



# YOUTHFUL OFFENDER SYSTEM ANNUAL REPORT: FISCAL YEARS 2003 - 2005



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## **EXECUTIVE SUMMARY**

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### **Overview of Youthful Offender System (YOS)**

- ❖ YOS opened its doors in 1994 and is now located in Pueblo on the grounds of the Colorado State Hospital.
- ❖ YOS is designed for violent youthful offenders, between the ages of 14 and 18 at the time of their crime, who would otherwise be sentenced to the adult prison system.
- ❖ YOS has four distinct phases:
  - An intake, diagnostic, and orientation (IDO) and orientation training phase (OTP) during which youthful offenders are assessed and acclimated to the facility.
  - Phase I offers a range of core programming, educational and vocational services, and supplementary activities to youthful offenders.
  - Phase II is administered during the last 3 months of incarceration and prepares the offender for community reentry.
  - Phase III involves community supervision that assists the offender with reentry into society.
- ❖ Academic achievement and rehabilitation are a primary focus within YOS.
- ❖ The YOS facility is founded upon a positive peer culture and uses a system of incentives and sanctions to motivate youthful offenders.

### **YOS Mission Statement**

- ❖ The mission of YOS is to provide a controlled, regimented, and secure environment which ensures for public safety. YOS promotes the value of education (academic and vocational), self-discipline, and develops pro-social skills and abilities through an individualized phased program which includes supportive aftercare.

### **Population Characteristics**

- ❖ The number of admissions declined from 107 in fiscal year (FY) 1996 to 50 in FY05.
- ❖ Youthful offenders are primarily ethnic minorities, with a distinct trend towards more minority admissions over the past three fiscal years.
- ❖ Adams, Alamosa, Arapahoe, Denver, Jefferson, and Weld counties had the highest program utilization during FY03 – 05.
- ❖ YOS sentences were 5 years shorter on average than the original adult sentence imposed by the courts.
- ❖ Violent offenders compose 67% of the YOS population.
- ❖ The majority of YOS offenders have academic, vocational, and substance abuse treatment needs. Mental health needs are slightly higher than those found in the adult population with 19–24% of admissions identified as having a serious mental illness.

### **Completion Rates**

- ❖ Sentence completion rates were found to be high:
  - 72% successfully discharged their YOS sentence
  - 24% negatively terminated or had their YOS sentence revoked
  - 4% had sentence reconsiderations

## **Recidivism**

- ❖ Recidivism rates among program completers were substantially lower than those found for adult offenders:
  - 7% returned within 1 year
  - 20% returned within 3 years
  - 33% returned within 5 years

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## OVERVIEW

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The Youthful Offender System (YOS) was established within the Colorado Department of Corrections (CDOC) under legislation enacted in 1993. The 1993 Special Session of the Colorado Legislature was called to deal primarily with youth violence. Senate bill 93S-9 provided the state with a new option whereby eligible youthful offenders could serve their sentence in a controlled and regimented environment that affirms dignity of self and others, promotes values of work and self-discipline, and develops useful skills and abilities through enriched programming.

### YOS Eligibility

Juveniles may be charged by the District Attorney who direct files the case in district court if the juvenile meets specific age and offense criteria. The juveniles must be at least 14 years of age and less than 18 years at the time of offense, and they must be less than 19 years old at time of sentencing. The following offenses are eligible for sentencing to YOS:

- Class two felonies which are not the result of a plea agreement where a class one felony was charged;
- Crimes of violence as defined in C.R.S. 18-1.3-406 (formerly 16-11-309), including crimes against an at-risk adult or at-risk juvenile, first or second degree assault, kidnapping, aggravated robbery, first degree arson, first degree burglary, escape, and criminal extortion;
- Felonies involving the use or possession and threatened use of a deadly weapon; and
- Vehicular homicide, vehicular assault, and arson.

Criminal attempt, conspiracy, solicitation, or complicity to any of the offenses listed above are also eligible for YOS sentencing. Juvenile offenders with histories of delinquent acts, which would constitute felonies and habitual juvenile offenders as defined in C.R.S. 19-1-103, are specifically identified in the statute as eligible for YOS.

The court must first impose an adult sentence to prison, which is then suspended, conditional upon the completion of the sentence to YOS. The YOS sentence must be at least 2 years but no more than 6 years, except in the case of a class two felony which may be up to 7 years in length. The YOS sentence includes a period of community supervision of 6 to 12 months.

### Legislative Authority

The original legislation establishing YOS was enacted in SB 93S-9, with several legislative revisions passed subsequently to modify and improve the program. The more significant pieces of legislation are discussed below.

**SB 93S-9:** Signed into law on September 23, 1993, the original legislation provided for a determinate sentence to YOS of at least 1 year but no more than 5 years to be followed by an additional mandatory parole period of 12 months.

**SB 94-201:** The sentencing structure was changed such that the minimum sentence is at least 2 years and the maximum not more than 6 years. The 12 month parole period was eliminated and a two-phased community supervision component was added, transferring supervision authority from the Colorado Parole Board to the Division of Community Corrections

within CDOC. Community supervision was set at 6 to 12 months of the total sentence, with Phase II operating for a 3-month transitory period in the community prior to Phase III.

**SB 94-155:** This legislation expanded the juveniles eligible for YOS to include habitual juvenile offenders as defined in C.R.S. 19-1-103.

**HB 96-1128:** The 3-month Phase II prerelease supervision, which previously applied to the community supervision portion of the sentence, was changed to the period of incarceration.

**SB 99-130:** This legislation eliminated the provision that previously precluded class two juvenile felons from being sentenced to YOS. Juveniles less than 16 years of age convicted of a class two felony that was not the result of a plea agreement charged as a class one felony and without a conviction or adjudication for a crime of violence became eligible for YOS under this legislation. The YOS sentence for a class two felony may be up to 7 years.

**SB 99-131:** The original legislation (SB93S-9) established a sunset provision for YOS of June 30, 1999. This legislation extended the repeal date for five years to June 30, 2004.

**SB 00-140:** Minor changes to YOS were provided through this legislation. A pre-sentence investigation must be conducted prior to sentencing a juvenile to YOS. Funding for sex offender treatment services was also provided for youthful offenders with a history of committing a sexual offense or any other offense with an underlying factual basis of a sexual offense. Offenders may be transferred to another facility for up to 60 days for diagnostic validation of mental illness or developmental disabilities. This legislation specified that the district court shall review the offender's sentence within 120 days after notification when CDOC has determined the offender is not able to complete the YOS program.

**SB 01-015:** New provisions require CDOC to notify local law enforcement in the jurisdiction where an offender will be placed for Phase III. A process was implemented for local law enforcement to appeal the placement with the executive director as the final authority.

**SB 04-123:** This legislation reauthorized YOS, removing the sunset provision established in SB99-131, which slated the program to close on June 30, 2004. The facility was changed from a level V to a level III facility and the capacity was capped at 256 beds.

## **Program Structure**

Originally located in the Denver Reception and Diagnostic Center, YOS moved in 1998 to the grounds of the state hospital in Pueblo. YOS is situated on a large campus with 13 buildings designated for housing units, high school building, gymnasium, cafeteria, and administrative offices.

YOS consists of four phases designed to provide a continuum of core programming and specialized services tailored to each individual's needs. The phases as defined in statute are as follows:

1. An intake, diagnostic, and orientation (IDO) and orientation training phase (OTP) during which youthful offenders are assessed and acclimated to the YOS facility.
2. Phase I offers a range of core programming, educational and vocational courses, and supplementary activities to youthful offenders.
3. Phase II is administered during the last 3 months of incarceration and prepares the youthful offender for community reentry.
4. Phase III involves community supervision that assists the offender with reentry into society.



**Positive Peer Culture.** YOS is founded on the premise that peers exert powerful influence over each other, and therefore it draws on the milieu to set positive values that promote individual change.

Guided group interaction (GGI) is a specific technique practiced within Phases I and II. It is a group process that utilizes peer group pressure to change behavior. GGI is a step-by-step approach of using the elements of group dynamics and the peer group to assist offenders in the development of pro-social behaviors. The goal is to “guide” the group such that members begin to understand their thinking errors and how those errors affect their behavior and relationships with others. Offenders meet in groups at least three evenings per week with their coach to discuss problems and attempt resolutions.

**Individualized Planning.** Individualized planning is equally as important as the positive peer culture for each offender’s successful outcome. The offender works with a progress team to develop an individualized program plan, also known as the progress assessment summary. The plan identifies 12 general areas to be addressed during the offenders’ sentence at YOS: cognitive education, work, vocational, academic, mental health, substance abuse, medical, conduct/behavior/program compliance, family/social, criminal behavior, obstacles or barriers to transition, and case manager comments and recommendations. Within each area, the progress team identifies a specific problem, goal, and current objectives that detail individualized interventions for the offender.

The plan clearly outlines expectations associated with successful completion of the phases that are measurable and observable. The criteria specifically address minimum requirements for attendance and participation in facility activities, achievement of satisfactory monthly progress ratings by the individual and primary advisor, and development of pro-social behaviors. The plan is updated for each offender biannually and progress ratings are completed monthly by the progress team.

**Classification.** YOS is a secure level III facility. Unlike the adult system where offenders are placed into facilities according to their custody classification, youthful offenders’ classification is based on their assigned phase. In turn, their status, or phase, is determined through team consensus according to the individual’s programmatic needs and progress. As such, critical problems are identified and addressed, and accordingly, the progress team makes status changes concerning issues and problem areas. Each offender must show progress and attain the minimum required goals prior to moving to the next status level.

## **Incentives and Sanctions**

Effective youthful offender correctional facilities typically provide a carefully fashioned incentive system with clear rewards for desired behavior. The YOS incentive system offers a variety of rewards and privileges such as canteen, cosmetic products (for female offenders), visiting privileges, personal telephone calls, television, leisure time activities, extended bed hours, and personal clothing. Privileges increase with each phase of YOS but can be lost through behavior or rule infractions.

**Visiting.** The visiting program is designed to ensure that all special considerations, including travel time, relationships, program needs, family issues, and problems can be met. All visits are considered privileges earned by offenders’ status, or phase, in YOS. Although contact visits are the standard, offenders who are housed in the special management unit are limited to non-contact visits.

**Remediation.** Remediation is a temporary classification action for youthful offenders who have failed to apply acceptable behaviors, skills, norms, directives, or other alternative interventions used to correct inappropriate behaviors. The offenders who are disruptive within the facility and serve as a negative influence are separated from their peers by being placed in a separate pod within IDO. Remediation is utilized to redirect offenders who disrupt the facility, especially those youthful offenders who maintain criminal thinking and undercut the intent of YOS.

Remediation is available throughout the offender's YOS commitment, including Phase I, II, and III, until discharge of sentence. Remediation is designed as a progressive discipline for typically short time periods, ranging from 7 to 28 days. Offenders continue to receive educational services during the remediation process.

**Special Management Unit (SMU).** SMU is the most secure area of the IDO unit, designed to manage offenders pending investigation, staffing for revocation, revocation, or disposition of criminal charges. Offenders with a chronic lack of progress may face regression or a revocation recommendation that results in placement in SMU. Offenders in punitive segregation or those on removal from population (RFP) for security reasons are also housed in SMU. Punitive segregation extends up to 60 days while RFP has a 10 day maximum. Within SMU, there is a three-tiered level system based on a youthful offender's behavior, with a status review every 7 days. Each level has specific time frames for the offenders to demonstrate appropriate behavioral expectations, building increases in privileges with each level. Offenders in SMU are seen at least weekly by mental health professionals.

## **Therapeutic Interventions**

A variety of therapeutic interventions are provided to youthful offenders as dictated by their individualized needs. Therapeutic services include mental health, substance abuse, sex offender treatment and monitoring, anger management, and a Quick Skills cognitive course.

**Mental Health Services.** Mental health services are provided to offenders with the focus on meeting individual needs of the offender population. A dual emphasis on intervention and assessment is utilized to ensure the greatest degree of active offender participation and achievement of individual goals and objectives.

Psycho-educational and cognitive restructuring programs are designed to assist offenders in the development of pro-social and self management skills. They include anger management, stress management, cognitive skills, assertiveness, victim awareness, and communication skills.

Initial screenings for psychological needs are completed by mental health professionals based on psychometric assessments, a review of documentation, medical reviews, and offender interviews. Offenders who are identified with moderate to severe mental health needs, as determined by psychological needs level of 3 or higher, or are on medication are assessed at least quarterly by a mental health professional.

**Substance Abuse Services.** Treatment services are provided to substance abusing offenders through Addiction Recovery Programs, Inc. (ARP), a contract agency licensed by Colorado's Alcohol and Drug Abuse Division. ARP staffs YOS with a certified addiction counselor to conduct assessments and treatment groups.

Offenders' treatment needs are assessed using a standardized offender assessment battery, which examines individuals' criminal risk as well as addiction histories. Treatment

groups are delivered in a group setting using the Pathways to Self Discovery and Change<sup>1</sup> curriculum developed by Milkman and Wanberg. This curriculum operates from a cognitive-behavioral perspective, challenging offenders to address their criminal and addictive thinking. Participants examine factors that may influence them to relapse or repeat their criminal behavior.

Youthful offenders are placed in treatment groups near the end of Phase I, such that they can complete a 16 week course at 4 days per week just prior to moving to Phase II. During this part of the treatment program, offenders initially study the relationship of situations, thoughts, feelings, and behaviors that lead to their life patterns of substance use, delinquency, and crime. In later stages of the curriculum, they identify and modify their thinking errors, learn problem solving skills, and overcome their resistance to change.

Phase II offenders enroll in the Aftercare program to conclude the Pathways curriculum, which focuses on the role of drugs and alcohol in peer development as well as in relation to criminal behavior. Youthful offenders are taught to recognize the harmful effects of continued substance use and understand the varying degrees of abuse and dependence.

ARP offers a relapse prevention program with a high intensity focus for offenders in remediation. It is designed to help them achieve long-term recovery from addiction. Upon completion of the relapse prevention program, offenders will be able to:

- Understand the cognitive-behavioral aspects of addiction and recovery;
- Define personal attitudes, beliefs, and thinking patterns as they pertain to recovery;
- Understand how distorted thinking, irrational beliefs, and self-defeating beliefs can impede recovery;
- Incorporate pro-social values and beliefs and practice responsible behaviors as they re-enter the community with continuing recovery; and
- Formulate a plan of action for continued recovery.

**Advanced Anger Management Program (AAMP).** Participants examine their beliefs, values, and behaviors that contribute to inappropriate anger responses. This program not only provides cognitive information, but it directly confronts how the offender adopts self-defeating behavior. Several assertive strategies are presented and intensively rehearsed to enhance behavioral integration by the participant.

Accountability and integrity are consistently emphasized in AAMP. Unless the participant is willing to let go of inappropriate beliefs and values and accept more pro-social ones, he or she will repeat inappropriate behaviors in the future. This concept is an essential step in personal change; the program supplies the tools that enable the offender to make lifestyle changes.

The AAMP began as a new program in July 1999. It extends approximately 40 hours over a 3 month period during Phase I.

**Sex Offender Treatment Monitoring Program (SOTMP).** The goal of the YOS SOTMP is to provide education and treatment that meet standards established by the Colorado Sex Offender Management Board. SOTMP has been in place at YOS since 2000 and strives to eliminate future victimization. An intense program for identified sex offenders, SOTMP includes assessment, review, and treatment through individual and group counseling over an extended period. The facility program links with community-based programs to provide continuity of care when the offender advances into Phase III.

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<sup>1</sup> Milkman, H.B. & Wanberg, K.W. (2005). *Pathways to Self-Discovery and Change: Criminal Conduct and Substance Abuse Treatment for Adolescents*. Sage Publications: Thousand Oaks, CA.

SOTMP has a cognitive-behavioral orientation and strict requirements for participation. Treatment topics involve victim issues, empathy, personal responsibility, core beliefs, and distortions in thinking, among others. Therapists are responsible for assessing the offender's treatment needs and making programmatic recommendations based on clinical judgment of the offender's eligibility and progress in treatment.

Two treatment groups meet daily for 4 days per week. Stage I is an introductory group for newly identified sex offenders and lasts approximately 7 to 8 months. Stage II, the advanced treatment group for sex offenders who completed the basic group, extends for the duration of the program until Phase III. Stage II focuses on relapse prevention, preparation of a personal change contract for the outside, maintenance polygraphs, and day to day issues and coping.

**Quick Skills.** Quick Skills is a cognitive building curriculum designed to assist the offender population in developing social skills. Courses are taught independently or combined for a more comprehensive treatment unit. Offenders participate in courses at least monthly depending on their specific plan and problem areas.

The Quick Skills courses are delivered in IDO / OTP, Phase I, and Phase II. In IDO / OTP, offenders attend the seven basic learning skills class, which discusses a wide range of learning skills from listening to following directions. Offenders in Phase I attend four modules: problem solving, thinking traps, aggression replacement, and anger control. Phase II teaches employment skills and financial management to those who soon releasing to the community.

## **Female-Specific Activities**

Female offenders are separated from the male offenders at all times; however, the facility or sentence structure and phases are essentially the same. YOS has female-specific programs designed to better meet the needs of this YOS subpopulation. Female offenders participate in many group sessions that are geared to their learning and individual female development. Services by outside agencies are provided in conjunction with YOS mental health staff to ensure psychotherapy is reinforced by all providers and that continuity of care issues are protected.

The Girl Scouts of Pueblo have been involved with YOS on a year-round basis since May 2001. They offer a program entitled LIFE (Leadership Influencing Future Endeavors) that focuses on teaching life development as it relates to relationships. Specific topics offered within the program include personality types; WAIT training; education on sexually transmitted diseases, HIV, and AIDS; outcomes of pregnancy; date rape and sexual coercion; domestic violence; and achieving success.

The Girl Scouts also offer a Healthy Relationships group. This 32-hour program emphasizes to the females the importance of showing respect for themselves and others and affirming healthy relationships with family, peers, and others. They provide programming for female offenders by paying for outside vendors including tattoo removal, cooking class, anger management, parenting classes, and drug and alcohol treatment.

Mental health providers conduct a weekly group with exercises that require full group participation. Topics of discussion include: self esteem, goals, relationships, core beliefs, and coping with the past, along with a scrapbooking group which incorporates past, present, and future decisions in dealing with grief and loss.

A janitorial class is offered on a bi-weekly basis. Topics include safety and security, working with chemicals, viruses and body fluids. They are instructed through videos, verbal

instruction, and hands-on demonstrations by utilizing the janitorial equipment. Offenders are able to earn level I/II/III vocational certificates.

Inspirational recreation is offered on Saturdays in the YOS gymnasium with Mennonite volunteers. A variety of different activities and sports is offered with the goal to teach teamwork. Also provided are group discussions about inspirational topics and stories.

Gardening, cooking, and knitting classes are also offered to the female offenders. In the gardening class, the female offenders are allowed the opportunity to grow their own garden and utilize the vegetables for cooking class. Females learn how to prepare meals, use coupons, maintain cleanliness, and work together as a group in the cooking class. Responsibility, taking direction and being respectful to peers and staff are additional values taught in the class. As part of the knitting class, the females learn to crochet and knit blankets, caps, baby sweaters and scarves. Knitting projects are often combined with community service, where knitted items are donated to organizations such as YWCA and the Posada.

**Table 1. Core Program Interventions**

CORE ACTIVITIES	IDO / OTP	PHASE I	PHASE II	PHASE III
Security Threat Group Screening & Assessment	X			
Mental Health Screening & Assessment	X			
Sex Offender Screening & Assessment	X			
Substance Abuse Screening & Assessment	X			
Education Screening & Assessment	X			
Criminal History Screening & Assessment	X			
Janitorial Class	X	X		
Health Education Class	X			
Physical Regimentation	X	X	X	X
Positive Peer Culture	X	X	X	
Quick Skills	X	X	X	X
Guided Group Interaction		X	X	
Academic Program – Remedial Education		X	X	X
Academic Program – High School		X	X	X
Academic Program – Post Secondary		X	X	X
Academic Program – Vocational Training		X	X	X
Employment		X	X	X
Anger Management Classes		X	X	X
Drug and Alcohol Classes		X	X	X
Mental Health Individual Counseling	X	X	X	X
Sex Offender Treatment & Monitoring		X	X	X
Independent Living Skills	X	X	X	X
Self Help Groups / Group Therapy		X	X	X
Inspirational Recreation		X	X	
Girl Scouts		X	X	
Baby-Think-It-Over			X	
Community Service			X	X
Transition Services			X	

## YOS PHASES

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### IDO / OTP Phase

**Assessment.** An initial assessment is completed when the offender is received and processed at YOS. This assessment consists of the following content areas:

- Criminal history (current and prior)
- History of violent or aggressive behavior
- Gang involvement
- Attitude toward authority
- Escape history
- Behavioral problems
- Educational aptitude and achievement level
- Education / school history
- Work history and aptitude
- Social and family history
- Sexual offender history
- History of drug and alcohol use and treatment
- Mental health (historical and current)
- Physical health (historical and current)

Standardized testing instruments are administered by trained staff to identify and evaluate each offender sentenced to YOS for deficiencies and needs in the areas listed above. Use of standardized testing is supplemented by a focused interview with the offender to verify or elaborate on information collected through testing. Documentation is obtained from court documents, pre-sentence investigation reports, and state and federal criminal justice databases (i.e., CCIC, NCIC, CICJIS). Other history (e.g., education, treatment, placement, etc.) may be further validated via phone contact or written correspondence.

**Orientation.** The initial orientation occurs during the first 30 days and participation is required of all offenders in order to advance to the next phase. Orientation includes a thorough discussion of the full scope of activities to occur in each phase of their sentence. This activity provides basic program information regarding:

- Explanation of YOS sentencing
- Criteria for successful completion of YOS
- Rules and regulations
- Group behavioral norms
- Confidentiality of information including limits to confidentiality
- Responsibilities to attend programs and activities
- Methods of confrontation
- Sanctions
- Criteria for termination from YOS
- Redirecting destructive energies
- Developing pro-social rapport between staff and offenders

Throughout the first 30 days, when not involved in orientation or diagnostic activities, the offender participates in highly regimented physical activities. The physical training that OTP offenders undergo is designed to immerse offenders both mentally and physically. Although

somewhat less rigorous in later phases, physical fitness is emphasized throughout the entire YOS sentence.

**Initial Plan.** At the conclusion of the intake process, a multi-disciplinary staffing team meets to develop the initial individualized plan of programmatic activities for each IDO / OTP offender. The team may include the following staff: assessment lieutenant / treatment team coordinator, primary advisor, educational assessment specialist, mental health staff, certified addiction counselor, sex offender treatment team, intelligence officer, and correctional officers / drill instructors.

This staffing committee reviews educational development and placement, cognitive skills, substance abuse and other treatment issues, family support, behavior problems, custody concerns, criminal history, release dates, gang or security threat group (STG) issues, and other information to familiarize all members of the team with the offender. Also at this staffing the offender is introduced to members of the team that he or she may not have met yet, most notably his or her primary advisor. The primary advisor will acquaint the offender with the expectations of Phase I and will continue to guide the individual during the next phase to ensure adequate progress and participation.

## **Phase I**

The longest portion of the YOS sentence is served in Phase I which may extend from 8 to 75 months, depending on the court's sentence. This phase is also where the most intensive service delivery occurs.

Phase I utilizes a unit management approach to offender management such that there are no more than 15 offenders per group. Living units are staffed by multi-disciplinary teams with security, discipline, education, treatment, and behavior modification being the shared responsibility of each staff member. Each unit serves as a small community where incentives are utilized to suppress anti-social behaviors and reinforce pro-social behavior and positive application of cognitive thinking skills. Progress team staff members share in the skills training and education responsibilities.

**Education / Employment.** The mission of the YOS education department is to develop compassionate, responsible, independent, and productive citizens through quality education. Education is a comprehensive program that provides academic, vocational, and cognitive classes, supported by special education and Title I services. In addition, a letter of agreement between YOS' Century High School and Pueblo School District 60 is in effect, enabling offenders who meet the district's graduation requirements to receive their diploma.

Every YOS offender who has not received a GED or earned a high school diploma prior to arrival at YOS is enrolled in either pre-secondary remedial classes or secondary (grades 9 to 12) education courses. Placement is dependent upon grade and skill levels as determined by the diagnostic process in IDO. The academic and vocational courses include:

- Language Arts and English
- Mathematics
- Social Studies
- Science
- Physical Education and Health
- Electives: Art, Keyboarding
- Vocational: Auto/Small Engine Repair, Business Computers, Multimedia Production,

Electronics, Barbering, and Janitorial

- Apprenticeship Programs through the Colorado Department of Labor to include Office Management and Food Service

The teacher-to-student ratio is maintained at 1:10 or better. Small classes and a variety of individual and small group activities provide the individualized attention and instruction needed to actively engage at-risk youthful offenders in a challenging learning process. All YOS academic and vocational teachers are highly qualified in the core subject areas and licensed with the Colorado Department of Education.

YOS offers special education services designed to provide unique instructional assistance for qualifying youths comparable to that which is offered in the public school system. A certified special education teacher in IDO conducts an assessment with follow up by a licensed special education teacher who assists regular classroom teachers. Special education services are designed to meet federal and state guidelines regarding the development and follow-up of an individual education plan in coordination with a multi-disciplinary team of professionals and concerned parents.

Offenders with a high school diploma or GED are required to take college courses, attend post-secondary vocational classes, or work within the facility. Job assignments exist in food service, maintenance, or janitorial services. Offenders may also opt for a work assignment while taking post-secondary courses. College courses are provided through Adams State College, and offenders have the capability to acquire an associate or bachelor degree, depending upon their motivation and sentence length.

Offenders have access to a large library collection on campus and are encouraged to take full advantage of it. Offenders can use interlibrary loans for materials not available. In addition, they have access to other resources such as a computer lab and computer aided college courses.

**Family Preservation.** Parental involvement is an essential component of YOS. As part of family preservation, quarterly meetings are held with offenders' parents. The goal of these meetings is to encourage parental participation and input that result in improved communication among offenders, parents, and staff. In turn, better communication facilitates stronger relationships with parents who are a critical support system for the youthful offenders while they are incarcerated as well as when they return to the community.

On a daily basis, the YOS leadership team maintains lines of communication with parents who have concerns, questions or issues that may arise regarding their child. Additionally, YOS has implemented a volunteer committee (YOS Parents Association) along with a phone tree for sharing information. The YOS Parents Association provides the time and resources needed to host special functions within YOS.

## **Phase II**

The last 3 months of an offender's incarceration is served in Phase II. The date of progression to Phase II is determined by the YOS Placement Committee, which assesses each offender's progress in education, cognitive course work, facility employment history, progression in the Behavior Management Program/Level System and overall abilities for predicting a successful transition back into the community. At present time, Phase I and Phase II are located within the same facility in Pueblo, and offenders remain under 24-hour supervision while in the facility and while on outing within the community.

Phase II is intended to:



- Provide direct supervision to ensure offender compliance through incentives and sanctions with the goal of maintaining public safety.
- Utilize staff as mentors to provide support and encouragement to foster positive social interaction.
- Replace criminal thinking and current value system with socially acceptable norms that enable the youthful offender to participate in non-criminal community activities.

Youthful offenders continue to receive a full range of services in Phase II but with greater emphasis on those that facilitate successful reentry into the community, including job development, life-skills training, and education. The core activities within Phase II include education, victims' impact class, relapse prevention, treatment groups, independent living skills, employment services, community service, pro-social outings and transition services.

**Education / Employment.** The education component in Phase II is designed to build upon the academic skills acquired in Phase I in order to prepare them for the academic, vocational, or occupational challenges of community living.

Academic classes continue for offenders who have not yet obtained a high school diploma or GED. For those with high school certification, preparation for college entrance exams (ACT and SAT) is available. Phase II employs the services of an educational advisor who facilitates the application process for federal and state grants, scholarships, support services, and assistance with post-secondary needs. Male offenders who are 18 years of age or older are required to enroll with Selective Service to qualify for state and federal grants and vouchers.

All Phase II offenders participate in a monthly employment seminar that assists in career planning by providing labor market information and assistance with applications and resumes. This phase helps youthful offenders improve upon skills, such as goal setting, self-esteem, listening, assertiveness, interviewing skills, and job seeking skills.

The education component in Phase II is not restricted to academic and vocational skills. The curriculum seeks to improve offender's effectiveness in many essential life roles, such as employee, parent, family member, and member of society:

- Goal setting
- Time management
- Communication
- Stress and health
- Interviewing skills
- Decision making
- Money and credit
- First impressions
- Assertiveness
- Exploring interests
- Strengths
- Job progression
- Celebrating success

Phase II staff assist offenders in securing birth certificates, social security cards, and Colorado identification cards that will be necessary when applying for jobs. Courses in writing skills focus on resumes, cover letters, and explanation of felony convictions for prospective employers.

**Independent Living Skills.** Offenders prepare for community living by participating in independent living skill coursework that is part of the Cognitive Intervention core curriculum. To facilitate a successful community reentry, offenders meet with community agencies to plan for future transition.

Offenders are required to attend a nutrition class where they are taught skills in food planning and preparation. Additionally, budgeting and personal safety are discussed as important parts of independent living. They are also required to prepare a budget, which is discussed during the monthly transitional meetings.

All Phase II offenders are required to complete a resume, cover letter and felony explanation letter. These documents are reviewed monthly during Progress Team Reviews. Within the facility, offenders are responsible for chores and maintenance as they will be in the community.

**Baby – Think It Over Program.** Phase II offenders participate in the Baby – Think It Over Program, which requires each offender to adopt the role of a parent. By exploring the emotional, financial, and social consequences of parenting, the program introduces offenders to the responsibilities of caring for an infant. The program also discusses abstinence and sexually transmitted diseases.

**Community Service.** Youthful offenders are required to complete 100 hours of meaningful community service, with a maximum of 40 hours in Phase II and a minimum of 60 in Phase III. Offenders in Phase II have been involved in the following Pueblo community service projects:

- Food Distribution
- Historic Riverwalk Project
- Pueblo Nature Center and Trail
- Martin Luther King Museum
- Buckle Up Program
- Pueblo Parks and Recreation
- Colorado Division of Wildlife
- Washington Head Start
- John Newman School System
- Pueblo County Probation Choices & Consequences Program
- Pueblo County Health Department
- TREC Equestrian Program
- Girl Scouts Inc.
- Colorado State University at Pueblo

**Transitional Services.** Transition team meetings occur during Phase II to evaluate, coordinate, and finalize a comprehensive and tailored community supervision and reentry plan for Phase III. The initial meeting actually occurs in Phase I about 30 days prior to transfer to Phase II. The second meeting is held after completing 30 days in Phase II, and the final meeting is held 3 weeks prior to Phase III. Meetings are attended by Phase I, II, and III staff; mental health, SOTMP therapist, and/or medical staff as needed; educational advisor; the offender; family members; and appropriate community providers. The plan addresses the following components:

- Family preservation, emancipation, or independent living skills
- Academic and vocational education

- Employment history and abilities
- Drug and alcohol counseling
- Community service
- Mentoring
- Recreational activities
- Groups for pro-social behavior
- Gang affiliation and history of participation
- Medical history
- YORP grant eligibility
- Criminal history and propensity to re-offend
- Institutional behavioral history
- Cognitive educational accomplishments
- SOTMP participation (if applicable)
- Offender's Phase III plan and goals for successful community reentry

The offender actively participates in implementation of the Phase III plan after its development. Phase II offenders are transported to meet and tour Phase III community providers, take college entrance exams, enroll in school, attend college orientations, apply for financial aid, drop off employment applications, schedule interviews, attend job fairs, and actively participate in the process of leasing an apartment.

### **Phase III**

The community supervision phase is intensive, responsive, and holds the offender to a high level of accountability. Phase III features a structured surveillance and monitoring component with a gradual extension of earned privileges and freedoms designed to prepare the offender for community re-entry and subsequent release from the program. This phase teaches self-discipline by confronting noncompliant behavior immediately and using appropriate sanctions. Sanctions are designed as progressive discipline and may include the writing of essays describing the problem situation and possible solutions, increases in community service hours, increases in restitution, loss of privileges, house arrest, or remediation to the YOS facility.

Remediation to the YOS facility in Pueblo is a responsive procedure to address and correct noncompliant behavior without revoking the offender's YOS sentence. Community and facility staff jointly develop a plan to address the offenders' unacceptable behaviors and prepare for re-entry again.

When the sanctions available to YOS are inadequate or ineffective, the youthful offender may have their YOS sentence revoked and their initial prison sentence reinstated. Revocation is a complex process that requires approval from the Director of the Division of Adult Parole, Community Corrections and YOS (DAPCC/YOS) and CDOC's Executive Director, but may be appropriate for offenders who refuse to participate in the program, re-offend, or have excessive violations. Violent behavior is not tolerated and will result in immediate arrest and detention.

**Intensive Supervision.** Curfew compliance, monitoring, and surveillance are key components of intensive supervision. Even before releasing to the community, offenders are assigned a community parole officer (CPO) who takes on the role of primary advisor.

The CPO provides close supervision and surveillance in Phase III by maintaining elevated contact standards designed to provide support, monitor compliance, and enhance

program performance. Per statute, CPO's are required to carry a caseload of no more than ten YOS offenders; small caseloads are essential to interrupt the strong gang affiliations that prevail among the offender population. A minimum of two contacts per week are the standard, although others are made as needed to sufficiently monitor behavior. The frequency of contact with the offender is believed to correlate to program performance such that more contacts ensure compliance with program rules. Consistent with YOS' model of incentives and sanctions, youthful offenders can progress through three levels of community supervision, increasing their freedoms as they display desirable behaviors.

The CPO fulfills many roles and functions in the supervision of youthful offenders that are both typical and unique. Among the more traditional ones are supervision duties in place to protect public safety, which may include responding to attempted escapes and critical incidents, making arrests, administering disciplinary procedures, and removing offenders from the community as necessary. Functions unique to youthful offender supervision include developing a community supervision plan, evaluating offender performance, and making plan adjustments in conjunction with the progress team. Furthermore, the CPO serves as a mentor and role model; frequent contacts between the officer and the offender are intended to develop a greater degree of bonding. Serving as a positive role model is intended to promote development of socially acceptable behaviors and attitudes.

Other mechanisms are in place to monitor offenders as well. Unless living in a 24-hour supervised residential program (for offenders in the emancipation program), every offender is required to make daily call-ins to a designated day reporting center. Day reporting services are crucial to determine sentence compliance and ensure public safety. In addition to receiving calls, day reporting services connect electronic ankle monitors, track offender whereabouts, establish curfews, conduct random urinalysis, verify treatment and employment attendance, provide case management, and collect restitution.

All Phase III offenders are required to wear an electronic monitoring device for most of their community supervision. Electronic monitoring tracks curfew compliance and whether or not offenders are at their residence. They are also supervised by an electronic paging program which uses alpha-numeric pagers to monitor the location, movement, and activities of offenders during day and evening hours.

Each offender is required to submit to weekly urine analyses. Urine analysis is used not only to curtail drug and alcohol usage, but also to prevent criminal behavior that is often linked to substance abuse.

**Education / Employment.** It remains a primary goal during Phase III to have each offender attain a GED or high school diploma if he or she has not already. Each YOS offender is required to attend academic classes until a high school education or equivalence is achieved. All Phase III offenders participate in the Quick Skills cognitive education program.

Community supervision identifies and offers pre-registration assistance for local education courses at the pre-GED, secondary, and post-secondary level. Post secondary education for the offender is available according to the desire, motivation, and situation of the offender. Education beyond the secondary level must be financed by sources outside the YOS system.

Each offender is required to secure and maintain employment (at least 20 hours per week) during community supervision. The employment requirement builds a work ethic, self-confidence and esteem, independence, and self sufficiency. YOS provides job and career information, develops job banks, and facilitates employment opportunities. All offenders in

community supervision are enrolled at their local Colorado Workforce Center. Offenders being emancipated are encouraged to find full-time employment; offenders enrolled at community colleges with financial support are typically employed part-time.

**Family Preservation.** Offenders returning to the home of their parent(s), family, or designated sponsor are identified as candidates for family preservation. In this component, the family members are integral to developing and implementing the aftercare plan and establishing a community-based support system for the offender. This team approach enlists a commitment from the offender's family to support him or her in achieving the goals of community reentry. Counseling is available for families in parenting skills, conflict resolution, and family therapy to aid the transition to the home environment.

The CPO conducts a home visit 3 months prior to the offender's release to Phase III and assesses the appropriateness of the offender's return based on the degree of support, environmental conditions, and other factors relevant to success in the offender's community reentry.

**Emancipation.** In some instances, returning home is not an option or is not conducive to an offender's re-entry goals; these offenders are identified as candidates for the emancipation program. Some individuals initially identified for the family preservation program who returned home may later be placed in the emancipation program when the initial attempt fails and it is recognized that the environment is not conducive to successful reentry. A dysfunctional family or gang influences are examples of situations where an offender may need to be removed from the home.

Emancipation becomes the most critical part of the community supervision plan for those targeted for independent living. Short term placement (3 to 6 months) in a contracted supervised group home provides offenders with cognitive intervention, independent living skills, gang intervention, community-sponsored social and recreational activities, and transitional services essential for living on their own. Fundamentals for independent living such as money management, housing/rental issues, housekeeping, food management, transportation, personal hygiene, health, and social issues are learned skills that group home or apartment living will offer as experiential education. A supervised group home or apartment environment instills responsibility, teaches coping skills with peers, and offers a period to evaluate the offender's readiness to move to independent living.

YOS offenders for whom emancipation is a goal typically have negligible income, savings, and family financial assistance; therefore, they are initially subsidized by DAPCC/YOS. The CPO assists the offender in securing appropriate living quarters and provides assistance in acquiring basic furnishings (e.g., bed, bedding, kitchen utensils, food, towels, toiletries). Supervision and monitoring of the YOS offender during independent living is appropriately intensified to ensure program compliance. Independent living may occur upon release from the Phase II, but in most cases occurs after a period of emancipation programming.

**Treatment.** The DAPCC/YOS utilizes external agencies authorized by the CDOC approved treatment provider program for mental health, substance abuse, or sex offender therapy. Community supervision recognizes the need for offenders to continue their participation in appropriate individual or group therapy to identify and address problem areas on an ongoing basis.

Sex offenders are typically required to register with the law enforcement agency which has jurisdiction over their area of residence. Sex offender therapists assess for sexually violent predator classification to flag for community supervision. Those designated as a seriously violent

predator by a Judge are required to register quarterly and provide community notification to the area into which they are moving; treatment is also required of them while in Phase III.

**Community Based Programs.** Phase III incorporates community-based programs to provide a broad and diverse menu of support, intervention, and treatment systems to facilitate the restructuring of the offender. Upon entering the community supervision phase, the offender participates in a week long program orientation that includes employment, educational, and leisure assessments, program services and supervision standards review, community resource orientation, and implementation of community reentry plan.

A full menu of meaningful programs offers better risk control and behavioral reform. As the intensity of community supervision decreases, the involvement in the community based support network should increase to offer support and encouragement after completion of the YOS sentence.

Participation in community service that began in Phase II continues into Phase III. Offenders must complete a total of 100 hours of meaningful community service as part of their sentence, at least 60 of which are to be done in Phase III. However, offenders may accrue additional community service hours as a sanction for noncompliant behavior. Community service requires the offender to give something back to the community while exposing them to higher social values and building stronger community ties.

**Community Safety.** As a matter of public safety and service to offenders, DAPCC/YOS operates a command post on a 24-hour, 365 days a year basis to provide emergency communication coverage. The command post provides a unique communication and notification system that links DAPCC/YOS and statewide community corrections facilities with law enforcement in a special statewide fugitive task force. The task force is assigned to investigate and apprehend CDOC and State Judicial fugitives, including youthful offenders.

The CPO is a liaison with local law enforcement and anti-gang units in particular. Many YOS offenders are gang affiliated, and the ties and values of the gang culture have proven to be very strong and destructive. Gang intervention is on-going and is confronted immediately; gang behavior and associations are not tolerated. Coordination with the local law enforcement gang units is critical for interdicting the gang culture and understanding its influence, and it also serves to enhance the safety of the offender and officer.

## STAFFING

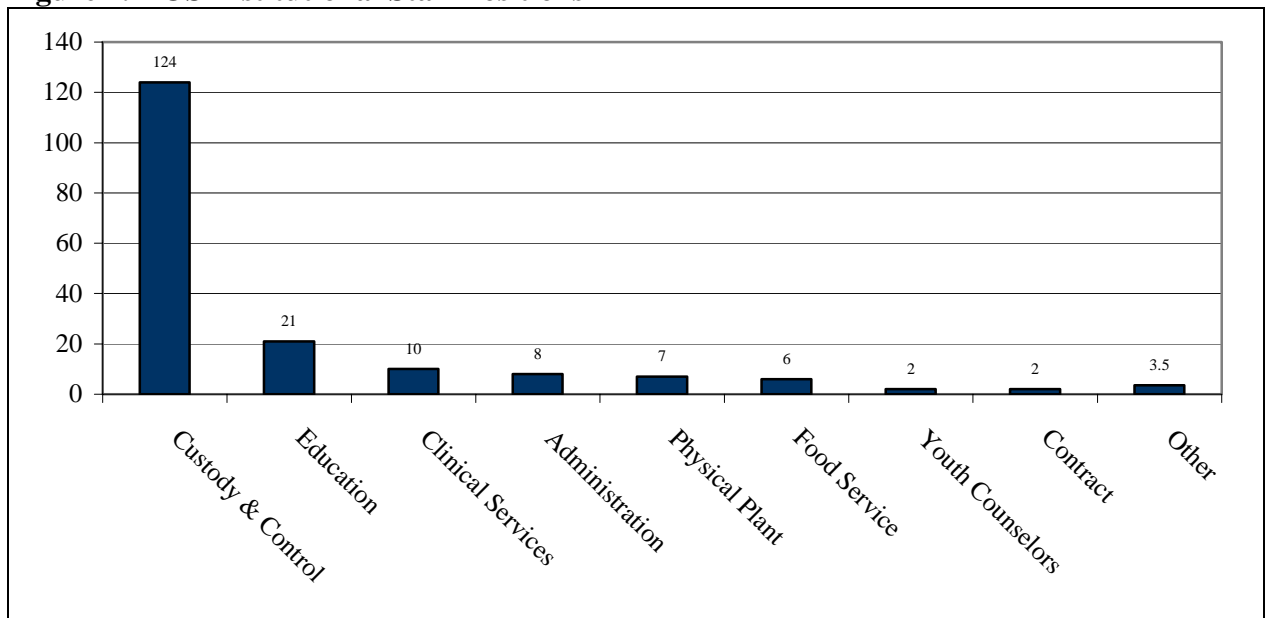
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Perhaps more so than in the adult system, staff working with youthful offenders must be able to perform multiple functions in addition to those related to security. YOS staff members are selected for their potential to mentor, coach, and provide training to offenders and jointly facilitate the counseling sessions and programmatic activities.

### Institutional Staff

There are 184 positions currently assigned to YOS (see Figure 1). Among the administrative staff are the Warden and the Associate Warden along with administrative personnel including the Administrative Services Manager, the Custody and Control Manager, and other support staff. Custody and Control encompasses correctional officers who provide direct offender supervision, offender management, security for the facility, and supervision of line staff. Additionally, they facilitate Quick Skills classes and GGI sessions with offenders. Clinical Services staff administers medical and therapeutic interventions while the Education staff are responsible for direct and supportive educational services for offenders. Food Service and physical plant employees provide meals for the offenders and ground maintenance for the facility as well as direct supervision of offenders working in those areas. Positions in the other category include an investigator, legal representative, and researcher not physically located at the YOS facility.

**Figure 1. YOS Institutional Staff Positions**



### Community Staff

**YOS Program Administrator.** The YOS Program Administrator secures and develops statewide community-based resources and support programs for youthful offenders transitioning

from the institutional portion of the YOS facility to the community supervision phase. These resources and programs are designed to meet the individual needs of each offender in the areas of education, financial aid, vocational training, support services, therapy, employment, housing, independent living, and community service. The YOS Program Administrator works with providers to develop services that meet the needs of the offenders and monitors the implementation and effectiveness of their services.

**Community Parole Officers (CPO).** Community supervision is provided by CPOs who are POST (peace officer standards and training) certified. Additionally, they are certified in firearms; they must participate in monthly firearms training and pass a quarterly firearms proficiency course. CPOs are held accountable to supervision standards that are set in state statutes and CDOC administrative regulations.

## **Staff Training and Development**

Like all CDOC staff working with offenders, DAPCC/YOS staff are required to attend the CDOC Basic Training Academy and maintain a minimum of 40 hours of subsequent training each year in subjects and courses that enhance career development specific to their professional status.

The Colorado Revised Statutes require YOS staff to have experience working with juveniles or receive the proper training prior to working with these youthful offenders. YOS has established a 40 hour orientation training program for new staff to meet this mandate. This training includes courses in:

- Reviewing administrative regulations 1600-01 and 1600-03
- Educational programming
- Cognitive Intervention Program (CIP)
  - Mission statement
  - Guiding principles
  - Introduction to CIP
  - Legal issues
  - Positive peer culture and cognitive education
  - Cognitive distortions
  - Staff expectations
  - Thinking errors
  - Levels of confrontation
    - Huddle-up format
    - Life space
  - Interview skills
  - Conditions of feedback
  - Guided group interaction (GGI)
  - Progress teams
- Program continuation
- Code of penal discipline (COPD) and YOS
- Progress assessment summary (PAS)
- Special education
- Suicide prevention
- Adolescent development



- Neglected, sexually and physically abused youth
- Dynamics of juvenile sex offender
- Adolescent nutrition
- Quick skills overview

## YOS COSTS

Actual costs were examined for YOS over 3 fiscal years (FY; see Table 2). Total annual costs and costs per day per inmate are presented separately for the institutional portion, the community supervision phase, and jail backlog as well as for the entire program. Inmate costs per day were calculated using the average daily population (ADP). The ADP for institutional supervision was 203 in FY03, 190 in FY04, and 178 in FY05. ADP was lower for community supervision with 34 in FY03, 38 in FY04, and 33 in FY05.

Costs are detailed by category. Housing and inmate services include housing, utilities, maintenance, food, laundry, case management, inmate pay, and legal access. Business Technologies, Transportation, Communications, and Training are among the various CDOC divisions that provide support services. Inmate programs are detailed individually for the institutional portion of YOS; 'other' programs include volunteers and community-based services.

**Table 2. YOS Program Costs by Fiscal Year<sup>2</sup>**

	FY03		FY04		FY05	
	Total Annual Cost	Inmate Cost Per Day	Total Annual Cost	Inmate Cost Per Day	Total Annual Cost	Inmate Cost Per Day
Institutional Supervision	\$13,753,533	\$185.62	\$12,727,023	\$183.52	\$12,665,070	\$194.94
Housing and inmate services	\$12,337,018	\$166.50	\$11,550,839	\$166.56	\$11,603,704	\$178.60
Management services	\$193,010	\$2.60	\$121,740	\$1.76	\$123,641	\$1.90
Support services	\$286,078	\$3.86	\$181,566	\$2.62	\$178,669	\$2.75
Inmate programs	\$233,860	\$3.16	\$179,758	\$2.59	\$172,757	\$2.66
Education	\$103,319	\$1.39	\$75,101	\$1.08	\$75,592	\$1.16
Mental Health	\$8,634	\$0.12	\$25,786	\$0.37	\$638	\$0.01
Alcohol and Drug Services	\$49,531	\$0.67	\$20,907	\$0.30	\$22,339	\$0.34
Sex Offender Treatment	\$57,275	\$0.77	\$40,737	\$0.59	\$54,699	\$0.84
Other	\$15,102	\$0.20	\$17,226	\$0.25	\$19,489	\$0.30
Medical	\$703,566	\$9.50	\$693,121	\$9.99	\$586,298	\$9.02
Community / Parole Board	\$0	\$0.00	\$0	\$0.00	\$0	\$0.00
Community Supervision	\$1,976,135	\$159.24	\$1,822,858	\$131.42	\$1,818,147	\$150.95
Housing and inmate services	\$0	\$0.00	\$0	\$0.00	\$85	\$0.01
Management services	\$53,146	\$4.28	\$59,666	\$4.30	\$53,896	4.47
Support services	\$21,060	\$1.70	\$28,508	\$0.41	\$23,689	1.97
Inmate programs	\$2,529	\$0.20	\$2,141	\$0.15	\$0	\$0.00
Medical	\$0	0.00	\$0	\$0.00	\$0	\$0.00
Community / Parole Board	\$1,899,399	\$153.05	\$1,732,543	\$124.91	\$1,740,477	\$144.50
External Capacity (Jail Backlog)	--	--	\$20,158	\$18.41	\$36,393	\$49.85
<b>YOS TOTAL</b>	<b>\$15,729,667</b>	<b>\$181.84</b>	<b>14,570,080</b>	<b>\$172.71</b>	<b>\$14,519,609</b>	<b>\$186.76</b>

Overall, the total budget has declined 7.7% from FY03 to FY05, although the inmate costs per day experienced only minor fluctuations. In comparison to adult CDOC facilities, YOS is more costly than any other facility by \$28 (FY05 data). This rate is explained largely by the high staff to offender ratio and intensive education and program services.

<sup>2</sup> Source: Cost Per Day Report in the Colorado Department of Corrections Budget Request for Fiscal Years 2002-03, 2003-04, and 2004-05.

## **FUTURE CONSIDERATIONS**

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### **IDO / OTP, Phase I, and Phase II**

Continue assessment of YOS with emphasis on the following items for IDO / OTP, Phase I, and Phase II:

- Continue alignment of all phases under one administrative umbrella.
- Ensure that 100% of the offender population receives anger management services prior to placement in Phase II.
- Ensure offenders receive CYO-LSI assessment in IDO and again upon Phase II placement.
- Train all case managers in core traditional practices through the Office of Offender Services.
- Review gang education services provided by other agencies and determine if they would be an asset to YOS or validate the current approach utilized at YOS.

### **Phase III**

Continue assessment of YOS with emphasis on the following items for Phase III:

- DAPCC/YOS is designing a YOS Mentoring Program in collaboration with CDOC volunteer services and a community-based service provider to offer mentoring services to offenders in the facility which would follow them into the community.
- DAPCC/YOS is working with a YOS community-based service provider to develop and implement a residential substance abuse program for Phase III. This program will be in partnership with the AA Bridging the Gap Program.

### **Overall Considerations**

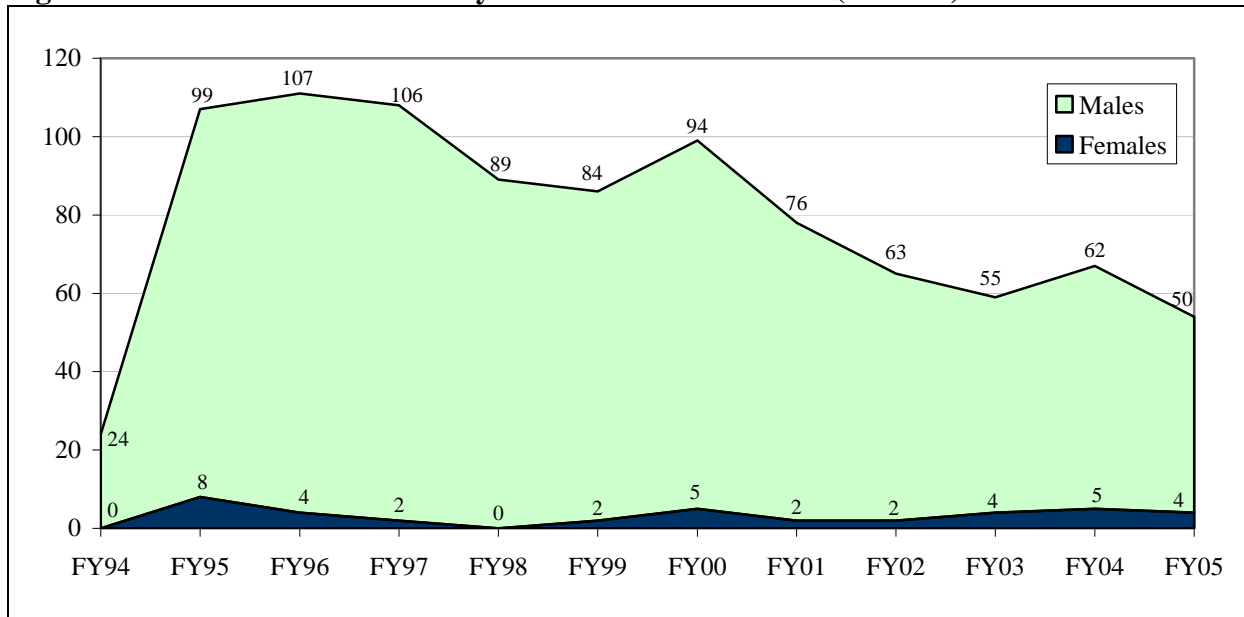
- The CDOC continues to work with district attorneys, public defenders, and judges to increase awareness about the YOS sentencing option and ensures consistent, appropriate, and timely sentencing under the YOS statutory provisions. Tours of the YOS facility are routinely scheduled and conducted for attorneys, judges, and advocacy groups. Informational packets have been mailed upon request.
- The Division of Criminal Justice within the Colorado Department of Public Safety completed an evaluation of YOS. The recommendations of the report will be evaluated by CDOC and appropriate plans of actions created.

## OFFENDER PROFILE

### Admission Characteristics

Youthful offenders admitted to YOS, from its inception in 1994 through the end of FY05, were used to profile the population. During this time, a total of 947 individuals were admitted, of which 4% were females. Figure 2 shows the number of admissions each year by gender. FY05 witnessed the lowest annual rate of admissions, excluding FY94 during which time the facility was not fully operational for the full year.

**Figure 2. Number of Admissions by Gender and Fiscal Year (N = 947)**



Data was obtained from the Department of Corrections information system (DCIS) to profile YOS admissions across demographic, criminal history, needs, and STG involvement variables. Data is presented for three fiscal years (the period since the most recent YOS annual report) along with the overall statistics for the entire population.

**Demographic Characteristics and Criminal History.** YOS population characteristics remained relatively stable, with only minor changes over time, as shown in Table 3. However, an examination of ethnic backgrounds supports a growing trend of more Hispanic offenders and fewer Caucasian offenders. Other changes over time appear to be sporadic and may not be indicative of an actual trend. Interestingly, a small but notable number of youthful offenders are parents themselves. This presents a unique challenge to the programming and services within YOS.

As described earlier, an adult sentence is imposed on all youthful offenders, which is suspended conditional upon their completion of the YOS sentence. The data indicates that YOS sentences were 5 years shorter, on average, than if they were served in the adult population.

Additional criminal history data was collected to examine county of commitment (see Figure 3) and type of crime for offenders' most serious offense (see Figure 4). Over this time period, Adams, Alamosa, Arapahoe, Denver, Jefferson, and Weld counties had the highest

utilization of YOS during this time period. The most frequent crime categories were aggravated robbery and assault (1<sup>st</sup> and 2<sup>nd</sup> degree).

All YOS admissions are currently assessed on the Colorado Youth Offender – Level of Supervision Inventory (CYO-LSI), a measure of criminal risk and need. CYO-LSI data was not available for admissions prior to FY05. Mean scores for FY05 admissions were 42.7 (*SD* = 11.2) on this scale that ranges from 0 to 84 points, classifying them in the highest risk category.

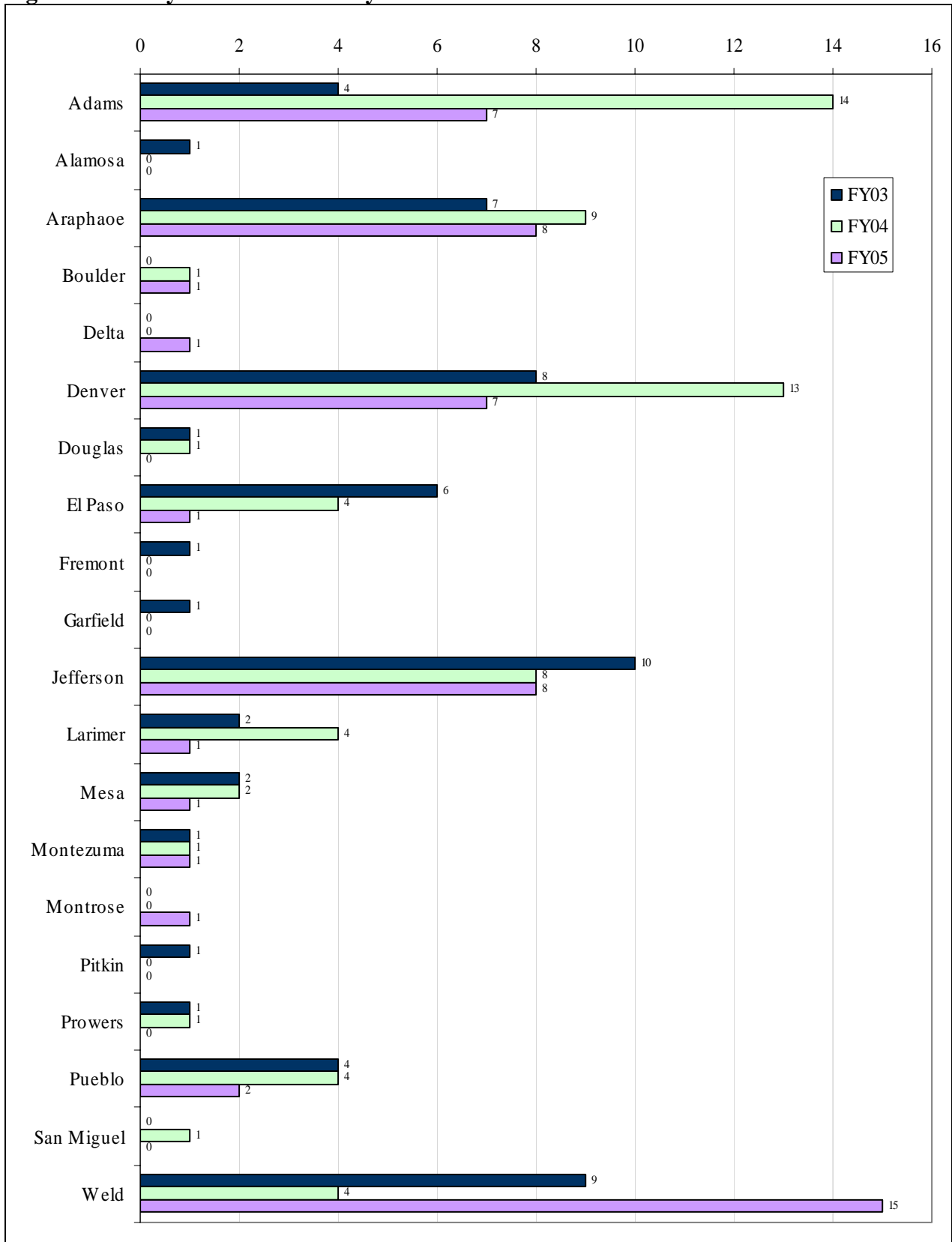
**Table 3. Admission Characteristics by Fiscal Year**

	FY03 (n = 59)		FY04 (n = 67)		FY05 (n = 54)		FY 94 - 05 (N = 947)	
	n	%	n	%	n	%	n	%
Ethnic Background								
Hispanic	27	46%	34	51%	30	55%	417	44%
African American	12	20%	13	19%	9	17%	248	26%
Caucasian	18	30%	16	24%	12	22%	244	26%
Asian	1	2%	3	4%	3	6%	23	2%
Native American	1	2%	1	2%	0	0%	14	2%
Age at Admit								
14	0	0%	0	0%	2	4%	16	2%
15	2	3%	10	15%	3	6%	91	9%
16	12	20%	12	18%	11	20%	229	24%
17	32	55%	27	40%	21	39%	386	41%
18	13	22%	17	25%	17	31%	209	22%
19	0	0%	1	2%	0	0%	16	2%
Mean (St. Dev.)	17.0 (0.8)		16.8 (1.0)		16.9 (1.0)		16.8 (1.0)	
# with Children	3	5%	9	13%	3	6%	45	5%
YOS Sentence Length								
1 year	0	0%	0	0%	0	0%	7	1%
2 years	12	20%	14	21%	8	14%	179	19%
3 years	10	17%	12	18%	9	17%	254	27%
4 years	15	26%	16	24%	14	26%	181	19%
5 years	3	5%	7	10%	14	26%	130	14%
6 years	19	32%	17	25%	9	17%	191	20%
7 years	0	0%	1	2%	0	0%	4	0%
Adult Sentence Length								
Median (St. Dev.)	8.0 (6.4)		8.0 (6.1)		10.0 (4.4)*		9.0 (5.8)*	
Violent Offenders								
Violent	36	61%	44	66%	39	74%	632	67%
Nonviolent	23	39%	23	34%	15	26%	315	33%
Felony Class								
Class I	0	0%	0	0%	0	0%	0	0%
Class II	0	0%	1	2%	0	0%	5	0%
Class III	23	39%	27	40%	26	48%	405	43%
Class IV	27	46%	27	40%	24	45%	399	42%
Class V	8	13%	12	18%	4	7%	129	14%
Class VI	1	2%	0	0%	0	0%	8	1%

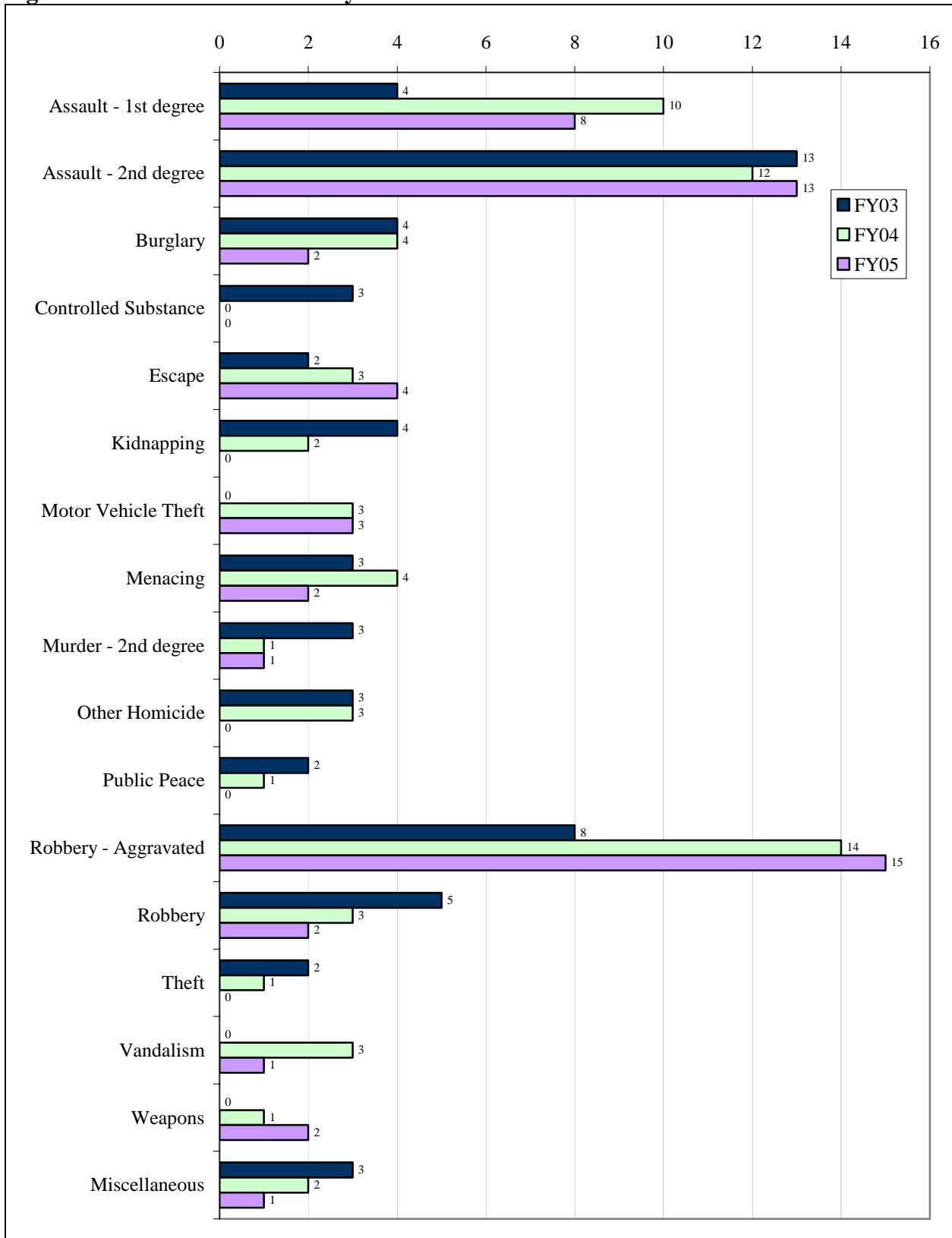
Note. Data missing on 1 case for ethnicity in FY99 and 1 case for crime data in FY00.

\* Adult sentence excludes 1 case for life without parole.

**Figure 3. County of Commitment by Fiscal Year**



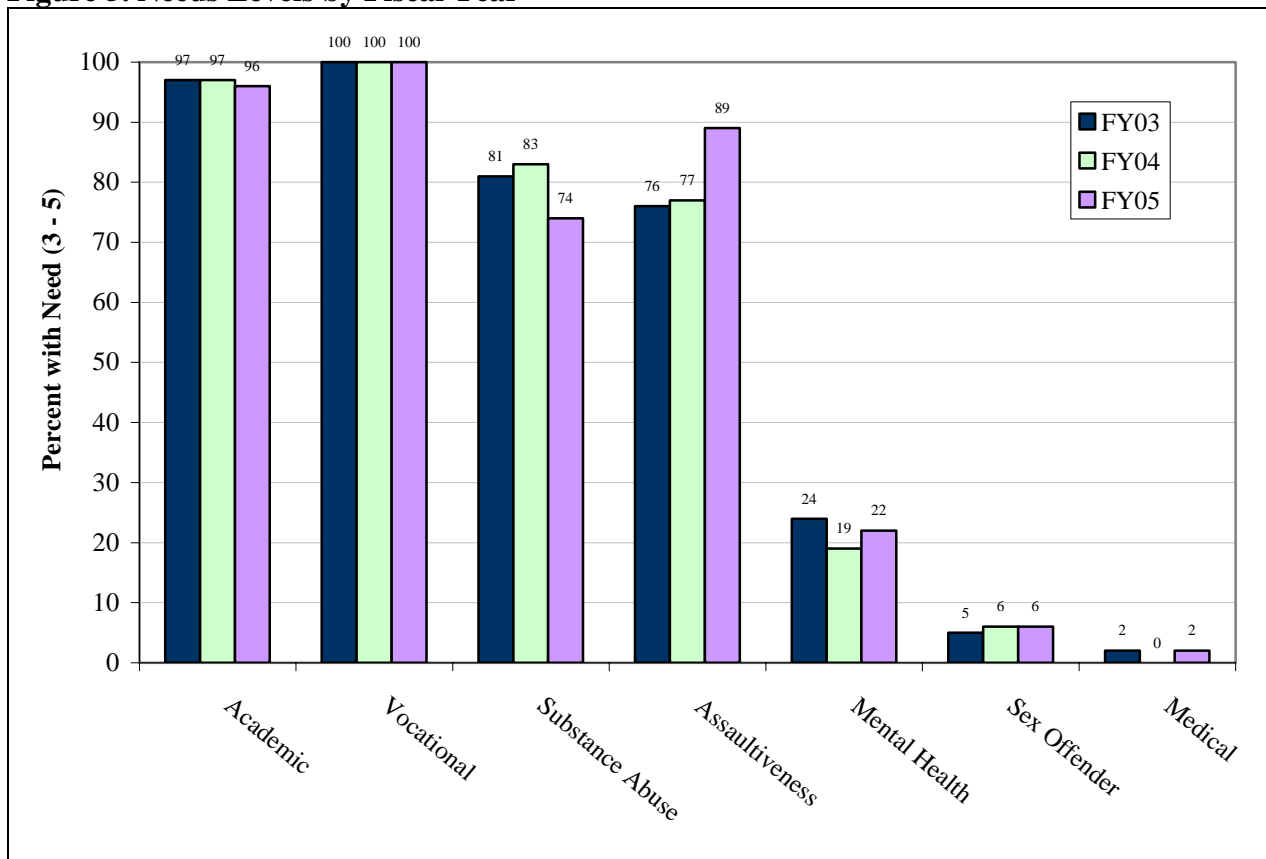
**Figure 4. Most Serious Offense by Fiscal Year**



**Needs.** Youthful offenders are assessed on several dimensions to determine individual needs. Needs levels are rated on a 5-point scale where higher scores are indicative of more serious needs. Typically, offenders scoring three or greater are identified as having treatment needs in that area. Although the sex offender needs level is not rank-ordered in severity as are the other scales, scores of three through five indicate the need for treatment.

Figure 5 displays the percent of offenders with needs across seven domains. In comparison to the adult CDOC population, youthful offenders present greater needs in academic and mental health areas and lower needs in sex offender and medical areas. They rate similar to adults on vocational, substance abuse, and assaultiveness needs.

**Figure 5. Needs Levels by Fiscal Year**



**STG Involvement.** Involvement in STGs, or gangs, is recorded in DCIS for YOS offenders. There are three levels of STG involvement: member, associate, and suspect. Levels are ascertained by field intelligence officers who rate offenders’ involvement across 11 items (e.g., self admission, moniker, gang tattoos, identification by law enforcement). Each item carries a weight ranging from 5 to 20 points, and summative scores determine STG involvement.

Most YOS offenders have no known STG affiliation (see Table 4). Overall, 27% held a STG membership status; this is comparable to the adult CDOC population in which 26% are found to have STG involvement<sup>3</sup>. For those with STG involvement, the most common affiliations were Crips (46%), Bloods (20%), Surenos-13 (13%), and Folk (7%).

<sup>3</sup> O’Keefe, M.L. (2005). *Analysis of Colorado’s Administrative Segregation*. Technical Report. Colorado Springs, CO: Department of Corrections.



**Table 4. STG Involvement by Fiscal Year**

	FY03 (n = 59)		FY04 (n = 67)		FY05 (n = 54)		FY 94 - 05 (N = 947)	
	n	%	n	%	n	%	n	%
Member	10	17%	12	18%	5	9%	133	14%
Associate	0	0%	0	0%	2	4%	25	3%
Suspect	3	5%	3	5%	10	19%	94	10%
None	46	78%	52	77%	37	68%	695	73%

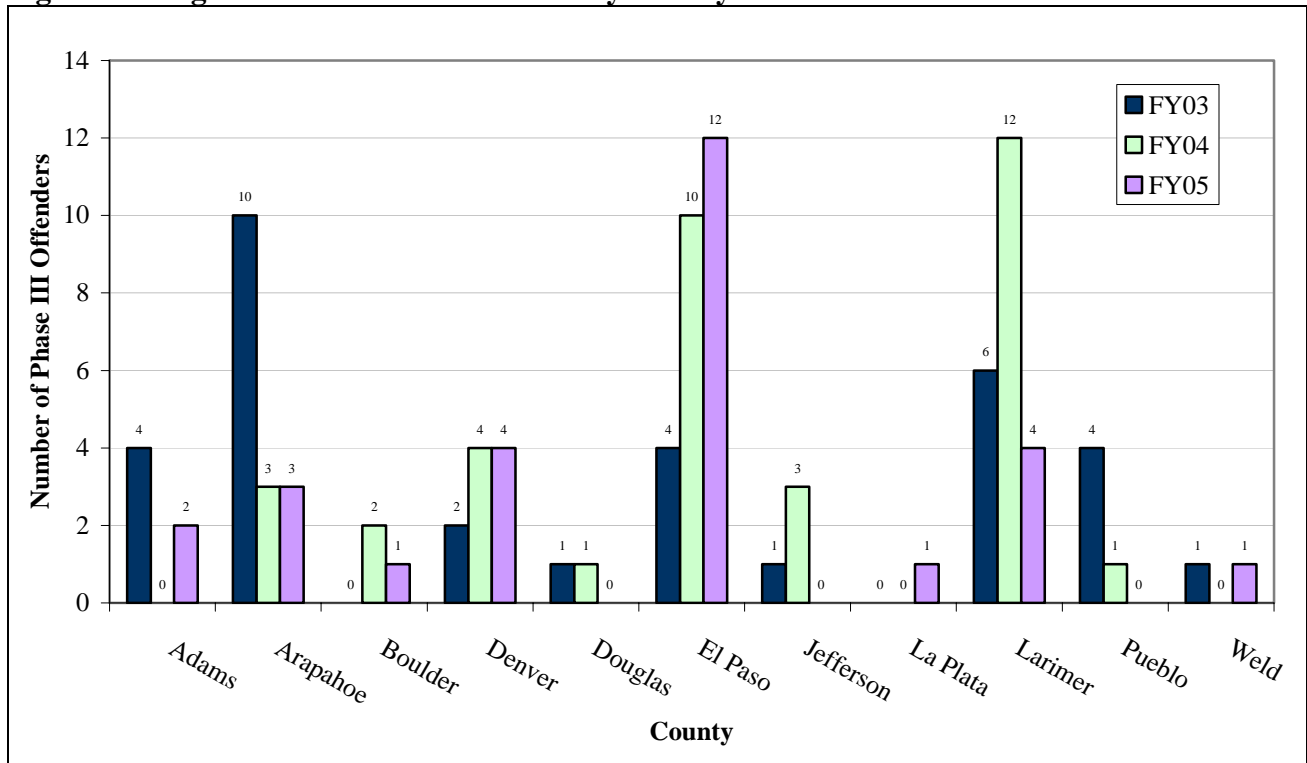
**Year-End Population**

The YOS population as of June 30 in 2003, 2004, and 2005 was obtained, excluding the jail backlog population. For each fiscal year, locations of offenders within each phase are presented in Table 5. Figure 6 presents the location of on-grounds Phase III offenders by county.

**Table 5. Year-End Population by Phase and Fiscal Year**

	IDO / OTP	Phase I	Phase II	Phase III
<b>FY03</b>				
On grounds	4	150	21	33
Remediation	0	7	0	2
Punitive segregation	0	1	0	0
RFP	1	4	0	0
SMU	0	6	0	0
SCCF/ State hospital	0	0	0	1
County jail	0	0	0	4
Fugitive / Escape	0	0	0	2
<b>Total</b>	<b>5</b>	<b>168</b>	<b>21</b>	<b>42</b>
<b>FY04</b>				
On grounds	8	150	14	36
Remediation	0	3	0	2
Punitive segregation	1	3	0	0
RFP	0	11	0	2
SMU	1	0	0	0
SCCF/ State hospital	1	0	0	0
County jail	0	0	0	2
Fugitive / Escape	0	0	0	0
<b>Total</b>	<b>11</b>	<b>167</b>	<b>14</b>	<b>42</b>
<b>FY05</b>				
On grounds	6	147	16	28
Remediation	0	1	0	4
Punitive segregation	0	2	0	0
RFP	0	3	0	0
SMU	0	2	0	0
SCCF/ State hospital	0	0	0	0
County jail	0	0	0	10
Fugitive / Escape	0	0	0	2
<b>Total</b>	<b>6</b>	<b>155</b>	<b>16</b>	<b>44</b>

**Figure 6. On-grounds Phase III Offenders by County**



Age of the YOS year-end population was examined for FY05. Although the mean age of YOS admissions was just under 17 years, the mean age of the YOS population was 19.6 ( $SD = 1.7$ ), nearly 3 years older than the admission profile. Other factors are not presented here because they do not differ significantly from the admission profile.

### YOS Releases

From program inception through FY05, YOS terminations totaled 726, leaving 221 offenders still in the program. Figure 7 presents terminations across gender for each fiscal year since program inception. Releases have declined since FY2000, reflective of the admission rate.

There are four primary termination types: successful discharge, termination/revocation, reconsideration, and deceased. Successful discharge describes offenders who completed their YOS sentence. Termination or revocation includes offenders who were removed from the program for noncompliance, continuing violent behavior, or failure to progress; upon revocation the original adult prison sentence is imposed by the courts. Reconsiderations describe offenders sentenced to YOS but who were removed by the courts through a court order discharge, release to appeal bond, release to probation, or transfer to adult prison. Judicial reconsideration resulting in a transfer to adult prison may include an additional conviction that is not eligible for YOS, such as identification of the offender not meeting the age requirements.

**Figure 7. Number of Releases by Gender and Fiscal Year (N = 726)**

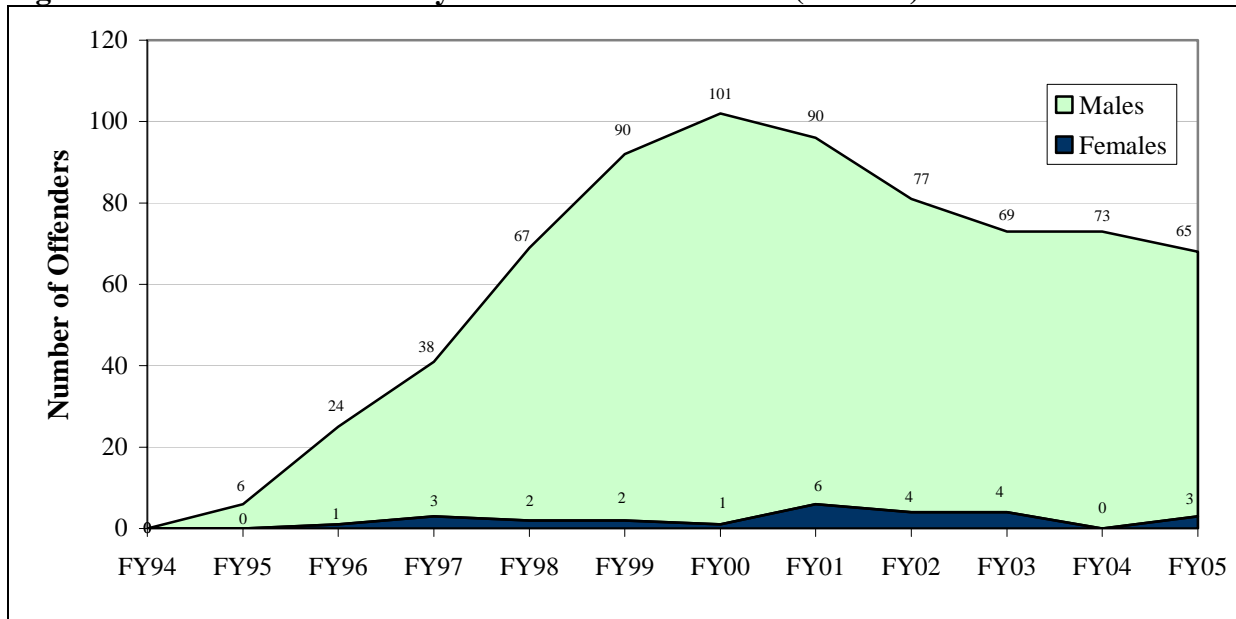


Table 6 presents release types by fiscal year over a 3-year period and for YOS's duration. The vast majority of offenders successfully completed their sentence, although a significant number terminated unsuccessfully and had their YOS sentence revoked. Nonetheless, the completion rate is not atypical for an intensive residential correctional facility that emphasizes a positive peer culture. An analysis of four adult therapeutic communities, a model with features similar to YOS, revealed that 38% of admissions unsuccessfully terminated the program<sup>4</sup>.

**Table 6. Release Types by Fiscal Year**

	FY03 (n = 73)		FY04 (n = 73)		FY05 (n = 68)		FY 94 - 05 (N = 726)	
	n	%	n	%	n	%	n	%
Successful discharge	53	73%	53	73%	53	78%	520	72%
Termination/ revocation	18	24%	17	23%	15	22%	172	24%
Reconsideration	2	3%	3	4%	0	0%	31	4%
Deceased	0	0%	0	0%	0	0%	3	0%

A comparison of offenders who successfully discharged their sentence was made to those who terminated unsuccessfully (see Table 7). All in all, successful completers did not vary significantly on demographic characteristics from those who terminated unsuccessfully; however criminal history variables appeared to be a significant predictor of sentence completion. Violent offenders were more likely to complete their YOS sentence than nonviolent ones; similarly, those with a class III felony were more likely to be successful than those with a class V felony. However, offenders who were affiliated with a STG were more likely to fail.

<sup>4</sup> O'Keefe, M.L. & Fisher, E. (2005). *Overview of Substance Abuse Treatment Services: Fiscal Year 2004*. Technical Report. Colorado Springs, CO: Department of Corrections.

**Table 7. Release Profile by Completion Type**

	<b>Successful Discharges</b> ( <i>n</i> = 520)	<b>Terminations/ Revocations</b> ( <i>n</i> = 172)	<i>p</i>
Gender			n.s.
Male	97%	95%	
Female	3%	5%	
Ethnicity			n.s.
Hispanic	43%	45%	
African American	29%	29%	
Caucasian	28%	26%	
Felony class			<.05
Class II	0%	0%	
Class III	44%	33%	
Class IV	42%	43%	
Class V	13%	23%	
Class VI	1%	1%	
Violent offender			<.01
Violent	67%	51%	
Nonviolent	33%	49%	
STG involvement			<.01
Member	11%	25%	
Associate	4%	0%	
Suspect	10%	11%	
None	75%	64%	
Mean age at admit ( <i>SD</i> )	16.7 (1.0)	16.8 (0.9)	n.s.
Mean YOS sentence ( <i>SD</i> )	3.6 (1.4)	3.8 (1.4)	n.s.
Mean adult sentence ( <i>SD</i> )	9.6 (5.4)	8.7 (6.3)	n.s.

## **PARTICIPATION**

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### **Flow through YOS**

By the end of fiscal year 2005, a total of 947 youthful offenders were sentenced to YOS. The majority of these individuals successfully completed their sentence, effectively discharging their YOS and suspended adult sentence. Table 8 presents the flow of offenders through each phase along with the mean length of stay; offenders releasing before completing all phases of their YOS sentence are broken down by release category. Offenders still in the facility as of June 30, 2005 are also presented in the table.

**Table 8. Flow through YOS Phases**

	IDO / OTP		Phase I		Phase II		Phase III	
	<i>N</i>	Mean Months	<i>N</i>	Mean Months	<i>N</i>	Mean Months	<i>N</i>	Mean Months
Entered	946	--	902	--	646	--	614	--
Completed/Progressed	902	1.3	650	26.8	609	3.0	498	8.7
Released								
Terminated/Revoked	36	5.3	74	19.4	2	9.3	61	9.8
Court Ordered	2	6.3	23	18.6	8	5.8	8	8.6
Deceased	0	--	0	--	0	--	3	8.0
Other	--	--	6	14.2	8	7.9	--	--
Still in (June 30, 2005)	6	0.3	149	20.9	19	6.2	44	5.2

Notes. One case had a court ordered discharge in jail backlog prior to being placed in YOS.

Most offenders followed the typical flow through their sentence, progressing through each phase along timelines established by their sentence durations and the program structure. Offenders released from the facility before completing it for a variety of reasons. The bulk of offenders who did not complete their YOS sentence were for terminations or revocations. However, another significant portion was court ordered releases. Three offenders died in Phase III; none passed away in the institution. There were a total of 15 offenders who discharged their sentence from Phase I or II, without completing each phase.

There were several anomalies in the data, where cases did not progress on any of the paths described above. One individual had a sentence reconsideration in jail backlog prior to being placed in YOS. Four individuals paroled under the old legislation and, therefore, did not go to either phase 2 or 3. Each of these cases is reflected in Table 8 with a release type of 'other'; they all completed their parole periods and discharged their sentence. Another individual paroled from Phase 1 and subsequently went to Phase III. Five offenders progressed to Phase III without going to Phase II and six offenders discharged directly from Phase II.

### **Performance Measures**

As part of the department's zero-based budget management plan, YOS has established performance measures for the institutional portion of the program<sup>5</sup>.

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<sup>5</sup> Source: Performance measure data was obtained from YOS zero-based budget quarterly reports for FY03, FY04, and FY05.

**IDO / OTP Measures.** The number of offenders processed and assessed during FY05 was 55, one more than the number of admissions for the year. The reason for an additional offender was due to an FY04 admission that was in jail backlog until July 2004. Of these 55 offenders, 53 graduated to Phase 1. Accordingly, individual plans were developed and admission reports were submitted to the courts for each offender who progressed as part of the IDO / OTP performance measures. Data was not available for FY03 and FY04.

**Education / Employment.** As one of the primary goals of YOS, participation in academic and vocational courses was very high. Academic enrollments, as reported in the zero-based budget reports, totaled:

- 238 in FY03
- 159 in FY04
- 179 in FY05

Enrollments in college courses were only available for one fiscal year:

- 117 for FY05

Additionally, vocational enrollments totaled:

- 69 in FY03
- 67 in FY04
- 40 in FY05

Special education services were provided to 61 youthful offenders during FY05, accounting for 25% of the population. Twelve of those received a high school diploma or GED during the year.

The total number of HSD and GED certificates awarded is given in Figure 8. In Figure 9, the percent of YOS offenders releasing with a high school diploma or equivalent or a vocational certificate is shown.

Youthful offenders took advantage of the library services available to them. Below is the number of library books checked out during the year (FY03 data is not presented because it includes books checked out by the adult population):

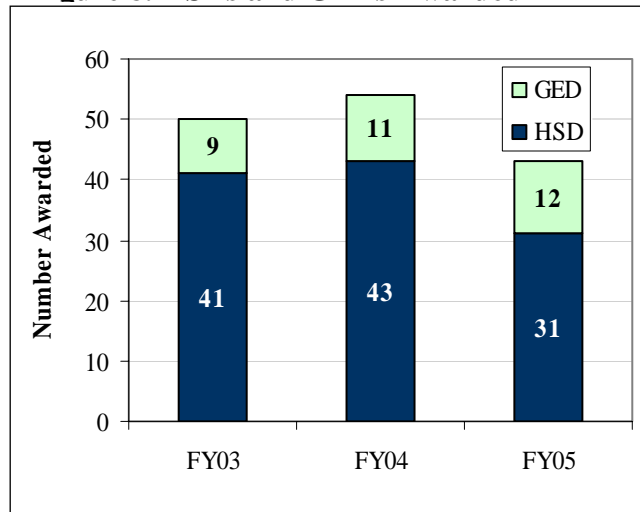
- 7,728 in FY04
- 7,664 in FY05

Interlibrary loan requests totaled 583 in FY04 and 282 in FY05.

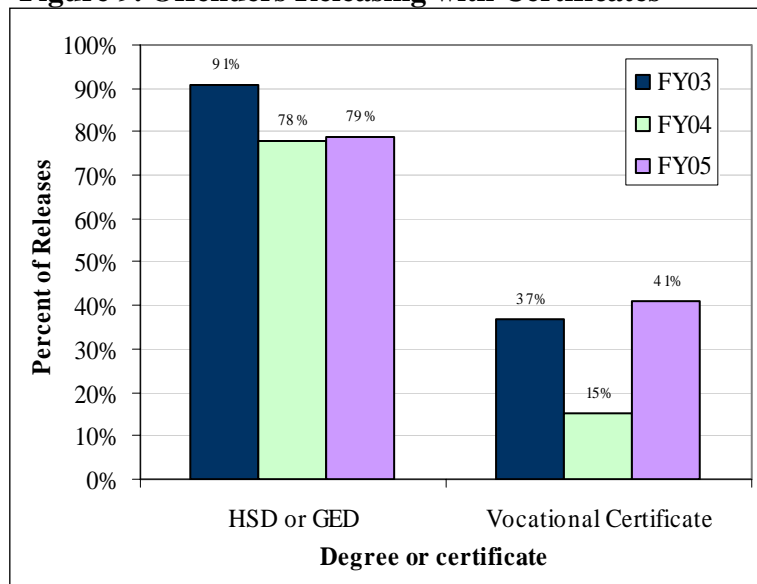
Employment opportunities are also available to Phase I and II offenders. The number of YOS offenders employed totaled:

- 60 in FY03
- 191 in FY04
- 181 in FY05

**Figure 8. HSDs and GEDs Awarded**



**Figure 9. Offenders Releasing with Certificates**



**Public Safety and Security.** Public safety and security remain foremost at the YOS facility. There were no escapes or deaths from the facility from FY03 through FY05. Table 9 presents other significant events that relate to public safety and facility security.

**Table 9. Security-Related Events**

	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>
Assaults			
On offenders	47	58	49
On staff	1	2	6
Sexual assaults	3	0	0
Group disturbances	9	10	4
Uses of force	54	32	21
Dangerous contraband items	13	19	22
Positive urinalysis tests	3%	0%	0%
COPD convictions			
Class I	65	38	33
Class II	179	252	164
Class III	0	7	0

**Volunteer and Chaplain Services.** Chaplains provide religious services and counsel to youthful offenders as they are needed. The total number of hours served by full-time and part-time chaplains was:

- 1,297.5 hours in FY03
- 1,319.5 hours in FY04
- 1,301.5 hours in FY05

Formal religious services are provided regularly to youthful offenders; these include Protestant/Catholic church services, Jewish services, Islamic Juma, and Native American sweat lodges, among others. The number of services provided were:

- 131 in FY03
- 193 in FY04
- 210 in FY05

Other religious programs that are not formal services are meetings or faith group programs provided by organizations such as Kairos, Prison Fellowship, or Freedom Fellowship. These services totaled:

- 139 in FY03
- 236 in FY04
- 333 in FY05

Non-religious programs, such as Alcoholics Anonymous or external speakers, were provided to youthful offenders:

- 22 in FY03
- 36 in FY04
- 55 in FY05

In addition to chaplains, volunteers from the community donate their time to working with the youthful offenders. Their contributions are summarized below:

- 566 volunteers provided 8,084 hours of service in FY03

- 701 volunteers provided 5,936 hours of service in FY04
- 619 volunteers provided 6,306 hours of service in FY05



## RECIDIVISM

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Recidivism rates were obtained for offenders who completed their YOS sentence or, in other words, successfully completed their YOS sentence. Recidivism is defined as return to CDOC for either new criminal activity or a technical violation of parole, probation, or non-department community placement.

Recidivism was computed for 1, 3, and 5 year follow-up periods (see Table 10). Only offenders with an at-risk period for that amount of time were included in the recidivism rate. For example, offenders who released after FY2000 do not have 5 year recidivism data because they did not have 5 years at-risk, even if they had returned to CDOC by the time of the study.

**Table 10. Recidivism Rates for YOS Successful Discharges**

Release Cohort	n	Recidivism Rates		
		1 Year	3 Year	5 Year
FY96	7	0%	14%	29%
FY97	19	11%	16%	37%
FY98	48	10%	23%	33%
FY99	66	5%	17%	29%
FY00	77	16%	29%	36%
FY01	79	8%	20%	--
FY02	65	2%	15%	--
FY03	53	2%	--	--
FY04	53	8%	--	--
<b>AVERAGE</b>		<b>7%</b>	<b>20%</b>	<b>33%</b>

The recidivism rates for the YOS offenders are remarkably low, particularly considering that they pose a particularly high risk population. In fact, recidivism rates are considerably lower than those of the adult CDOC population. For comparison purposes, the most recent adult recidivism data indicates a 1 year recidivism rate of 36%, 3 year rate of 49%, and 5 year rate of 57%<sup>6</sup>.

Notwithstanding, it should be noted that the recidivism figures above include only those individuals who successfully completed their YOS sentence. It is expected that YOS failures whose original sentence was reinstated would have a much higher recidivism rate upon their eventual release to the community. In fact, this assumption was found to be true. Of the 172 youthful offenders who had their YOS sentence revoked, 98 released by the end of FY05. Of these, 84 had at least a 1 year at-risk period in the community, 56 had 2 years at risk, and 28 had 5 years at risk. The results yielded a 1-year recidivism rate of 51%, 3-year rate of 82%, and a 5-year rate of 86%, considerably higher than those found for successful discharges or even adults. However, it should be noted that the numbers used in these analyses are quite small given that many YOS failures have not yet released from CDOC.

Future research should consider examining YOS outcomes using a comparison group of offenders who were eligible for YOS but were placed in the adult system or youthful offenders in other state correctional systems.

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<sup>6</sup> Rosten, K. (2005). *Statistical Report: Fiscal Year 2004*. Technical Report. Colorado Springs, CO: Department of Corrections.

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