

Colorado Department of Corrections  
Office of Planning and Analysis



# Youthful Offender System Annual Report: Fiscal Years July 2005 - June 2007



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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 Mental Health Institute of Pueblo.
- ❖ 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 a needs assessment is completed, a program plan is developed, re-entry challenges are identified, and youthful offenders are 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, rehabilitation, the development of pro-social behaviors, and re-entry planning are the 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 a low of 50 in FY05. YOS admissions increased to 61 in FY07.
- ❖ The average age of offenders sentenced to YOS has increased from 16.6 in FY 94 to 17.1 in FY 07, with a median age of 19.7 for offenders currently incarcerated at YOS.
- ❖ Youthful offenders are primarily ethnic minorities. Minority admissions have remained constant over the past two fiscal years.
- ❖ Adams, Arapahoe, Denver, Jefferson, and Weld counties had the highest program utilization during FY05 - 07.
- ❖ YOS sentences were 7.2 years shorter on average than the original adult sentence imposed by the courts.
- ❖ Violent offenders compose 85% of the YOS admissions in FY06 and FY07.
- ❖ YOS has experienced an increase in the seriousness of the offense for which youthful offenders are sentenced. During FY 94 65% of admissions were for class four felonies with only 13% for class three felonies; in FY 07 39% of admissions were for class four felonies but 51% were admitted with class three felonies.

- ❖ The majority of YOS offenders have academic, career and technical education, and substance abuse treatment needs. Mental health needs are slightly higher than those found in the adult population with 24 – 31% of admissions identified as having a serious mental illness.

### **Completion Rates**

- ❖ Sentence completion rates were found to be high:
  - 79% successfully discharged their YOS sentence
  - 16% 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:
  - 6% returned within 1 year
  - 19% returned within 3 years
  - 30% 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 blends security, treatment, case management and re-entry to provide a comprehensive correctional sentencing option.

### 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 and vehicular assault.

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 successful 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 transitional period 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, in 1998 YOS was moved to the grounds of the Colorado Mental Health Institute of Pueblo. YOS is situated on a large campus with 10 buildings designated for housing units, high school building, programs/recreation, food service, and administrative offices.

YOS is comprised of a community of concerned employees committed to the principles of adolescent development, which through modeling, mentoring, and other planned intervention provide opportunities for youthful offenders to acquire skills and abilities that enable them to grow and develop into successful, productive citizens.

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 a needs assessment is completed, a program plan is developed, re-entry challenges are identified, and youthful offenders are acclimated to the 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 can 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, career and technical education, 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.

**Re-entry.** Re-entry challenges are identified during the initial assessment, included in the individualized program plan, and evaluated monthly during progress team reviews. YOS provides a continuum of programming that begins in the Orientation Training Phase and continues through supportive after care provided in Phase III.

**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.

## **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 the status level but can be



lost through behavior or rule infractions. Offender status level 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.

**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.

**Parents Association** Parents of youthful offenders have developed a Parents Association which provides support for offenders and parents. This association brings parents together to provide activities for offenders and to provide a support group for parents of youthful offenders. An annual barbeque is sponsored by the Parents Association which is held on the YOS campus and allows offenders and their parents or guardians to enjoy a meal and visit in a secure but supportive environment.

**Phoenix Status.** Positive behavior is rewarded by increased status. With higher status comes an increase in privileges. It is possible for offenders to obtain phoenix status in seven months after placement in Phase I. Offenders attaining phoenix status enjoy unlimited number of visits, unlimited number of telephone calls, as well as attend activities in the "Phoenix Den". The Phoenix Den is a recreational area, only open to phoenix status offenders, which offers video games, pool table, large screen television and access to free weights.

**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 special management unit 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 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 is provided to youthful offenders as dictated by their individualized needs and progress is measured through monthly team evaluations. 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. An emphasis on intervention, assessment and treatment is utilized to ensure the greatest degree of active offender participation and achievement of individual goals and objectives.

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 4 and may be on medication are assessed at least quarterly or monthly, respectively, by a mental health professional.

Psycho-educational and cognitive restructuring programs are designed to assist offenders in the development of pro-social and self management skills. The Colorado Extended Anger Management Program, which is a mandatory program for all offenders at YOS, includes skill development in anger management, stress management, assertiveness, victim awareness, and communication.

**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 provides YOS with a certified addiction counselor to conduct assessments and treatment groups. Alcoholic's Anonymous meetings are conducted by community volunteers each Friday evening. These meetings are open to all Phase I and Phase II offenders.

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 during Phase I, such that they can complete a 16 week course at 4 days per week 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.

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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.

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.

**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.

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.

**Cognitive-Behavioral Redirection.** Redirection training includes guided group interaction, seven levels of confrontation, conditions of feedback, mentoring and role modeling, and individual and family interaction.

**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 OTP, Phase I, and Phase II. In OTP, offenders attend the seven basic learning skills class which discusses a wide range of learning skills including listening; asking for help/asking questions/and saying thank you; being prepared/ignoring distractions; making corrections/bringing material to class; following instructions, contributing to discussions; and offering help. 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 will soon be releasing to the community.

## **Gender Specific Activities**

Male and female offenders are separated; however, the facility or sentence structure and phases are essentially the same. YOS has female-specific programs designed to better meet the

needs of the female population and male-specific programs designed to better meet the needs of this YOS population.

### **Female-Specific Activities**

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 group which incorporates past, present, and future decisions in dealing with grief and loss.

Inspirational recreation is offered on Saturdays in the Building 26 yard or all purpose room 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.

Cooking, and knitting classes are also offered to the female offenders. 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.

### **Male-Specific Activities**

Male offenders participate in many group sessions that are geared to their learning and individual 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 offer a Leadership program to male offenders that focuses on teaching life development as it relates to relationships, including family, friends, working and recreational.

Mental health providers conduct a group exercises that require full group participation. Topics of discussion include: self esteem, goals, relationships, core beliefs, and coping with the

past, along with a group which incorporates past, present, and future decisions in dealing with grief and loss.

Inspirational recreation is offered on Saturdays in the yard 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.

Like skills classes are also offered to the male offenders while in Phase II. Males learn how to prepare meals, use coupons and maintain cleanliness. Responsibility, taking direction and being respectful to peers and staff are additional values taught in the class.

**Table 1. Core Program Interventions**

<b>CORE ACTIVITIES</b>	<b>IDO / OTP</b>	<b>PHASE I</b>	<b>PHASE II</b>	<b>PHASE III</b>
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	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
Impact of Crime on Victims		X	X	
Volunteer Services	X	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 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 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. 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, career and technical education, 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 high school 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 through the diagnostic process in IDO. The academic and career and technical education courses include:

- Language Arts and English
- Mathematics
- Social Studies
- Science
- Physical Education and Health
- Electives: Art, Keyboarding
- Career and Technical Education: 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 career and technical education 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 offenders 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.

Offenders with a high school diploma or GED are required to take college courses, attend post-secondary career and technical education 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 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, a parent packet is mailed to the parents/guardians during the Orientation Training Phase. The packets contain general information about the Youthful Offender System and is intended 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 scheduled appointments/activities in the community.

Phase II is intended to:

- Provide direct supervision of offenders to ensure offender compliance through incentives and sanctions with the goal of maintaining public safety.
- Utilize staff as mentors and role models to provide support and encouragement to foster positive social interaction and pro-social behaviors.
- Resume the Phase I goal of replacing criminal thinking and previous value system with socially acceptable norms that enable the youthful offender to participate in pro-social community activities.

Youthful offenders continue to receive a full range of services in Phase II but with greater emphasis on services which facilitate successful reentry into the community, including job development, life-skills training, and education. The core activities within Phase II include education, Impact of Crime on Victims, relapse prevention, treatment groups, independent living skills, employment services, community service projects, pro-social outings and transitional 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. Coursework places emphasis on the following:

- 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 felony explanation letters 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:

- Pueblo County Health Department Food Distribution Center
- Pueblo Nature Center and Trail
- Martin Luther King Museum
- Colorado Division of Wildlife
- Washington Head Start
- John Newman School System
- Pueblo County Probation, Choices & Consequences Program
- Pueblo County Health Department
- Therapeutic Riding and Education Center (TREC)
- Girl Scouts Inc.
- Colorado State University at Pueblo
- Pueblo West Cat Tails Fish Pond

**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 takes place within the first two weeks of the offender's entrance into Phase II. The second and third meetings are then scheduled approximately thirty days apart. 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
- Behavioral history at any correctional facility
- 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 develops 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:** Adult Basic Education (GED preparatory) is required for every youthful offender who has not attained his/her GED or high school diploma. Post high school education is available depending on the offender's abilities and motivation. Contracted community-based service providers assist the youthful offender with academic and vocational enrollment, acquisition of financial aid and attainment of student support services. YOS offenders are given additional employment skills provided through the use of KeyTrain®. KeyTrain® is an interactive training system to enhance workplace skills by utilizing measurements determined by a WorkKeys® assessment. WorkKeys® is designed to measure the skill levels of the individual as it relates to specific operations, and then the individual can utilize KeyTrain® to enhance those targeted workplace skills.

**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 three 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.

**Community Transition Program.** 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 community transition program. A dysfunctional family or gang influences are examples of situations where an offender may need to be removed from the home.

The community transition program provides short term placement in a contracted supervised half-way house. This program is divided into three subprograms: Phase IIIA, emancipation, and alternative remediation. The Phase IIIA subprogram provides a structured step down program to assist the offender being released from the facility. The program is designed to provide programming to the majority of the offenders being released into the community, before they are placed in the community. The transitional services provided include an employment component such as an intern program, or career and technical instruction to better prepare offenders to secure a career. The emancipation subprogram prepares the youthful offender, who cannot or should not return home, for independent living. Emancipation is designed as a gradual, phased step-down process which begins with adult supervised community living and progresses to subsidized independent living with close and frequent surveillance and monitoring. Returning Phase III youthful offenders to dysfunctional families, gang territory, or an unstable environment will expose offenders to negative influences which place the offender at greater risk of re-offending. The alternative remediation subprogram is designed to address the needs of the offender being remediated. Services within this program can consist of an intensive substance abuse component, cognitive education services, and/or employment/career and technical education services. This program bases the programming on the individual offenders remediation needs.

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, and 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 Phase II, but in most cases occurs after a period of emancipation programming.

**Table 1. Phase III Community Supervision FY07**

<b>Region</b>	<b>No. of Offenders</b>	<b>Family Preservation</b>	<b>Independent Living*</b>
Northern	21	9.5%	90.5%
Central	18	83.3%	16.7%
Southern	13	7.7%	92.3%
Western	1	0.0%	100.0%

\*Independent Living totals include offenders who discharged from the Emancipation Program

**Treatment.** The APCC/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 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 a 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, APCC/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 APCC/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.

**Table 2: Phase III Performance Measures**

Phase III Performance Measure	FY06	FY07
Average daily population	32	33
Offender employment rate	57%	38%
Community service hours completed	85.38	94.73
Restitution payments	4%	14%
Phase III completion	39	42
Phase III revocations	13	10



## **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.

### **Facility Staff**

There are 172.9 FTE positions currently assigned to YOS. Among the administrative staff are the Warden and the Associate Warden along with administrative personnel including the Administrative Services Manager, the Operations 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, mental health and therapeutic interventions while the Education employees 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. Central impact positions include an investigator, legal representative, and researcher not physically located at the YOS facility.

### **Community Staff**

**YOS Phase III Program Administrator.** The YOS Phase III Program Administrator secures and develops statewide community-based resources and support programs for youthful offenders transitioning from the facility 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. Although their primary responsibility is to protect the public, the CPO provides a comprehensive support network and wrap around services that includes serving as a role model and advisor while developing community resources. The CPO coordinates with YOS to identify housing prospects, work opportunities and treatment providers. CPOs are held accountable to supervision standards that are set in state statutes and CDOC administrative regulations.

### **Staff Training and Development**

Like all CDOC employees working with offenders, DAPCC/YOS employees 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 employees 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
  - Resisting peer pressure
  - Cognitive distortions
  - Anger management
  - Staff expectations
  - Thinking errors
  - Problem solving
  - Levels of confrontation
    - Huddle-up format
    - Life space
  - Social-skills training
  - Interview skills
  - Conditions of feedback
  - Guided group interaction (GGI)
  - Progress teams
- Program continuation
- Code of penal discipline (COPD) and YOS
- Case management planning and implementation-Progress assessment summary (PAS)
- Special education
- Suicide prevention
- Adolescent development
- Neglected, sexually and physically abused youth
- Management of, and programming for, sex offenders
- Adolescent nutrition
- Quick skills overview
- Cultural awareness
- Crisis prevention and intervention
- Housing and physical plant
- Policy and procedure
- Substance abuse services
- Mental health issues
- Gender-specific issues

## YOS COSTS

Actual costs were examined for YOS over 3 fiscal years (FY; see Table 3). Total annual costs and costs per day per inmate are presented separately for the facility 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 facility supervision was 190 in FY04, 178 in FY05, and 170 in FY06. ADP was lower for community supervision with 38 in FY04, 33 in FY05, and 29 in FY06.

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 facility portion of YOS; 'other' programs include volunteers and community-based services.

**Table 3. YOS Program Costs by Fiscal Year<sup>2</sup>**

	FY04		FY05		FY06	
	Total Annual Cost	Inmate Cost Per Day	Total Annual Cost	Inmate Cost Per Day	Total Annual Cost	Inmate Cost Per Day
Facility Supervision	\$12,727,023	\$183.52	\$12,665,070	\$194.94	\$13,241,353	\$213.40
Personal Services	\$9,725,884	\$140.24	\$9,798,067	\$150.81	\$10,267,094	\$165.46
Operating	\$250,080	\$3.61	\$195,432	\$3.01	\$182,314	\$2.94
Contract Services	\$38,629	\$0.56	\$28,820	\$0.44	\$24,000	\$0.39
Education Contracts	\$75,101	\$1.08	\$75,592	\$1.16	\$64,303	\$1.04
Drug and Alcohol Treatment	\$20,907	\$0.30	\$22,339	\$0.34	\$22,186	\$0.36
Sex Offender Treatment	\$40,737	\$0.59	\$54,699	\$0.84	\$47,870	\$0.77
Mental Health	\$25,786	\$0.37	\$638	\$0.01	\$33,812	\$0.54
Purchase of Service - CMHIP	\$1,296,622	\$18.70	\$1,331,388	\$20.49	\$1,324,932	\$21.35
Medical Expense	\$693,121	\$9.99	\$586,298	\$9.02	\$537,386	\$8.66
Central Administration Add-on	\$560,156	\$8.08	\$571,797	\$8.80	\$737,456	\$11.88
Community Supervision	\$1,822,858	\$131.42	\$1,818,147	\$150.95	\$1,843,459	\$174.16
Personal Services	\$592,196	\$42.70	\$578,433	\$48.02	\$564,671	\$53.35
Operating	\$137,935	\$9.94	\$136,557	\$11.34	\$141,067	\$13.33
Contract Services	\$1,064,219	\$76.73	\$1,063,307	\$88.28	\$1,062,396	\$100.37
Central Administration Add-on	\$28,508	\$2.06	\$39,850	\$3.31	\$75,325	\$7.12
External Capacity (Jail Backlog)	\$20,161	\$18.41	\$36,393	\$49.85	\$38,122	\$52.22
<b>YOS TOTAL</b>	<b>\$14,570,042</b>	<b>\$172.80</b>	<b>14,519,609</b>	<b>\$186.76</b>	<b>\$15,122,934</b>	<b>\$206.13</b>

Overall, the total budget has increased by 3.8% from FY04 to FY06 due to increases in jail backlog, the Purchase of Service agreement with CMHIP and personal service cost of living. In comparison to adult CDOC facilities, YOS is more costly than any other facility by \$36 (FY06 data). This rate is explained largely by the high staff to offender ratio and intensive education and program services. The cost per day will be decreased by the facility transition between YOS and LVCF which will be reflected in FY07 statistics. In FY08 YOS did institute measures to reduce the length of time youthful offenders remain in county jails after sentencing which should result in a reduction of the jail backlog cost.

<sup>2</sup> Source: CDOC Statistical Report for Fiscal Years 2003-04 and 2005-06.

## **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:

- Reduction in daily cost to be reflected in FY08 report.
- 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, prior to release.
- Train all case managers in core traditional practices while focusing on case management services unique to the Youthful Offender System.
- 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.
- Review post-secondary education courses available to determine if they coincide with the aging population at YOS.
- Develop career and development programs in unison with certified programs available throughout the Department of Corrections.
- Continue to develop relationships with labor trade unions. Provide required documentation and training to offenders that will enable them to meet the minimum qualifications required by trade unions.
- Evaluate and align educational services to correspond with the skill level and age of the YOS population
- Continue to work in conjunction with District 60 to develop and maintain the required high school curriculum to ensure YOS offenders receive a High School Diploma, issued by District 60, upon completion of all high school credits.

### **Phase III**

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

- APCC/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.
- Coordinate and expand a security threat group tracking system with local and federal law enforcement statewide through the gang grant in Phase III.
- Develop a plan to enhance the YOS Phase III aftercare component in conjunction with the facility based YOS Phase II pre-release component to improve community preparation and continuum of services.
- Develop a one-year plan that will fulfill the YOS performance objectives and recommendations provided by consultant, while addressing budget constraints.
- Develop action plans to address performance measure and improve outcomes.
- Provide timely responses to the DOC Public Information Officer to increase public awareness of YOS Phase III programs.

- Develop and circulate brochures and public service announcements on the YOS aftercare program along with the Community Circles of Support and Accountability to the community.

### **Overall Considerations**

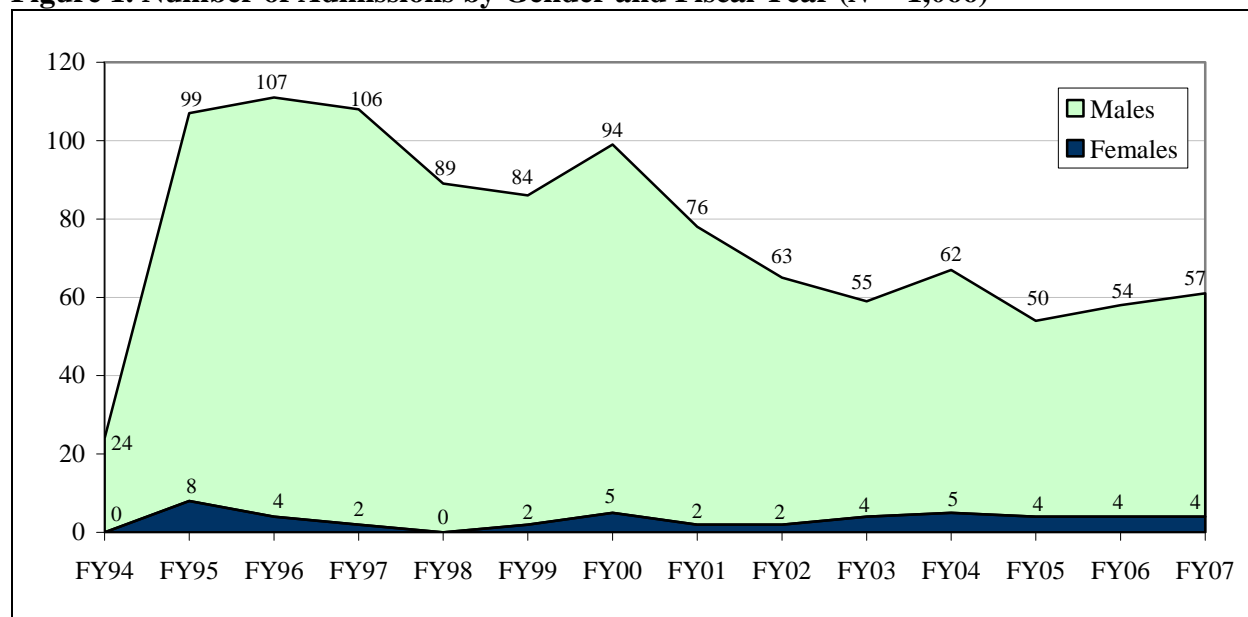
- The CDOC continues to work with district attorneys, public defenders, and judges to increase awareness about the YOS sentencing option and ensures consistent, appropriate, and timely sentencing under the YOS statutory provisions. Tours of the YOS facility are routinely scheduled and conducted for attorneys, judges, and advocacy groups. Informational packets have been mailed upon request.
- YOS continues to maintain accreditation through the American Correctional Association.
- YOS will work with community programs to develop and increase volunteer programs available to offenders in all phases of YOS.
- Contract with an expert consultant to evaluate the effectiveness of the YOS program to provide recommendations for improvements to the program.
- Ensure the YOS section of the Division of Adult Parole, Community Corrections, and YOS web page is updated on a quarterly basis to increase positive public awareness.
- Obtain information regarding YOS recidivism. Identify factors that contributed to failure of offenders released from the Youthful Offender System to determine if services can be provided during incarceration or re-entry resources can be identified to help released offenders deal with problems to reduce recidivism.

## OFFENDER PROFILE

### Admission Characteristics

Youthful offender admissions to YOS, from its inception in 1994 through the end of FY07, were used to profile the population. During this time, a total of 1,066 individuals were admitted, of which 4% were females. Figure 1 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 1. Number of Admissions by Gender and Fiscal Year (N = 1,066)**



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 two 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 4. However, a change has been experienced in the average age of admissions combined with a more violent offender receiving longer sentences results in a notable change in the average age of offenders incarcerated at YOS. Other changes over time appear to be sporadic and may not be indicative of an actual trend. Interestingly, a small but noteworthy 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 in FY 2007 the average YOS sentences were 7.2 years shorter than the original adult sentence imposed by the court; however, since the inception of YOS, sentences average 5 years shorter than if they were served in the adult population.

Additional criminal history data was collected to examine county of commitment (see Figure 2) and type of crime for offenders' most serious offense (see Figure 3). Over this time

period, Adams, 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).

**Table 4. Admission Characteristics by Fiscal Year**

	FY06 (n = 58)		FY07 (n = 61)		FY 94 - 07 (N = 1,066)	
	n	%	n	%	n	%
Ethnic Background						
Hispanic	28	48%	29	48%	474	44%
African American	13	23%	11	18%	272	26%
Caucasian	17	29%	18	30%	279	26%
Asian	0	0%	0	0%	23	2%
Native American	0	0%	2	4%	16	2%
Age at Admit						
14	0	0%	0	0%	16	2%
15	2	3%	4	7%	97	9%
16	10	17%	11	18%	250	23%
17	22	38%	23	37%	431	40%
18	24	42%	19	31%	252	24%
19	0	0%	4	7%	20	2%
Mean (St. Dev.)	17.2 (0.8)		17.1 (1.0)		16.8 (1.0)	
# with Children	4	7%	1	2%	73	7%
Violent Offenders						
Violent	49	85%	52	85%	733	69%
Nonviolent	9	15%	9	15%	333	31%
Felony Class						
Class I	0	0%	0	0%	0	0%
Class II	3	5%	3	5%	11	1%
Class III	26	45%	31	51%	462	43%
Class IV	25	43%	24	39%	448	42%
Class V	4	7%	2	3%	135	13%
Class VI	0	0%	1	2%	9	1%
	Median (SD)		Median (SD)		Median (SD)	
YOS Sentence (years)	5.0 (1.2)		5.0 (1.3)		4.0 (1.4)	
Adult Sentence (years)	10.1 (7.1)		12.2 (4.6)		9.1 (5.8)*	

Note. Data missing on 2 cases for ethnicity and 1 case for crime data.

\* Adult sentence excludes 2 cases for lifetime (life maximum) sentences.

Table 4 reflects an increase in the average age at the time of admission as well as a significant increase in the median YOS sentence (length of stay) which has resulted in an older population currently incarcerated at the YOS campus. A considerable increase in the percent of violent offenders is also reflected in Table 4.



**Figure 2. County of Commitment by Fiscal Year**

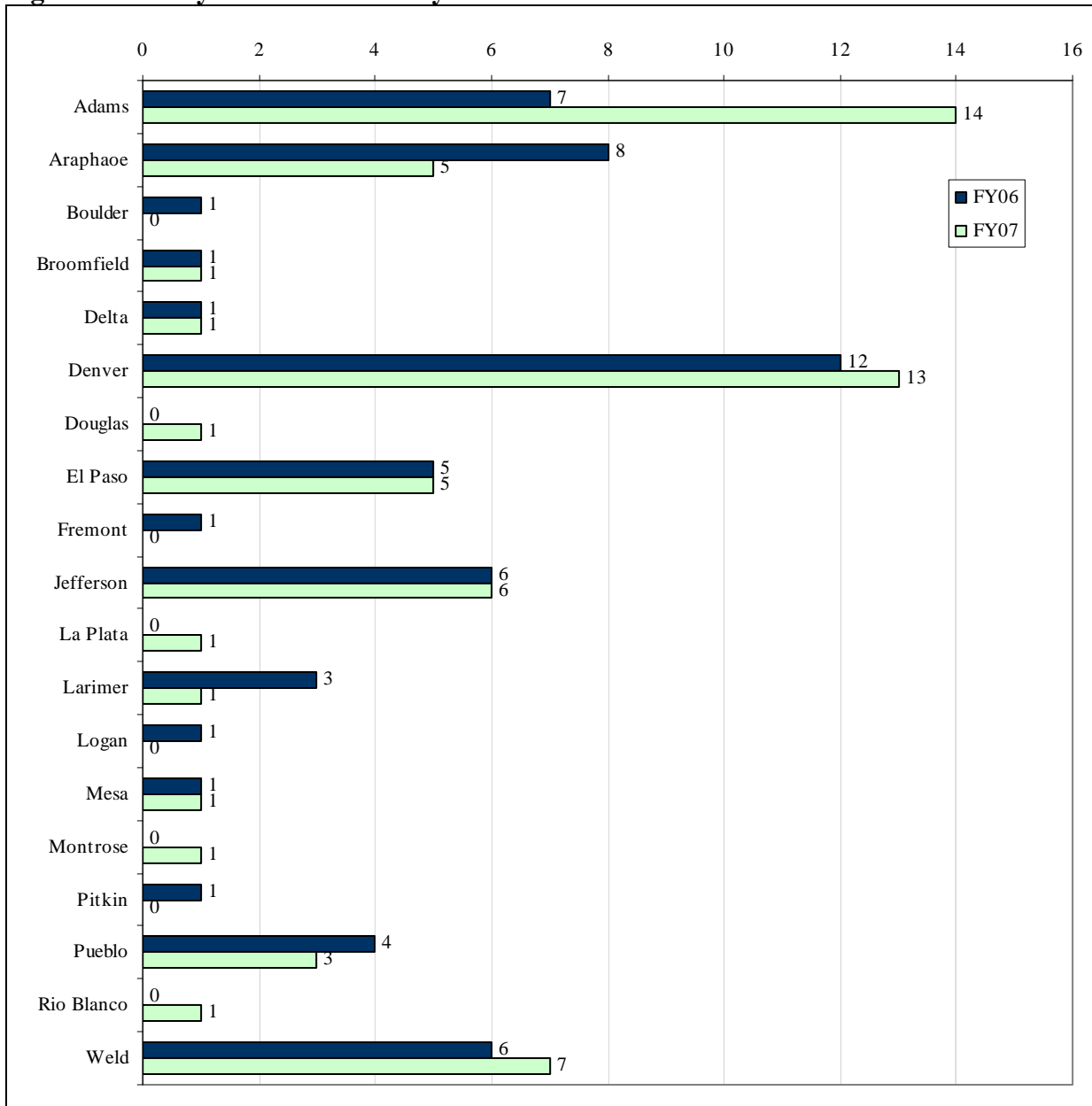
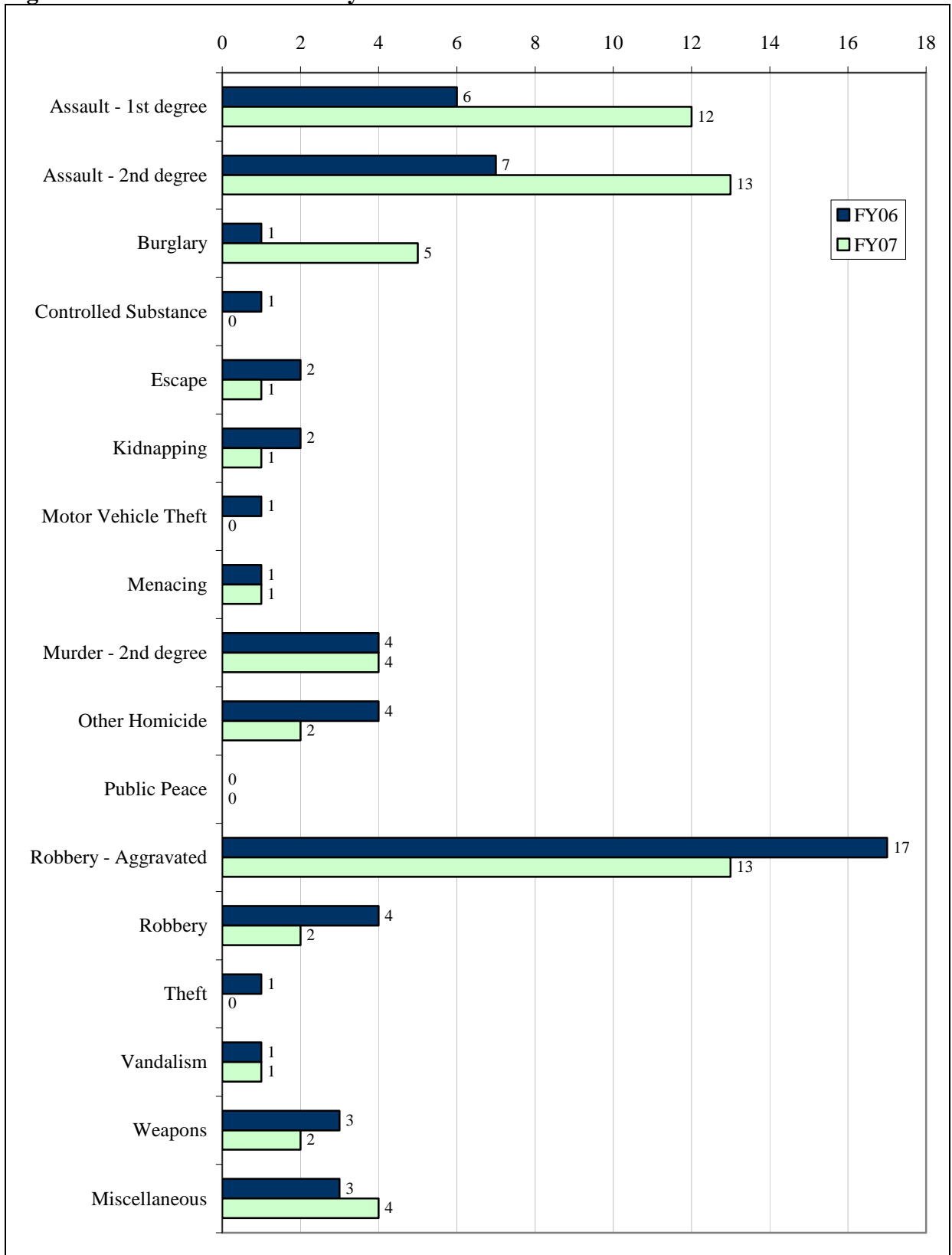


Figure 3 reflects the type of offenses sentenced to YOS in FY 06 and 07. While assault and aggravated robbery are distinctly the most frequent crime categories, it should be noted that 1<sup>st</sup> degree assault and aggravated robbery are class three felonies resulting in the demographics at YOS increasing in seriousness of offense.

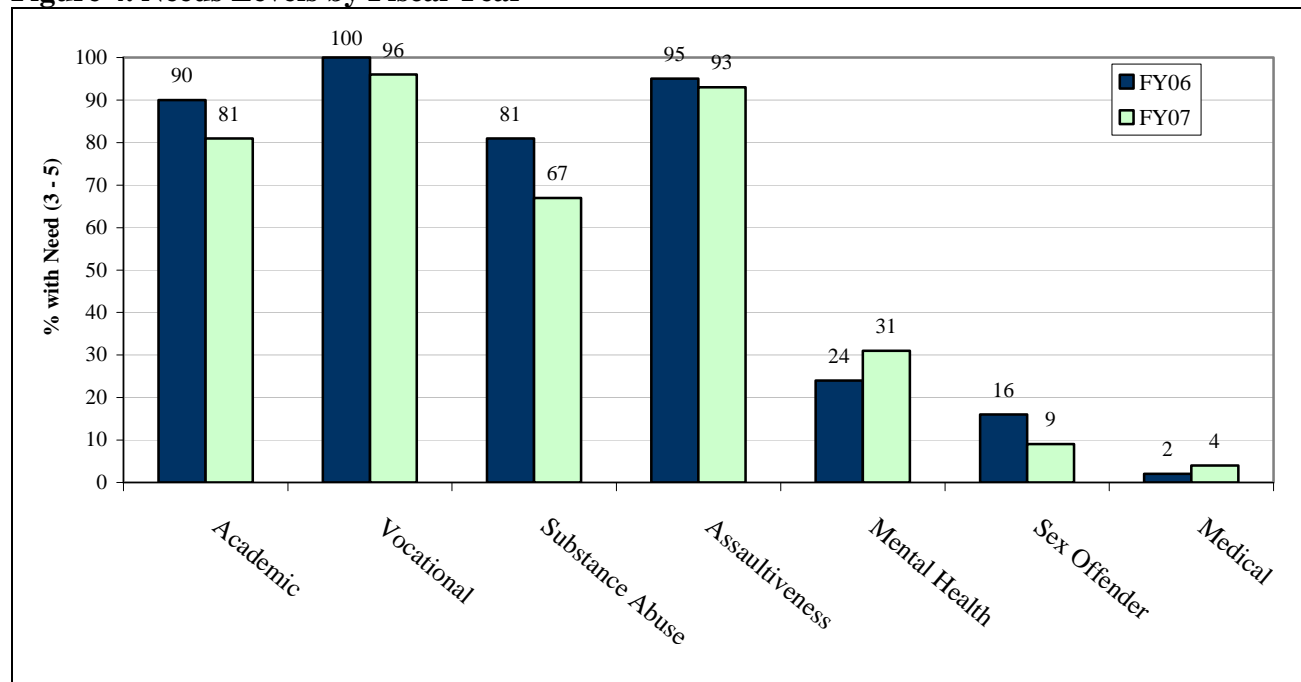
**Figure 3. Most Serious Offense by Fiscal Year**



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

**Figure 4. 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, and identification by law enforcement). Each item carries a weight ranging from 5 to 20 points, and summative scores determine STG involvement.

Most YOS offenders claim no STG affiliation (see Table 5). However, 27% held a STG membership status; this is comparable to the adult CDOC population in which 26% are found to have STG involvement. For those with STG involvement, the most common affiliations were Crips (41%), Bloods (19%), Surenos-13 (19%), and Folk (7%).

**Table 5. STG Involvement by Fiscal Year**

	FY06 (n = 58)		FY07 (n = 61)		FY 94 - 07 (N = 1,066)	
	n	%	n	%	n	%
Member	6	10%	7	11%	154	14%
Associate	0	0%	1	2%	30	3%
Suspect	6	10%	7	11%	108	10%
None	46	80%	46	76%	774	73%

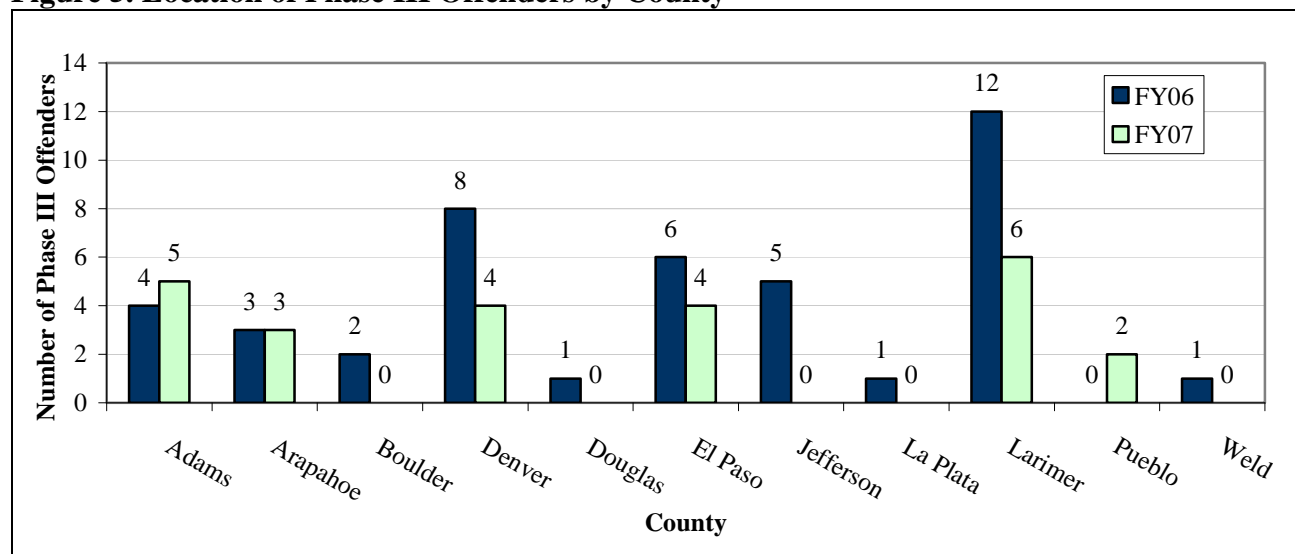
## Year-End Population

The YOS population as of June 30 in 2006 and 2007 was obtained, excluding the jail backlog population. For each fiscal year, locations of offenders within each phase are presented in Table 6. Figure 5 presents the location of Phase III offenders by county.

**Table 6. Year-End Population by Phase and Fiscal Year**

	IDO / OTP	Phase I	Phase II	Phase III
<b>FY06</b>				
On grounds	0	137	13	31
Remediation	0	2	0	0
Punitive segregation	0	1	0	0
RFP	0	7	0	0
SMU / MCU	0	3	0	0
SCCF/ State hospital	0	0	0	0
County jail	0	4	0	12
Fugitive / Escape	0	0	0	0
<b>Total</b>	<b>0</b>	<b>154</b>	<b>13</b>	<b>43</b>
<b>FY07</b>				
On grounds	9	154	12	18
Remediation	0	0	0	1
Punitive segregation	0	0	0	0
RFP	1	2	0	0
SMU / MCU	0	3	0	0
SCCF/ State hospital	0	0	0	0
County jail	0	0	0	7
Fugitive / Escape	0	0	0	0
<b>Total</b>	<b>10</b>	<b>159</b>	<b>12</b>	<b>26</b>

**Figure 5. Location of Phase III Offenders by County**



Note. Due to INS Detainers, two Phase 3 inmates were at the YOS facility in Pueblo in FY07 (not shown).

## YOS Releases

From program inception through FY07, YOS terminations totaled 856, leaving 210 offenders still in the program. Figure 6 presents terminations across gender for each fiscal year since program inception. Releases have declined from FY00 through FY06 with a slight increase in FY07, reflective of the admission rates.

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 6. Number of Releases by Gender and Fiscal Year (N = 856)**

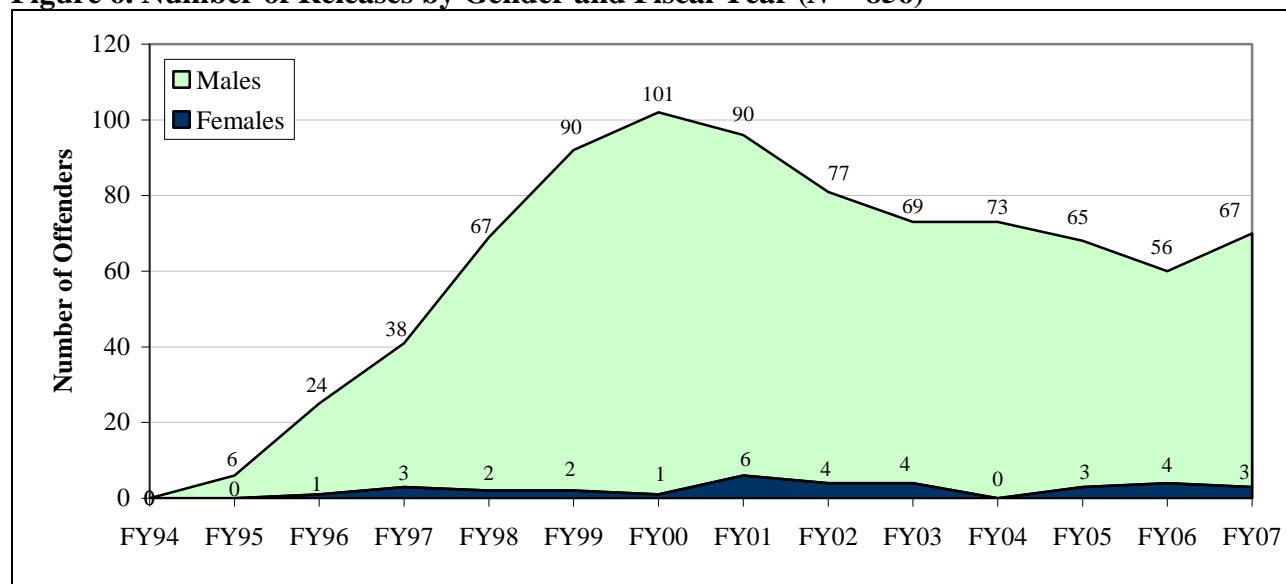


Table 7 presents release types by fiscal year over a 2-year period and for YOS's duration. The vast majority of offenders successfully completed their sentence, although a significant number terminated unsuccessfully and had their YOS sentence revoked. Nonetheless, the completion rate is not atypical for an intensive residential correctional facility that emphasizes a positive peer culture.

**Table 7. Release Types by Fiscal Year**

	FY06 (n = 60)		FY07 (n = 70)		FY 94 - 07 (N = 856)	
	n	%	n	%	n	%
Successful discharge	40	67%	55	79%	615	72%
Termination/ revocation	17	28%	11	16%	200	23%
Reconsideration	2	3%	3	4%	36	4%
Deceased	1	2%	1	1%	5	1%

A comparison of offenders who successfully discharged their sentence was made to those who terminated unsuccessfully (see Table 8). Successful completers were more likely to be male, but did not differ on ethnic backgrounds compared to those who terminated unsuccessfully. In regards to criminal history variables, violent offenders were more likely to complete their YOS sentence than nonviolent ones. Similarly, those with more serious felony crimes were more likely to be successful than those with less serious crimes. Not surprisingly, offenders who were affiliated with a STG were more likely to fail than those without STG involvement. The outcome that youthful offenders with the most serious crimes have better program completion rates is an important finding.

**Table 8. Release Profile by Completion Type**

	<b>Successful Discharges</b> ( <i>n</i> = 615)	<b>Terminations/ Revocations</b> ( <i>n</i> = 200)	<i>p</i>
Gender			<.05
Male	97%	93%	
Female	3%	7%	
Ethnicity			n.s.
Hispanic	42%	46%	
African American	27%	27%	
Caucasian	27%	25%	
Other	4%	2%	
Felony class			<.01
Class II	1%	0%	
Class III	43%	33%	
Class IV	43%	42%	
Class V	12%	24%	
Class VI	1%	1%	
Violent offender			<.01
Violent	68%	52%	
Nonviolent	32%	48%	
STG involvement			<.01
Member	11%	24%	
Associate	4%	0%	
Suspect	10%	12%	
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> )	3.7 (1.4)	3.8 (1.4)	n.s.
Mean adult sentence ( <i>SD</i> )	10.0 (5.5)	8.7 (5.8)	<.01

## PARTICIPATION

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### Flow through YOS

By the end of fiscal year 2007, a total of 1,066 youthful offenders were sentenced to YOS. The majority of these individuals successfully completed their sentence, effectively discharging their YOS and suspended adult sentence. Table 9 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, 2007 are also presented in the table.

**Table 9. 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	1,062	--	1,014	--	736	--	707	--
Completed/Progressed	1,014	1.3	739	27.7	702	3.1	582	8.6
Regressed to Phase I	--	--	--	--	1	1.4	1	1.3
Released								
Terminated/Revoked	36	5.3	76	19.3	4	11.0	84	10.2
Court Ordered	2	6.3	27	19.2	8	5.8	8	8.6
Deceased	0	--	1	41.1	0	--	4	7.5
Other	0	--	14	32.3	9	8.7	2	5.2
Still in (June 30, 2007)	10	1.3	157	19.7	12	1.6	26	6.9

**Notes.** One case had a court ordered discharge in jail backlog prior to being placed in YOS and three cases were waiting in jail backlog.

Most offenders followed the typical flow through their sentence, progressing through each phase along timelines established by their sentence durations and the program structure. A variety of reasons exist for offenders released from the facility before completing their YOS sentence. The bulk of offenders who did not complete their YOS sentence were for terminations or revocations. However, another significant portion was court ordered releases. Four offenders died in Phase III; one passed away while in County Jail awaiting revocation.

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 and three cases were waiting in jail backlog awaiting placement at the time of the study. There were a total of 23 offenders paroled under the old legislation or discharged their sentence from Phase I or II, without completing every phase. Each of these cases is reflected in Table 9 with a release type of 'other'.

### Performance Measures

As part of the department's zero-based budget management plan, YOS has established performance measures for the facility portion of the program<sup>3</sup>.

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<sup>3</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 FY06 was 58 and FY 07 was 61. Of these 119 offenders, 118 graduated to Phase I, one offender failed to complete the Orientation Training Phase and is pending revocation. 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.

**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:

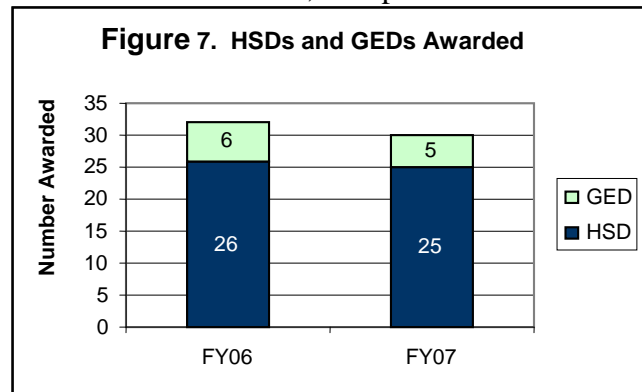
- 130 in FY06
- 159 in FY07

Enrollments in college courses were:

- 110 for FY06
- 118 for FY07

Additionally, vocational enrollments totaled:

- 62 in FY06
- 90 in FY07



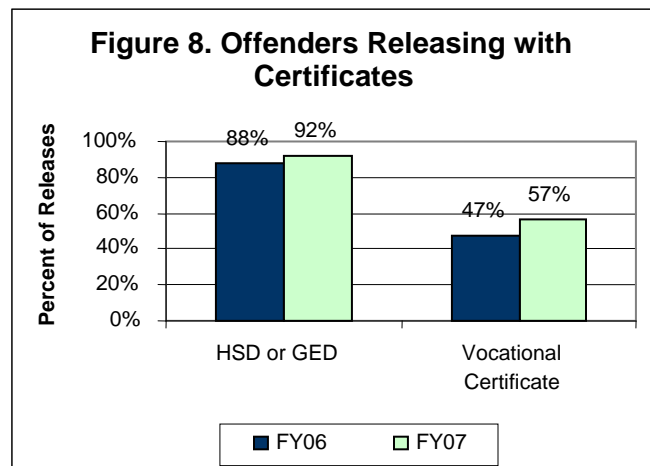
In FY06, special education services were provided to 55 youthful offenders, accounting for 33% of the population. In FY07 special education services were provided for 37 youthful offenders, accounting for 20% of the population. Twenty-five of those offenders received a high school diploma or GED during the two fiscal years.

The total number of HSD and GED certificates awarded is given in Figure 7. In Figure 8, 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:

- 6,283 in FY06
- 3,761 in FY07

Interlibrary loan requests totaled 365 in FY06 and 366 in FY07. The library collection decreased due to the facility transition that occurred in July 2006, resulting in a significant decrease in the number of books checked out during FY07.



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

- 63 in FY06
- 51 in FY07

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

- 1,090 hours in FY06
- 1,047 hours in FY07

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

- 163 in FY06
- 240 in FY07

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

- 233 in FY06
- 266 in FY07

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

- 44 in FY06
- 58 in FY07

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

- 401 volunteers provided 4,684 hours of service in FY06
- 408 volunteers provided 4,964 hours of service in FY07

The following community volunteer programs are available in OTP, Phase I and Phase II:

- United Bible Study
- ISOM Bible College
- Iron Man Bible Study
- Alcoholics Anonymous
- Inspirational Recreation
- Epiphany

Phase III provides volunteer services through the Community Circles of Accountability and Support. The main goal of the Circles of Accountability and Support is to identify needs and teach clients how to connect to community resources, so that when services have ended they have the skills to independently access necessary resources. These circles are comprised of at least four community volunteers, with a goal of six volunteers at each circle. Currently these circles are held regularly on Monday evenings in Ft. Collins at a YOS contract vendor's location. The circles have also started in the Denver metro area, but are held on a need basis and can occur on any day of the week.

## RECIDIVISM

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.

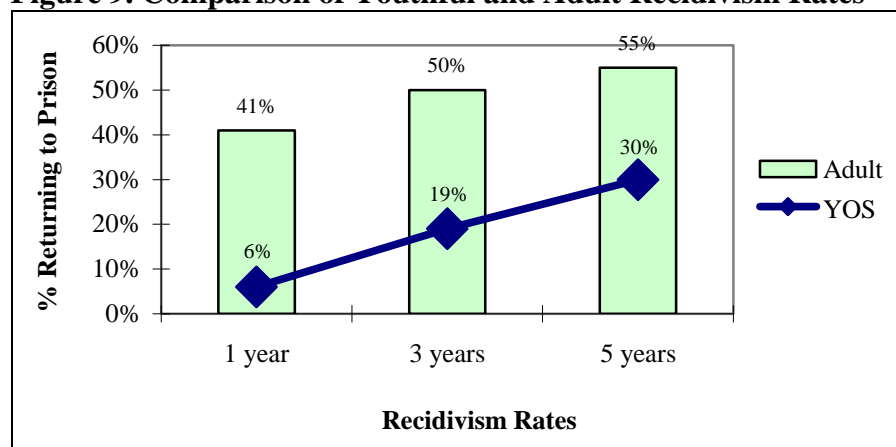
Recidivism was computed for 1-, 3-, and 5-year follow-up periods (see Table 10). Only offenders with an at-risk period for that amount of time were included in the recidivism rate. For example, offenders who released after FY2002 do not have 5-year recidivism data because they did not have 5 years at-risk, 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%	29%
FY02	65	2%	15%	25%
FY03	53	2%	19%	--
FY04	53	8%	23%	--
FY05	53	0%	--	--
FY06	40	8%	--	--
<b>AVERAGE</b>		<b>6%</b>	<b>19%</b>	<b>30%</b>

Recidivism rates for the YOS offenders are remarkably low, particularly considering that they are a high risk population. In fact, recidivism rates are considerably lower than those of the adult CDOC population. Figure 9 compares YOS recidivism rates to adult return rates<sup>4</sup>.

**Figure 9. Comparison of Youthful and Adult Recidivism Rates**



<sup>4</sup> Rosten, K. (2007). *Statistical Report: Fiscal Year 2006*. Technical Report. Colo Spgs, CO: Dept. of Corrections.

## **CONCLUSION**

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The mission of the Youthful Offender System (YOS) is to provide a controlled, regimented, and secure environment which ensures public safety. The Youthful Offender System 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.

The Youthful Offender System is a nationally recognized comprehensive “middle-tier” model of incarceration combined with habilitation programs and services designed to meet the individual needs of violent youthful offenders who have been adjudicated, direct filed, and sentenced as adults to the Colorado Department of Corrections. The employees of YOS are comprised of a community of concerned individuals, committed to the principles of Adolescent Development and through modeling, mentoring and other planned interventions, provide opportunities for youthful offenders to acquire the necessary skills and pro-social abilities that will enable them to grow and develop into successful, productive citizens.

Today, the Youthful Offender System is receiving offenders who are older upon commitment, have committed crimes more serious in nature, and who are receiving longer sentences, upon average, than when YOS received its first offenders in 1994. While YOS is researching and developing additional programs to meet the individual needs of this population, our mission remains to provide for a high school education, career and technical education, college classes, vocational and trade skills, and job opportunities to return each individual to the community with the skills and abilities necessary to become responsible, law-abiding citizens.

YOS not only provides a place for judges and the courts to incarcerate youthful offenders who can no longer benefit from juvenile interventions but offers a “middle-tier” alternative to the adult corrections system; an alternative that develops pro-social skills and provides the education and supportive after-care necessary to increase the probability of a successful re-entry into the community. While some individuals question the costs associated with incarcerating youthful offenders, the Youthful Offender System believes that the decision to “pay now rather than pay later” is supported by the on-going success and low recidivism rates that have been experienced by YOS.