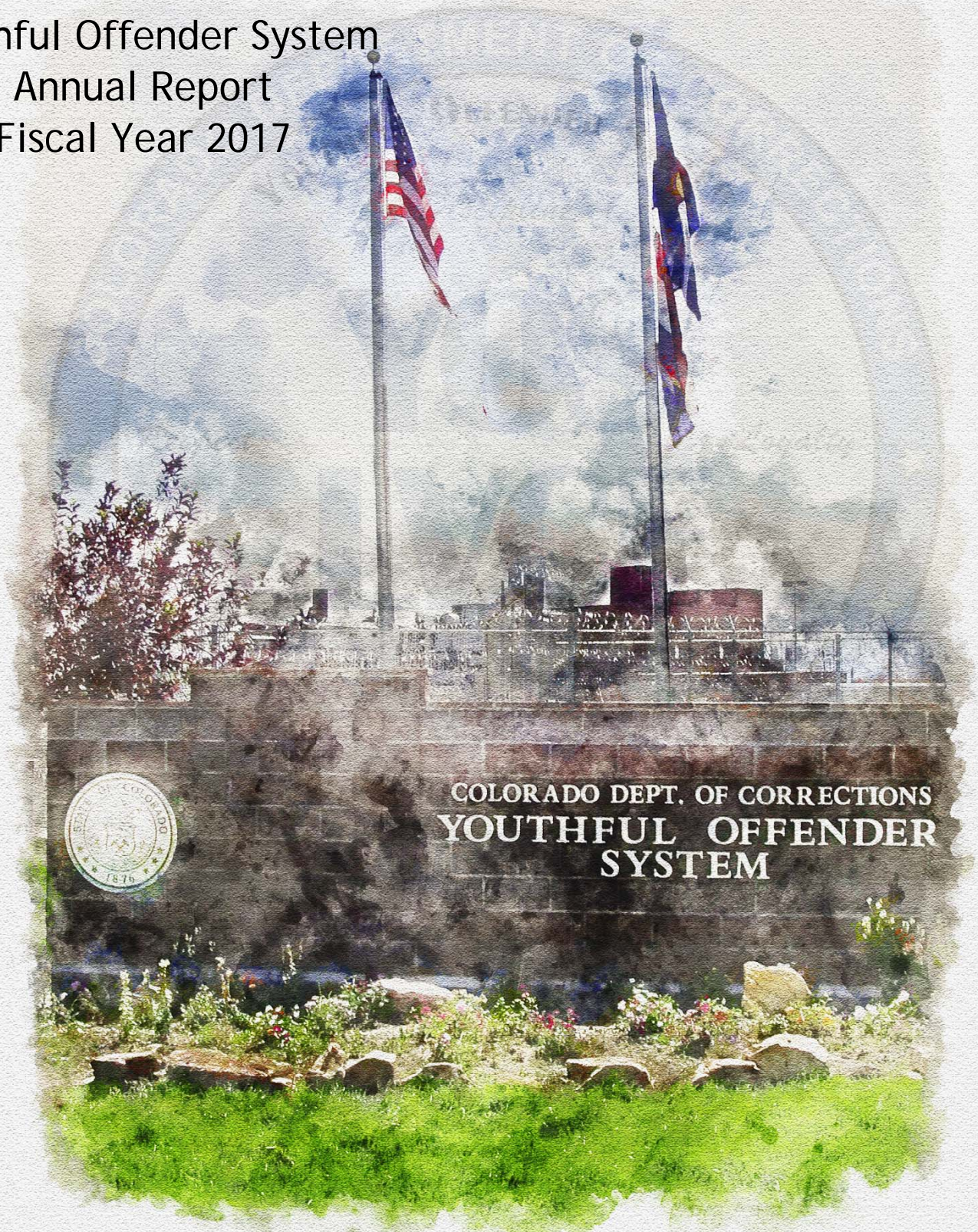




# COLORADO

Department of Corrections

## Youthful Offender System Annual Report Fiscal Year 2017





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## EXECUTIVE SUMMARY

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### Overview of Youthful Offender System (YOS)

It is the intent of the General Assembly that:

- YOS shall benefit the state of Colorado by providing as a sentencing option for certain (male and female) youthful offenders in a controlled and regimented environment that affirms the dignity of self and others, promotes the value of work and self-discipline, and develops useful skills and abilities through enriched programming.
- YOS opened its doors in 1994 on the grounds of the Denver Reception and Diagnostic Center (DRDC). In 1998, YOS was relocated to Pueblo, on the grounds of the Colorado Mental Health Institute of Pueblo.
- YOS was originally designed for violent youthful offenders between the ages of 14 and 17 at the time of their offense who were direct filed or transferred as adults in accordance with Colorado Revised Statute (C.R.S.) 19-2-517, C.R.S. 19-2-518 and C.R.S. 18-1.3-407. Effective October 1, 2009, the eligibility criteria for sentencing to YOS was expanded as a result of House Bill (HB) 09-1122 to include violent young adult offenders who commit Class 3 through 6 violent felony offenses between the ages of 18 and 19 at the time of their offense and who are sentenced prior to their 21st birthday. As a result of HB 09-1122, the Young Adult Offender sentencing statute, C.R.S. 18-1.3-407.5 was passed into law.
- Public safety, academic achievement, rehabilitation, the development of pro-social behaviors, and re-entry planning are the primary focus within YOS.
- YOS is under the direction and control of the executive director of the Colorado Department of Corrections (CDOC).
- Offenders sentenced to the youthful offender system are housed and serve their sentences in a facility specifically designed and programmed for the youthful offender system and offenders are housed separate from and not brought into daily physical contact with inmates older than twenty-four years sentenced to the CDOC who have not been sentenced to the youthful offender system.
- Sentences to YOS are determinate, day-for-day. Offenders sentenced to YOS do not receive earned time or good time credit.

## Admission & Population Characteristics

- The number of admissions to YOS in Fiscal Year (FY) 2017 (July 1, 2016 - June 30, 2017) was 61.
- The average age of offenders admitted to YOS in FY 2017 was 19.6 years old.
- The average sentence to YOS for FY 2017 admissions was 4.3 years, while the average suspended adult sentence was 10.8 years.
- Violent offenders made up 79% of YOS admissions in FY 2017.
- El Paso (54), Denver (46), Adams (28) and Arapahoe (20) counties had the highest number of offenders incarcerated in YOS during FY 2017.
- The majority (76%) of YOS admissions in FY 2017 had substance abuse needs, 71% had vocational needs, and 46% had academic needs.

## Completion Rates

- Overall sentence completion rates are high. Since YOS was first established:
  - 1,087 YOS offenders have successfully discharged their YOS sentence
  - 295 YOS offenders have negatively terminated or had their YOS sentence revoked.
- In FY 2017 there were 51 total releases (male = 49, female = 2). At 88%, the percentage of successful completions during FY 2017 was slightly higher than the overall success rate for YOS. In FY 2017, only 6 offenders (12%) negatively terminated or had their YOS sentence revoked. Due to the small number of YOS offenders, yearly variations are expected and it is the overall rates of completion and release types that provide the most meaningful data on YOS offenders' success.

## Recidivism

- Pre-release recidivism, defined as new criminal activity occurring during a YOS sentence that results in termination from YOS, was 5.9% for all YOS offenders through FY 2017.
- Post-release recidivism, defined as new criminal activity that results in placement in the CDOC adult prison system following successful completion of YOS sentence, were as follows:
  - 4.8% returned within 1 year
  - 19.1% returned within 3 years
  - 30.6% returned within 5 years

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## OVERVIEW SUMMARY

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### The Colorado Department of Corrections (CDOC) Vision Statement

Building a Safer Colorado for Today and Tomorrow.

### CDOC Mission Statement

To protect the citizens of Colorado by holding offenders accountable and engaging them in opportunities to make positive behavioral changes and become law-abiding, productive citizens.

### YOS Mission Statement

To effectively manage an age specific population; in a secured environment, offering access to meaningful programs and services that provide the opportunity for personal growth through educational, vocational and community service activities which are centered around pro-social development and individual success.

### Overview of YOS

YOS was established under the direction and control of the executive director of the Colorado Department of Corrections (CDOC) by special legislation enacted in 1993 through Senate Bill (SB) 93S-009. The 1993 special session of the Colorado Legislature was convened by Governor Roy Romer as part of a fourteen point plan for a comprehensive response to youth violence. In response to Governor Romer's call for innovative action, SB 93S-009 was developed and provided the state with a new "middle tier" sentencing option, whereby eligible youthful offenders could be sentenced as adults directly to the Youthful Offender System. YOS opened its doors in 1994 on the grounds of the Denver Reception and Diagnostic Center (DRDC). In 1998, YOS was relocated to the grounds of the Colorado Mental Health Institute of Pueblo. In 2009, YOS sentencing consideration was expanded to include young adult offenders.

All YOS offenders serve their sentence in a controlled and regimented environment that affirms dignity of self and others, promotes values of work and self-discipline, and develops useful skills and abilities through enriched programming. YOS blends security, treatment, case management, and re-entry to provide a comprehensive "middle-tier" correctional sentencing option. Public safety, academic achievement, rehabilitation, the development of pro-social behaviors, and re-entry planning are the primary focus within YOS. Sentences to YOS are determinate, day-for-day. Offenders sentenced to YOS do not receive earned time or good time credit.

A sentence to YOS consists of four distinct components or phases:

- **An Intake, Diagnostic, and Orientation (IDO) Phase:** Which is also referred to as the Orientation Training Phase (OTP) encompassing the first 30-45 days of the YOS sentence, during which time a thorough needs assessment and evaluation is completed,
- an individualized progress plan is developed, re-entry challenges are identified, and offenders are acclimated to the facility;

- **Phase I:** During which time a range of core programming, supplemental activities, treatment services, and educational and prevocational programs and services are provided to the offenders;
- **Phase II (Pre-Release):** Which is administered during the last three months of the period of institutional confinement, continuing the re-entry focus and providing a foundation for an effective and well-planned transition to Phase III;
- **Phase III (Community Supervision):** Which is administered for the period of community supervision that remains after the completion of Phase II and during which time the offender is closely monitored during reintegration into society. This phase serves as the final 6 to 12 months of a YOS sentence.

YOS utilizes a system of incentives and sanctions to motivate offenders. During the period of incarceration, privileges include, but are not limited to, televisions, radios, telephone calls, and access to free weights. Privileges are not available for an offender unless they have been earned under the merit system.

### Intent of the General Assembly

The general assembly recognized that the increased number of violent juvenile crimes is a problem faced by all the states. By creating YOS, Colorado stands at the forefront of the states in addressing and solving the problem of sentencing, managing, and rehabilitating violent youthful offenders.

It is the intent of the general assembly that:

- YOS shall benefit the state of Colorado by providing, as a sentencing option for certain male and female 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 C.R.S. 19-2-517, and have been convicted in the district court receive equitable treatment in sentencing, particularly in regard to the option of being sentenced to YOS. Accordingly, it is the general assembly's intent that necessary measures be taken by the CDOC to establish separate housing for female and male offenders who are sentenced to YOS without compromising the equitable treatment of either.
- Offenders sentenced to YOS are housed and serve their sentences in a facility specifically designed and programmed for YOS and are housed separate from and not brought into daily physical contact with inmates older than twenty-four years sentenced to the CDOC who have not been sentenced to YOS.
- Offenders sentenced to YOS are sentenced as adults and are subject to all laws, the CDOC's rules, regulations, and standards pertaining to adult offenders, except as otherwise provided in C.R.S. 18-1.3-407.

## YOS System Eligibility

**18-1.3-407:** YOS is designed for violent youthful offenders who are between the ages of 14 and 17 at the time of their offense, and less than 21 years old at time of sentencing; who commit class 2 through class 6 felony offenses; who are direct filed or transferred and sentenced as adults in accordance with C.R.S. 19-2-517/19-2-518; and who would otherwise be sentenced to and placed in one of the CDOC adult facilities.

**18-1.3-407.5:** Effective October 1, 2009, the eligibility criteria for sentencing to YOS was expanded as a result of House Bill (HB) 09-1122 to include violent young adult offenders who commit Class 3 through 6 violent felony offenses between the ages of 18 and 19 at the time of their offense and who are sentenced prior to their 21st birthday. As a result of HB 09-1122, the Young Adult Offender sentencing statute, C.R.S. 18-1.3-407.5 was passed into law.

In order to sentence an offender to YOS, the court shall first impose a sentence to the CDOC. The court shall thereafter suspend such sentence, conditional upon successful completion of a determinate (day-for-day) sentence to the YOS of not fewer than two years nor more than six years; except that a youthful offender convicted of a class 2 felony may be sentenced for a determinate period up to seven years. All YOS sentences include a mandatory 90 day period of intensive pre-release programming (Phase II) along with a mandatory 6 to 12 month period of community supervision (Phase III).

The following offenses are eligible for sentencing to YOS:

- Murder in the first degree, if 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;
- Vehicular homicide and vehicular assault; and
- Criminal attempt, conspiracy, solicitation, or complicity to any of the offenses listed above is 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-009, with several legislative revisions passed subsequently to modify and improve the initial intent of the YOS. The more significant pieces of legislation are discussed below.

**SB 93S-009:** Signed into law on September 23, 1993, the original legislation provided for a determinate sentence to YOS of at least one year but no more than five 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 two years and the maximum not more than six 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 the CDOC. Community supervision was set at 6 to 12 months of the total sentence, with Phase II operating as a 3-month pre-release period prior to Phase III.

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

**HB 96-1128:** The three month Phase II pre-release 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 2 juvenile felons from being sentenced to YOS. Juveniles less than 16 years of age convicted of a class 2 felony that was not the result of a plea agreement, charged as a class 1 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 2 felony may be up to seven years.

**SB 99-131:** The original legislation (SB 93S-009) 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 the CDOC has determined the offender is not able to complete YOS.

**SB 01-015:** Required 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 SB 99-131, 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 plead guilty to the lesser charge, which makes the defendant 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.

**HB 09-1122:** This bill added language to C.R.S. 18-1.3-407, extending the age of sentencing from prior to the 19<sup>th</sup> birthday to prior to the 21<sup>st</sup> birthday and created §18-1.3-407.5, C.R.S. expanding the offenders eligible for YOS to include young adults.

**HB 10-1413:** This bill added language to C.R.S. 19-2-517, removing juveniles who are 14 and 15 years of age at the time of the offense from direct file consideration with the exception of murder in the first degree, any sexual offense that is enumerated as a crime of violence, any felony sexual offense, and if the offender is determined to be a habitual juvenile offender.

**HB 12-1271:** This bill amends the direct file statute to limit the offenses for which a juvenile may be subject to direct file to class 1 or 2 felonies to include a crime of violence felony or sex offenses if the juvenile has any previous felony adjudications and violent sex offences. This bill limits direct filings to juveniles ages 16 to 17. After the juvenile is charged in district court, the juvenile may petition the adult court for a reverse-transfer hearing to transfer the case to juvenile court.

**SB 13-216:** This bill reauthorized HB 09-1122, which extends the age of sentencing from prior to the 19<sup>th</sup> birthday to prior to the 21<sup>st</sup> birthday and created §18-1.3-407.5, C.R.S. expanding the offenders eligible for YOS to include young adults.

**HB 15-1292:** This bill grants offenders serving life without the possibility of parole as a result of a direct file or transfer the right to a resentencing hearing. This bill only refers to offenses committed by juveniles between July 1, 1990, and June 30, 2006.

**SB 15-182:** This bill allows the Executive Director or his or her designee to transfer any offender age 24 or younger and sentenced to the Department of Corrections into and out of YOS for the purpose of public safety, academic achievement, rehabilitation, and the development of pro-social behavior or re-entry planning. Thus, allowing these offenders to participate in programming specifically developed for youthful offenders.

## System Structure

**Guiding Principles:** YOS 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 tiered system for swift and strict discipline for noncompliance.
- The system utilizes staff models and mentors to promote an offender's development of socially accepted attitudes and behaviors.
- The system provides offenders with instruction on problem-solving skills and incorporates 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 that result in a transition to pro-social behavior.
- 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 DRDC, YOS was moved to the grounds of the Colorado Mental Health Institute of Pueblo in 1998. YOS is situated on a campus with 11 buildings designated for housing units, education (vocational and academic), 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, which, through modeling, mentoring, and other planned interventions, provide opportunities for the offender population 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.

**Individualized Planning:** Individualized planning is critically important 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 eight criminogenic needs and four general areas to be addressed during the offenders' sentence at YOS. The criminogenic needs include anti-social cognition, anti-social companions, anti-social personality or temperament, family/marital relationships, substance abuse,



employment, education (academic/career and technical), and leisure/recreation activities. General information shared during the progress assessment includes mental health, medical, program compliance, 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 12 general areas, which detail individualized interventions for the offender.

The plan clearly outlines expectations associated with successful completion of the phases, which 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 every six months using the Supplemental Re-Entry Assessment Tool (SRT) and progress ratings are completed monthly by the progress team.

**Re-entry:** Re-entry services, including planning for employment, housing, and medical needs, is begun in Phase II, and continues through supportive aftercare in Phase III.

**Pre-Release:** This is required programming for all Phase I offenders at YOS. Offenders will complete 10 modules, 20 lab hours, and a Phase III portfolio (similar to transition planning). Pre-Release deeply focuses on the employment module and brings in outside agencies to assist with mock interviews. In addition, YOS schedules various presentations to give offenders opportunities to meet people from organizations that can assist with employment, housing, and budgeting.

**Classification:** In accordance with C.R.S. 17-1-104.3, the YOS facility is a secure level III (medium custody) correctional facility. Unlike the adult system, where offenders are placed into facilities according to their custody classification, YOS offenders' classification is based on their assigned phase within the program and physical plant location.

## Cognitive Education

**Peer Culture:** It is widely known that peer groups can have a tremendous influence on adolescents. The peer culture at YOS is aimed to develop self-worth, significance, dignity, and responsibility in each individual as they become committed to the positive values of helping and caring for others. YOS incorporates portions of a "positive peer culture" to develop positive values that promote individual change while allowing the opportunity to assist and support fellow peers and staff.

**Cognitive-Behavioral Redirection:** Redirection training includes guided group interaction (GGI) groups, Quick Skills, seven conditions of feedback, mentoring and role modeling, Thinking for a Change, and individual and family interaction.

**GGI:** GGI is a specific learning technique practiced in Phases I and II. It is a group process that utilizes peer group support to identify, discuss, and change behavior. GGI is a step-by-step approach of using the elements of group dynamics and peer group support to assist offenders in the development of pro-social behaviors. The goal is to "guide" the group such

that members begin to understand their cognitive thinking errors and how those errors impact their behavior and relationships with others. Offenders meet in groups at least three evenings per week with their facilitator to discuss problems and attempt resolutions.

**Quick Skills:** Quick Skills is a cognitive-behavioral skill-building curriculum designed to assist the offender population in developing pro-social skills. The theoretical foundation of Quick Skills is cognitive restructuring, cognitive skills development, and structured skill building. Courses are taught independently or combined for a more comprehensive treatment unit. Offenders participate in courses at least weekly 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 courses and anger control. A wide range of learning skills including listening, asking for help, asking questions, saying thank you, being prepared, ignoring distractions, making corrections, bringing material to class, following instructions, contributing to discussions, and offering help are provided. Offenders in Phase I attend thinking traps, problem solving, and aggression replacement modules. Phase II modules include financial management and employment skills (getting hired) to those who will soon be released into the community.

## Incentives and Sanctions

During the period of incarceration in the YOS, incentives and privileges are not available for an offender unless such privileges have been earned under a merit system. These privileges include, but are not limited to: televisions, radios, telephone calls, access to free weights and canteen limits. Privileges increase with the offender's status level but can also be lost through unacceptable behavior or rule infractions. Offender status level is determined through progress team consensus according to the individual's behavior and progress. As such, critical problems are identified and addressed. Accordingly, issues and problem areas ultimately impact status changes. Each offender must meet the minimum terms and conditions of his or 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 taken into account. With the exception of parental visits, all visits are considered privileges and must be earned by the offenders' progress and status in YOS.

**Parents Association:** Parents of YOS offenders have developed a Parents Association which provides support for offenders and parents. The Parents Association works 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 offenders sentenced to YOS. An annual barbeque is sponsored by the Parents Association which is held on the YOS campus

and allows offenders and their parents/guardians to enjoy a meal and visit in a secure, but supportive environment.

**Phoenix Status:** Positive behavior is rewarded through increased status. Higher status offenders have additional privileges. Phoenix status is the highest status attainable for YOS offenders. Offenders can obtain Phoenix status within seven months after placement in Phase I. Offenders in Phoenix status have access to an unlimited number of visits and telephone calls and enjoy additional privileges such as video games, a large screen television, access to free weights, DVD movies, guitars, and are allowed to purchase personal televisions for their rooms.

## Therapeutic Interventions

A variety of therapeutic interventions are provided to offenders as dictated by their individualized needs. Participation and progress are measured through monthly progress team evaluations. Therapeutic services include mental health, substance abuse, anger management, and sex offender treatment and monitoring.

**Mental Health Services:** Mental health services are provided to offenders with the focus on meeting individual needs of the offender population. Emphases include intervention, assessment, and treatment 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 a psychological needs level of 3 or 4, or medication utilization, are assessed quarterly or monthly, 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, treatment groups, and participates in monthly progress team evaluations.

Offender treatment needs are assessed using a standardized offender assessment battery, which examines an individual's criminal risk as well as addiction history. Treatment is delivered in a group setting using the *Pathways to Self-Discovery and Change* curriculum developed by Milkman and Wanberg (2005). 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, four days per week, before moving to Phase II. During this part of the treatment program, offenders study the relationships between situations, thoughts, feelings, and behaviors which lead to their life patterns of substance use, delinquency, and crime. In later stages of the curriculum, offenders identify and modify their thinking errors, learn problem-solving skills, and overcome their resistance to change.

While in Phase II, prior to moving into the community, offenders are required to participate in a 12-week relapse prevention course, using the *Beat the Street: Clean and Sober in the City* curriculum, to address high risk situations, triggers, and ways to combat relapse and recidivism.

**Sex Offender Treatment and Monitoring Program (SOTMP):** YOS provides sex offender treatment services for offenders who are sentenced to YOS and have a history of committing any sex offense as defined in section C.R.S. 16-11.7-102 (3), or who have a history of committing any other offense, with an underlying factual basis of a sex offense.

The goal of the YOS Sex Offender Treatment and Monitoring Program (SOTMP) is to provide education and treatment that meet standards established and adopted by the Colorado Sex Offender Management Board. A comprehensive sex offender treatment program has been in place at YOS since 2000. The SOTMP reinforces the goal of “No More Victims.” The facility program links with similar community based programs to provide continuity of care when the offender advances to Phase III.

The SOTMP has adopted the Risk-Need-Responsivity (RNR) model for treatment of sex offenders within the Department of Corrections. The RNR model allows the treatment team to place the right offender into the right treatment group for maximum benefit. The SOTMP has a cognitive-behavioral orientation that addresses topics such as victim empathy, personal responsibility, core beliefs, and distorted thinking, among others. Treatment is seen as a progressive process. Offenders recommended for offense-specific treatment will be under the program umbrella throughout the duration of their YOS sentence.

## Education

The mission of the YOS Education Department is to develop compassionate, responsible, independent, educated, and productive citizens through a quality education. The YOS Education Department provides a comprehensive program of academic, career and technical education and cognitive classes, supported by special 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. During this fiscal year, YOS had a high school on the grounds known as Century High School. A memo of understanding between YOS Century High School and Pueblo City Schools enabled offenders who meet the district’s graduation requirements to receive their high school diploma through Pueblo City Schools.



Upon arrival at YOS, on average, offenders have obtained 10 high school credits. To meet graduation requirements, YOS offenders must obtain 22 high school 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, bringing an offender from 10 credits to 22 credits presented a challenge to the education department, particularly if the offender only had a two or three year sentence. Due to the increasing average age of offenders entering YOS and offenders coming in with the

average 10 high school credits, they will not be able to meet graduation requirements before turning 21 years of age. Therefore, the high school program at YOS ceased operation in September, 2017. YOS offenders are now provided with education services through a General Educational Development (GED) program.

**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 licensed diagnostician 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 adherence to an individual education plan in coordination with a multi-disciplinary team of professionals. In FY 2017, 13 offenders received special education services, accounting for 25% of the academic enrollments. Five special education offenders received a high school diploma and one special education offender received a GED during FY 2017.

**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 secondary education courses or the GED prep classes. Placement is dependent upon grade and skill level as determined through the Test of Adult Basic Education (TABE), the age of the offender, number of previous high school credits earned, and length of sentence. Academic education courses may include language arts and English, mathematics, social studies, science, physical education, health, and electives.

**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. During FY 2017, 1467 total transcript qualifying vocational education credit hours were earned by approximately 116 offenders through their YOS career and technical education programs. YOS offers certificates in art, business, business computers, electronics, multi-media production, automotive, barber/cosmetology, graphic arts, mobile lab, and re-entry classes.



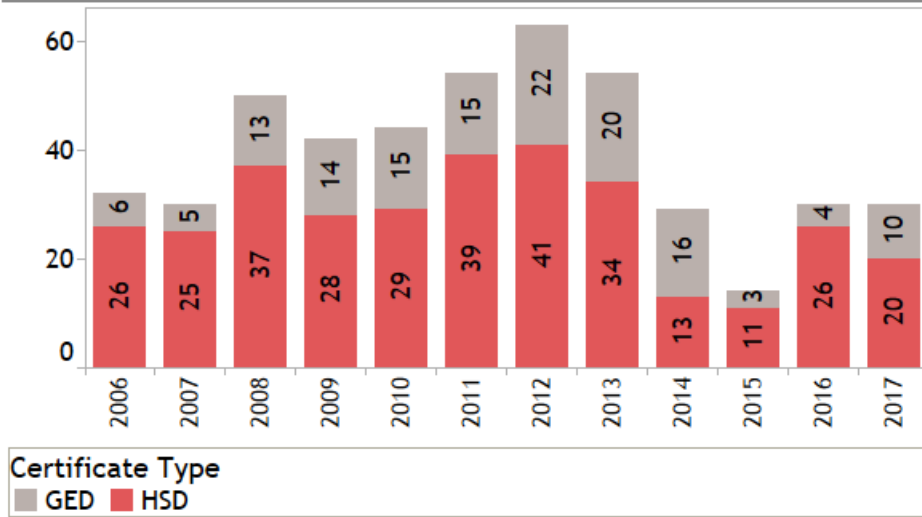
**College Courses:** College courses are provided directly through Pueblo Community College. Offenders also have the option to participate in correspondence courses; however, the expense falls to the offender or his/her family. With the options available, the offenders have the capability to acquire an associate degree, depending upon their motivation and sentence length. To date, 10 offenders have been released from YOS with an associate degree and 2 with a bachelor degree.

The American College Testing (ACT) standardized test is used for college admissions and is made up of four assessments: English, Mathematics, Reading, and Science. The ACT was administered in FY 2017 for 11 offenders. A total of six offenders tested in October, 2016 and five offenders tested in April, 2017. The average YOS score for October was 18.75 and April was 18.00 compared to an average public school score of 20.7. Based upon the academic education needs of the YOS population, the average YOS score is very favorable.

**Performance Measures:** As one of the primary goals of YOS, participation in academic and career and technical education courses is very high. In FY 2017, there were 75 enrollments in academic courses, 116 enrollments in career and technical education courses, and 12 enrollments in the Pueblo Community College Mobile Learning Lab. YOS offenders took advantage of the library services available, with 12,947 library books checked out and 979 interlibrary loan requests.



**Figure 1**  
Number of High School Diplomas and GED Certificates



The number of High School Diplomas and General Educational Development (GED) Certificates awarded by FY are detailed in Figure 1. In FY 2017 there were a total of 20 High School Diplomas and 10 GED Certificates awarded during graduation exercises held at Century High School. While the total combined number of High School Diplomas and GED Certificates stayed the same (30) in FY 2016 and FY 2017, the proportion of GED Certificates awarded rose from 13.3% in FY 2016 to 33.3% in FY 2017.

**Figure 2**  
Offenders Releasing with Certificates

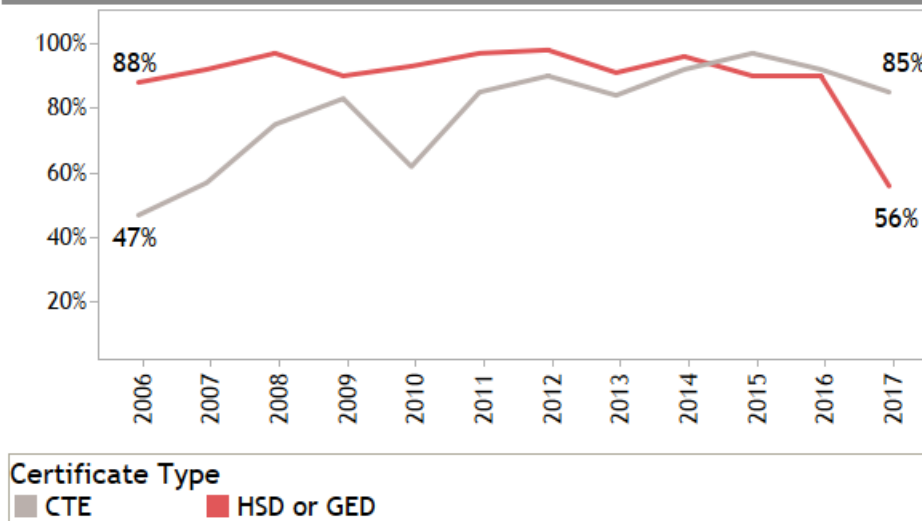


Figure 2 displays the percent of YOS offenders who have successfully completed Phase II and are moving on to Phase III with a Vocational Certificate or a High School Diploma or GED.

## Volunteer and Chaplain Services

Chaplains provide religious services and counsel to offenders as they are needed. The YOS Chaplain provides a formal religious service on Sunday evenings to both the male and female offenders and offers a mid-week service to offenders in Phase II. The Chaplain also makes weekly visits to the Intake Diagnostic and Orientation Unit to inquire about spiritual needs. Chaplains serve throughout the week and are involved with the Epiphany Weekend events and monthly reunions. Formal religious services are provided regularly to offenders in the facility; these include Protestant/Catholic church services, Jehovah's Witness, and Ramadan among others. There were 205 services held in FY 2017.

Other religious programs that are not formal services (e.g. meetings or faith group programs) are provided by organizations such as Epiphany and the Pikes Peak Christian Church. There were 217 non-formal religious services in FY 2017. In the last FY, there were 27 non-religious programs, such as external speakers, provided to youthful offenders. In addition to Chaplains, 231 volunteers from the community donated their time to working with the offender population; an average of 61 volunteers per month provided 2,508 hours of service in FY 2017.

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

- Chaplain's Service
- Catholic Services
- Iron Man Bible Study
- Jehovah's Witnesses
- Epiphany
- Story Time
- Amazing Facts Bible Study
- Mindful Meditation
- Alcoholics Anonymous
- Soldiers of Christ Bible Study
- Discovering My God Given destiny Bible Study

## 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 female offender population and male-specific programs designed to better meet the needs of the male population.

**Female-Specific Activities:** Female offenders participate in group sessions that are geared specifically towards female adolescent development. Services by outside agencies are provided in conjunction with mental health staff to ensure psychotherapy is reinforced by all providers and continuity of care issues are protected. Currently a Chaplain's bible study is held in the female unit on Tuesday evening. In addition to studying the Bible, the group discusses life issues and problems. Once a month, Epiphany holds a reunion in the female unit as well.

**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. Life skills classes are also offered to the male offenders while in Phase II. The Life Skills Lab provides the male offenders in Phase II with the opportunity to 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

YOS ensures that all offenders receive standard programs and services such as screening, cognitive education, and employment. However, specialized services including sex offender and mental health treatment are also provided if the offender has needs in these areas. Table 1 further explains the programs by indicating when each is available.

**Table 1**  
**Core Program Interventions**

Core Activities	IDO / OTP	Phase I	Phase II	Phase III
Security Threat Group Screening & Assessment	✓			
Mental Health Screening & Assessment	✓			
Sex Offender Screening & Assessment	✓			
Substance Abuse Screening & Assessment	✓			
Education Screening & Assessment	✓			
Criminal History Screening & Assessment	✓			
Janitorial Class	✓	✓		
Health Education Class		✓		
Physical Regimentation	✓	✓	✓	
Peer Culture	✓	✓	✓	
Quick Skills	✓	✓	✓	
Guided Group Interaction		✓	✓	
Academic Program - Remedial Education	✓	✓	✓	✓
Academic Program - GED	✓	✓	✓	✓
Academic Program - Post Secondary		✓	✓	✓
Academic Program - Vocational Training		✓	✓	✓
Employment		✓	✓	✓
Anger Management Classes		✓	✓	✓
Drug and Alcohol Classes		✓	✓	✓
Mental Health Individual Counseling	✓	✓	✓	✓
Sex Offender Treatment & Monitoring		✓	✓	✓
Independent Living Skills	✓	✓	✓	✓
Self Help Groups / Group Therapy		✓	✓	✓
Impact of Crime on Victims		✓	✓	
7 Habits of Highly Effective Teens		✓		
Thinking for a Change		✓		✓
Volunteer Services	✓	✓	✓	✓
Inspirational Recreation		✓	✓	
Community Service			✓	✓
Transition Services			✓	
Leisure Time Re-Entry Classes		✓	✓	

## YOS COMPONENTS/PHASES

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By statute, YOS consists of four distinct phases: OTP, Phase I, Phase II, and Phase III; each with a different focus.

### Orientation Training Phase (OTP)

**Intake:** Upon intake, offenders are transported from county jail to DRDC in Denver where the following are completed: intelligence alert checklist, emergency notification, picture identification, DNA collection, and fingerprinting. The offenders are then transported to the Intake Diagnostic and Orientation (IDO) unit of YOS, where they undergo a thorough and comprehensive battery of intake assessments and orientation to the expectations of the YOS.

**Assessment:** During the first 30-45 days, a thorough and complete assessment is conducted which consists of the following content areas:

- A review of criminogenic needs:
  - Anti-social cognition
  - Anti-social companions
  - Anti-social personality or temperament
  - Family and/or marital
  - Substance abuse
  - Employment
  - School
  - Leisure and/or recreation
- Criminal history (checks for warrants or detainers, current and prior)
- History of violent, aggressive and/or assaultive behavior
- Gang involvement
- Attitude toward authority
- Escape history
- Behavioral problems
- 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, arrest affidavits, and



state and federal criminal justice databases. Other history (e.g., education, treatment, placement, etc.) may be further validated via phone contact or written correspondence.

**Zero Day Activities:** Zero Day Activities consists of approximately 60 minutes of instruction/demonstration and 60 minutes of highly regimented physical activity, similar to any regular high school athletic practice, but not as rigorous as a “two-a-day” practice that many high school athletic departments use to get athletes in shape for the season. The physical exercises and activities that the offenders undergo are designed to challenge and condition the offender both mentally and physically, to drain destructive energies, break down negative gang affiliation and activity, and begin to develop pro-social rapport between YOS employees and the offenders. Offenders learn that the rigors of Zero Day are completed quickly and, as a team, have achieved their first accomplishment at YOS.

**Orientation:** Orientation occurs during the first 30 days of intake and participation is required by all offenders in order to advance to Phase I. Orientation includes thorough discussions of the full scope of activities which occur in each phase of a YOS sentence. This activity provides basic information regarding:

- Explanation of YOS sentencing
- Expectations and 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, 4 cognitive distortions, 12 problem areas
- Criteria for termination from YOS
- Redirecting destructive energies
- Developing pro-social rapport between staff and offenders

Throughout the first 30-45 days, when not involved in orientation or diagnostic activities, the offender participates in highly structured and regimented physical activities. The limitation of idle time through physical activity is emphasized throughout the entire YOS sentence.

**Initial Plan:** At the conclusion of the assessment process, a multi-disciplinary staffing team meets to develop the initial individualized plan, based on the Level of Risk Treatment priorities identified in the Prison Intake Tool (PIT) and the Level of Service Inventory (LSI). 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.

The staffing team reviews educational development and placement in addition to identifying 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. 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, case management, 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.

**Employment:** Offenders with a high school diploma or GED are required to attend post-secondary career and technical education classes or work in the facility. Job assignments exist in food service, maintenance, janitorial services, teacher clerk, library aide, recreation and laundry. Offenders have the opportunity to attend post-secondary courses in conjunction with having a work assignment. Apprenticeship programs are available through the Colorado Department of Labor to include maintenance.

**Daily Schedules:** The following outlines a typical daily schedule for an offender in Phase I:

- 05:30 - Wake up to standing, formal count
- 06:00 - Begin personal hygiene, daily chores and prepare for morning meal
- 06:30 - Breakfast-two units at a time- remaining units continue with personal hygiene and chores
- 07:00 - Breakfast complete - continue cleaning personal space and personal hygiene
- 08:20 - 1st hour class or report to work
- 09:20 - 2nd hour class
- 10:20 - 3rd hour class
- 10:30 - Formal count (conducted during 3rd hour class)
- 11:30 - All offender students and workers return to living unit to prepare for lunch
- 11:45 - Lunch - two units at a time
- 12:45 - 4th hour class
- 13:45 - 5th hour class or report to work
- 14:45 - 6th hour class
- 15:45 - 7th hour class
- 16:00 - Formal count
- 16:00 - Homework - for those offenders not attending GGI groups that day
- 16:50 - School day ends - all offender students and workers return to unit

- 17:30 - Dinner - two units at a time
- 18:00 - Evening programs (religious programs, college classes, recreation time)
- 20:30 - End evening programs - return to unit to complete hygiene, homework etc.
- 20:30 - Chores (cleaning and organize personal space) and personal hygiene
- 21:00 - Standing formal count - read/study in room
- 22:00 - Lights out

**Family Support:** Parental involvement is an essential component of successful sentence completion and community re-entry. To encourage family support, a detailed parent packet is mailed to each offender's parents or legal guardians upon intake. The packet contains general information about YOS and is intended to encourage parental support, participation and input which will 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 open lines of communication with parents who have concerns, questions, or issues which may arise regarding their son or daughter. Additionally, YOS works closely with a volunteer committee comprised of parents who have children incarcerated in YOS. This Parents Association provides the time and resources needed to host special functions. In addition, they have implemented a phone tree for information sharing.

Throughout each year, YOS actively attempts to maintain or re-establish family support structures through scheduled family re-unification events. YOS will attempt to schedule these events on a monthly basis as scheduling allows.

## Phase II (Pre-Release)

The last three 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. The Placement Committee 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:** This phase is intended to provide direct supervision of offenders to ensure offender compliance through incentives and sanctions with the goal of maintaining public safety. Staff is utilized as mentors and role models to provide support and encouragement to foster positive social interaction and pro-social behaviors. Also important is the reinforcement of the Phase I goal of replacing criminal thinking and previous value systems with socially acceptable norms to enable the offender to participate in pro-social community activities. Offenders continue to receive a full range of services in Phase II but with greater emphasis on services which facilitate successful re-entry into the community,

including job development, life-skills training, and education. The core activities in Phase II include education, relapse prevention, treatment, independent living skills, the impact of crime on victims, 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, and 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 provides 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 federal and state grants and vouchers.

All Phase II offenders participate in a monthly employment seminar which assists in career planning by providing labor market information and assistance with applications and resumes. This phase helps offenders improve skills, such as goal setting, self-esteem, listening, assertiveness, interviewing, and job seeking skills. The education component in Phase II is not restricted to academic and vocational skills. The curriculum seeks to improve offender effectiveness in many essential life roles, such as an employee, parent, family member, and member of society. Coursework places emphasis on the following:

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

Phase II staff assist offenders in securing birth certificates, social security cards, and Colorado identification cards which are 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 which 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. The offenders are 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. While in the facility, offenders are responsible for chores and maintenance similar to requirements they will experience 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 by using a computer simulated baby. The program also discusses abstinence and sexually transmitted diseases.

**Community Service:** All offenders sentenced to YOS are required to complete meaningful community service while in Phase II and Phase III. The YOS facility works closely with local community agencies in providing an average of 700 hours meaningful community service opportunities each month.

**Transitional Services:** Transition team meetings occur during Phase II to evaluate, coordinate, and finalize a comprehensive and tailored community supervision and re-entry plan for Phase III. The initial meeting takes place during 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
- 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)

YOS Community Supervision, also referred to as Phase III, is the final component of a YOS sentence that allows the offender to transition from a facility setting to the community. Phase III provides intensive supervision and surveillance as well as holds the offender to a high level of accountability while living within the community. It is designed to ensure close offender monitoring and supervision by incorporating intensive community parole officer (CPO) contact and counseling sessions which enhance public safety. CPOs, in conjunction with contract case managers, assist offenders in the areas of residency, employment, education, therapy, and re-entry services. Phase III employees use evidence-based practices to instill compliant behavior, teach self-discipline, and provide the appropriate programs and services to assist with the offender's transition back to the community.

**Services Provided:** Phase III emphasizes an interactive partnership of county, state, and community agencies; offering an array of support services which provide a comprehensive community supervision program statewide. These services assist the offender and his/her family in the areas of residency, employment, education, therapy, and re-entry services. A graduated decrease in supervision intensity accompanies positive program participation, measurable attainment of defined goals and objectives, and increasingly pro-social community involvement.

YOS Phase III contracts with community based service providers to provide an evidence-based approach to the offender's rehabilitation. These contracted services provide support to offenders while completing their incarceration through the Community Transition Program, Independent Living, and Family Preservation. Table 2 (next page) provides details about the geographic location of Phase III participants and the percentage who are in Independent Living or Family Preservation.

**Community Transition Program** operates as an emancipation program and operates in a stand-alone residential setting, much like a community corrections center, by providing a step-down process for offenders to transition from a secure facility to the community. Offenders can progress to either the Independent Living or Family Preservation components of Phase III. The Community Transition Program provides support services to offenders with meals, clothing, sleeping arrangements, transportation, and medical assistance. This program also provides employment, substance abuse treatment, education, cognitive education, community activities, and case management services.

**Family Preservation** allows offenders to transition from the facility or the Community Transition Program to their parent(s), family, or designated sponsor. In this component, parents, family, or sponsors are considered integral in developing and implementing the community supervision plan and are included in establishing a family and community support system for the offender. The concept is to build a team approach with a commitment from the parents, family, or sponsor to cooperate and to support the YOS

offender in achieving the goals of community reintegration. The contracted services support the offender with education, cognitive education, community activities, and case management. In addition, the contracted provider assists the offender in securing employment to increase the chance of successful reintegration and reduced recidivism rates.

**Independent Living** is a portion of Phase III and allows the offender to transition directly from the YOS facility or in most cases, from the Community Transition Program, to living independently in the community. This component is designed for those individuals who lack family support, or for individuals for whom returning home is not conducive to successful re-entry. This contracted support service assists the offender in securing an apartment, furniture, food, and other essentials necessary to live on their own. Additional services include: case management, cognitive education, employment and education services, social/recreational activities, and community service.

**Table 2**  
**Phase III Community Supervision FY 2017**

Region	Number of Offenders	Family Preservation	Independent Living*
Northern	9	22%	78%
Central	21	86%	14%
Southern	9	23%	77%
Western	2	50%	50%

*Note.* Independent Living totals include offenders who successfully completed the Community Transition Program.

Contracted day reporting services serve to support the Family Preservation and Independent Living components by providing a means for daily call-ins from offenders. In addition, the vendors may provide additional services as needed such as additional urinalysis, breathalyzer, medication monitoring, and antabuse.

Contracted mentoring services serve to support offenders by recruiting, training, interviewing, and matching both one-on-one and group mentor volunteers to offenders located in YOS Phase II and Phase III. The contractor monitors each match through discharge of the offender’s YOS sentence. The role of the mentor is to support and encourage offenders to participate in Circles of Support and Accountability, in addition to providing mentor or life coaching services to the offenders. These services are provided in Denver and Ft. Collins.

Phase III offenders are evaluated for the most appropriate mental health/substance abuse treatment, which is administered through a network of CDOC approved treatment providers. These providers conduct groups in anger management, domestic violence, substance abuse and sex offender treatment. Offenders participate in individual counseling specifically for this age group and level of development. Monthly reports assist in keeping CPOs up-to-date on each offender’s progress. Adult Basic Education (GED preparatory) 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/career

and technical education enrollment, acquisition of financial aid, and attainment of student support services.

Employment in Phase III is required of all offenders during the YOS Community Supervision phase. Contracted community-based service providers help the offender find and maintain meaningful employment. Employment teaches the offender a work ethic, develops self-confidence, and provides the offender with money for self-sufficiency and restitution payment. The YOS community supervision phase has contracted community based services and CPO supervision in the Denver Metro area, Fort Collins, Colorado Springs, Pueblo, and Grand Junction. **Table 3** describes the average daily population in Phase III in FY 2017, the employment rate and outcomes. In FY 2017, 98% of Phase III completions were successful, with 43 completions and one revocation.

**Table 3**  
**Phase III Performance Measures**

Performance Measure	FY 2017
Average Daily Population	40
Offender Employment Rate	79%
Phase III Completions	43
Phase III Revocations	1

### Completion of the YOS Sentence

Upon the successful completion of the programs and services offered throughout the offender's sentence at YOS, 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 YOS or who fail to comply with the terms and conditions of YOS may be returned to district court for revocation proceedings. Any offender returned to the district court because he or she cannot successfully complete the sentence to YOS for reasons other than mental illness or a developmental disability, or because he or she fails to comply with the terms or conditions of YOS, shall receive imposition of the original sentence to the CDOC.



## STAFFING

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In staffing YOS, the executive director of the CDOC shall ensure employees are experienced and trained in the treatment of YOS offenders or will be trained in the treatment of YOS offenders prior to working with this population. Employees are trained to act as role models, mentors and are the best equipped to enable YOS 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, taking into account the level of education and training required for such positions, and shall have final approval on the hiring and transferring of employees for YOS.

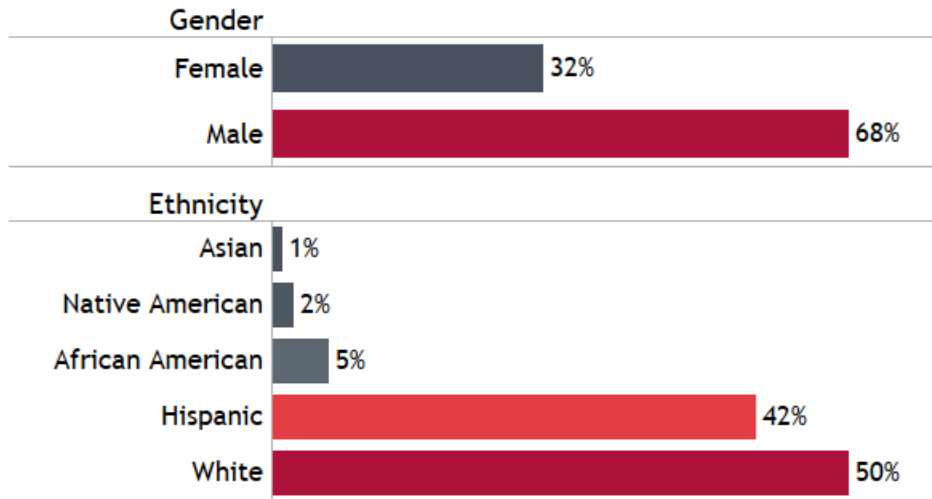
YOS is comprised of a community of concerned employees committed to the principles of adolescent development, who, through modeling, mentoring, and other planned interventions, provide opportunities for offenders to acquire skills and abilities which enable them to grow and develop into successful, productive citizens. Perhaps more so than in the adult system, staff working with YOS offenders must be able to perform multiple functions. YOS staff members are selected for their professionalism, attitude, and 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.

### Facility Staff

There are 202 full time equivalent (FTE) positions currently assigned to the YOS facility. The administrative staff includes the warden and associate warden along with administrative personnel including the administrative services manager, operations manager, high school principal (teacher III), 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.

YOS Phase I and II Staff are 32% female and 68% male (**Figure 3**). Furthermore, 50% are White, 42% are Hispanic, 5% are African American, 2% are Native American, and 1% Asian.

**Figure 3**  
**YOS Phase I and II Staffing**



### Community Staff

**YOS Phase III Supervisor:** The YOS Phase III Supervisor oversees Phase III staff and secures and develops statewide community-based resources and support programs for offenders transitioning from the facility portion of the YOS facility to Phase III. These resources, programs, and services 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 Phase III Supervisor works with approved treatment providers to develop services that meet the needs of the offenders and monitors the implementation and effectiveness of their services.

**CPOs:** Intensive community supervision is provided by Community Parole Officers (CPOs) who are Peace Officer Standards Training (POST) certified and adhere to supervision standards that are set in Colorado Revised Statute and the CDOD Administrative Regulations. The CPO fulfills many roles and performs many functions in the supervision of YOS offenders that are atypical and unique. The CPO is responsible for offender supervision in the community, responds to attempted escapes and critical incidents, makes arrests, administers disciplinary procedures, and removes offenders from the community as necessary. In addition to these traditional functions, the CPO also participates in unique responsibilities such as the development of the community supervision plan and serves as a mentor and role model to the offenders under their supervision.

### Staff Training and Development

Like all CDOD employees working with offenders, YOS employees are required to attend the CDOD 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 (C.R.S. 18-1.3-407) requires YOS employees to have experience working with YOS offenders or receive the proper training prior to working with this population. To meet this mandate, YOS requires all staff to complete additional YOS/adolescent specific training requirements annually.

This training includes courses in:

- Reviewing administrative regulations
- Educational opportunities specific to YOS
- Cognitive intervention program
  - Mission statement & guiding principles
  - Legal issues
  - Positive peer culture and cognitive education
  - Resisting peer pressure
  - Cognitive distortions
  - Anger management
  - Thinking errors & problem solving
  - Social-skills training
  - Interview skills
  - Conditions of feedback
  - Progress teams
- Code of Penal Discipline (COPD) and YOS
- Case management planning and implementation
- Special education
- Suicide prevention
- Adolescent development
- Neglected, sexually, and physically abused youth
- Management of, and programming for, sex offenders
- Adolescent nutrition
- Quick skills
- 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 five fiscal years (see Table 4). Costs are presented separately for the facility portion, the community supervision phase, and jail backlog as well as for the entire system. Offender costs per day (see Table 5) were calculated using the average daily population (ADP). The FY 2017 ADP for facility supervision was 185, Phase III was 33, and External Capacity was 2.

**Table 4**  
YOS Annual Program Costs by FY<sup>1</sup>

	FY 2014	FY 2015	FY 2016	FY 2017
IDO, Phase I and Phase II	\$14,833,388	\$14,501,356	\$15,810,102	\$16,624,655
Phase III (Community)	\$1,556,556	\$1,813,101	\$1,570,330	\$1,343,259
External Capacity	\$54,255	\$38,546	\$39,390	\$39,157
<b>YOS TOTAL</b>	<b>\$16,444,199</b>	<b>\$16,353,003</b>	<b>\$17,419,822</b>	<b>\$18,007,071</b>

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

**Table 5**  
YOS Cost Per Day for FY 2017

	Facility	Clinical Services	Administrative Services	Total
IDO, Phase I and Phase II	\$221.57	\$13.55	\$11.08	\$246.20
Phase III (Community Supervision)	\$107.77	\$0.00	\$3.75	\$111.52
External Capacity (Jail Backlog)	\$53.64	\$0.00	\$0.00	\$53.64

The ADP for community supervision experienced an increase during the last couple years, presumably as offenders who became eligible for YOS as the result of C.R.S. 18-1.3-407.5 progressed through the system. YOS is still more costly than many of the CDOC facilities. This rate is explained largely by the high staff-to-offender ratio and intensive education and treatment services, which results in successful outcomes and a low recidivism rate.

<sup>1</sup> Source: CDOC Finance and Administration



## FUTURE CONSIDERATIONS

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

- Continue to focus on providing meaningful in-reach and re-entry opportunities that focus on building skills and resources to assist offenders in transitioning back into the community.
- Continue to monitor the impact, use, and benefits of GTL tablets in regards to CIPS phones, messaging and entertainment.
- Focus on offering parenting courses (Parents on a Mission) for all offenders at YOS who currently have children. The long term goal will be to provide this course to all offenders transitioning back into the community.
- Continue to evaluate and make physical plant changes to more effectively manage the unique population and challenges of YOS.
- Continue to place an emphasis on increasing the number of Family Re-Unification events.
- Ensure individual treatment is offered for offenders who are exhibiting ongoing mental health issues.
- Continue to have meaningful contacts with the offenders through weekly meetings with their Individual Advisor and Monthly meetings with their assigned Case Manager.
- Continue to evaluate and align educational services to correspond with an older offender population and the increased need for vocational, career, and technical education.
- Continue to identify and implement all available offender apprenticeship programs and opportunities to be offered at YOS.
- Track offenders sentenced under Senate Bill 15-182 to ensure programmatic needs are met.
- Continue to focus on providing evidenced based cognitive programs to meet the needs of offenders.
- Evaluate current budgetary spending and performance of long-term private service partnerships to ensure YOS is receiving effective and efficient service from contract providers.
- Ensure that all recommendations for revocation are thoroughly reviewed to determine whether there are other available interventions that can take place prior to revocation.
- Expand on the Foundations course and a Construction Trades class. This will provide yet another avenue for offenders to learn valuable skills to utilize upon re-entry.

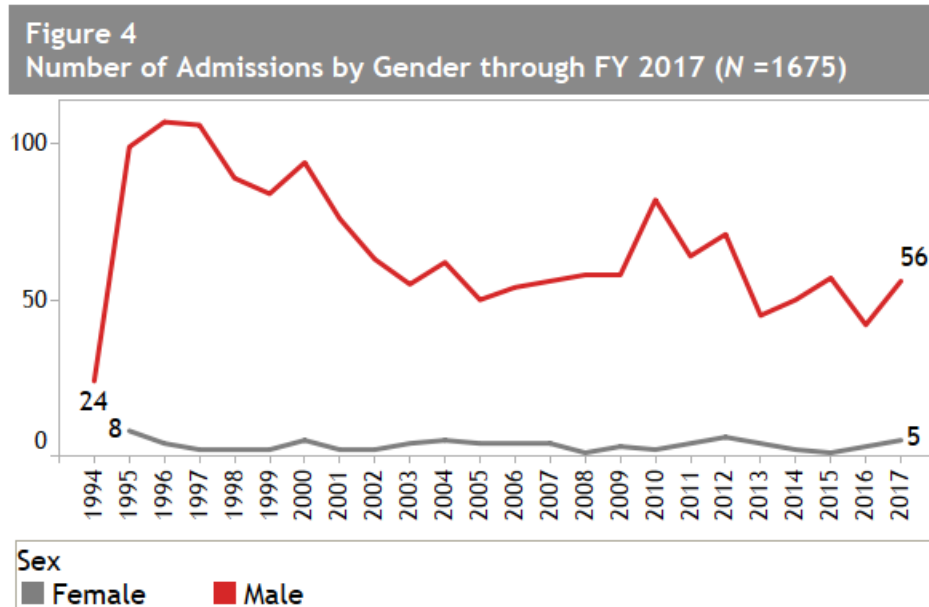
### Overall Considerations

The CDOC continues to work with district attorneys, public defenders, private attorneys, and judges to increase awareness about the YOS sentencing option and ensuring consistent, appropriate, and timely sentencing under YOS statutory provisions. Tours of the YOS facility are routinely scheduled and conducted for attorneys, judges, and advocacy groups. YOS continues to maintain accreditation through the American Correctional Association (ACA). YOS will continue to work with approved community treatment providers to develop and increase volunteer programs available to offenders in all phases of YOS.

# OFFENDER PROFILE

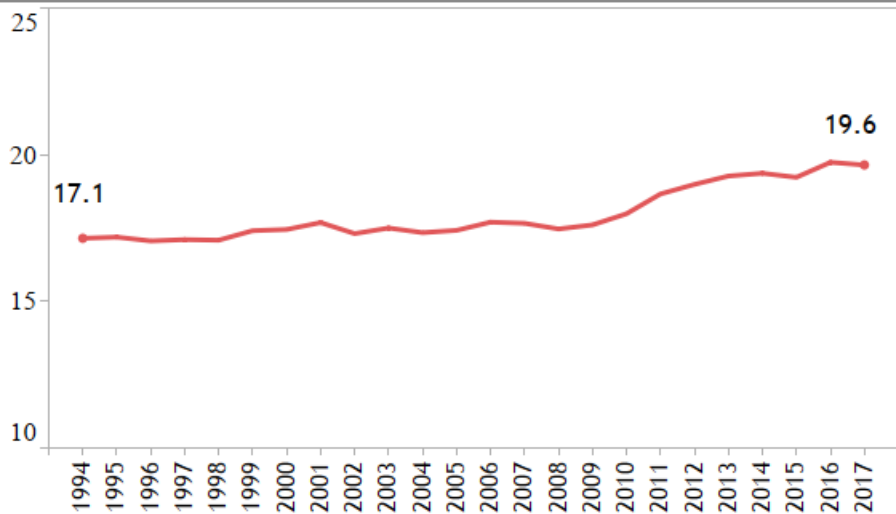
## Admission Characteristics

There were 61 admissions to YOS in FY 2017 (Figure 4) contributing to a total of 1,675 admissions since FY 1994.



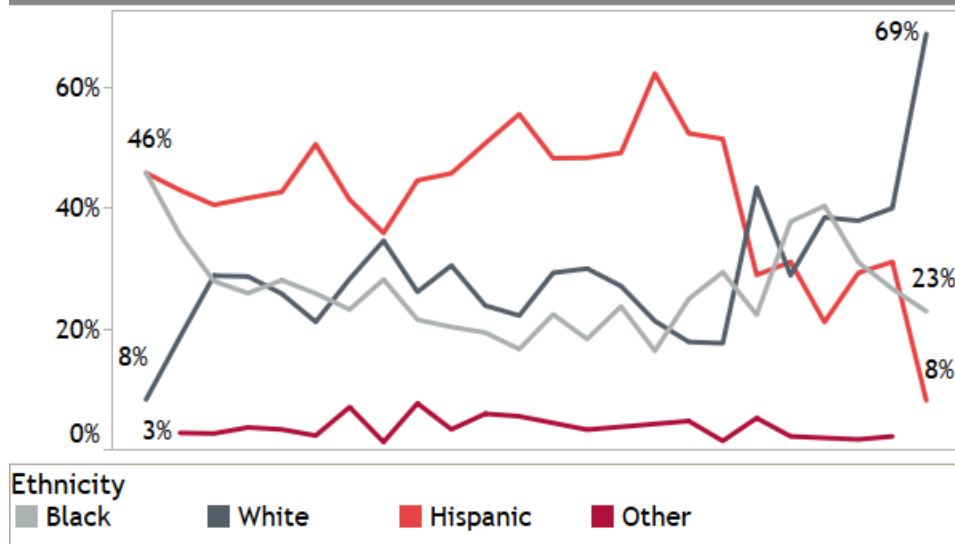
**Demographic Characteristics:** Pursuant to C.R.S. 18-1.3-407.5, implemented October 1, 2009, offenders at the age of 18 or 19 at the time of their offense are eligible for YOS. Additionally, HB 10-1413 removed 14 and 15 year olds (with the exception of certain offenses) from direct file consideration. The average age of offenders at admission has gradually increased since then to 19.6 years in FY 2017 (Figure 5).

**Figure 5**  
Average Age at Admission (FY 2017 = 19.6)



Due to the small number of new admissions each year the relative percentages of different ethnicities can fluctuate widely. In FY 2017 69% of admissions were White, up from 40% in FY 2016, while the percentage who were Hispanic declined from 31% to 8% (Figure 6).

**Figure 6**  
Admissions by Ethnicity and FY



**Sentence and Crime Data:** The average juvenile and adult sentence length for offenders admitted to YOS has increased over the years, as has the difference between them. In FY 2017 the average adult sentence was 10.8 years, the average juvenile sentence was 4.3 years and the average difference between them was 6.6 years (Figure 7).

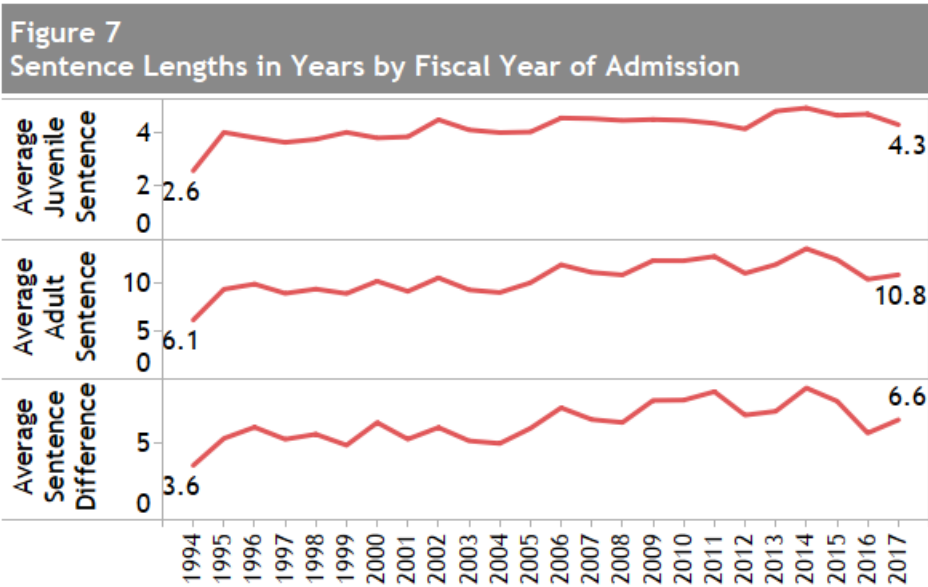
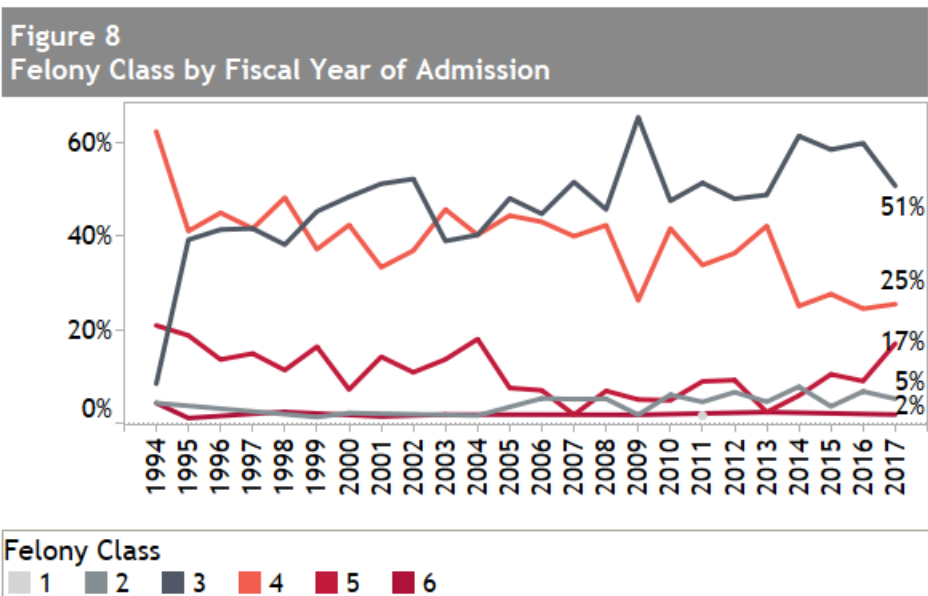
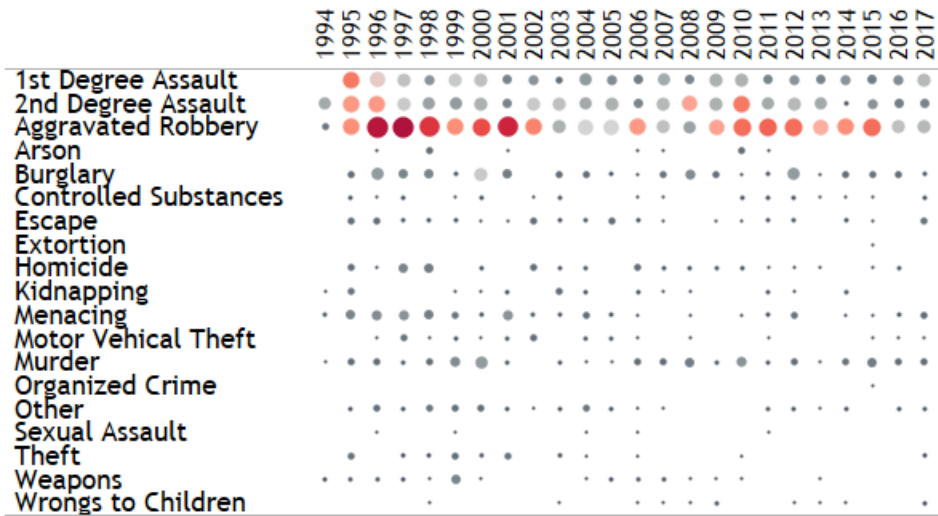


Figure 8 depicts the offense felony class of the most serious crime committed by offenders admitted to YOS. In FY 2017 class 3 and 4 felonies were the most prevalent and accounted for 51% and 25% respectively. The percentage of class 6 felonies increased from 9% in FY 2016 to 17% in FY 2017.



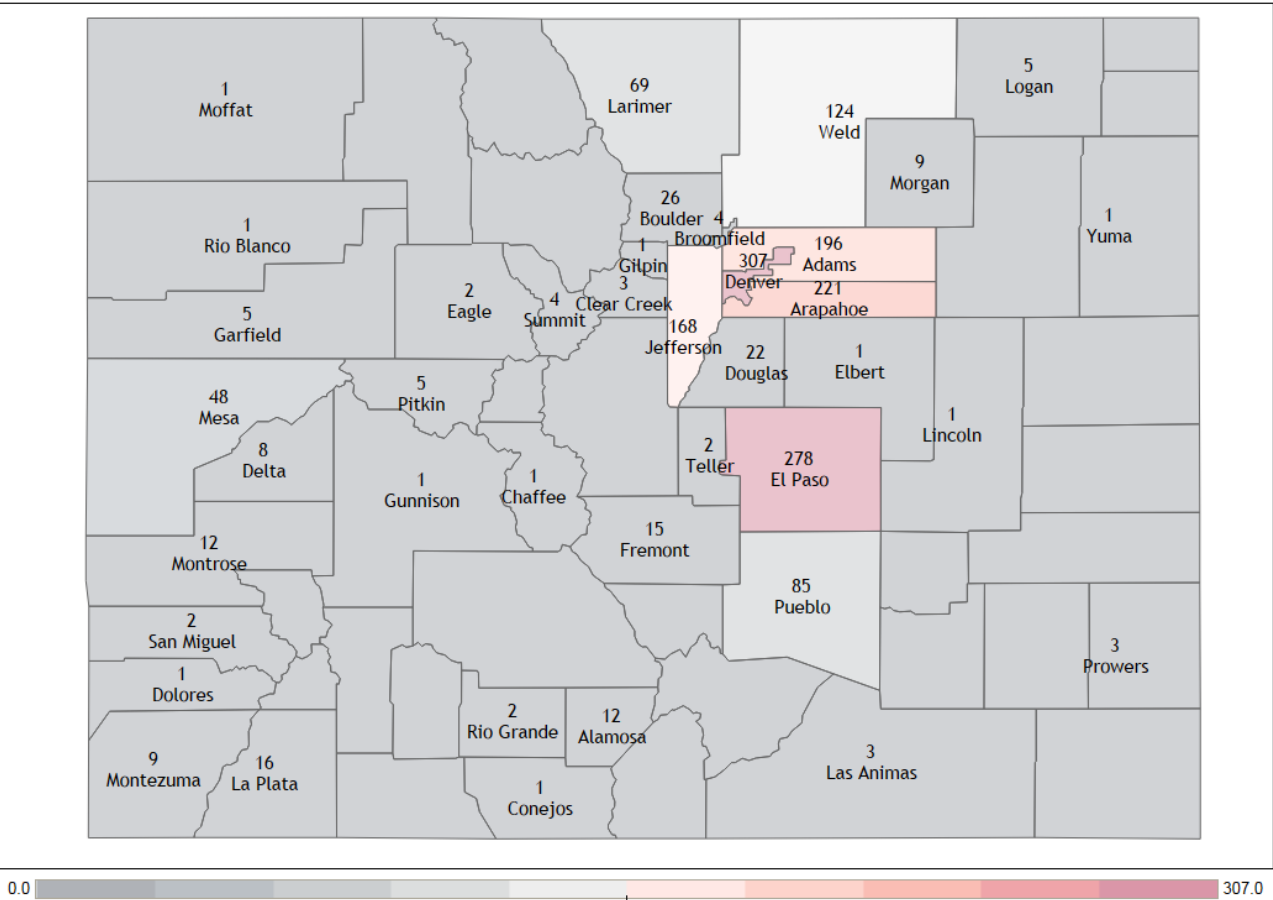
As shown in Figure 9, 1<sup>st</sup> and 2<sup>nd</sup> degree assault along with aggravated robbery are the crimes most commonly committed by YOS offenders.

**Figure 9**  
**Most Serious Crime by FY of Admission Since YOS Inception**



Denver and El Paso counties have the highest number of commitments to YOS with 307 and 278 respectively (Figure 10). Arapahoe (221), Adams (196) and Jefferson (168) counties have the next highest number of commitments followed by Weld (124), Pueblo (85) and Larimer (69). Twenty-two counties have had between 1 and 5 commitments to YOS while 24 have had none.

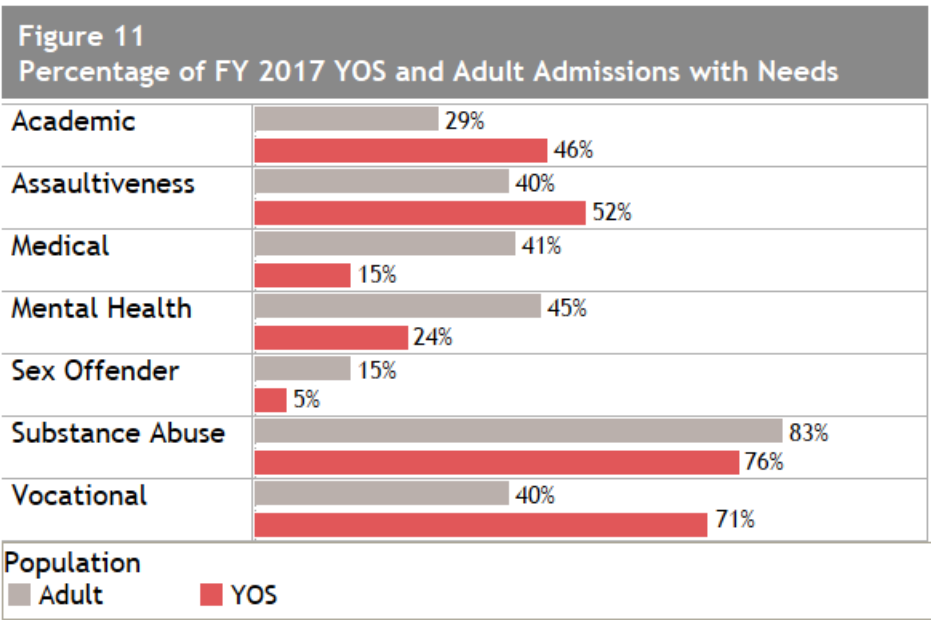
**Figure 10**  
**County Commits Since YOS Inception**



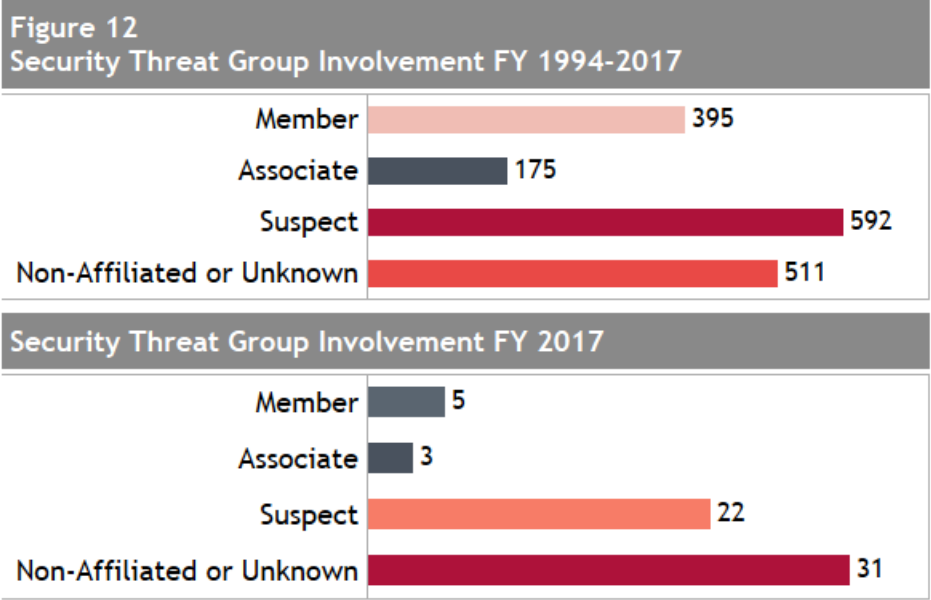
**Risk and Needs:** Criminal risk and need for YOS offenders is assessed by the LSI-R or Level of Supervision Inventory-Revised. YOS offenders are assessed on several dimensions to determine individual needs. Needs levels are rated on a 5-point scale where higher scores are indicative of more serious needs. Typically, offenders who scored 3 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 5 indicate the need for treatment.

**Figure 11** displays the percentage of new adult and YOS admissions with treatment needs in seven domains. In FY 2017, a higher percentage of YOS admissions demonstrated needs in assaultiveness (52%) and vocational (71%) areas. More than three quarters of adult and YOS admissions in FY 2017 had high substance abuse needs levels.



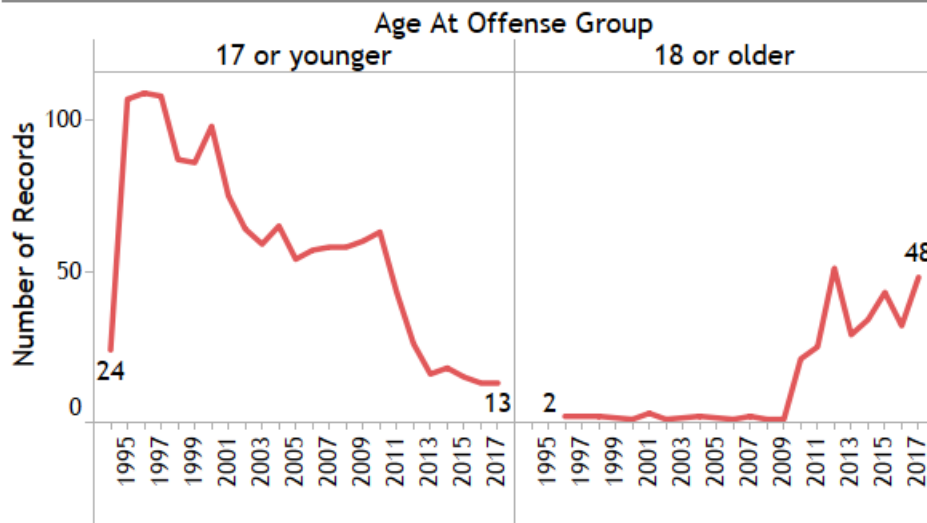


**Security Threat Group Involvement:** Offender involvement in security threat groups (STG) is ascertained by field intelligence officers who rate involvement across 11 items. There are three levels of STG involvement: member, associate, and suspect. In FY 2017, of 61 new admissions, 5 were members, 3 were associates, 22 had a suspected gang affiliation and 31 were non-affiliated.



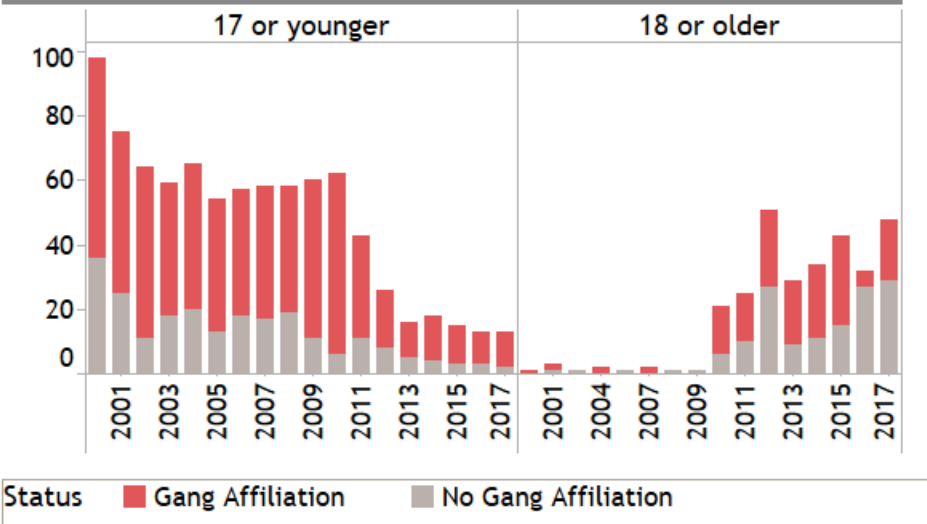
The age of offenders at offense has changed significantly over the course of the YOS program. While offenders who committed their offense aged 17 and younger previously made up the majority of admissions, since FY 2012 the majority of new admissions to the YOS program have been 18 or older. In FY 2017, 13 offenders aged 17 years or younger were committed to YOS, along with 48 offenders who were 18 years or older (Figure 13).

**Figure 13**  
Age of Offenders at Offense by Admission FY



In Figure 14 gang status is compared between groups of offenders who committed their offense at 17 and younger and 18 and older. Offenders suspected of gang affiliation are included in the affiliated category. The percentage of offenders 18 and older who are affiliated with a gang has declined in recent years while remaining high for those 17 years old or younger.

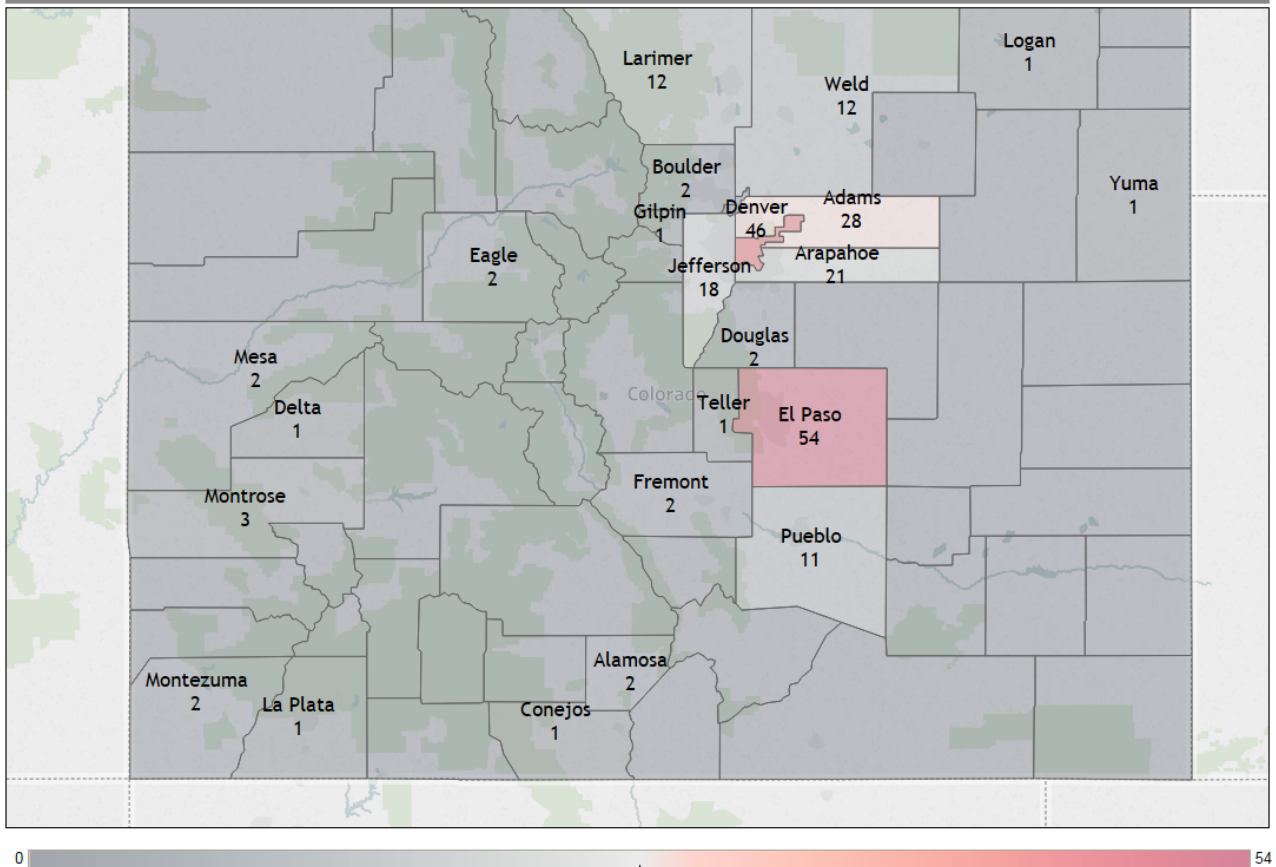
**Figure 14**  
Gang Status by Age at Offense and Fiscal Year of Admission



## Year-End Population

At the end of FY 2017, there were a total of 226 offenders in YOS across all three phases. **Figure 15** details the originating county location of current YOS offenders. The majority (74%) came from El Paso (54), Denver (46), Adams (28), Arapahoe (21) and Jefferson (18) counties.

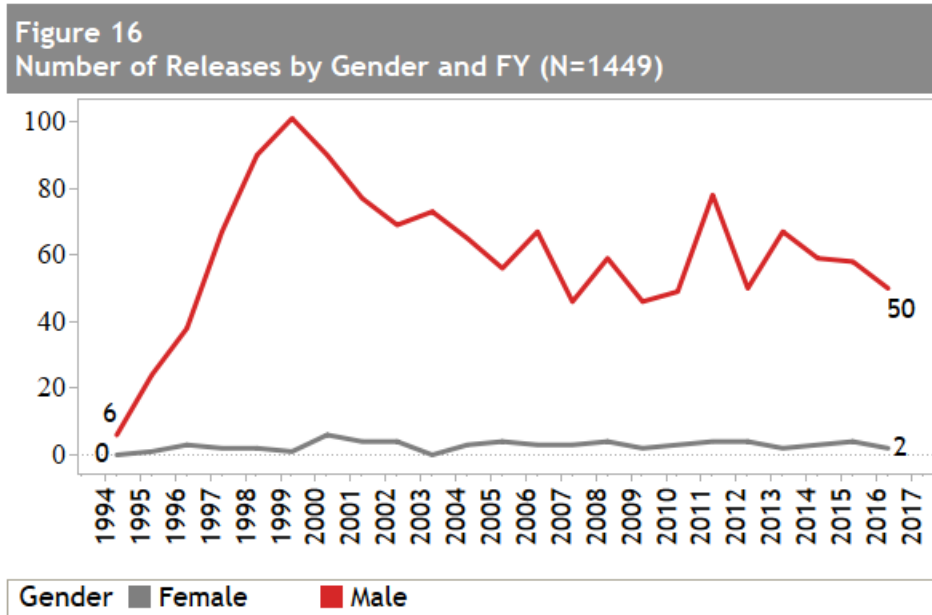
**Figure 15**  
Current FY 2017 County Commits



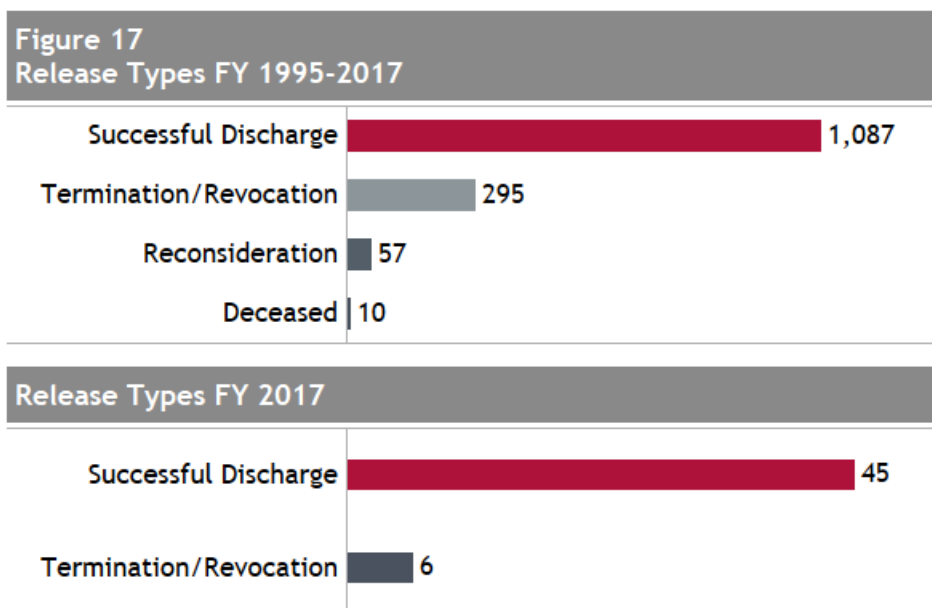
## YOS Releases

One thousand four hundred and forty nine (1,449) offenders have released from YOS since the program began. There are four primary release types: successful discharge, termination/revocation, reconsideration, and death. Successful discharge describes offenders who successfully 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. Reconsideration describes offenders sentenced to YOS who were removed by the courts through a court order discharge, released to appeal bond, or released to probation. Judicial reconsideration resulting in a transfer to adult prison may include an additional conviction that makes the offender ineligible for YOS, such as identification of the offender not meeting the age requirements.

In FY 2017, 45 offenders achieved a successful YOS sentence discharge and 6 offenders were terminated or revoked. Figure 16 represents the number of releases by gender for each FY. Since the beginning of YOS, the male offender population has been significantly larger than the female offender population. In FY 2017, there were 50 male offenders and 2 female offenders released from YOS.



From the inception of YOS through FY 2017, 1,087 offenders have achieved a YOS sentence discharge, 295 have received termination or revocation, 57 have received a reconsideration or discharged to charges or detainer\*, and 10 deceased (Figure 17).



\*In previous reports, 11 offenders who discharged to charges or detainer were in the Successful Discharges category, in this and future reports they are more accurately grouped in the Reconsideration category.

Figure 18 charts the release types across fiscal years for YOS offenders. It is evident that the YOS program has maintained a high degree of success, with offenders completing their sentences at a much higher rate than any other outcome.

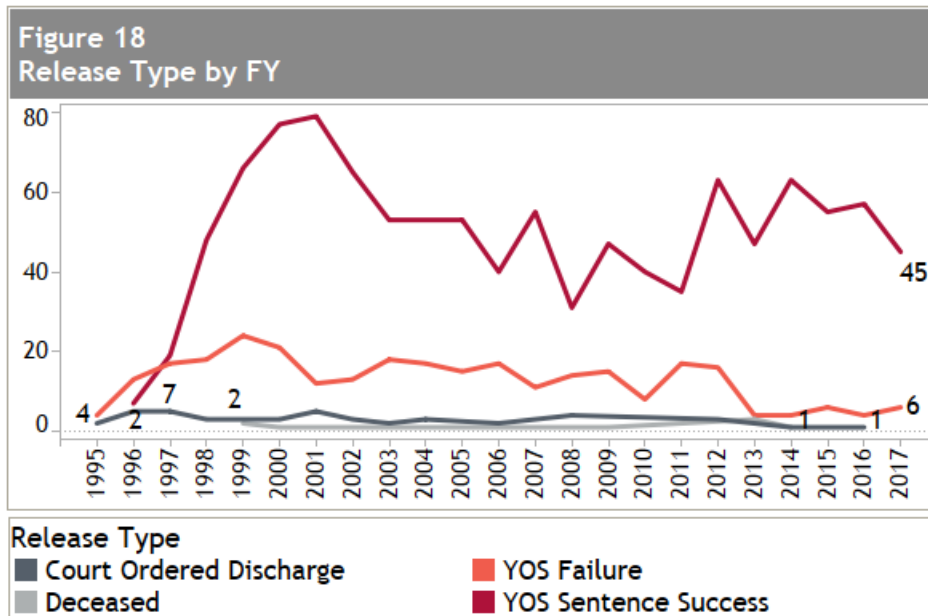
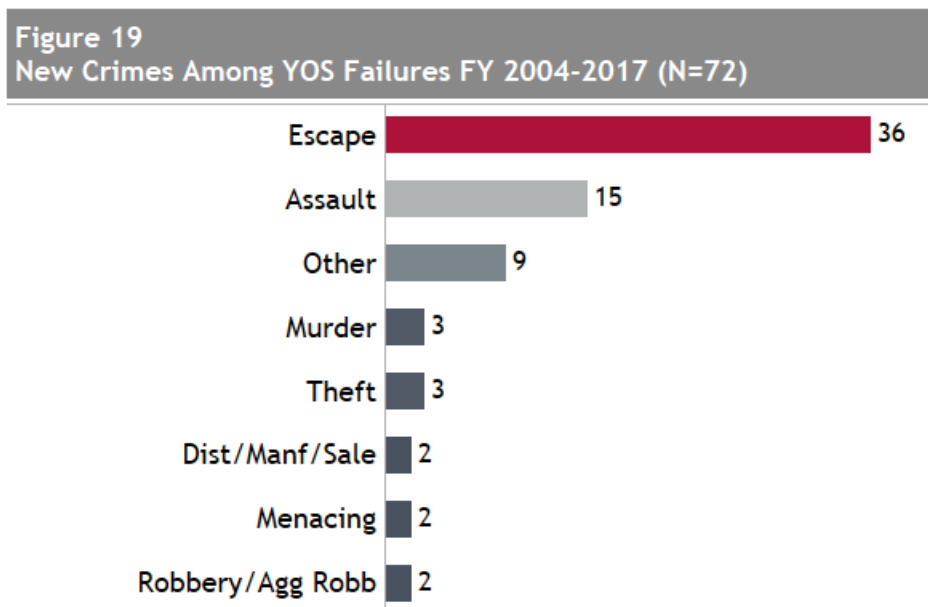
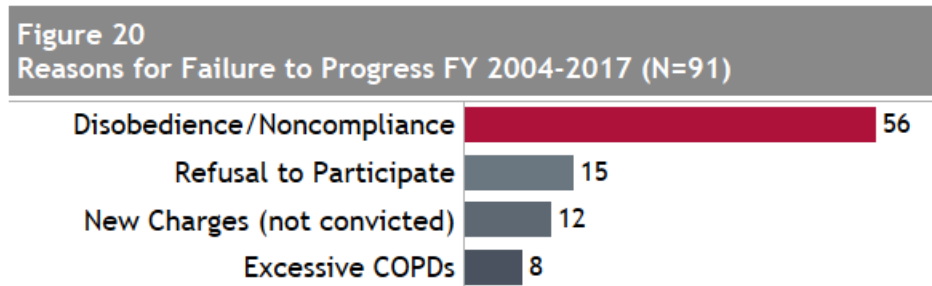


Figure 19 breaks out the different types of new crimes committed by YOS offenders since FY 2004 that contributed to their failure from the program. Escape is the most frequently occurring new crime among YOS failures (36), followed by assault (15).



Data from offenders released in fiscal years 2004 through 2017 were tracked to better understand the reasons that offenders had their YOS sentence revoked. As Figure 20 demonstrates, of the 91 offenders who unsuccessfully terminated from YOS, 56 were non-compliant or disobedient, 15 refused to participate, 12 had new charges, and 8 had excessive Code of Penal Discipline violations (COPDs).



In Figure 21, offenders who successfully discharged their sentence are compared to those who terminated unsuccessfully. Close to three quarters of all groups completed successfully. A higher percentage of male offenders (79%) successfully completed compared to female offenders (73%). Successful completions differed slightly between ethnicities with 77% of African Americans, 82% of Whites, and 77% of Hispanics completing successfully.

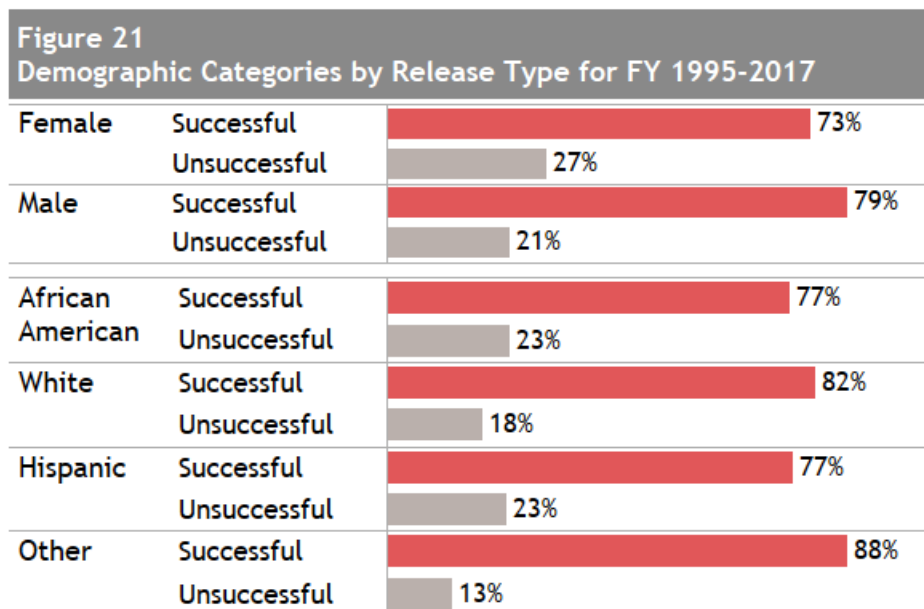
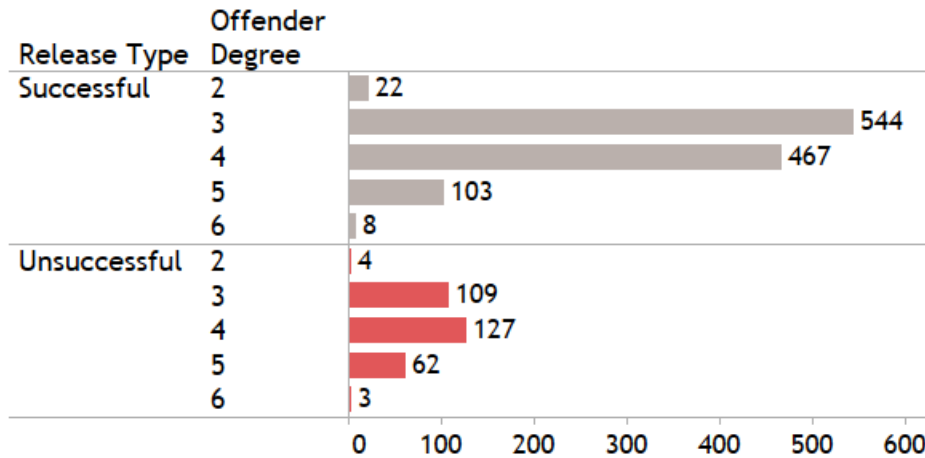


Figure 22 highlights that irrespective of the degree of their offense, offenders are more likely to be successful than unsuccessful in completing their YOS sentence. It is interesting to note that offenders who have committed more serious offenses (lower offender degree values) are more likely to successfully complete YOS compared to those with less severe offenses. For example, offenders with a most serious offense degree of 5 have had a 62% success rate compared with 81% for offenders with an offense severity of 3.

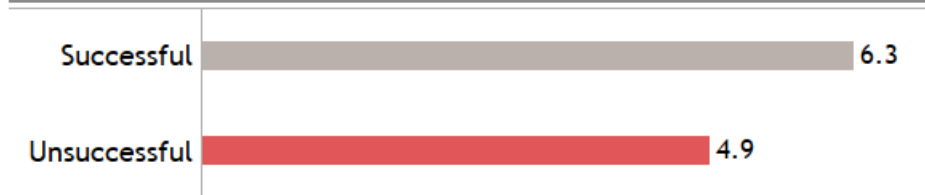


**Figure 22**  
Offense by Release Type FY 1995 - 2017



Offenders who successfully complete the YOS program also received more time off their adult sentences than those who were unsuccessful, with an average of 6.3 years difference compared with 4.9 years for those who were unsuccessful (Figure 23).

**Figure 23**  
Adult/YOS Sentence Difference by Release Type FY 1995 - 2017



As displayed in Figure 24, the total number of successful completions was highest for suspected gang members (405), followed by non-affiliated offenders (368), members (228), and associates (142). The total number of unsuccessful completions was highest for gang members (132) followed by suspects (103).

## RECIDIVISM

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Pre-release and post-release recidivism were analyzed for YOS completions (see Table 6). Pre-release recidivism is defined as a new conviction for an offense that occurred during an offenders YOS sentence that resulted in his or her termination from YOS. Post-release recidivism is defined as new criminal activity that resulted in placement in the CDOC adult prison system following successful completion of the original YOS sentence.

**Table 6**  
**Cumulative Recidivism Rates**

	Number at risk	Number of returns	Percent returned
<b>Pre-Release Recidivism</b>			
FY 1995-2017	1,449	85	5.9%
<b>Post-Release Recidivism</b>			
1 year	1,042	50	4.8%
3 year	930	178	19.1%
5 year	820	251	30.6%

## CONCLUSION

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YOS continues to be a nationally recognized comprehensive “middle-tier” model of incarceration combined with rehabilitation programs and services designed to meet the unique needs of offenders who have been adjudicated and sentenced as adults to the CDOC. In accordance with C.R.S. 18-1.3-407, and C.R.S. 18-1.3-407.5, these offenders have been afforded the opportunity to complete a sentence with YOS and upon successful completion of the YOS sentence, the longer adult CDOC sentence is satisfied.

Whether offenders are sentenced to YOS as a result of direct file (C.R.S. 19-2-517), transfer hearing (C.R.S. 19-2-518), determination of eligibility to receive a YOS sentence (C.R.S. 18-1.3-407.5), or transferred (SB 15-182), they have been given the opportunity to participate in specialized programs and services specifically designed to address the criminogenic needs of a high-risk violent offender population through evidence-based practices.

YOS experienced an increased average daily population with the implementation of C.R.S. 18-1.3-407.5, which provided YOS sentencing consideration for certain 18- and 19-year old offenders. However, HB 10-1314 removed 14- and 15-year old juveniles from direct file consideration, with exceptions as noted in the legislative authority section. YOS was successful in having SB 13-216 reinstated in May 2013, which reauthorized C.R.S. 18-1.3-407.5 to allow 18 and 19 year old young adults who commit violent and/or non-violent crimes the opportunity to be sentenced to YOS.

YOS will continue to develop academic and career and technical education programs to meet the needs of the changing population and to ensure that cognitive education, therapeutic interventions, and specialized services remain relevant and available.

