

Colorado Department of Corrections
Office of Planning and Analysis



Youthful Offender System Annual Report Fiscal Year July 2007 - June 2008



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EXECUTIVE SUMMARY

YOS Mission Statement

The mission of the Youthful Offender System 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 system which includes supportive aftercare.

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 benefits the state of Colorado by providing a sentencing option for certain youthful offenders a controlled and regimented environment that affirms dignity of self and others, promotes the value of work and self-discipline, and develops useful skills and abilities through enriched programming
- ❖ YOS is designed for violent youthful offenders who are between the ages of 14 and 18 at the time of their offense; who commit class II thru class VI felony offenses; who are direct filed as adults in accordance with CRS 19-2-517 & CRS 18-1.3-407; and who would otherwise be sentenced to and placed within one of our Colorado Department of Corrections adult facilities.
- ❖ YOS has four distinct components or phases:
 - An intake, diagnostic, and orientation (IDO) and an orientation training phase (OTP) during which a needs assessment is completed, an individualized progress 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 services, treatment services, and supplemental activities to youthful offenders.
 - Phase II (Pre-Release) is administered during the last three months of the period of institutional confinement and during which time the Department of Corrections is authorized to transfer a youthful offender to a twenty-four-hour custody residential program that serves youthful offender.
 - Phase III (Community Supervision) which is to be administered for the period of community supervision (*6 to 12 months*) that remains after the completion of phase II and during which the youthful offender is monitored as the offender reintegrates **back** into society.
- ❖ Public Safety, academic achievement, rehabilitation, the development of pro-social behaviors, and re-entry planning are the primary focus within YOS.
- ❖ YOS is founded upon a positive peer culture and uses a system of incentives and sanctions to motivate youthful offenders.
- ❖ YOS is under the direction and control of the executive director of the Colorado Department of Corrections.

Population Characteristics

- ❖ The number of admissions declined from 111 in fiscal year (FY) 1996 to a low of 54 in FY05. YOS admissions increased to 59 in FY08.
- ❖ The average age of offenders admitted to YOS is 16.8 years old.
- ❖ Sentences to YOS are determinate, day-for-day. Offenders do not receive earned time or good time credit.
- ❖ The average sentence to YOS is 4.0 years, which is 6 years shorter on average than the original adult sentence imposed by the courts.
- ❖ Violent offenders compose 81% of the YOS admissions in FY08.
- ❖ Adams and El Paso counties had the highest program utilization during FY08.
- ❖ The majority of YOS offenders need academic, career and technical education and treatment for anger management and substance abuse problems. Mental health needs are higher than those found in the adult population with half of FY08 admissions identified as having mental health needs.

Completion Rates

- ❖ Sentence completion rates were found to be high:
 - 71% successfully discharged their YOS sentence
 - 24% negatively terminated or had their YOS sentence revoked
 - 4% had sentence reconsiderations

Recidivism

- ❖ Pre-release recidivism, defined as a new conviction for an offense that occurred during an offender's YOS sentence that resulted in his or her termination from YOS, was 8% for all YOS releases through FY07.
- ❖ Post-release recidivism rates, defined as new criminal activity that results in placement in the CDOC adult prison system following successful completion of their YOS sentence, were as follows:
 - 7% returned within 1 year
 - 21% returned within 3 years
 - 31% returned within 5 years
- ❖ Recidivism rates of all YOS releases are substantially lower than the adult population, even when combining pre-release and post-release recidivism rates.

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OVERVIEW

The Youthful Offender System (YOS) was established within the Colorado Department of Corrections (CDOC) under special legislation enacted in 1993, through Senate Bill 9. 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 sentencing option whereby eligible youthful offenders could be sentenced as adults, and serve their sentence within 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 “middle-tier” correctional sentencing option.

Intent of the General Assembly

The general assembly recognized that the increased number of violent juvenile crimes was a problem faced by all the states of this nation. By creating the youthful offender system, Colorado stands at the forefront of the states in creating a new approach to addressing and solving the problem of violent juvenile offenders.

It is the intent of the general assembly that:

- The Youthful Offender System shall benefit the state of Colorado by providing, as a sentencing option for certain youthful offenders, a controlled and regimented environment that affirms dignity of self and others, promotes the value of work and self-discipline, and develops useful skills and abilities through enriched programming.
- Female and male offenders for whom charges have been directly filed in the district court, in accordance with CRS 19-2-517, and who have been convicted in the district court receive equitable treatment in sentencing, particularly in regard to the option of being sentenced to the Youthful Offender System. Accordingly, it is the general assembly's intent that necessary measures be taken by the Department of Corrections to establish separate housing for female and male offenders who are sentenced to the Youthful Offender System without compromising the equitable treatment of either.
- Youthful offenders sentenced to the Youthful Offender System be housed and serve their sentences in a facility specifically designed and programmed for the Youthful Offender System and that youthful offenders so sentenced be housed separate from and not brought into daily physical contact with adult inmates sentenced to the Department of Corrections.
- Youthful offenders sentenced to the Youthful Offender System be sentenced as adults and be subject to all laws and Department of Corrections rules, regulations, and standards pertaining to adult inmates, except as otherwise provided in CRS 18-1.3-407.

YOS Eligibility

The Youthful Offender System is designed for violent youthful offenders who are between the ages of 14 and 18 at the time of their offense, and less than 19 years old at time of sentencing; who commit class II through class VI felony offenses; who are direct filed as adults in accordance with CRS 19-2-517 & CRS 18-1.3-407; and who would otherwise be sentenced to and placed in one of our Colorado Department of Corrections adult facilities.

In order to sentence a juvenile to the Youthful Offender System, the court shall first impose upon such person a sentence to the Department of Corrections in accordance with section CRS 18-1.3-401. The court shall thereafter suspend such sentence conditioned upon successful completion of a determinate (day-for-day) sentence to the Youthful Offender System of not fewer than two (2) years nor more than six (6) years; except that a juvenile convicted of a class 2 felony may be sentenced for a determinate period up to (7) seven years. All YOS sentences include a mandatory period of community supervision of 6 to 12 months.

The following offenses are eligible for sentencing to YOS:

- Murder in the first degree, if committed during the commission of or attempt to commit arson, robbery, burglary, kidnapping, sexual assault or escape resulting in a plea agreement to a class 2 felony.
- 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.

Legislative Authority

The original legislation establishing YOS was enacted in SB 93S-9, with several legislative revisions passed subsequently to modify and improve the Youthful Offender System. 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:** Require the CDOC to notify local law enforcement in the jurisdiction where an offender will be placed for Phase III. Local law enforcement may 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.
- SB 08-066:** This bill reduced first degree murder to a class 2 felony if the defendant was under 18 years of age at the time of the offense, was convicted as an adult, and did not commit or assist in committing the homicidal act. It made a defendant convicted of class 2 felony first degree murder eligible for sentencing to YOS.
- HB 08-1132:** This bill allows sex offenders and individuals needing mental health treatment in YOS to obtain appropriate treatment by allowing YOS to offer juvenile and adult treatment models to provide comprehensive and appropriate treatment for sex

offenders. The bill also made mental and other health services available to YOS clients without parental consent.

System Structure

Guiding Principles: The Youthful Offender System is based upon the following guiding principles:

- The system provides for teaching offenders self-discipline by providing clear consequences for inappropriate behavior;
- The system includes a daily regimen that involves offenders in physical training, self-discipline exercises, educational and work programs, and meaningful interaction, with a component for a tiered system for swift and strict discipline for noncompliance;
- The system utilizes staff models and mentors to promote within an offender the development of socially accepted attitudes and behaviors;
- The system provides offenders with instruction on problem-solving skills and should incorporate methods to reinforce the use of cognitive behavior strategies that change offenders' orientation toward criminal thinking and behavior;
- The system promotes the creation and development of new group cultures among offenders which result in a transition to pro-social behavior; and
- The system provides offenders the opportunity to gradually reenter the community while demonstrating the capacity for self-discipline and the attainment of respect for the community.

Facility Location: Originally located in the Denver Reception and Diagnostic Center, YOS was moved to the grounds of the Colorado Mental Health Institute of Pueblo in 1998. YOS is situated on a campus with 10 buildings designated for housing units, high school, treatment programs, recreation, food service, and administrative offices.

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

Components / Phases: YOS consists of four distinct components or 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 outlined in the YOS Components/Phases portion of this document.

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 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, academic education, career and technical education, mental health, substance abuse, medical, conduct/ behavior/program compliance, family/social relationships, criminal behavior, obstacles or barriers to transition, and case manager comments and recommendations. The progress team identifies a specific problem, goal, and current objectives, in each of the twelve general areas, which 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 progress assessment summary, and evaluated monthly during progress team reviews. YOS provides a continuum of core programming and specialized services that begins in the Orientation Training Phase and continues through supportive aftercare provided in Phase III.

Classification: In accordance with CRS 17-1-104.3, the Youthful Offender System facility, is a secure level III (Medium Custody Level, correctional 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

During the period of incarceration in the Youthful Offender System, incentives and privileges including, but not limited to, visitation, telephone calls, televisions, radios, and canteen items, are not available for an offender unless such privileges have been earned under a merit system. Privileges increase with the offender’s status level but can be lost through unacceptable behavior or rule infractions. Offender status level is determined through progress team consensus according to the individual’s progress. As such, critical problems are identified and addressed, and accordingly, issues and problem areas ultimately affect status changes. Each offender must

meet the minimum terms and conditions of his / her sentence, show positive progress, and attain the minimum required goals prior to moving to the next status level.

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

Parents Association: Parents of youthful offenders have developed a Parents Association which provides support for offenders and parents. The YOS Parents Association works together with the YOS Administration to bring families together by providing scheduled events and activities for offenders and their families, 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 and with higher status comes an increase in privileges. Phoenix status is the highest status attainable for YOS offenders and 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 and telephone calls as well as 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 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 in the facility and serve as a negative influence are separated from their peers by being placed in a special management unit located in 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 YOS, designed to manage offenders pending investigation, staffing for revocation, awaiting 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 can extend up to 60 days while RFP has a 10 day maximum. Within SMU, there is a three-tiered level system based on a offender's behavior, with a status review every 7 days. Each level has specific time frames for the offenders to demonstrate appropriate behavioral expectations, providing an increase in privileges with each level.

Therapeutic Interventions

A variety of therapeutic interventions are provided to offenders as dictated by their individualized needs, and participation and progress is measured through monthly progress team evaluations. Therapeutic services include mental health, substance abuse, sex offender treatment and monitoring, anger management, Guided Group Interaction (GGI) groups, and Quick Skills cognitive courses.

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 using 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 by a certified addiction counselor. The counselor conducts assessments and treatment groups and participates in monthly team evaluations.

Offenders' treatment needs are assessed using a standardized offender assessment battery, which examines individuals' criminal risk as well as addiction histories. Treatment is delivered in a group setting using the Pathways to Self Discovery and Change¹ 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.

Offenders are placed in treatment groups during Phase I, where they are required to 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 relationships between 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.

¹ 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.

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. Offenders are taught to recognize the harmful effects of continued substance use and to understand the varying degrees of abuse and dependence.

Offenders in remediation are offered a relapse prevention program with a high intensity focus 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 Youthful Offender System provides sex offender treatment services for offender who are sentenced to the Youthful Offender System and who have a history of committing any sex offense as defined in section 16-11.7-102 (3), C.R.S., or who have a history of committing any other offense, the underlying factual basis of which includes a sex offense.

The goal of the YOS SOTMP is to provide education and treatment that meet standards established and adopted by the Colorado Sex Offender Management Board. SOTMP has been in place at YOS since 2000 and strives to eliminate future victimization. An intense sex offender treatment 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 similar 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, 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 (GGI) groups, seven levels of confrontation, conditions of feedback, mentoring and role modeling, and individual and family interaction.

Quick Skills: Quick Skills is a cognitive skill 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 and ignoring distractions; making corrections and bringing material to class; following instructions and 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.

Education

All YOS educational programs are approved by the Colorado Department of Education or the Colorado Community College System and are taught by credentialed and licensed instructors. YOS has a high school on grounds known as Century High School. A letter of agreement between YOS Century High School and Pueblo City Schools is in effect, enabling offenders who meet the districts graduation requirements to receive their high school diploma, through Pueblo School District 60.

Offenders average three high school credits at the time they arrive at YOS. Pueblo City Schools and YOS currently require 22 high school credits to meet graduation requirements. Effective 2009, graduation requirements for Century High School will increase to 24 credits, per standards set forth by Pueblo City Schools. Although YOS offenders attend school year-round and complete three semesters during a 12 month period, the high school credit will certainly present a significant challenge for the average student entering YOS and will bring a new challenge to the education department at YOS.



The teacher-to-student ratio is maintained at 1:10 or better. Small classes and a variety of individual and group activities provide the individualized attention and instruction needed to actively engage at-risk youthful offenders in a challenging learning process.

Special 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 professions.

In FY08, 32 offenders received special education services, accounting for 31% of the population. A total of 33 special education offenders received a high school diploma or GED during the last three fiscal years.

Title 1: Title 1 is a federally funded grant that was created to assist individuals who are functioning academically two grades below the norm in reading, writing and/or math, based on chronological age. YOS utilizes the targeted assistance program available through Title 1 for the 20 to 30 lowest functioning students and provides them appropriate Title 1 learning opportunities.

Academic Education: 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 courses include:

- Language Arts and English
- Mathematics
- Social Studies
- Science
- Physical Education and Health
- Electives: Art, Keyboarding

Career and Technical Education: YOS career and technical education programs are approved by the Colorado Community College System (CCCS). All YOS career and technical instructors are credentialed in their specific trade, and up to 45 hours of Colorado Educational Center course work is transferable to a community college toward an Associate of Applied Science Degree. YOS offers certificates in:

- Business
- Business Computers
- Electronics
- Multi Media Production
- Automotive
- Janitorial
- Barber/Cosmetology



College Courses: College courses are provided through Pueblo Community College and offenders have the capability to acquire an associate degree, depending upon their motivation and sentence length. Six offenders have been released from YOS with an Associate Degree.

The ACT was administered twice in FY 2008. A total of 32 offenders tested during the June and December sessions. Of those offenders taking the ACT test, fifteen were high school graduates, nine had received their GED and eight were seniors in Century High School.

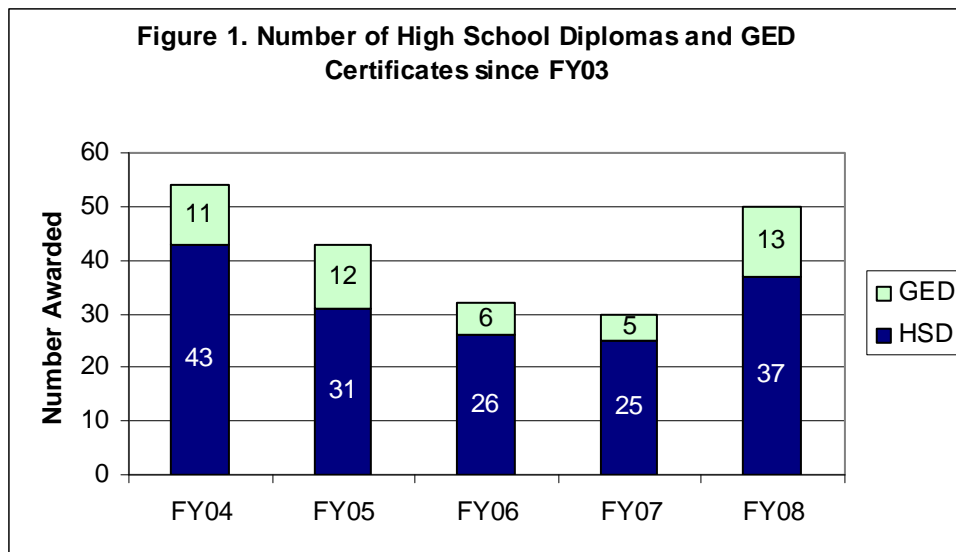
Performance Measures: As one of the primary goals of YOS, participation in academic and career and technical education courses is very high. Enrollments are as follows:

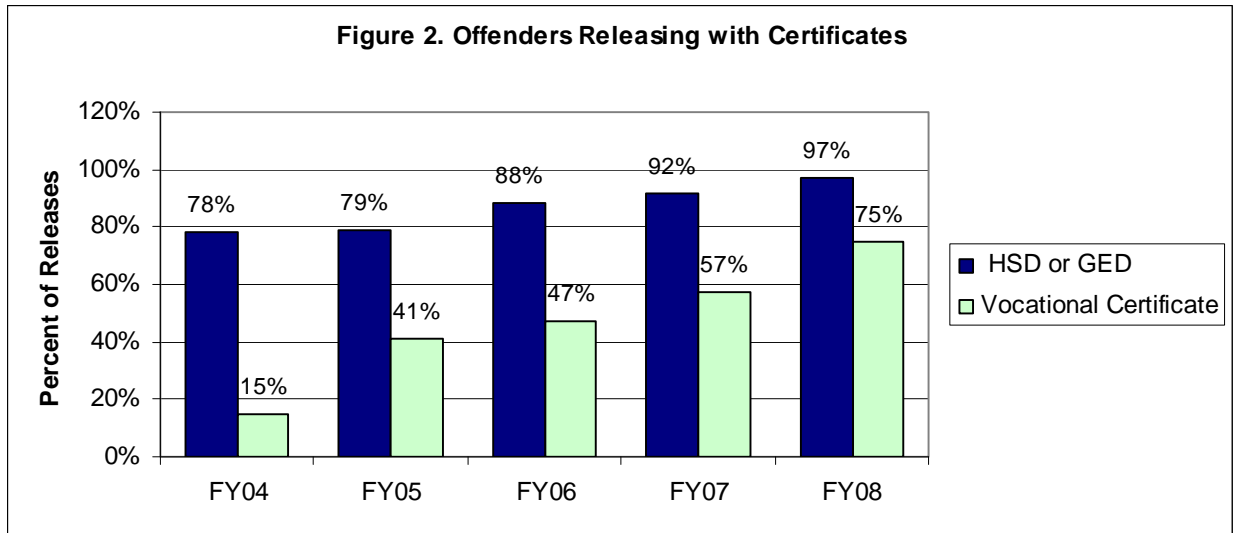
- Academic enrollments = 164 in FY08
- Career and Technical Education enrollments = 106 in FY08
- College courses = 93 in FY08

YOS offenders took advantage of the library services available to them. Below is the number of library books checked out during FY08:

- 6,870 YOS library
- 467 interlibrary loan requests

There were a total of 37 High School Diplomas and 13 GED Certificates awarded during graduation exercises held at Century High School in 2008. Figure 1 reflects the number of high school diplomas and GED Certificates issued since 2003. Figure 2 reflects the percent of YOS offenders releasing with a high school diploma or equivalent or a vocational certificate.





Volunteer and Chaplain Services

Chaplains provide religious services and counsel to offenders, as they are needed. The YOS facility was without a chaplain from October 2007 through May 2008. Although the facility volunteer coordinator attempted to keep religious services operating, the total number of hours served by a part-time chaplain was:

- 339.5 hours in FY08

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

- 113 hours in FY08

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:

- 192 in FY08

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

- 94 in FY08

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

- 388 volunteers provided 5,094 hours of service in FY08

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

- United Bible Study
- Catholic Services
- Iron Man Bible Study

- Inspirational Recreation
- Epiphany
- Inside Out Dad
- Story Time

Phase III provides volunteer and mentoring 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. The circles are comprised of at least four community volunteers, with a goal of six volunteers at each circle. Currently the 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. Mentoring services add an additional element to the circles by providing the offender with additional support from a volunteer that is assigned to one particular offender.

Gender Specific Activities

Male and female offenders are housed and managed separately; however, the facility, sentence structure, and phases are essentially the same. YOS has female-specific programs and services designed to better meet the needs of the young female offender population and male-specific programs designed to better meet the needs of this population.

Female-Specific Activities: Female offenders participate in many group sessions that are geared to their learning and individual female adolescent development. Services by outside agencies are provided in conjunction with 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.

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 mental health staff to ensure psychotherapy is reinforced by all providers and that continuity of care issues are protected.

Mental health providers conduct 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.

Core Program Interventions

Table 1. Core Program Interventions

CORE ACTIVITIES	IDO / OTP	PHASE I	PHASE II	PHASE III
Security Threat Group Screening & Assessment	X			
Mental Health Screening & Assessment	X			
Sex Offender Screening & Assessment	X			
Substance Abuse Screening & Assessment	X			
Education Screening & Assessment	X			
Criminal History Screening & Assessment	X			
Janitorial Class	X	X		
Health Education Class	X	X		
Physical Regeneration	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 COMPONENTS / PHASES

By statute, the Youthful Offender System consists of the following components or phases:

- An intake, diagnostic, and orientation program;
- Phase I , during which time a range of core programs, supplementary activities, and educational and prevocational programs are provided to youthful offenders;
- Phase II, which may be administered during the last three months of the period of institutional confinement and during which time the Department of Corrections is authorized to transfer a youthful offender to a twenty-four-hour custody residential program that serves youthful offender.
- Phase III, which is to be administered for the period of community supervision that remains after the completion of phase II and during which the youthful offender is monitored as the offender reintegrates into society.

IDO / OTP

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 (checks for warrants or detainers, current or 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 assessment 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, regulations, and sanctions
- Group behavioral norms
- Confidentiality of information including limits to confidentiality
- Responsibilities to attend programs and activities
- Methods of confrontation
- 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 in physical exercise; drain destructive energies; break down negative gang affiliation and activity; and begin to develop pro-social rapport between YOS employees and the offenders. 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, known as the progressive assessment summary (PAS), of programmatic activities for each OTP offender. The team may include the following staff: assessment lieutenant/treatment team coordinator, primary advisor, educational assessment specialist, clinical staff, certified addiction counselor, sex offender treatment team, intelligence officer, and correctional officers / drill instructors.

This staffing committee reviews educational development and placement and identifies special education service needs; 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. 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 their sentence. This phase is also where the most intensive service delivery occurs.

Phase I utilizes an open 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. The YOS Education Program is a comprehensive program that provides academic, career and technical education, and cognitive classes, supported by special education and Title I services.

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. The average number of offenders employed during FY08 totaled 54. Apprenticeship programs are available through the Colorado Department of Labor to include office management, food service, and maintenance.

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 initial Orientation Training Phase. The packet contains general information about YOS 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 offenders while they are incarcerated as well as when they return to the community.

On a daily basis, the YOS Management 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 (Pre-Release)

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. Phase II is located on the YOS campus in Pueblo and offenders remain under direct 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.
- Reinforce 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, this 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 30 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 (Community Supervision)

The community supervision phase of the YOS sentence 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 their YOS sentence. 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 employees jointly develop a plan to address the offenders' unacceptable behaviors and prepare for re-entry again.

When the sanctions available to YOS are inadequate or ineffective, the youthful offender may have their YOS sentence revoked and their initial prison sentence reinstated. Revocation is a complex process that requires approval from the Director of the Division of Adult Parole, Community Corrections and YOS (DAPCC/YOS) and CDOC's Executive Director, but may be appropriate for offenders who refuse to meet the terms and conditions of their sentence, participate in required programs and/or service, 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, CPOs 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 positive performance such that more contacts ensure compliance with rules and regulations. Consistent with YOS' model of incentives and sanctions, 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 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 programs (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.

Each offender is required to submit to weekly urinalyses. Urinalysis is used not only to curtail drug and alcohol use, but also to prevent criminal behavior that is often linked to substance abuse.

Education / Employment: Adult Basic Education (GED preparatory course) is required for every 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 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 2. Phase III Community Supervision FY08

Region	No. of Offenders	Family Preservation	Independent Living*
Northern	17	5.9%	94.1%
Central	14	64.3%	35.7%
Southern	7	42.9%	57.1%
Western	0	0.0%	0.0%

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

Treatment: The DAPCC/YOS utilizes external agencies authorized by the CDOC approved treatment providers for mental health, substance abuse, or sex offender therapy programs and services. 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 and services 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 orientation that includes employment, educational, and leisure assessments, services and supervision standards review, community resource orientation, and implementation of a community reentry plan.

A full menu of meaningful programs and services offer better risk control and behavioral reform. As the intensity of community supervision decreases, the involvement in the community

based support network should increase to offer support and encouragement after completion of the YOS sentence.

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

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

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

Table 3. Phase III Performance Measures

Phase III Performance Measure	FY08
Average daily population	22
Offender employment rate	32%
Community service hours completed	87.51
Restitution payments	14%
Phase III completion	29
Phase III revocations	9

Completion of the YOS Sentence

Upon the successful completion of the programs and services offered throughout the offender's sentence at the Youthful Offender System, including the mandatory period of community supervision, the initially imposed and suspended adult sentence shall have been fulfilled.

Revocation / Termination

Offenders who cannot successfully complete their sentence to the Youthful Offender System, or who fail to comply with the terms and conditions of the Youthful Offender System are returned to district court for revocation proceedings.

Any offender returned to the district court because he or she cannot successfully complete the sentence to the Youthful Offender System for reasons other than mental illness or a developmental disability, or because he or she fails to comply with the terms or conditions of the Youthful Offender System, shall receive imposition of the original sentence to the Department of Corrections.

STAFFING

In staffing the Youthful Offender System, the Executive Director of the Colorado Department of Corrections shall ensure that employees are experienced and trained in the treatment of juveniles or will be trained in the treatment of juveniles prior to working with such juveniles, and are trained to act as role models and mentors, and are best equipped to enable the Youthful Offender System to meet and achieve the YOS guiding principles. The executive director shall make a recommendation to the department of personnel regarding the classification of positions with the Youthful Offender System, taking into account the level of education and training required for such positions.

The Youthful Offender System is comprised of a community of concerned employees committed to the principles of adolescent development, who, through modeling, mentoring, and other planned interventions provide opportunities for youthful offenders to acquire skills and abilities that enable them to grow and develop into successful, productive citizens. Perhaps more so than in the adult system, staff working with youthful offenders must be able to perform multiple functions. YOS staff members are selected for their experience working with adjudicated adolescent populations; and for their potential to mentor, coach, and provide training to offenders and jointly facilitate counseling sessions and programmatic activities. The executive director of the Department of Corrections shall have final approval on the hiring and transferring of staff for the Youthful Offender System.

Facility Staff

There are 172.9 FTE positions currently assigned to the YOS facility. Among the administrative staff are the Deputy Director/Warden and Associate Warden along with administrative personnel including the Administrative Services Manager, the Operations Manager, and other support employees. 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 YOS sentencing statute (CRS 18-1.3-407) 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
 - Legal issues
 - Positive peer culture and cognitive education
 - Resisting peer pressure
 - Cognitive distortions
 - Anger management
 - 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
- 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 4). 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 170 in FY06, 176 in FY07, and 174 in FY08. ADP was lower for community supervision with 29 in FY06, 24 in FY07, and 26 in FY08.

Cost categories incorporated in IDO, Phase I and Phase II include personal services, operating, contract services, education contracts, drug and alcohol treatment, sex offender treatment, mental health, and purchase of service (CMHIP), medical expenses and central administration. The Phase III cost categories include personal services, operating, contract services and central administration.

Table 4. YOS Program Costs by Fiscal Year²

	FY06		FY07		FY08	
	Total Annual Cost	Inmate Cost Per Day	Total Annual Cost	Inmate Cost Per Day	Total Annual Cost	Inmate Cost Per Day
IDO, Phase I and Phase II	\$13,241,353	\$213.40	\$12,082,901	\$188.64	12,673,710	\$199.01
Phase III (Community Supervision)	\$1,843,459	\$174.16	\$1,594,933	\$182.07	\$1,844,311	\$193.81
External Capacity (Jail Backlog)	\$38,122	\$52.22	\$79,526	\$54.47	\$20,868	\$57.02
YOS TOTAL	\$15,122,934	\$206.13	\$13,757,360	\$184.76	\$14,538,889	\$197.63

Although the Youthful Offender System moved to a smaller campus, resulting in a decrease in the purchase of service agreement with CMHIP and a reduction in the actual inmate cost per day, YOS is still more costly than most of the CDOC facilities. This rate is explained largely by the high staff to offender ratio and intensive education and treatment services.

² Source: Colorado Department of Corrections Finance and General Administration

FUTURE CONSIDERATIONS

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 FY09 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.
- Train all case managers in core traditional practices while focusing on case management services unique to YOS.
- Begin a gang awareness program for offenders in August 2008. Evaluate the participation and success of this approach for future funding requests.
- Evaluate and align educational services to correspond with the skill level and age of the YOS population.
- Realign the YOS daily schedule to accommodate an eight hour school day in order to achieve 24 high school credits by 2009 as required by Pueblo City Schools.
- Continue to work in conjunction with Pueblo City Schools to develop and maintain the required high school curriculum to ensure YOS offenders receive a high school diploma, issued by Pueblo City Schools, upon completion of all high school credits.
- 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.
- Develop a grant writing team at YOS to identify and research available grants for this unique population.
- Continue to obtain certification for all drill instructors.

Phase III

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

- Coordinate and expand a security threat group identification system through coordination with Phase I, Phase II Pre-Release component and Phase III Aftercare components.
- Ensure all YOS Phase III Aftercare personnel have completed the 40 hours YOS Specialized Training provided at the YOS facility within 3 months of working with YOS offenders.
- Provide YOS Phase III Aftercare personnel with training on the stages of adolescent development.
- Strive to improve the performance of private service partnerships through the use of auditing the performance and providing feedback to the private service partnership.

- Develop and coordinate gang intervention training for those offenders who have been identified as being part of a security threat group. The training will be administered to the offender in YOS Phase I, and YOS phase II pre-release components.
- Develop new performance measures to properly align programs to address changes related to Phase IIIA and the emancipation program.
- Ensure the YOS section of the DAPCC/YOS web page is updated on a quarterly basis to increase positive public awareness.
- Provide timely responses to the DOC Public Information Officer to increase public awareness of YOS Phase III program

Overall Considerations

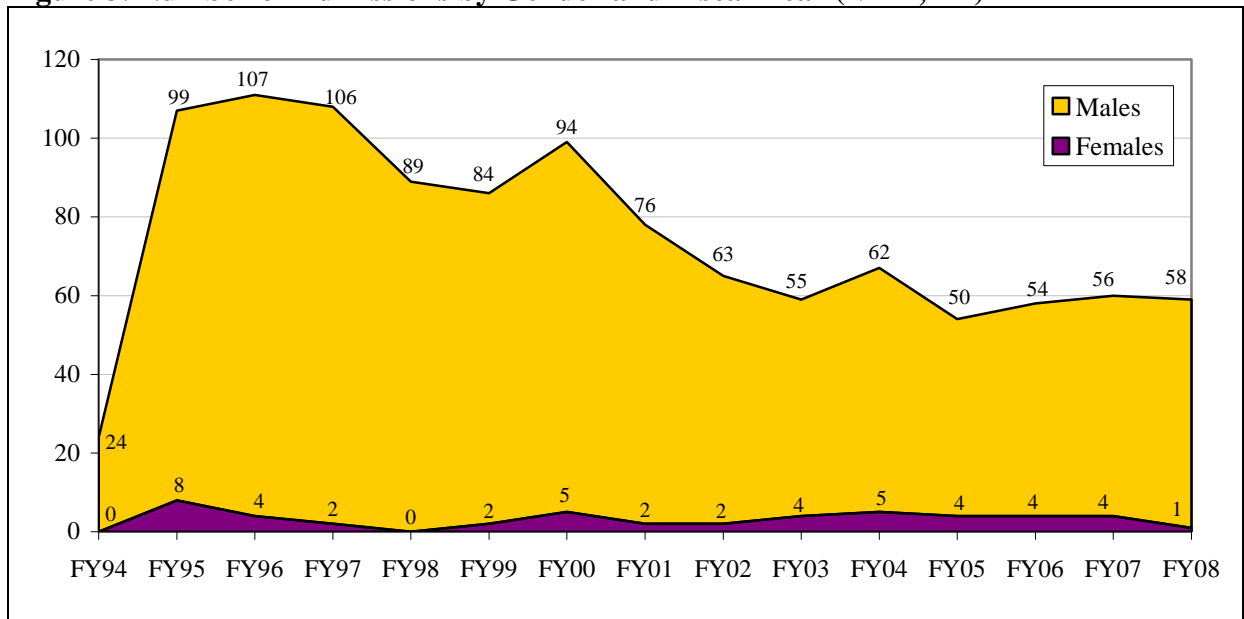
- The CDOC continues to work with district attorneys, public defenders, and judges to increase awareness about the YOS sentencing option and ensures consistent, appropriate, and timely sentencing under the YOS statutory provisions. Tours of the YOS facility are routinely scheduled and conducted for attorneys, judges, and advocacy groups. Provide informational packets upon request.
- YOS continues to maintain compliance and accreditation through the American Correctional Association (ACA).
- YOS will continue to work with community providers to develop and increase volunteer programs available to offenders in all phases of YOS.
- Ensure the YOS webpage information is reviewed and 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 YOS to determine if services can be provided during incarceration or re-entry resources can be identified to help released offenders deal with challenges and problems associated with recidivism.

OFFENDER PROFILE

Admission Characteristics

Youthful offender admissions to YOS, from its inception in 1994 through the end of FY08, were used to profile the population. During this time, a total of 1,124 individuals were admitted, of which 4% were females. This number excludes one offender who was sentenced to YOS in FY07 but was never admitted to DOC. Figure 3 shows the number of admissions each year by gender. FY05 witnessed the lowest annual rate of admissions of all years for which the facility was fully operational.

Figure 3. Number of Admissions by Gender and Fiscal Year (N = 1,124)



Data were 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 FY08 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 5. The most notable change is that the number of violent offenders has increased over time, with FY08 admissions having a substantially higher rate of violence than the total population. Other changes over time appear to be sporadic and may not be indicative of an actual trend.

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 indicate that in FY08, the average YOS sentences were six years shorter than the original adult sentence imposed by the court; however, since the inception of YOS, sentences average five years shorter than if they were served in the adult population.

All YOS admissions are currently assessed on the Colorado Youth Offender – Level of Supervision Inventory (CYO-LSI), a measure of criminal risk and need. CYO-LSI data were not available for admissions prior to FY05. The mean CYO-LSI score for admissions from FY05 through FY08 was 41.2 (*SD*=11.2) on the scale which ranges from 0-84 points, which classifies them in the highest risk category using standardized norms.

Table 5. Admission Characteristics

	FY08 (<i>n</i> = 59)		FY 94 - 08 (<i>N</i> = 1,124)	
	<i>n</i>	%	<i>n</i>	%
Ethnic Background				
Hispanic	29	49%	503	45%
African American	14	24%	286	26%
European American	16	27%	295	26%
Asian American	0	0%	23	2%
Native American	0	0%	16	1%
Age at Admit				
14	0	0%	16	1%
15	4	7%	101	9%
16	16	27%	266	24%
17	20	34%	450	40%
18	18	30%	270	24%
19	1	2%	21	2%
Mean (St. Dev.)	16.9 (1.0)		16.8 (1.0)	
# with Children	9	15%	82	7%
Violent Offenders				
Violent	48	81%	825	73%
Nonviolent	11	19%	299	27%
Felony Class				
Class I	0	0%	0	0%
Class II	3	5%	14	1%
Class III	27	46%	489	44%
Class IV	25	42%	473	42%
Class V	4	7%	138	12%
Class VI	0	0%	9	1%
	Median (SD)		Median (SD)	
YOS Sentence (years)	4.0 (1.4)		4.0 (1.4)	
Adult Sentence (years)	10.0 (5.4)		9.0 (37.9)*	

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

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

Additional criminal history data were collected to examine county of commitment (see Figure 4) and type of crime for offenders' most serious offense (see Figure 5). In FY08, Adams and El Paso counties had the highest utilization of YOS. Compared to past years, Denver and Jefferson counties had lower utilization. The most frequent crime categories in FY08 were 2nd degree assault and aggravated robbery.

Figure 4. Commitments per County

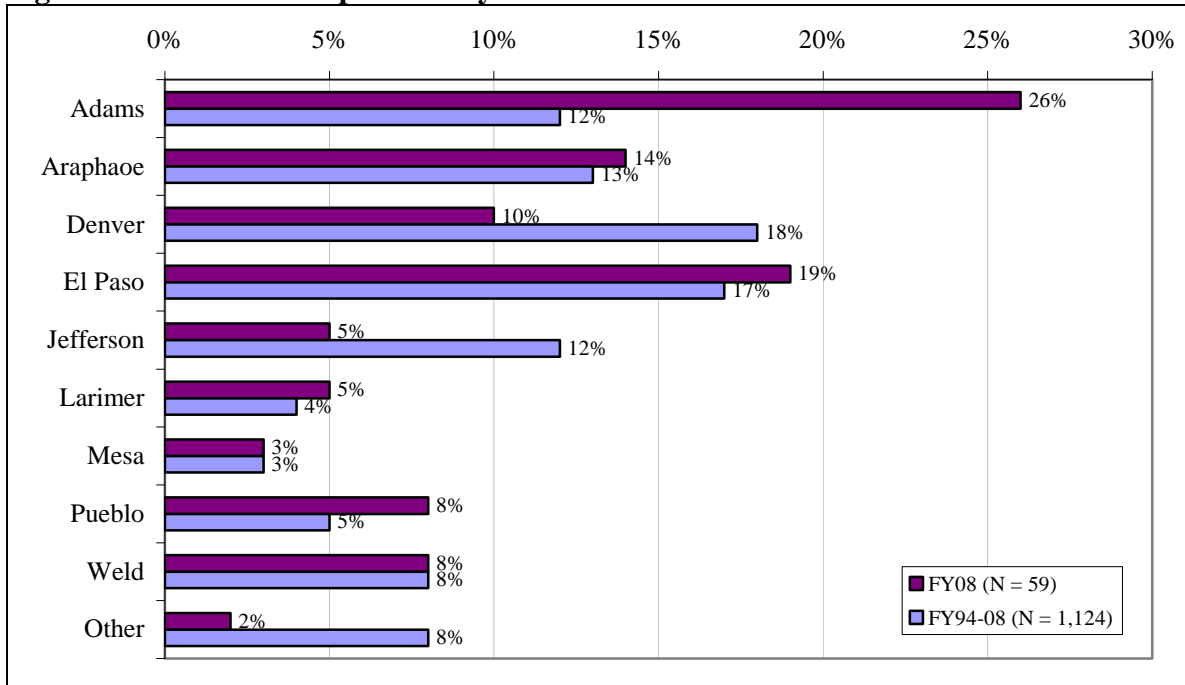
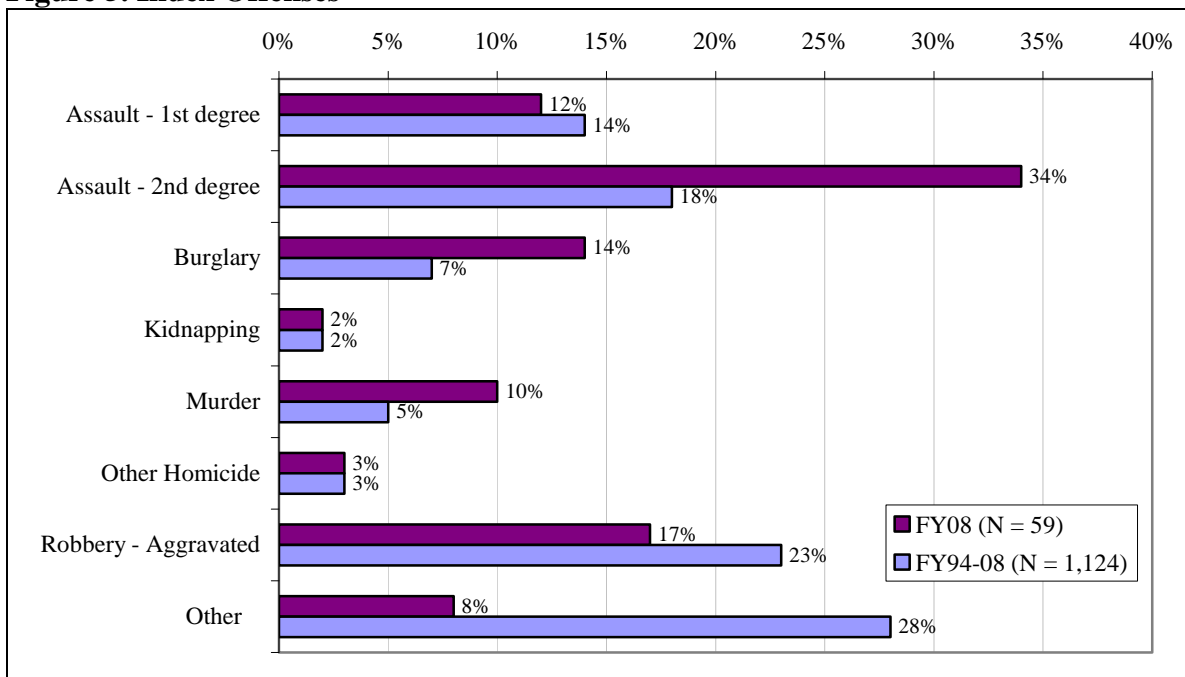


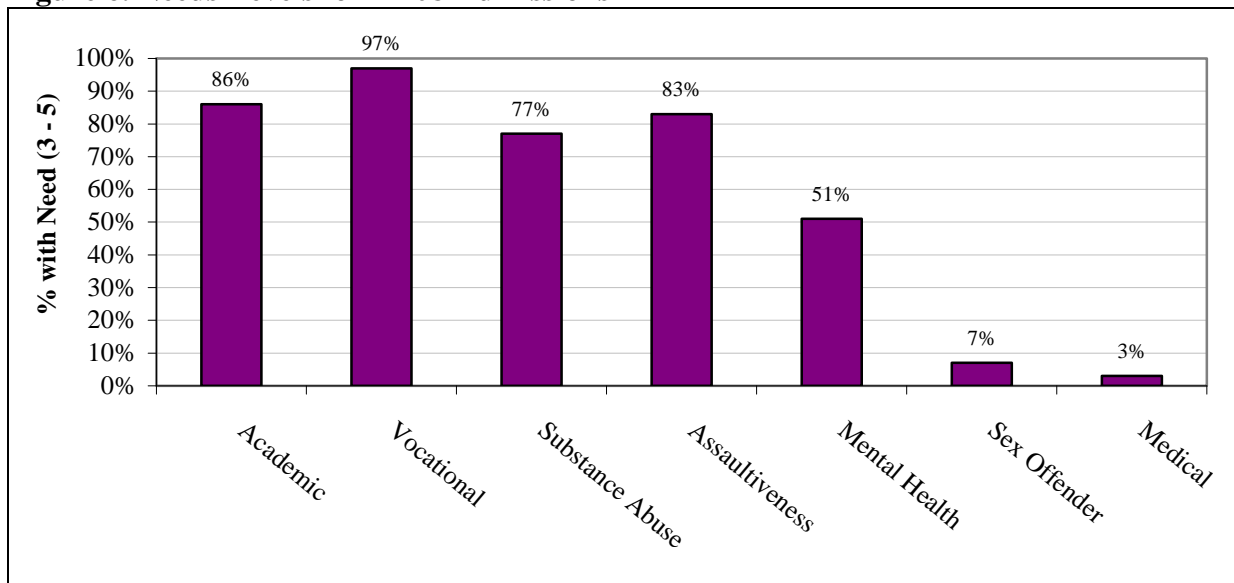
Figure 5. Index Offenses



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 6 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 6. Needs Levels for FY08 Admissions



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 upon intake (see Table 6). However, 59% of FY08 admissions have STG status; this is considerably higher than the 29% of all YOS admissions and the 26% of the adult CDOC population with STG involvement. For those with STG involvement, the most common affiliations since the inception of YOS have been Crips (39%), Surenos-13 (20%), Bloods (19%), and Folk (6%).

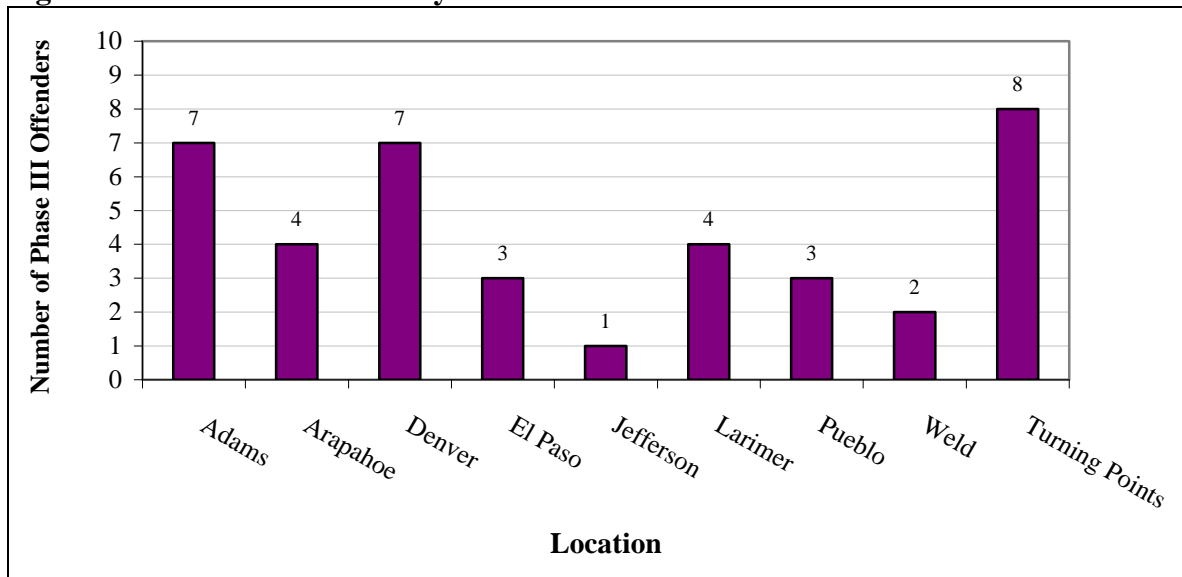
Table 6. STG Involvement by Fiscal Year

	FY08 (n = 59)		FY 94 - 08(N = 1,124)	
	n	%	n	%
Member	16	27%	170	15%
Associate	0	0%	30	3%
Suspect	19	32%	127	11%
None	24	41%	797	71%

Year-End Population

The YOS population as of June 30, 2008 was obtained, excluding the jail backlog population. There were a total of 5 offenders in the IDO/OTP phase, 15 on RFP or Remediation, 140 offenders in Phase I, 11 offenders in Phase II, and 39 offenders in Phase III. Figure 7 presents the location of Phase III offenders by county. An additional 9 offenders were off grounds or in jail backlog.

Figure 7. Phase III Offenders by Location

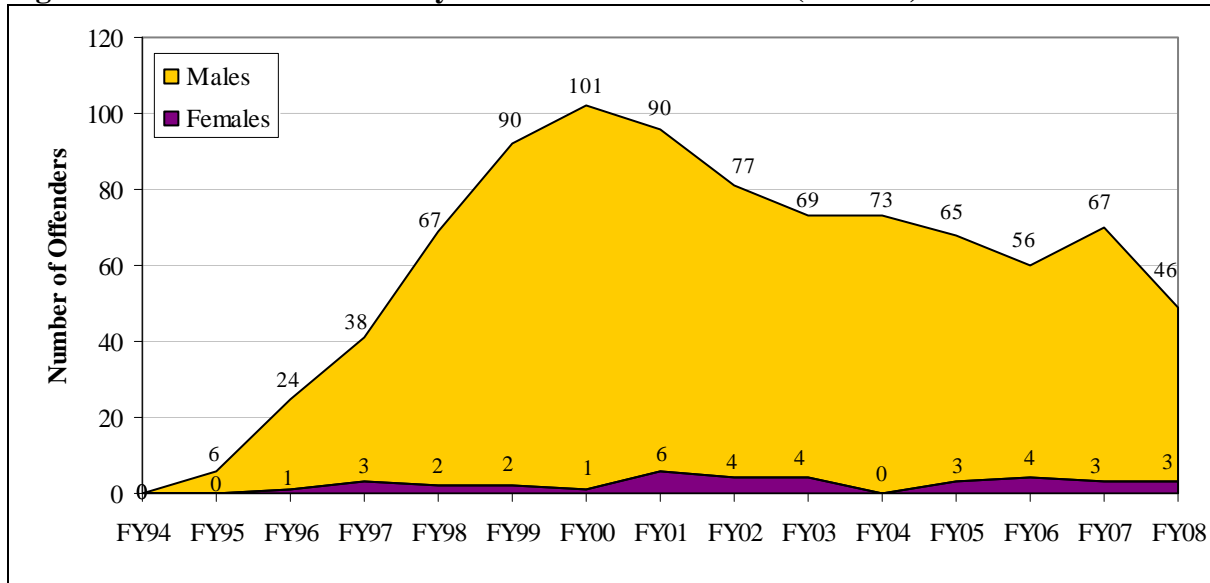


Note: Due to ICE Detainers, two Phase III offenders were at the YOS facility in Pueblo as of June 30, 2008.

YOS Releases

From inception through FY08, YOS releases totaled 905, leaving 219 offenders still serving their sentence within the Youthful Offender System. Figure 8 presents releases across gender for each fiscal year since inception. Releases have declined since FY00 other than a slight increase in FY07, reflective of the admission rates.

Figure 8. Number of Releases by Gender and Fiscal Year (N = 905)



There are four primary release 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 YOS for failure to meet the terms and conditions of their sentence, continuing violent or criminal behavior, quitting, failure to progress, or new criminal charges; upon revocation the original adult prison sentence is imposed by the courts. Reconsiderations describe offenders sentenced to YOS who were removed by the courts through a court order discharge, release to appeal bond, or release to probation. 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.

Table 7 presents release types for FY08 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

	FY08 (n = 49)		FY 94 - 08 (N = 905)	
	n	%	n	%
Successful discharge	31	63%	646	71%
Termination/ revocation	14	29%	214	24%
Reconsideration	4	8%	40	4%
Deceased	0	0%	5	1%

Data from fiscal years 2003 through 2008 were analyzed to better understand the reasons that youthful offenders have their YOS sentence revoked. Of the 65 offenders who terminated from YOS during that 5-year period, 40 (62%) were charged with new crimes and 25 (38%) were terminated for failure to progress. Of the 40 with new charges, 38% were charged with escape and another 25% were charged with assault. Menacing, distribution/manufacture/sale of a class I-II controlled substance, and 2nd degree murder each accounted for an additional 5% of the new charges. The remaining charges were for robbery, aggravated robbery, and burglary. Of those terminated for failure to progress, 64% failed to progress due to multiple COPD violations, 18% for refusal to participate, and another 18% for disobedience/noncompliance.

Offenders who successfully discharged their sentence were compared to those who terminated unsuccessfully (see Table 8). Successful completers were more likely to be male, have more serious, violent crimes, and have no STG involvement than unsuccessful YOS participants. The outcome that youthful offenders with the most serious crimes have higher completion rates is an important finding, although STG involvement seems to have a detrimental effect on completion rates.

Table 8. Release Profile by Completion Type

	Successful Discharges (<i>n</i> = 646)	Terminations/ Revocations (<i>n</i> = 214)	<i>p</i>
Gender			<.05
Male	97%	94%	
Female	3%	6%	
Ethnicity			n.s.
Asian American	3%	0%	
African American	26%	29%	
European American	27%	23%	
Hispanic	42%	46%	
Native American	2%	2%	
Felony class			<.01
Class II	1%	0%	
Class III	43%	34%	
Class IV	44%	41%	
Class V	11%	24%	
Class VI	1%	1%	
Violent offender			<.01
Violent	74%	58%	
Nonviolent	26%	42%	
STG involvement			<.01
Member	11%	24%	
Associate	4%	0%	
Suspect	10%	12%	
None	75%	64%	
Mean age at admit (<i>SD</i>)	16.8 (1.0)	16.8 (1.0)	n.s.
Mean YOS sentence (<i>SD</i>)	3.7 (1.4)	3.8 (1.3)	n.s.
Mean adult sentence (<i>SD</i>)	9.4 (5.5)	8.1 (5.2)	<.01

RECIDIVISM

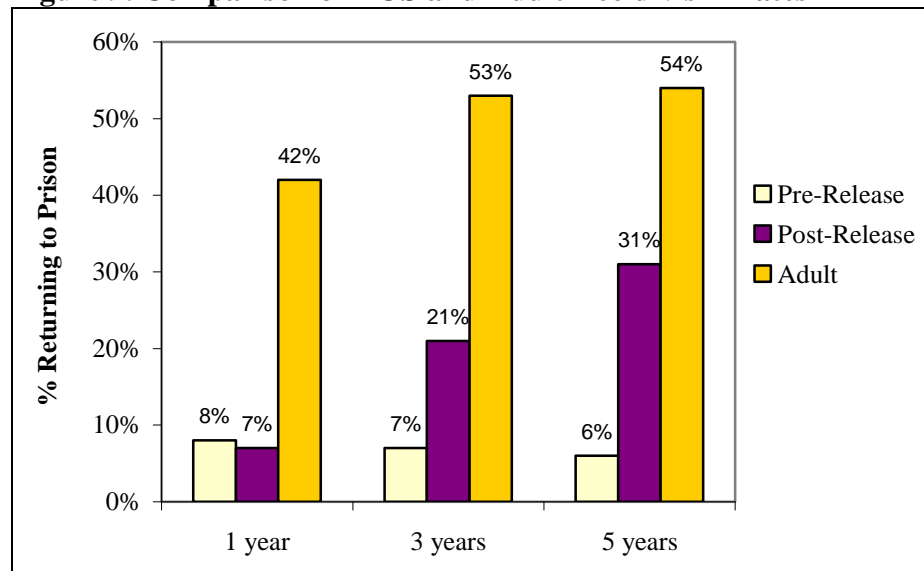
Pre-release and post-release recidivism was analyzed for YOS completions. Pre-release recidivism is defined as a new conviction for an offense that occurred during an offender's YOS sentence that resulted in his or her termination from YOS. This rate is based on all YOS releases within a release cohort and as such represents a portion of the terminations/revocations noted above. Post-release recidivism is defined as new criminal activity that results in placement in the CDOC adult prison system following successful completion of their YOS sentence.

Table 9. Cumulative Recidivism Rates

Time at Risk	Release Cohort	Pre-Release Recidivism			Post-Release Recidivism		
		# at risk	# returns	% returns	# at risk	# returns	% returns
1 year	FY95 – 07	856	70	8%	651	45	7%
3 year	FY95 – 05	726	54	7%	551	117	21%
5 year	FY95 – 03	585	34	6%	442	137	31%

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 rates³.

Figure 9. Comparison of YOS and Adult Recidivism Rates



³ Rosten, K. (2008). *Statistical Report: Fiscal Year 2007*. Technical Report. Colo Spgs, CO: Dept. of Corrections.

CONCLUSION

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, in accordance with CRS 19-2-517, and 18-1.3-407. The employees of YOS are comprised of a community of concerned individuals, committed to the principles of adolescent development. Through modeling, mentoring and other planned interventions, they 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 actively affiliated with a Security Threat Group/Gang (STG), have committed violent crimes of a more serious nature, and are receiving longer sentences, on average, than when YOS received its first offenders in 1994. YOS continues to research and develop additional programs and services to meet the individual needs of this population, our mission continues to provide for a high school education, career and technical education, college classes, and marketable vocational and trade skills that will provide the skills and abilities necessary to qualify for employment opportunities in today’s job market and to become a responsible, productive, law-abiding citizen.

The costs associated with the operation of the Youthful Offender System support the specialized programs, services and resources necessary to address the individual needs of this unique, high-risk, violent offender population. YOS not only provides judges a middle-tier sentencing option for violent, high-risk youthful felony offenders who can no longer benefit from juvenile intervention, but also offers an 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 cost 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.

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