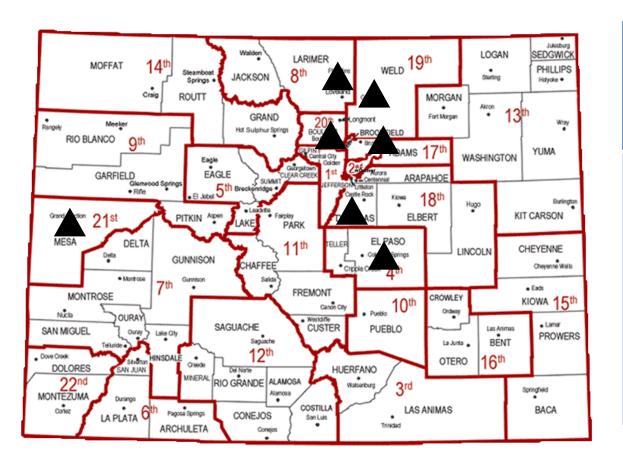
#### **DYS Facilities**

- Lookout Mountain YSC Leadership and Staff
- Platte Valley YSC Leadership and Staff
- Grand Mesa YSC Leadership and Staff
- Zebulon Pike YSC Leadership and Staff
- Mount View YSC Leadership and Staff
- Adams YSC Leadership
- Gilliam YSC Leadership
- Youth in Facilities and their Families

#### **Other Stakeholders**

- Law Enforcement
- Colorado Municipal League
- Community-Based and Residential Providers
- Colorado Counties, Inc.

CSG Justice Center staff have gathered feedback from stakeholders across the state to ensure a diversity of perspectives.



## **Since February** 2018...

- 5 site visits
- Calls and meetings with more than 100 stakeholders
- 6 facility visits

Key questions that assessment findings will address:

Are youth being matched to the right level of supervision?

Are youth being matched to the right length of supervision?

How effective are supervision/services in the community?

How effective are supervision/services in commitment?

#### The following goals and context help guide the IOYouth assessment in Colorado:

- The goal of the assessment is to identify key barriers to improving outcomes for youth and advance policy, funding, and practice changes to address these barriers.
- The assessment shows what is happening in Colorado's juvenile justice system and whether policies and practices are aligned with what research shows works to improve outcomes for youth.
- Most, if not all, juvenile justice systems struggle to prevent youth from reoffending.
- Every state with which the CSG Justice Center has partnered struggles to match youth with the appropriate level, type, and quality of supervision and services.
- The CSG Justice Center commends state and local agencies for their transparency, willingness to have their challenges publicly reviewed and discussed, and their commitment to improvement.



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#### **Best Practices in Case Filings & Sentencing**

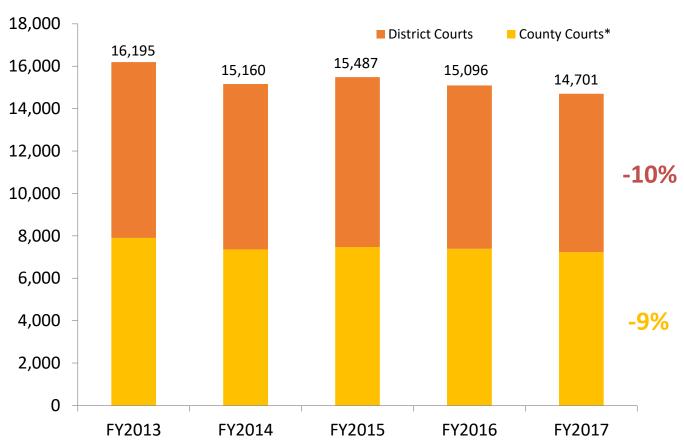
- Match youth with the most appropriate level and length of supervision based primarily on the youth's assessed risk of reoffending.
- Minimize system interventions for low risk youth and focus system resources on high risk youth.
- Base supervision terms on youth's risk level and offense and their progress under supervision.
- Minimize supervision lengths beyond 12 months due to diminishing returns (high cost of incarceration and research demonstrating reduced outcomes).

# FILINGS & SENTENCING ASSESSMENT FINDINGS

Are youth matched with the right level of supervision based on risk of reoffense?

### District and county court filings for juveniles decreased between 2013 and 2017.

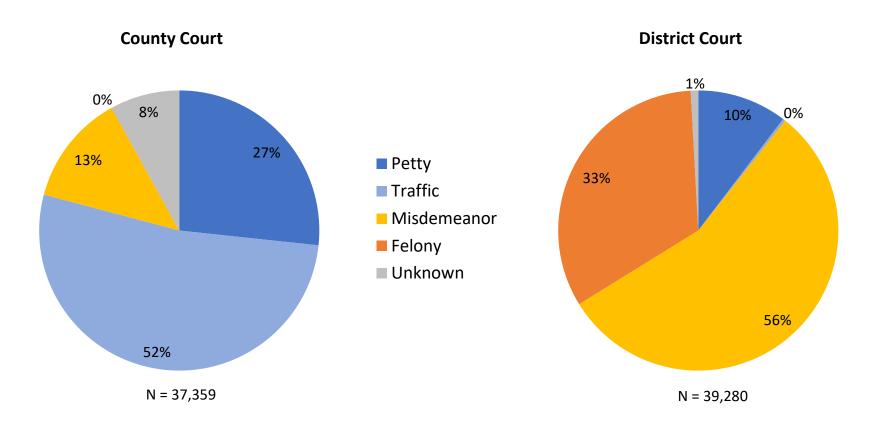




<sup>\*</sup>County Courts data do not include filings from Denver County Court

## County courts primarily handle petty and traffic offenses while district courts primarily handle felony and misdemeanor offenses.

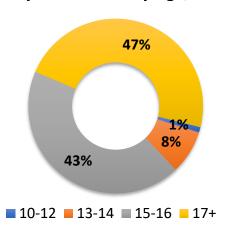
#### Juvenile Court Filings by Offense Level and Type of Court, FY2013 - FY2017



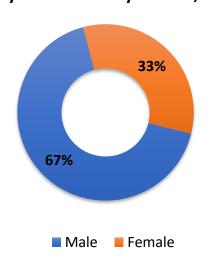
Lack of consistent offense criteria across judicial districts and counties around where cases are filed.

Cases filed in county court consist of slightly older youth compared to district court, and a higher proportion of females.

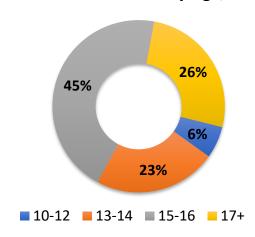
#### **County Court Cases by Age, FY2017**



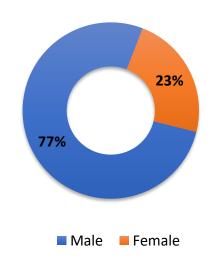
**County Court Cases by Gender, FY2017** 



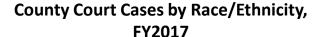
**District Court Cases by Age, FY2017** 

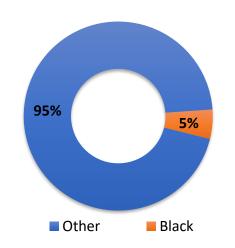


**District Court Cases by Gender, FY2017** 

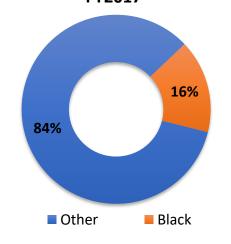


## For every white youth, 2.5 black youth had a case filed in district court.

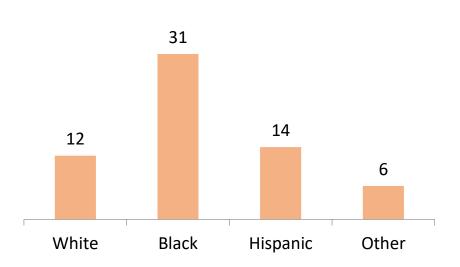




District Court Cases by Race/Ethnicity, FY2017

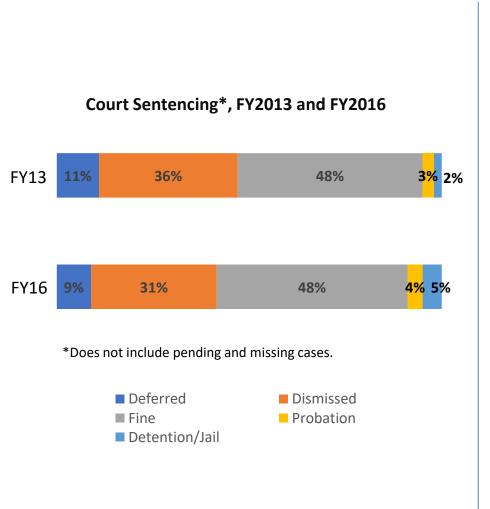


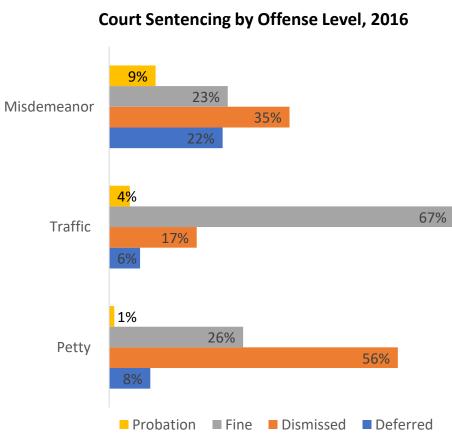
#### District Court Filing Rate (per 1,000 youth) by Race/Ethnicity FY2016



Source: Report on the CLEAR Act, 2016 using NIBRS data, Colorado Department of Public Safety, Division of Criminal Justice

## Almost half of all cases in county court are sentenced with a fine, mostly for traffic offenses.



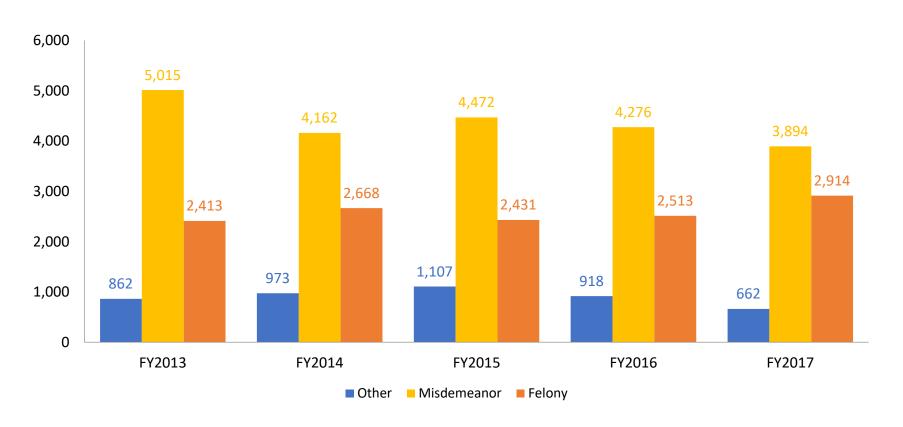


## Filing and sentencing practices in district court vary across judicial districts.

- The Colorado Juvenile Risk Assessment (CJRA) was implemented statewide in 2013, but it has not been validated in Colorado.
- Pre-sentencing investigations are not required and rarely ordered by the court and the results of the CJRA assessment are not being used by the court to inform sentencing.
- Judges report large dockets which don't always allow for them to connect, interact, and fully engage with youth in sentencing decision making.

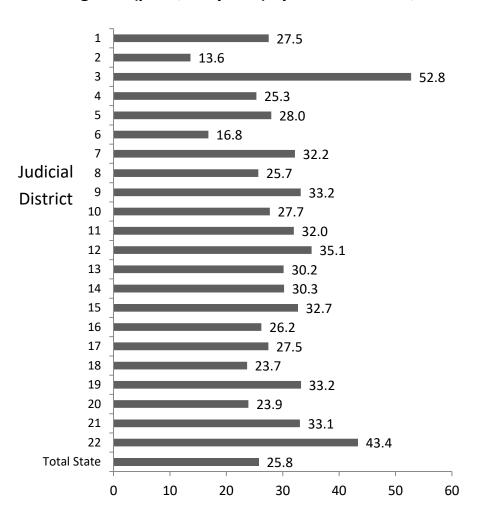
While more than half of district court cases are for misdemeanor offenses, felony offense cases in district court have increased 20 percent since 2013.

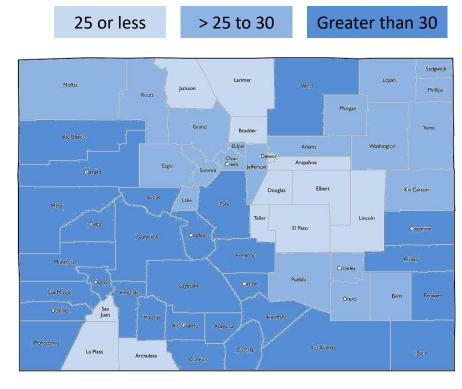
#### Juvenile District Court Filings by Offense Level, FY2013 - FY2017



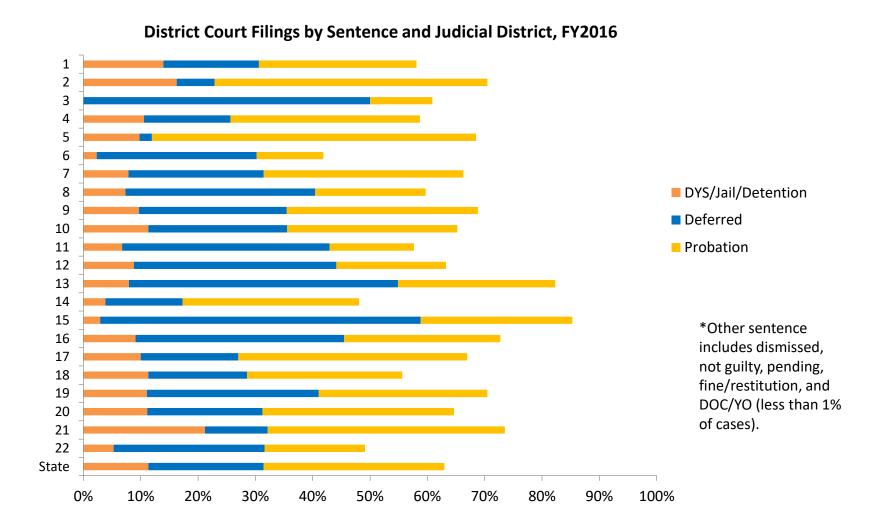
## Filing rates to district courts for juvenile cases vary by judicial district.

#### Filing Rate (per 1,000 youth) by Judicial District, FY2017

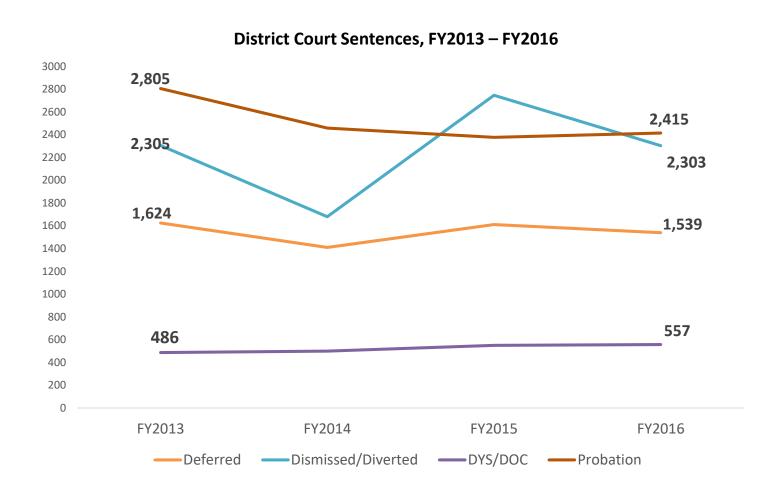




### District court sentences vary by judicial district.

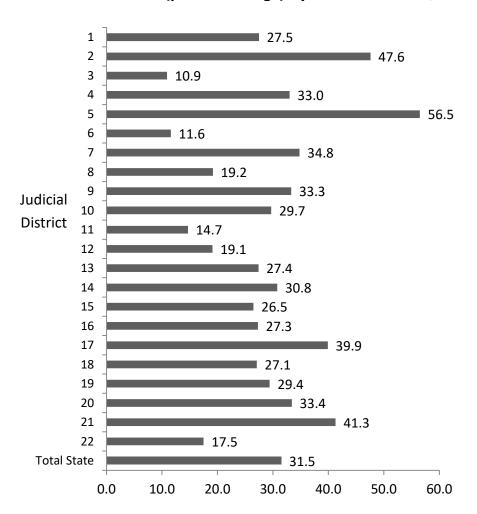


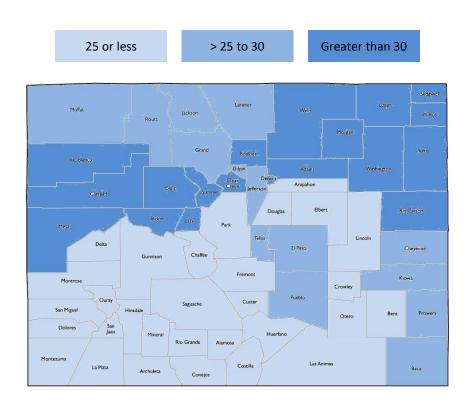
Between 2013 and 2016, district court cases sentenced to probation decreased 14 percent, while cases sentenced to DYS or DOC increased 15 percent.



## Probation sentencing rates vary by judicial district, from a low of 10.9 per 100 filings to a high of 56.5.

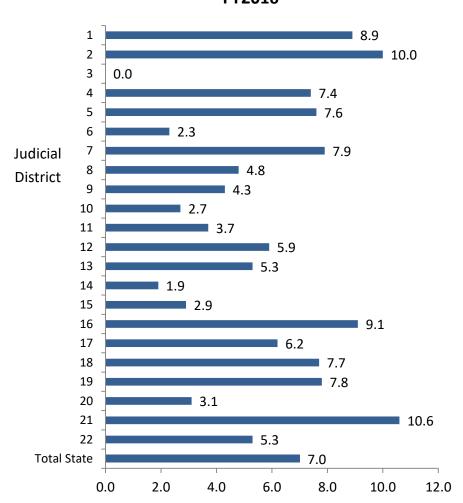
#### Probation Rate (per 100 filings) by Judicial District, FY2016

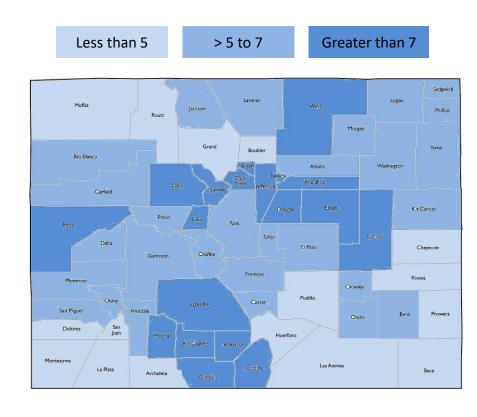




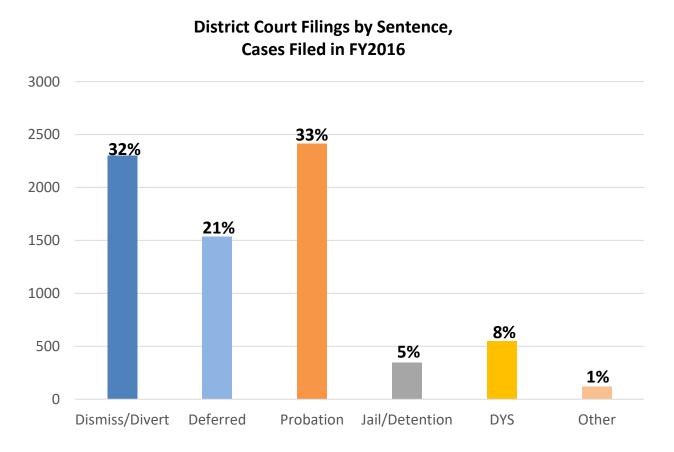
## Secure commitment sentencing rates vary by judicial district, from a low of 0 per 100 filings to a high of 10.6.

#### DYS Disposition Rate (per 100 filings) by Judicial District, **FY2016**





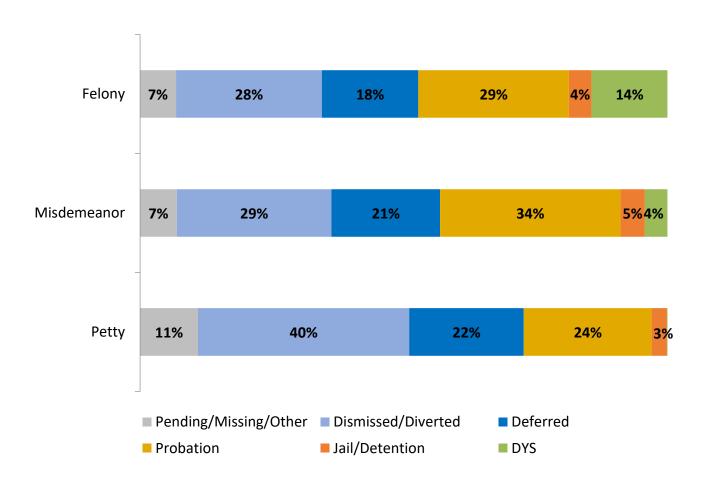
Over two-thirds of district court cases resulted in some form of system supervision.



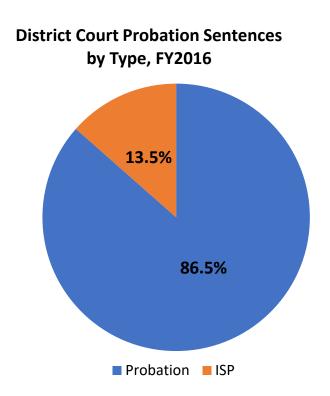
For cases filed in FY2016, 6% were pending/missing finding and/or sentence information. Missing data is not included in the percentages above.

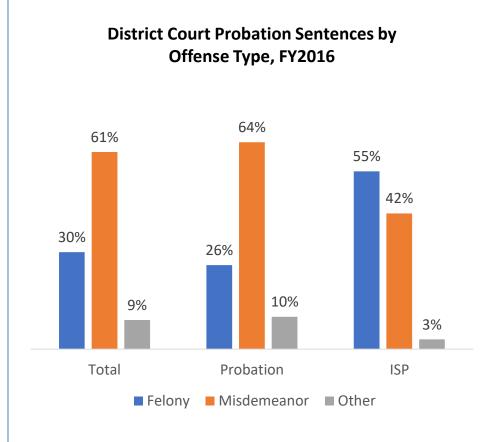
49 percent of petty offense cases in district court result in some form of system supervision.



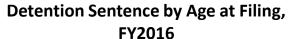


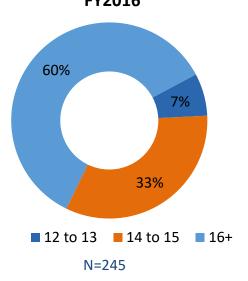
## The majority of probation sentences are for misdemeanor offenses and to regular probation supervision.



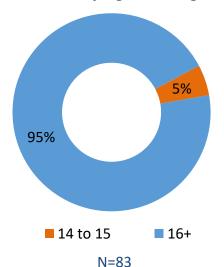


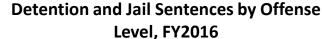
## The majority of jail and detention sentences are for misdemeanor offenses.

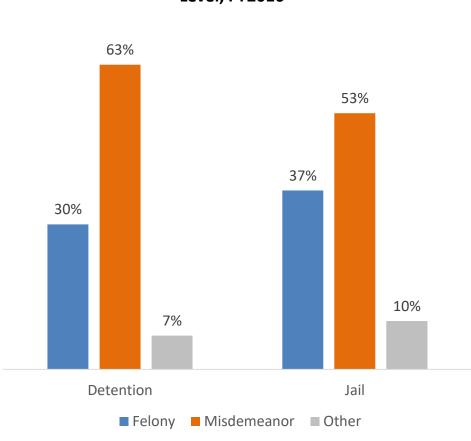




Jail Sentence by Age at Filing, FY2016



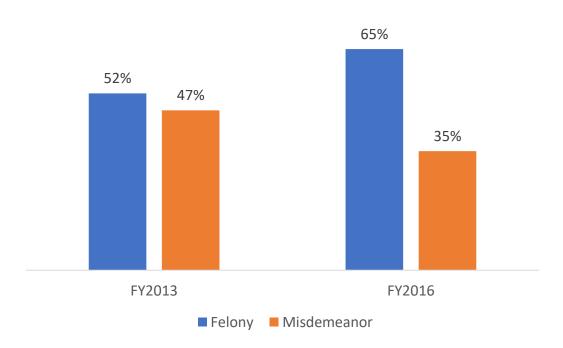




Other includes petty and traffic offenses

## The majority of commitment sentences are for felony offenses.

#### **District Court Commitment Sentences by Offense** Type, FY2013 and FY2016

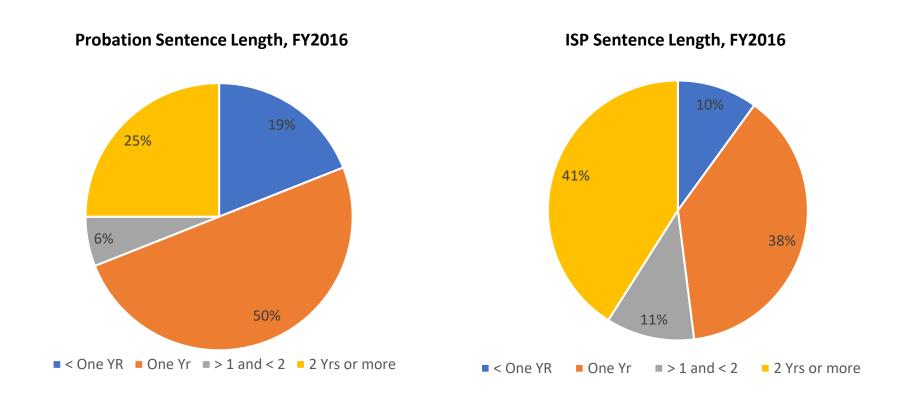


For cases filed in FY2016, 38% of felony and 54% misdemeanor offenses were pending sentencing in the data received.

# FILINGS & SENTENCING ASSESSMENT FINDINGS

Are youth matched with the right length of supervision based on their risk of reoffending?

The majority of youth are sentenced to probation for one year or more; 41 percent of youth sentenced to intensive supervision probation receive 2 or more years.



65 percent of survey respondents reported that youth are on probation for between 1 and 2 years.

# Youth that receive probation sentences can also receive suspended detention, jail, and DYS sentences.

10%

FY2016 probation sentences that included a suspended jail or detention sentence

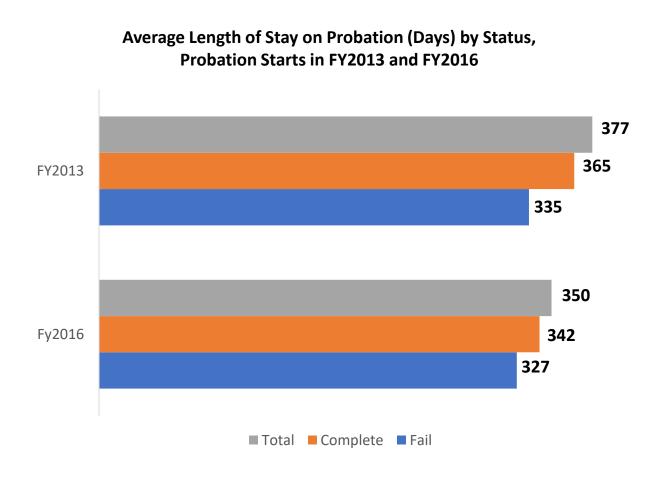
10%

FY2016 ISP probation sentences that included a suspended detention sentence

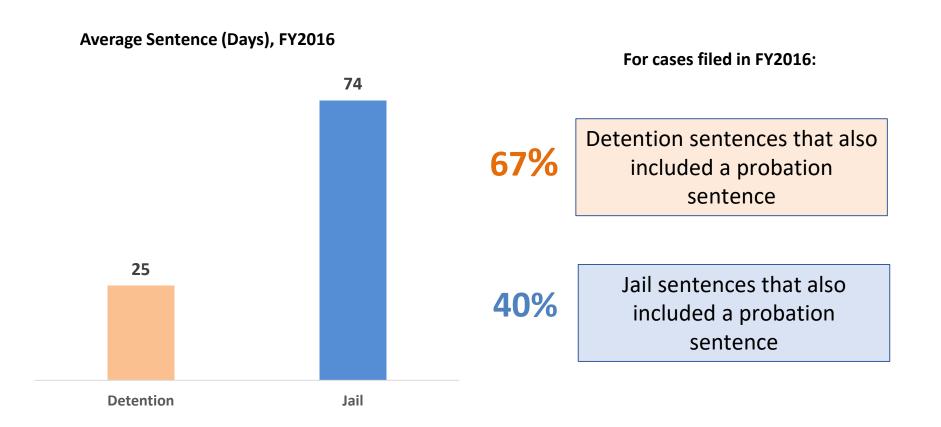
18%

FY206 ISP probation sentences that included a suspended DYS sentence

The average length of stay on probation is approximately one year, with youth failing while on supervision having slightly shorter stays.

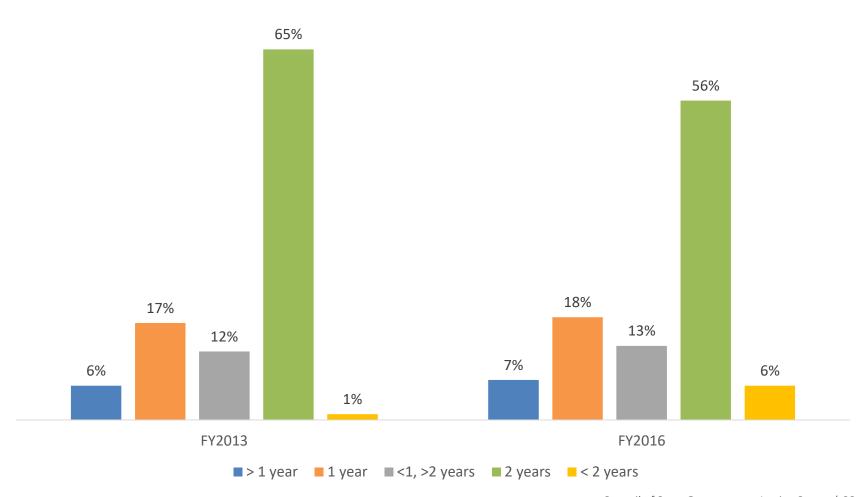


Youth that receive jail and detention sentences often receive a probation term as well.



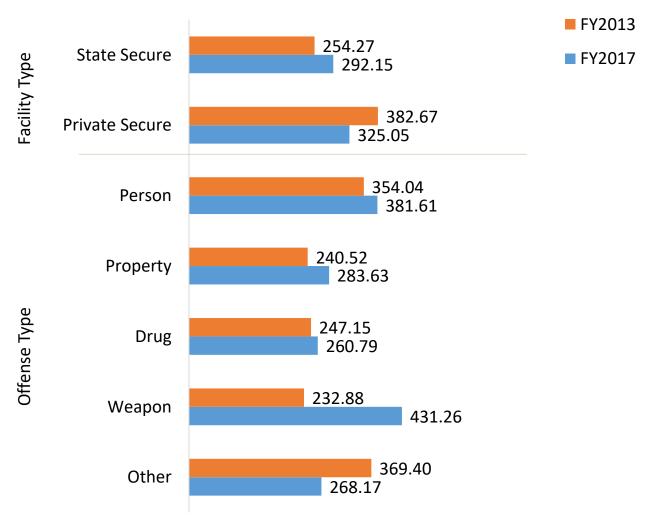
### 62 percent of DYS sentences are for two years or longer.

#### DYS Sentence Length, FY2013 and FY2017



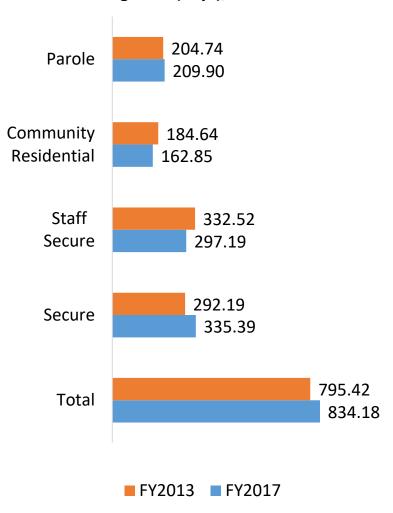
# The length of stay in state secure facilities has increased since 2013 across most offense types.



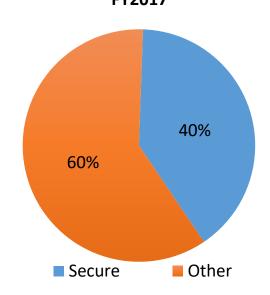


In 2017, youth spent an average of 834 days (2.28 years) total in commitment, of which time an average of 40 percent was spent in a secure facility.





**Average % of Total Commitment in Secure Facility,** FY2017



Total LOS includes assessment, awaiting placement, first placement, step-down placements (if applicable, parole violations/revocations, recommitments for youth in secure, contract, or parole.

# Filings & Sentencing: Key Assessment Findings

There are differences statewide in which cases are filed in municipal, county, and district court. Additionally, courts have significant discretion and are not using risk assessment results to guide pre-disposition decisions, resulting in variability in sentencing decisions.

A substantial number of youth who commit petty and misdemeanor offenses receive some sort of disposition that involves supervision and an increasing proportion of youth are disposed to DYS.

Most youth are sentenced to probation for one year or longer. The length of stay in secure facilities has increased, and the overall amount of time that a youth spends on commitment is over two years.

# PROBATION ASSESSMENT FINDINGS

What happens to youth on probation?

#### **Best Practices in Juvenile Probation Supervision and Services**

- Position probation officers as agents of <u>positive behavior change rather than</u> <u>compliance monitors by reducing caseloads and focusing supervision on skill</u> <u>development.</u>
- Focus conditions of supervision on the <u>root causes of behavior and restorative</u> <u>justice practices.</u>
- Engage youth and families in the development of case plans and in case decision making.
- Promote and fund only those system interventions demonstrated by research to be effective at reducing recidivism and improving other youth outcomes.
- Employ graduated responses and incentives to hold youth accountable, promote behavior change, and minimize probation violations.

In addition to conducting data analysis, the CSG Justice Center disseminated a survey to all juvenile probation offices to better understand community supervision and services across the state.

Survey sent to probation offices in all 22 judicial districts (JDs) in Colorado

> 18 JD responses, 58 individual responses (83% probation officers)

#### **Survey Question Topics**

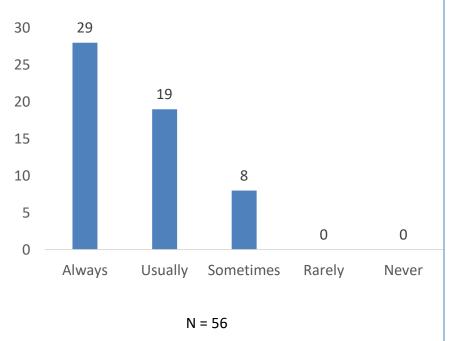
- ☐ Structure and oversight
- Case planning
- ☐ Programming and services
- ☐ Funding sources
- ☐ Data collection

Juvenile probation varies in their use of research-based policies and practices statewide necessary to reduce recidivism.

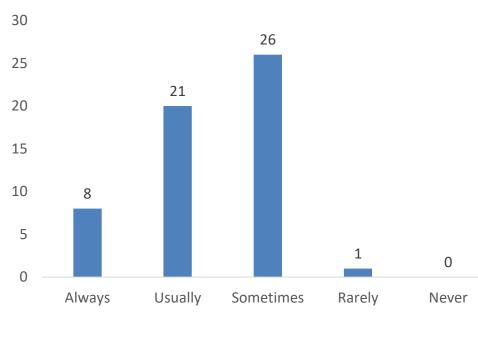
- There are 18 standard conditions on juvenile probation agreements and many officers reported including additional conditions that are often not tied to youths' criminogenic needs.
- ❖ In many jurisdictions, probation officers have mixed adult and juvenile caseloads which can limit an officer's ability to utilize research-based practices targeted to the unique developmental needs of youth.
- According to the survey, juvenile probation officers report caseloads as high as 75, with many reporting caseload ranges of 40-60.
- ❖ Juvenile probation offices are not consistently using a graduated response/incentive matrix to address probation violations.

Results of the CJRA are not always used to inform case planning, and families are not always involved in case plan development.

The results of the Colorado Juvenile Risk Assessment (CJRA) are used to inform case planning and supervision practices in my jurisdiction.

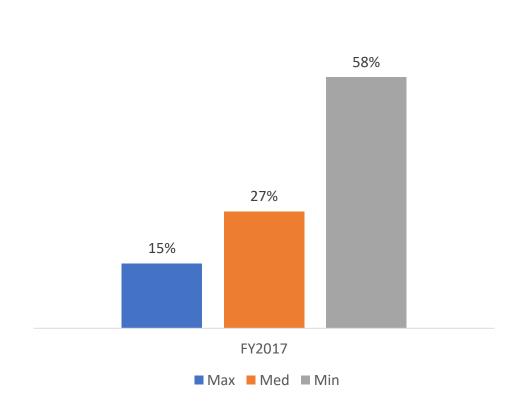


#### Youths' parents/guardians are involved in the development of case plans



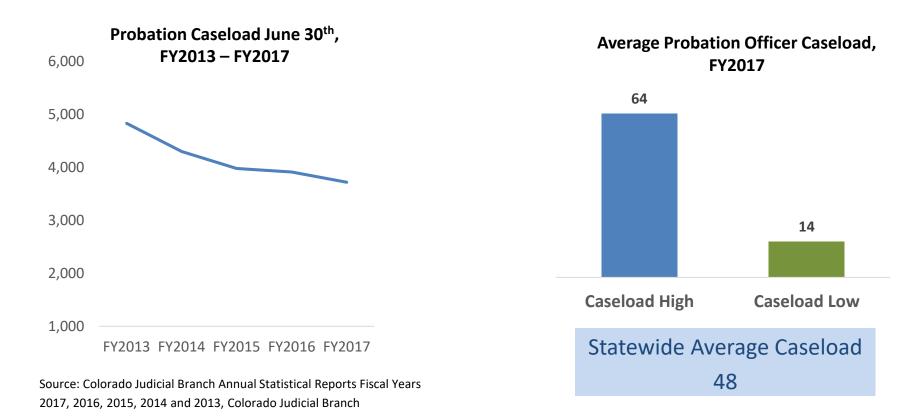
#### Of youth that receive a risk assessment at their probation start, more than half are assessed as minimum risk.

#### Risk Level for Youth Assessed at Probation Start, FY2017



- Approximately 14% of district court cases have a pre-disposition investigation (PSI) ordered; in FY2017, 10 JDs ordered no PSIs
- Risk assessments are not used consistently across judicial districts to inform case planning and reentry planning

# Average daily population of youth on probation supervision has declined but caseloads remain high.



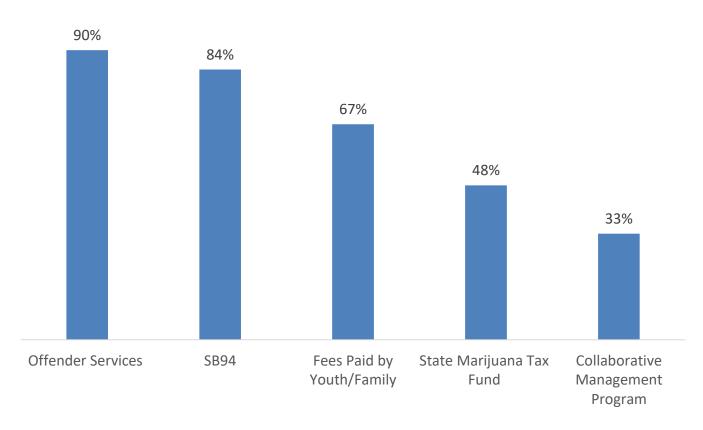
Juvenile probation officers account for 6.5% of total probation department staff

Limited outcome data on community-based services makes it difficult to determine their effectiveness, and many jurisdictions report a lack of services to fully address youths' needs.

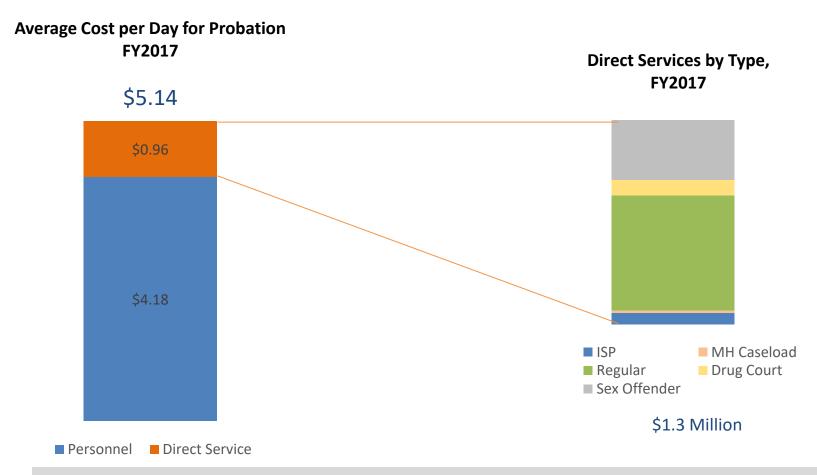
- ❖ Juvenile justice stakeholders report being unable to determine the effectiveness of community-based services given the lack of data collection and quality assurance protocols in place.
- Survey results indicate that services available to youth on probation are the same services available and accessible to youth in municipal court, on diversion, and through SB94.
- Probation officers surveyed report the following services not as accessible or available to youth on probation:
  - Work programs to pay restitution
  - Intensive substance use treatment
  - Mentoring
  - Employment services
  - Intensive mental illness treatment

# Probation officers report using a variety of funding sources to support juvenile probation supervision and services.

#### **Funding Sources for Juvenile Probation Supervision and Services**



# The cost per day for juvenile probation direct services is less than \$1 per day.



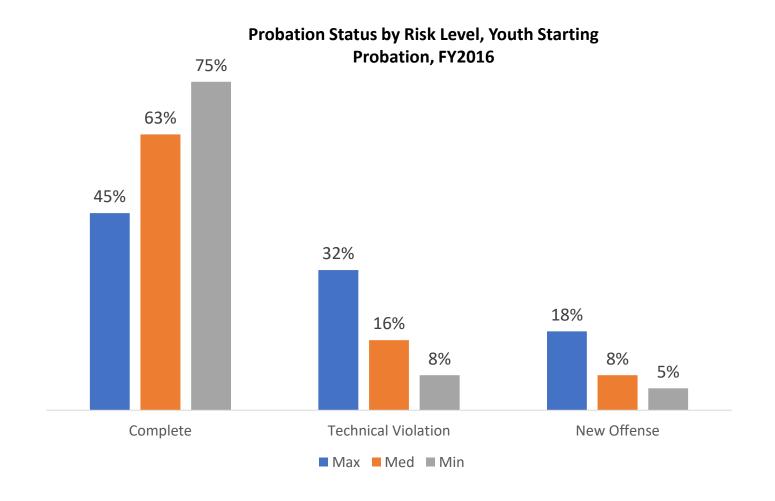
Direct Services include monitoring, drug testing, substance treatment, education and vocational assistance, transportation, and restorative justice

# Nearly 30 percent of youth starting probation fail while under probation supervision.

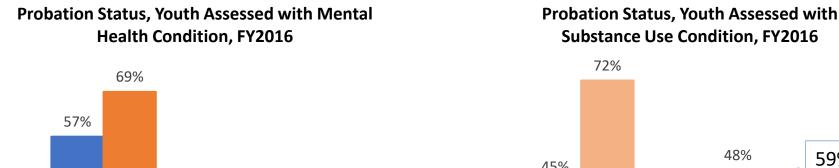
#### **Probation Status, Youth Starting Probation, FY2013 - FY2017**

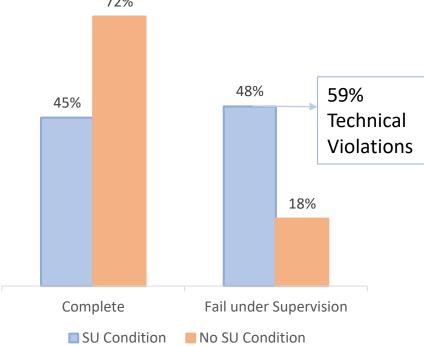
	Case Closed					Case Active			
Start FY	Complete	Failure- Technical Violation	Failure- New Crime	Failure- Abscond		aled / ounged	Active	Pending Rev or Warrant	Total
13	67%	17%	9%	3%		3%	0%	0%	100%
14	64%	20%	8%	3%		5%	0%	0%	100%
15	65%	18%	9%	3%		5%	0%	0%	100%
16	63%	17%	9%	2%		5%	2%	1%	100%
17	49%	12%	7%	2%		7%	15%	8%	100%

# Youth assessed as high risk are most likely to fail under supervision, usually through technical violations of supervision.



Youth assessed as having behavioral health conditions fail under supervision more frequently than youth without these needs, primarily for technical violations.





# 35 percent of youth completing probation have a subsequent case filed within three years of discharge.

#### **Recidivism Rate for Youth Completing Probation by Termination Year, FY2013 – FY2016**

Term FY	Year 1	Year 2	Year 3	3 Year Rate
FY2013	19%	9%	7%	36%
FY2014	16%	10%	8%	35%
FY2015	16%	11%		
FY2016	17%			

Recidivism is defined as a court case filed for a misdemeanor or felony offense within one, two, or three years of successful completion of supervision.

# Approximately forty percent of youth that discharge community supervision are unsuccessful one year after release.

Discharge Year	Discharged As Failure for Technical Violation*	Discharged As Failure for New Offense		Discharged as Complete, Case Filed Within a Year	% of Discharges that Failed at or within a Year of Discharge
FY2014 2,475	21% 508	9% 218		11% 283	41% 1,009
FY2015 2,668	24% 638	9% 230	+	10% 269	43% 1,137
FY2016 2,517	21% 521	10% 238		11% 278	41% 1,037

<sup>\*</sup> Includes supervision failures resulting from technical violations and absconding

# Probation: Key Assessment Findings

1

Nearly 30 percent of youth fail while under probation supervision and more than 30 percent of youth completing probation have a subsequent case filed within three years of discharge.

2

Juvenile probation varies in their use of research-based policies and practices statewide with several jurisdictions having mixed and/or high volume caseloads, lengthy conditions, and are not consistently using graduated responses.

3

Limited data is available to determine the quality and impact of community-based services and if services and resources are being used most effectively.



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# COMMITMENT AND PAROLE ASSESSMENT FINDINGS

What happens to youth in commitment and on parole?

#### **Best Practices for Commitment and Parole Supervision and Services**

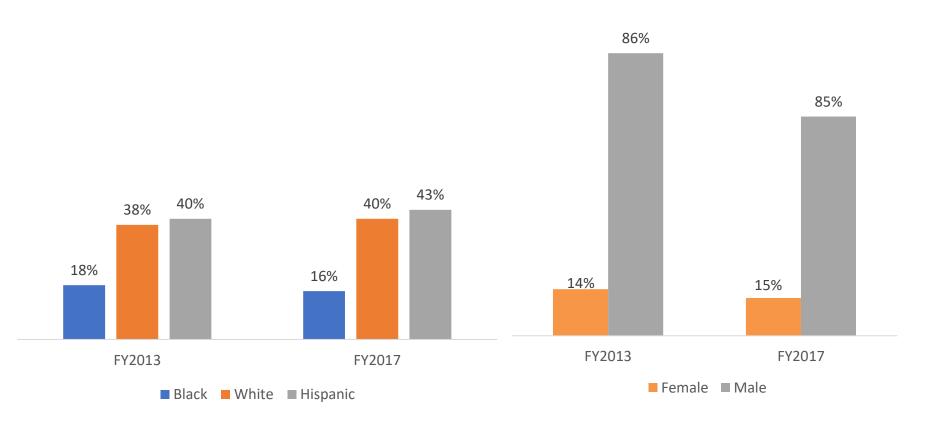
- \* Reserve commitment for youth who have committed serious offenses and those that are a direct risk to public safety.
- \* Reduce the use of correctional placements in response to probation violations.
- Limit lengths of stay in facilities, as research is clear that longer stays in correctional custody do not reduce future offending.
- Adopt programs and practices <u>demonstrated by research to improve youth</u> <u>outcomes and establish quality standards</u> for guiding the provision of these services.

- DYS partnered with Development Services Group (DSG), Inc. to conduct a performance assessment of the division starting in late 2017.
- ❖ The DSG evaluation focused on DYS's de-escalation practices, physical management, safety protocols, treatment approach, use of community restorative justice, and the ability to maintain safety for staff and youth.
- ❖ The final DSG evaluation report was released on August 24, 2018, and contains findings and recommendations for improvement related to these focus areas.
- Given this comprehensive evaluation that was already underway, CSG's assessment of DYS and commitment focused primarily on how youth enter commitment, who is in commitment, how long youth remain in commitment, and youth outcomes.

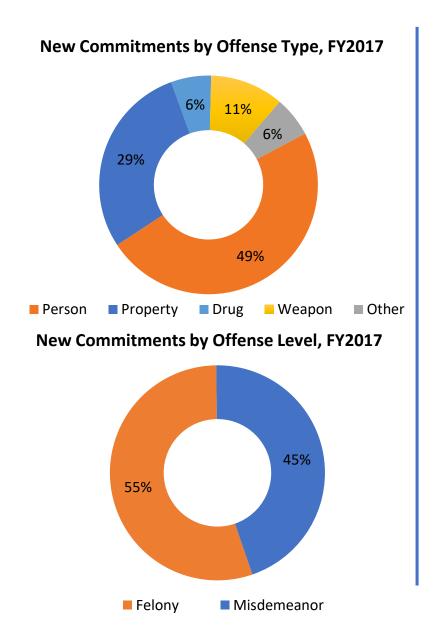
# More than half of new commitments are youth of color and youth are mostly male.

New Commitments by Race, FY2013 and FY2017

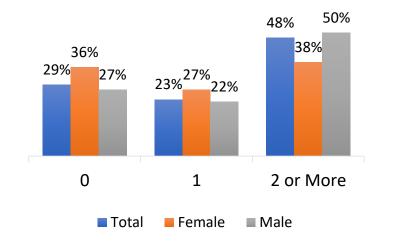
#### New Commitments by Gender, FY2013 and FY2017



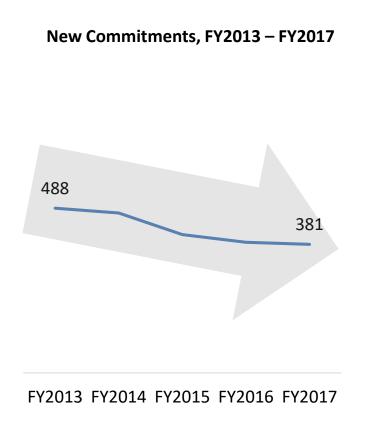
Nearly half of new commitments are for misdemeanor offenses and over half of new commitments have one or no prior adjudications.

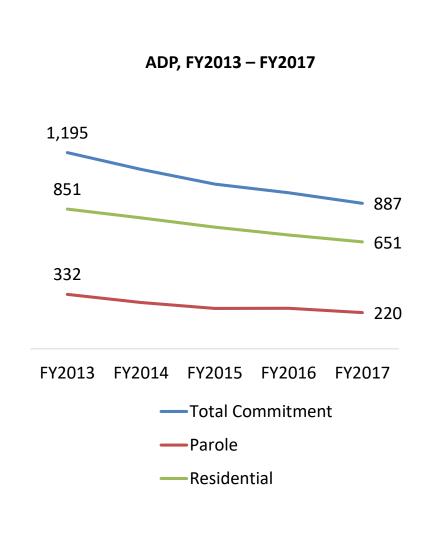


#### **New Commitments by Prior Adjudications, FY2017**



# New commitments to DYS decreased 22 percent since 2013 and the total commitment ADP decreased 26 percent.

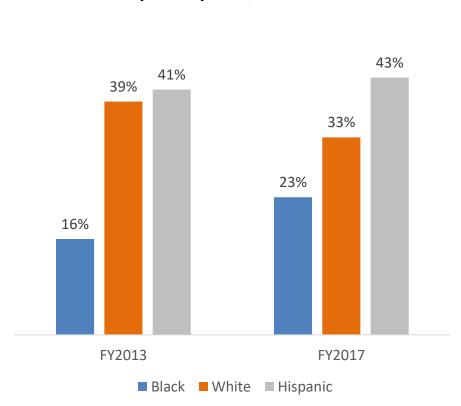


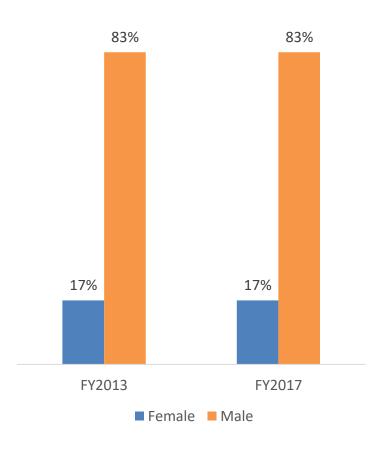


# Black youth represent an increasing proportion of ADP in secure facilities while gender has remained constant.

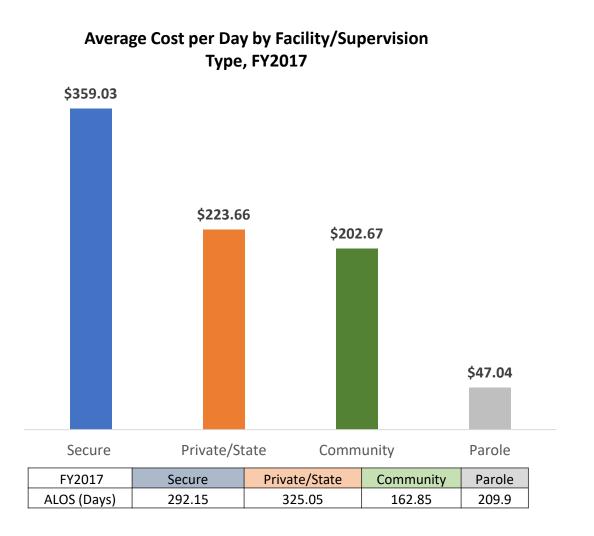
#### Secure Facility ADP by Gender, FY2013 and FY2017

#### Secure Facility ADP by Race, FY2013 and FY2017





## The average cost per day of a youth's total commitment can be more than \$100,000.



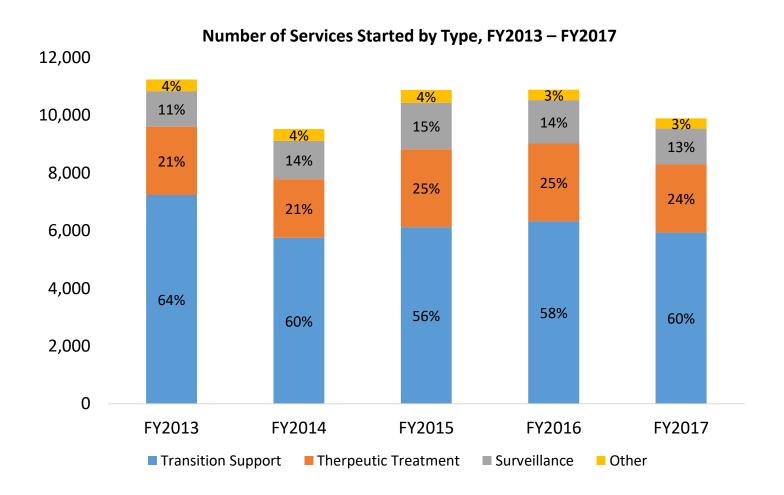
**Average Cost of Secure** Facility Stay: \$104,890

Average Cost of Private Secure Facility Stay: \$72,700

**Average Cost of Community Residential Stay:** \$33,005

Average Cost of Parole: \$9,873

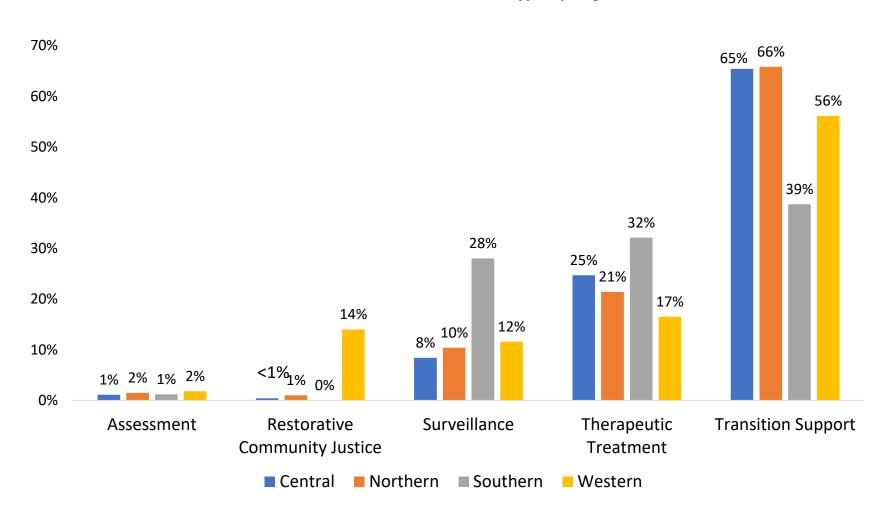
Transition support is the most common type of service that youth receive while on parole.



Other includes assessment and restorative justice services

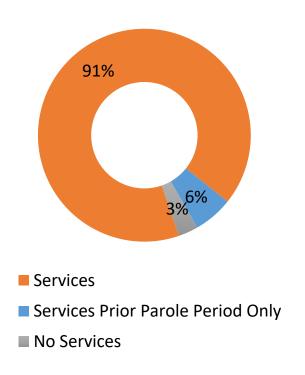
The types of services youth receive while on parole varies across DYS regions, with most regions focusing their services on transition support.

#### Distribution of Parole Service Type by Region, FY2017



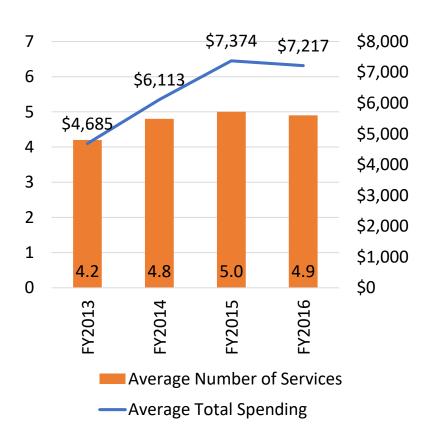
# The majority of youth receive services while on parole, and average about five services.





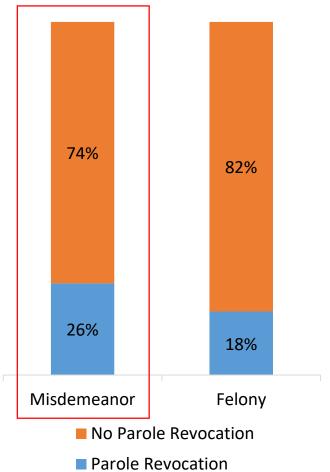
<sup>\*</sup>Services in addition to DYS case management or supervision.

#### Average Number of Total Services Compared to Average Total Spending, FY2013 – FY2016

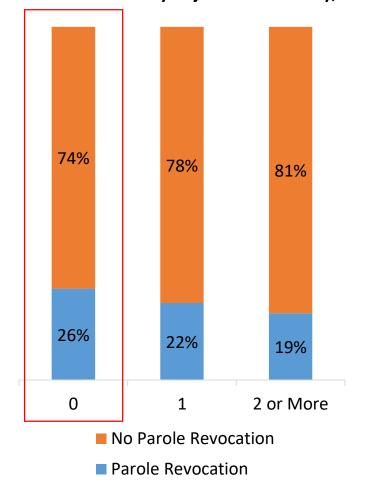


26 percent of youth with misdemeanor offenses and 26 percent of youth with no prior adjudications have their parole revoked.



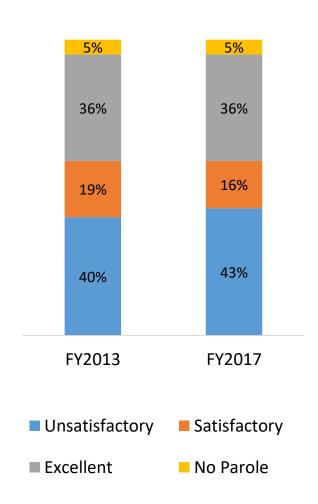


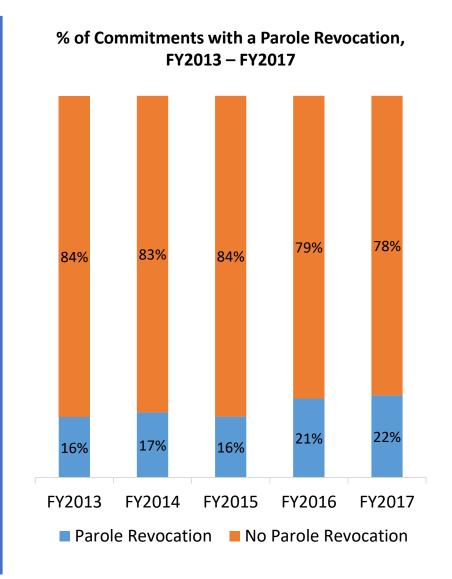
#### Parole Revocations by Adjudication History, FY2017



### Almost half of youth are discharged from parole unsatisfactorily.







# 27 percent of youths' risk levels decreased between their start of commitment and discharge.

#### Risk Levels at Commitment Compared to Discharge (n=430), FY2017

Low ≯ High 0			
Low ✓ Mod 0	Mod ≯ High 8		Increase 8 (2%)
Low→Low 5	Mod→Mod 23	High→High 280	Same 308 (72%)
	Mod ➤ Low 14	High ➤ Mod 91	Decrease 114 (27%)
		High → Low 9	
Lacusca	Como	Deswesses	
Increase *	Same →	Decrease	

# Approximately half of youth that are discharged from commitment recidivate after 2 or 3 years.

#### **Recidivism Rates by Discharge Cohort**

Youth Discharge Cohort	1-Year Recidivism Rate	2-Year Recidivism Rate	3-Year Recidivism Rate
FY2015 – 2016 Cohort (N=445)	31.5%	TBD	TBD
FY2014 – 2015 Cohort (N=476)	30.9%	49.2%	TBD
FY2013 – 2014 Cohort (N=556)	28.1%	46.2%	55.2%

The Division defines recidivism as a new adjudication or conviction resulting from a misdemeanor or felony offense at any point within the prescribed follow-up time period(s).

Recidivism Evaluation of the Colorado Division of Youth Services, Colorado Department of Human Services, January 2018.

# Commitment and Parole: Key Assessment Findings

More than half of new commitments involve youth with one or no prior adjudications. This data is inclusive of youth with revocations and reinstatements of sentences as well as youth who do not have any prior adjudications.

DYS recidivism rates indicate that almost half of youth discharged from commitment recidivate after 2 or 3 years. Additionally, about one half of youth on parole are discharged unsatisfactorily, and more than 20 percent of commitments **result in a parole revocation**.



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#### Immediate Next Steps

Establish working groups focused on disposition/probation and placement to develop policy recommendations for full task force consideration (September/October)

Reach consensus on a set of policy options to translate into legislation for 2019 session (October 31)

Draft legislation and seek feedback from task force members and other stakeholders (November)

Finalize legislation and garner broad support for policy options (November/December)

# Placement and Disposition/Probation Working Groups' **Timeline & Next Steps**

#### September 5/7

• In-person meeting to review findings and identify priorities

#### Week of October 1

• In-person meeting to discuss recommendations for the full task force

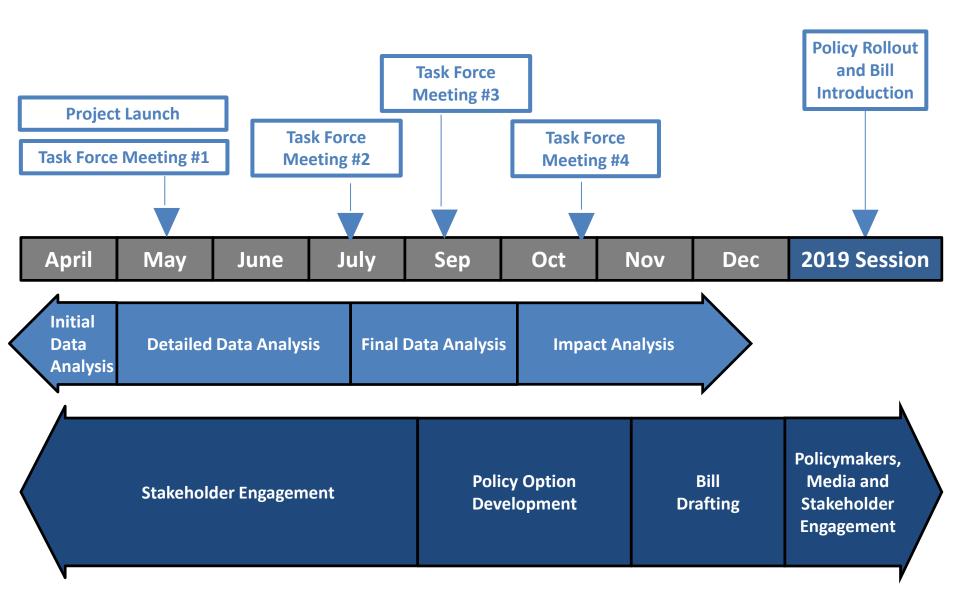
#### Week of October 22

• Conference call to solidify recommendations and prepare for the full task force presentation

#### October 31

• Presentation of recommendations to full task force

## IOYouth timeline and next steps



### Diversion Working Group Policy Option Recommendations

Expand accessibility to juvenile diversion across the state by converting the DCJ juvenile diversion program into a funding formula allocation for each judicial district.

Revise the statewide definition of diversion to more fully describe the goals and objectives of diversion, and include potential program components in the definition as well as limitations on when jurisdictions can deny diversion to certain populations of youth.

Adopt and require the use of a validated risk screening tool and a validated mental health screening tool statewide to inform juvenile diversion decisions.

# Detention Working Group Policy Option Recommendations

Develop clear criteria for youth who are eligible/not eligible for detention and limit the use of detention to those youth that are identified as posing a public safety or flight risk.

Designate the CYDC Advisory Board or a subcommittee to select/develop a detention screening instrument to be used statewide to inform decision making. Committee would establish guidance and policies for the use of the tool.

3

Target SB94 resources more efficiently by establishing clear eligibility/referral criteria for pre-disposition and sentenced youth that can access SB94 services and use resources to develop and/or strengthen alternatives to detention.