

elements of change

highlighting trends and issues in the criminal justice system

vol. 1 / no. 1

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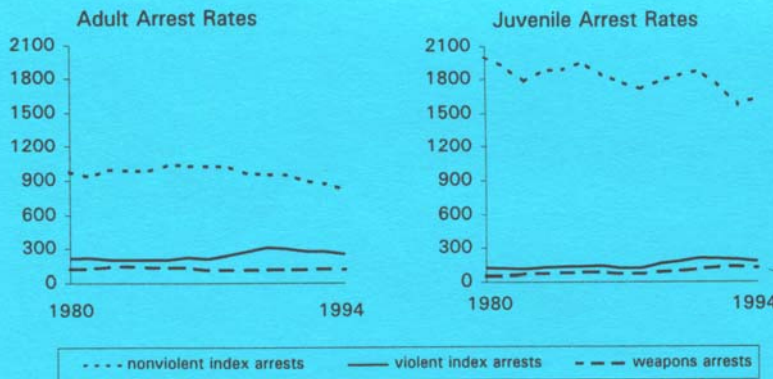
Welcome to the first issue of *Elements of Change*. This quarterly newsletter will spotlight trends and issues in the criminal justice system such as alcohol and drug use, special correctional populations, crime prevention, sentencing patterns, and new laws. For more information about the Colorado Division of Criminal Justice and its Office of Research and Statistics, visit our web site at http://www.state.co.us/gov_dir/cdps/dcjinfo.htm.

In This Issue:

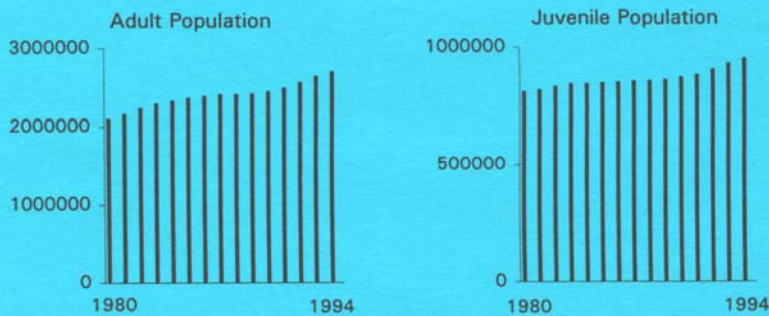
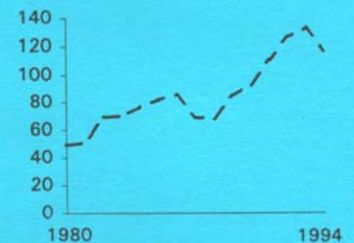
- 1) Arrest rates
- 2) Adult sex offender management
- 3) Drug use trends
- 4) Juvenile Incarceration
- 5) Employment and Program Outcome

Overall Colorado Arrest Rates Remain Stable Even As Population Rises

Between 1980 and 1994, the number of crimes reported in Colorado decreased (from 226,054 in 1980 to 174,402 in 1994), while the number of arrests increased (from 42,240 in 1980 to 46,105 in 1994). But, even though the *actual number* of arrests rose between 1980 and 1994, arrest *rates* generally stayed stable or declined.



However, the weapons arrest rate among juveniles increased, which becomes clearer when the scale of the graph is magnified.



Note: All rates per 100,000. Juvenile = 1-17 years. Adult = 18+ years. *Violent Index Crimes* include homicide (excluding negligent homicide), forcible rape, robbery, and aggravated assault (excluding simple assault). *Nonviolent Index Crimes* include burglary, theft, and auto theft.
Sources: Arrest data from Colorado Bureau of Investigation Annual Reports 1980-1994. Population data from Colorado State Demographer's Office, Department of Local Affairs.

Sex Offender Management Survey

The Division of Criminal Justice recently completed a national study on the management of sex offenders on probation and parole. One component of this study was a telephone survey of 732 probation and parole supervisors from across the United States.

The findings from the study have important implications for criminal justice management practices and organizational structures and policies. In particular, the survey data suggest that specific practices and procedures are linked to the effective community management of sex offenders. One very important example of these practices and procedures that contribute to the effective management of sex offenders is *specialized probation and parole caseloads*.

Specialized Caseloads Are Related to Progressive Sex Offender Management Practices

Specialization implies expertise received from training, reading, experience, or a combination of these. Specialized caseloads are generally reduced in size and range from 25 to 65, according to data obtained during this study.

Specialized caseloads are distinct from general intensive supervision.

Intensive supervision usually has elevated contact standards, but specialized sex offender case management includes additional contacts within a framework of a highly individualized supervision plan.

- Specialized caseloads existed in 30% of the probation agencies surveyed and 32% of the parole agencies surveyed.
- Respondents representing agencies with specialized sex offender units or caseloads were significantly ($p < .05$) more likely to report the use of policies, practices, or procedures that:
 - Were victim-safety oriented;
 - Imposed special supervision conditions;
 - Stressed using polygraph data for treatment and supervision;
 - Emphasized after-hours monitoring of offenders;
 - Included the use of jail or halfway houses as intermediate prerevocation sanctions;
 - Enhanced the respondent's comfort level with the prerevocation sanctions available to them;
 - Underscored the importance of an approved list of treatment providers for their clients—and chose treatment providers based on credibility or reputation when lists were not available; and,
 - Promoted sex offender management training within the last year (from *How Are Adult Felony Sex Offenders Managed on Probation and Parole? A National Survey*, English et al., 1996:2).

For more information about sex offender management:



Managing Adult Sex Offenders on Probation and Parole: A Containment Approach

This book, by Division of Criminal Justice researchers Kim English, Suzanne Pullen, and Linda Jones, and published by the American Probation and Parole Association, reports the complete findings from DCJ's national sex offender management study. The book may be purchased at cost from APPA for \$30. Please contact APPA directly at 606-244-8207 to obtain a copy.



How Are Adult Felony Sex Offenders Managed on Probation and Parole? A National Survey

This document reports the findings from the telephone survey component of DCJ's national sex offender management study. The report may be purchased from the Division of Criminal Justice for \$10. Contact Linda Swolfs at 303-239-4458.



Colorado Sex Offender Treatment Board Standards and Guidelines for the Assessment, Evaluation, Treatment, and Behavioral Monitoring of Adult Sex Offenders

The Colorado Sex Offender Treatment Board has developed standards and guidelines for the assessment, evaluation, treatment, and monitoring of adult sex offenders. A copy of the standards may be obtained by calling Linda Jones at the Division of Criminal Justice, 303-239-4447.

Sex Offender Management Priority: Identifying and Containing Denial

A commonly discussed problem in sex offender management involves whether the offender is "in denial" and, if so, how the supervising officer should respond. Denial resides on a continuum, and the table below is a useful method of quantifying an offender's level of denial. Clearly defining an offender's behavior—and the supervising officer's expectations—is an important aspect of sex offender management, particularly when that behavior could lead to revocation proceedings.

Goal Attainment Scaling for Sex Offenders

Outcome Variables	Goal Weights				
	<i>Admitting Guilt</i>	<i>Accepting Responsibility</i>	<i>Understanding Dynamics</i>	<i>Identifying Deviant Cycle</i>	<i>Making Restitution</i>
<i>Most unfavorable treatment outcome thought likely (-2)</i>	Insists on innocence	Admits crime, but blames it on seduction or claims behavior was not deviant	Minimizes dynamics, denies importance	Denies crime precursors	Refuses to make restitution
<i>Less than expected success with treatment (-1)</i>	Admits some part of crime, but attributes to victim or rationalizes nature of deed	Admits guilt but attributes it to alcohol, drugs, or claims it was one-time occurrence	Superficially denies dynamics but shows little understanding	Unable to identify	Minimizes ability to make restitution
<i>Expected success (0)</i>	Admits guilt	Accepts responsibility	Understands dynamics	Identifies cycle	Makes some type of restitution
<i>More than expected success with treatment (+1)</i>	Admits guilt and exonerates victim	Accepts responsibility, recognizes need for help, and shows victim empathy	Recognizes and understands dynamics	Identifies cycle and begins to develop coping skills	Makes restitution and empathizes
<i>Best anticipated treatment (+2)</i>	Admits guilt for offense and other offenses, exonerates victim, and recognizes deviant motivation	Accepts responsibility, recognizes need for help, understands dynamics without placing blame, and demonstrates empathy	Independently identifies dynamics and works to resolve them	Identifies cycle and uses coping strategies	Makes restitution in a variety of ways

Source: Green, Randy, Ph.D. (1995). Comprehensive treatment planning for sex offenders. This table was originally published in Schwartz, Barbara K., and Cellini, Henry R. (eds.), *The Sex Offender: Corrections, Treatment, and Legal Practice*, © 1995 Civic Research Institute, Inc., 4490 US Route 27, Kingston, NJ 08528. This table is reprinted with express permission. All rights reserved.

One Containment Approach Component: The Triangle of Adult Sex Offender Supervision



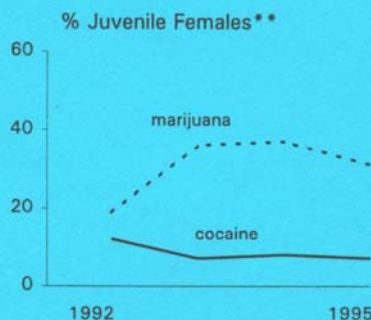
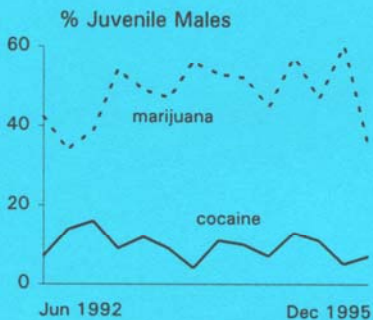
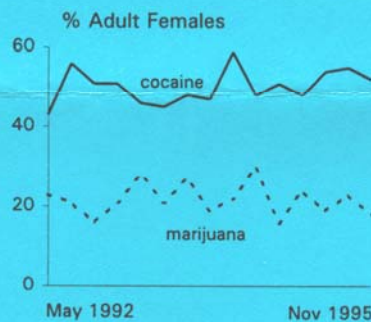
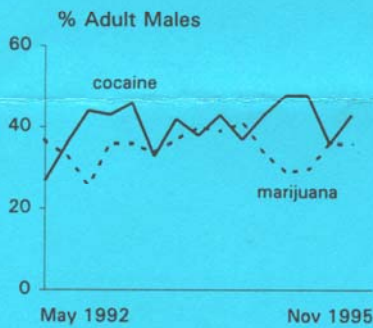
*Managing sex offenders in the community requires a **containment approach**. This method of supervision is built around a team made up of the supervising officer, the treatment provider, and a polygraph examiner. Working together, the team forms a "triangle" of supervision that requires accountability from the offender, who is in the center of the triangle. The goal is to closely monitor the offender's lifestyle and contain the offender inside the boundaries defined and enforced by the team. Each member of the team contributes to the supervision of, and requires accountability from, the offender (from Managing Sex Offenders on Probation and Parole: A Containment Approach, English et al., 1996:4-9).*

Describing Drug Abuse Among Arrestees

The Drug Use Forecasting (DUF) project was started by the National Institute of Justice (NIJ) as a pilot program in New York City in 1984. The idea behind the program was to establish a more accurate system for estimating drug abuse using a sample of people who are at high risk for drug abuse. In January of 1990, Denver became one of the 23 cities participating in the DUF project, under the management of the Division of Criminal Justice.

The DUF data are collected quarterly at the Denver Pre-Arrestment Detention Facility and the Phillip Gilliam Youth Services Center. Over a period of 14 to 21 consecutive days, anonymous interview information and urine specimens are collected from recently arrested adults and juveniles. All participants must be interviewed within 48 hours of arrest, so any illegal drugs consumed just prior to arrest will still be present in their systems.

Recent Drug Use Among Denver Arrestees Differs by Age and Gender*



*Note: Arrestees can test positive for more than one drug. And, not all drugs tested for in the DUF sample are reflected in these graphs. Marijuana and cocaine were selected here because these represent the primary drugs used by the DUF sample.

**Note: The juvenile female chart reflects only yearly totals (rather than quarterly returns as shown in the other graphs) due to the small number of juvenile females arrested.

Source: Denver Drug Use Forecasting quarterly data 1992-1995, Division of Criminal Justice.

The Denver DUF Heroin Story

The Denver DUF Project tests for cocaine, PCP, opiates (includes heroin), marijuana, amphetamines, methadone, valium, darvon, quaaludes, and barbiturates. The data clearly single out cocaine and marijuana as the most commonly used drugs in the sample (see graphs this page). Compared to cocaine and marijuana use, opiate (heroin) use is relatively low.

The listing below indicates the percent of each DUF sample group testing positive for opiates (including heroin) as reflected by quarterly lows and highs between 1992 and 1995.

Adult males	1-6%
Adult females	2-10%
Juvenile males	0-3%
Juvenile females	0-2%

Is heroin use on the rise? Denver DUF data reflect no increasing or decreasing trend in use among sampled groups.

For more information on the Drug Use Forecasting Project:

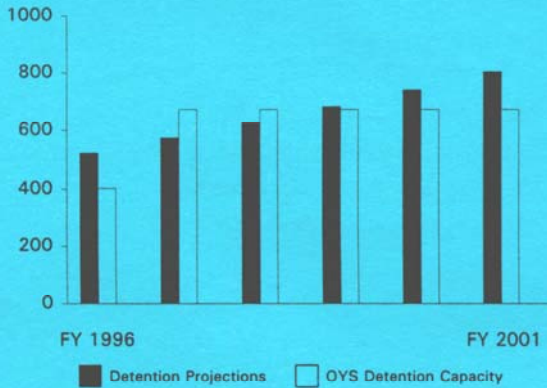


Drug Use Forecasting: 1994 Annual Report on Adult and Juvenile Arrestees

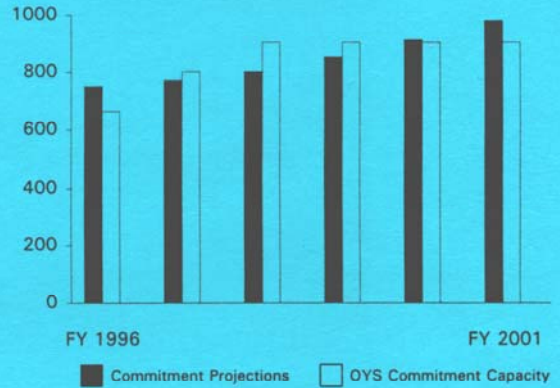
This report, published by the National Institute of Justice, summarizes the 1994 data obtained from all 23 DUF sites. Copies may be obtained by calling the National Criminal Justice Reference Service at 800-851-3420 (or e-mail: askncjrs@ncjrs.aspensys.com).

Colorado's Juvenile Incarcerated Populations Forecasted to Grow

1996 Juvenile **DETENTION** Population Projections and Office of Youth Services Capacity (Excludes Backlog)



1996 Juvenile **COMMITMENT** Population Projections and Office of Youth Services Capacity (Includes Backlog)



What is **DETENTION**?

The Office of Youth Services Detention facilities are short-term secure lock-up facilities. These facilities are for youth who have either been detained by law enforcement officials or for youth who are serving a short sentence for a minor crime.



What is **COMMITMENT**?

The OYS commitment facilities are for adjudicated youth who are incarcerated for more serious crimes that have longer sentences. Legal custody for these clients has been transferred to the OYS. Sentences for these youth can be up to five years in length.

1996 Detention Projections - Average Daily Population

REGION	1995	1996	1997	1998	1999	2000	2001
Southern	124	127	130	132	137	142	147
Western	38	39	40	44	47	51	54
Denver	165	177	192	206	219	233	246
Central	172	179	199	219	241	264	288
Northeast	90	95	108	121	135	149	165
Total	589	617	669	722	779	838	899

1996 Commitment Projections - Average Daily Population

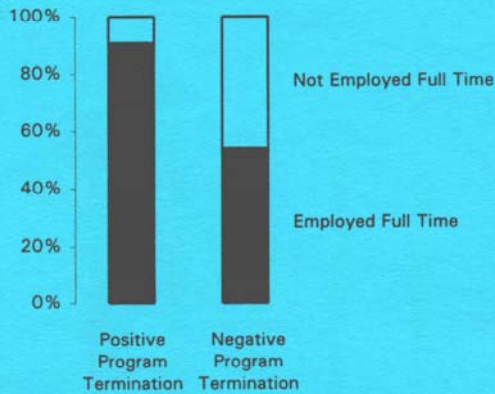
REGION	1995	1996	1997	1998	1999	2000	2001
Southern	125	130	134	141	148	160	176
Western	59	61	63	67	70	75	80
Denver	166	172	176	180	191	202	218
Central	146	153	159	168	188	210	234
Northeast	136	142	146	152	161	171	178
Total	633	658	678	707	758	818	886

Source: 1996 Projections of the Colorado Office of Youth Services Juvenile Detention and Commitment Populations, prepared by the Colorado Division of Criminal Justice, Office of Research and Statistics.

For more information on the juvenile prison population projections: Contact Chris Webster at the Division of Criminal Justice, 303-239-4455 (or e-mail: cwebster@aol.com).

Employment Plays Significant Role in Successful Program Outcome

Offenders who successfully terminated diversion community corrections in 1993 were nearly twice as likely than program failures to be employed full time.



Source: Caseload data for offenders terminating community corrections in 1993, collected by DCJ research staff, report to be published next month.

Stuck on the Onramp to the Information Superhighway?

Navigate the Net...

On August 13, 1996, 8:30-Noon, the Division of Criminal Justice will host a half-day training on using the internet to access criminal justice information. The training will cost \$10. Contact Linda Swolfs at 303-239-4458 for more information.



...And, while we're on the topic... This newsletter will soon be available online. Stay tuned.

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