

**Task Force for the Continuing Examination of the Treatment of Persons
with Mental Illness who are Involved in the Justice System**

&

Juvenile Justice and Delinquency Prevention Council

**COLORADO'S JUVENILE JUSTICE STATE PLAN
FOR YOUTH WITH MENTAL HEALTH ISSUES
AND CO-OCCURRING DISORDERS**

Prepared July 2006 by:

**Jewlya Lynn, Pilar Ingargiola, Denise McHugh, & Melissa Guzman
Center for Systems Integration (CSI)**

**and the Federation of Families for Children's Mental Health ~
Colorado Chapter**

*This project was supported by
The Colorado Department of Human Services – Division of Mental Health,
The Colorado State Judicial Branch – Office of the State Court Administrator,
and
Grant No. 2005-JF-FX-0037 awarded by
The Office of Juvenile Justice and Delinquency Prevention through the
Division of Criminal Justice, Colorado Department of Public Safety.*

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Bureau of Justice Assistance, and the Office of Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the United States Department of Justice nor the Division of Criminal Justice, Colorado Department of Public Safety.

Contact Information:

Center for Systems Integration: info@csi-policy.org, 303.832.7844, www.csi-policy.org

The Federation of Families for Children’s Mental Health ~ Colorado Chapter: 720.855.3493

Task Force for the Continuing Examination of the Treatment of Persons
with Mental Illness who are Involved in the Justice System: 303.866.3521

Colorado Division of Criminal Justice: 303.239.4442, 1.800.201.1325

Juvenile Justice and Delinquency Prevention Council: 303.239.4442

Colorado Division of Mental Health: 303.866.7400

Colorado State Judicial Branch, Office of the State Court Administrator: 303.861.1111

Foreword

The Juvenile Justice Plan (the Plan) contained in this document provides a broad reaching description of successful and innovative strategies being used in Colorado communities to meet the needs of youth with mental health and co-occurring disorders at risk for involvement and/or involved in the juvenile justice system. The intent of the Plan is to lay out a clearly defined picture of “what” the juvenile justice system could be in Colorado, rather than describing the specifics of “how” to accomplish this system.

While the Plan is comprehensive, it is not an inventory of all of the innovative and successful programs and strategies in Colorado. Instead, it is a snapshot of the range of strategies used to meet the needs of this population with a primary focus on youth entering the juvenile justice system. The Plan does not highlight every community that is using a particular strategy. Including all Colorado programs using each strategy would have resulted in an excessively long and cumbersome document. Instead, a few examples are given under each strategy to illustrate how communities are using them in rural/frontier, urban, and suburban areas of this state.

It is important to note that the Plan, and the process used to develop it, differs from the approach typically taken by states to reform their juvenile justice systems. Rather than first looking at national models to inform Colorado practice, national best practices and data were used to support strategies already underway in Colorado and fill in gaps where needed. One or more Colorado communities are presently implementing every strategy mentioned in the Plan, demonstrating that the strategies are possible and successful in our state.

The plan shows that Colorado already has the tools to meet the needs of youth with mental health issues and co-occurring disorders. Through the expansion of the successful strategies at the programmatic and community levels and with broader support at the systemic, state, and legislative levels, the juvenile justice system can reform to better respond to and meet the needs of these youth and their families.

How to Use the Plan

The Plan is written for multiple audiences:

- Policymakers, including legislators and other elected officials at the state, county, and city levels;
- Judges and courts;
- State agency administrators, task forces, and commissions;
- Municipal and county administrators and managers;
- Operational and program managers, coordinators, and providers;
- Family, youth, consumer, and cultural advocates, and advocacy organizations; and
- Others involved in addressing the needs of youth with mental health issues and co-occurring disorders at risk for involvement or involved in the juvenile justice system and their families.

The Plan is divided into three parts, including:

- **PART I:** The Executive Summary and Recommendations;
- **PART II:** The Introduction and Strategies; and
- **PART III:** The Conclusion and Appendices.

PART I: The *Executive Summary and Recommendations* may be used primarily by policymakers, including legislators and other elected officials; state agency administrators; task forces and commissions; and municipal and county administrators and managers to provide the leadership, direction, resources, and support to create the systemic change necessary to move all Colorado communities closer to meeting the needs of this population.

- The Executive Summary provides an overview of three things: how the plan was developed; the strategies identified to create incremental steps toward statewide improvement of the juvenile justice system; and recommendations related to planning, policy, and financing at the state level.
- The Recommendations cover key policy and financing issues that relate to the broader systemic direction of the juvenile justice system, programmatic issues addressing specific strategies, and capacity building recommendations to increase state capacity for systems change. These recommendations are intended to guide the state in the development of statewide infrastructure, resources, and capacity to enable local improvement to develop or expand the use of the strategies; without such leadership, implementation of the strategies would not be possible.

PART II: The *Introduction and Strategies* may be used primarily by state agency administrators; task forces and commissions; local and county administrators and managers; operational and program managers, coordinators, and providers; and others dedicated to meeting the needs of this population of youth and their families.

- The Introduction explains the context and need driving the Plan, the mandate for and development of the Plan, the limitations and structure of the Plan, and the framework of the juvenile justice system upon which to build.
- The Strategies address the systemic infrastructure and financing, service delivery approaches, court processes, entry into and transition out of the system, and other key issues within the juvenile justice system. These strategies are intended to demonstrate how local communities may enhance their current juvenile justice systems through incremental steps, often with few or no additional resources, that will lead to better outcomes for youth, families, and communities.

PART III: The *Conclusion and Appendices* may be used by any interested readers. The Conclusion provides guidance to the Task Force on the needed leadership and direction in the use of the Plan, in working with state partners to utilize the recommendations to guide systems change and capacity building, and in supporting execution of the strategies by local communities. The Appendices include the:

- Research methods used to create the Plan;
- Over 400 Colorado organizations and stakeholders engaged in the oversight and development of the Plan;
- Colorado and national programs mentioned in the plan, to serve as a resource for local communities interested in following up and learning more about a given strategy or program; and
- References, authorizing legislation, and a map of Colorado's judicial districts.

Table of Contents

PART I

EXECUTIVE SUMMARY	5
<i>Development of the Plan</i>	<i>5</i>
<i>Content of the Plan: Recommendations.....</i>	<i>6</i>
<i>Content of the Plan: Strategies</i>	<i>6</i>
<i>Conclusion.....</i>	<i>10</i>
POLICY, PLANNING, AND FUNDING RECOMMENDATIONS.....	12
RECOMMENDATION TABLE	12
POLICY, PLANNING, AND FUNDING RECOMMENDATIONS	14
<i>Policy and Financing Recommendations</i>	<i>14</i>
<i>Youth and Family Advocacy Recommendations</i>	<i>18</i>
<i>Programmatic Recommendations</i>	<i>20</i>
<i>System’s Change and Capacity-Building Recommendations.....</i>	<i>25</i>
CONTENTS OF THE REMAINING PORTIONS OF THE PLAN	31

PART II

SECTION 1: INTRODUCTION TO THE PLAN	34
CHAPTER 1: INTRODUCTION AND DEVELOPMENT OF THE PLAN.....	34
<i>The Need for the Plan</i>	<i>35</i>
<i>The Mandate.....</i>	<i>37</i>
<i>The Structure of the Plan.....</i>	<i>38</i>
<i>Developing the Plan.....</i>	<i>39</i>
<i>Limitations of the Plan.....</i>	<i>41</i>
CHAPTER 2: THE CURRENT COLORADO JUVENILE JUSTICE SYSTEM.....	42
SECTION 2: SYSTEM-WIDE STRATEGIES	46
CHAPTER 3: SYSTEMIC STRATEGIES	46
<i>Strategy 1: Interagency Planning for Systemic Improvement.....</i>	<i>46</i>
<i>Strategy 2: Fiscal Integration</i>	<i>50</i>
<i>Strategy 2a: Programmatic Blended and Braided Funding.....</i>	<i>50</i>
<i>Strategy 2b: Flexible Funding Pots.....</i>	<i>51</i>
<i>Strategy 2c: Flexible Funding Processes.....</i>	<i>51</i>
<i>Strategy 2d: Rollout Funding.....</i>	<i>51</i>
<i>Strategy 2e: Systemic Funding Integration</i>	<i>52</i>
<i>Strategy 3: Co-Locating Services and Staff.....</i>	<i>53</i>
<i>Strategy 4: Information Sharing and Informed Consent.....</i>	<i>55</i>
<i>Strategy 5: Partnerships with Community-Based Organizations</i>	<i>56</i>
<i>Strategy 6: Using Data and Evaluation to Inform Decisions</i>	<i>58</i>
CHAPTER 4: SYSTEM-WIDE STRATEGIES FOR FAMILY AND YOUTH EMPOWERMENT AND SUPPORT	61

Strategy 7: Family Navigators and Advocates	61
Strategy 8: Family and Consumer Empowerment in Service Planning.....	64
Strategy 9: Family and Consumer Empowerment in Systemic Decision-Making.....	67
Strategy 10: Services for Parents and Families	69
Strategy 10a: Respite Care	69
Strategy 10b: Parenting Classes, Support Groups, and Skill Building	70
Strategy 10c: Mental Health and Substance Abuse Services.....	71
Strategy 11: Positive Youth Development.....	71
Strategy 12: One on One Contact.....	73
Strategy 13: Opportunities for Prosocial Activities.....	74
Strategy 14: Individualized Services	75
Strategy 15: Incentives for Youth	75
CHAPTER 5: SYSTEM-WIDE CULTURALLY COMPETENT STRATEGIES.....	76
Strategy 16: Recruiting and Supporting Bilingual/ Bicultural Staff.....	79
Strategy 17: Building Cultural Competency.....	79
Strategy 18: Linguistic Competency.....	80
Strategy 19: Culturally Specific Services	81
CHAPTER 6: SYSTEM-WIDE STRATEGIES FOR SERVING SPECIFIC POPULATIONS	81
Strategy 20: Integrated Services for Youth with Co-Occurring Substance Use Disorders.....	82
Strategy 21: Integrated Services for Youth with Co-Occurring Developmental Disabilities.....	84
Strategy 22: Specialized Services for Girls.....	86
Strategy 23: Specialized Services for Younger Offenders.....	88
CHAPTER 7: OTHER SYSTEM WIDE STRATEGIES.....	90
Strategy 24: Mental Health Services	90
Strategy 25: Implementing Research-Based Practices.....	91
Strategy 26: Least Restrictive, Most Appropriate Services.....	97
Strategy 27: Mentoring.....	98
Strategy 28: Interagency Staffing Groups.....	99
Strategy 28a: Individualized Staffing	99
Strategy 28b: Systemic Staffing	102
Strategy 29: Community Members as Supports.....	104
Strategy 30: Restorative Justice in Juvenile Justice.....	105
Strategy 31: Telemedicine.....	108
Strategy 32: Specialty Schools	109
SECTION 3: THE JUVENILE JUSTICE PROCESS	110
CHAPTER 8: ENTRY INTO THE JUVENILE JUSTICE SYSTEM	110
Strategy 33: Crisis Response in the Juvenile Justice System.....	110
Strategy 34: Assessment and Evaluation	112
Strategy 34a: Juvenile Assessment Centers	113
Strategy 34b: Assessment and Evaluation at Initial Entry to the Juvenile Justice System	116
Strategy 35: Alternatives to Detention and Other Out-of-home Placements.....	117
Strategy 35a: Community-based Foster Care	118
Strategy 35b: Intensive, Home-based Services	120
Strategy 35c: Staff Secure Facilities.....	121
Strategy 35d: Non-traditional Tracking	122
Strategy 35e: Day Treatment or Intensive Supervision.....	123
Strategy 35f: Mental Health and Substance Abuse Services	124
Strategy 36: Therapeutic Diversion	125
Strategy 37: Therapeutic Responses to Truancy.....	126

CHAPTER 9: COURT PROCESSES	128
<i>Strategy 38: Collaborative Court Improvement</i>	128
<i>Strategy 39: Developing Effective Specialty Courts</i>	128
<i>Strategy 40: Informal Adjustments</i>	133
CHAPTER 10: SENTENCING, TREATMENT, AND INTERVENTION ALTERNATIVES	133
<i>Strategy 41: Mental Health and Co-Occurring Disorder Services in Residential Settings</i>	134
<i>Strategy 42: Mental Health and Co-Occurring Disorder Services in Commitment</i>	136
CHAPTER 11: TRANSITION.....	137
<i>Strategy 43: Integrated and Aligned Step-Down Services</i>	138
<i>Strategy 44: Mental Health and Substance Abuse Aftercare Services</i>	139
<i>Strategy 45: Specialized Transition Planning Capacity</i>	140
<i>Strategy 46: Helping Youth with Life Skills and Coping Strategies</i>	140
<i>Strategy 47: Helping Youth with Education and Employment</i>	141
SECTION 4: PREVENTION STRATEGIES.....	143
CHAPTER 12: COMMUNITY-BASED PREVENTION STRATEGIES.....	143
CHAPTER 13: SCHOOL-BASED PREVENTION STRATEGIES	144
PART III	
SECTION 5: CONCLUSION.....	147
SECTION 6: APPENDICES	148
APPENDIX A: RESEARCH METHODS	148
APPENDIX B: ORGANIZATIONS INVOLVED IN THE OVERSIGHT AND DEVELOPMENT OF THE PLAN ..	156
<i>Legislative Oversight Committee Members</i>	156
<i>Task Force for the Continuing Examination of the Mentally Ill in the Justice System Members</i>	157
<i>Juvenile Justice/Mental Health Subcommittee Members</i>	158
<i>Juvenile Justice and Delinquency Prevention Council Members</i>	159
<i>Organizations Involved in the Development of the Plan</i>	160
APPENDIX C: PROGRAMS INCLUDED IN THE PLAN	164
<i>Alphabetical List of Programs</i>	165
<i>List of Programs by Strategy</i>	170
APPENDIX D: REFERENCES	178
APPENDIX E: MAP OF THE COLORADO JUDICIAL DISTRICTS.....	188
APPENDIX F: AUTHORIZING LEGISLATION	189

Index of Figures and Tables

Figure 1. Youth in the Context of Need	34
Figure 2: The Colorado Juvenile Justice Process	45
Table 1: Youth in the Juvenile Justice System by Ethnic Group, Arrests through Adjudications, FY 2004-5 .	76
Table 2: Youth in the Juvenile Justice System by Ethnic Group, Sentencing, FY 2004-5.....	77
Table 3: Youth in the Juvenile Justice System after Arrest by Ethnic Group, Sentencing, FY 2004-5	77