



FY 2003 ANNUAL REPORT

COLORADO COMMUNITY CORRECTIONS

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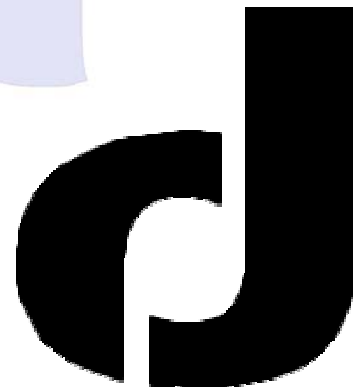


Table of Contents

Community Corrections Programs	3
Funding and Referral System.....	3
New Programs.....	4
Statistical Overview	7
Residential Community Corrections	8
Offender Types	8
Demographics	9
Criminal History	10
Current Felony Offenses	10
Prior Felony Offenses	12
Criminal History Scores.....	12
Standardized Offender Assessments and Treatment.....	14
Community Corrections Services	18
Discharges.....	19
Technical Violations	20
Substance Abuse Discharges	20
Length of Stay.....	21
Non- Residential Community Corrections	22
Demographics	22
Services Received.....	22
Discharges.....	23
Intensive Residential Treatment	24
Referral Sources.....	24
Reasons for Referrals.....	25
Previous Substance Abuse and Treatment	25
Discharges.....	26
Finances of Community Corrections	27
Income.....	27
Taxes.....	27
Restitution and Other Court Costs	28
Program Audits	29
Noteworthy Accomplishments.....	29
ComCor, Inc. – Transition	30
Correctional Alternative Placement Services (CAPS).....	30
Performance Measurement for Community Corrections	31
Program Characteristics - Community Corrections Risk Factor Analysis	31
Offender Outcomes Performance Measurement.....	31
Governor’s Community Corrections Advisory Council	32
Subcommittee Functions and Accomplishments	32
Membership List	34
Summary	35

The Office of Community Corrections (OCC) exists within the Department of Public Safety, Division of Criminal Justice to improve the quality and effectiveness of services to felony offenders, to serve the best interests of the state, and to provide effective alternatives to incarceration. This office is responsible for the distribution and expenditure of state and federal funds, administration of community corrections contracts and federal grant programs; data collection and reporting to the general assembly, the federal government and the public.

The Office of Community Corrections is also responsible for auditing and monitoring community corrections boards and programs to ensure compliance with contracts, federal grant requirements and Colorado Community Corrections Standards. Staff of the OCC provides essential technical assistance on Standards, the use of data collection forms, offender earned time/sentence reduction calculations and the Standardized Offender Assessment instruments.

Given that the Office of Community Corrections is not a referral agency to community corrections boards and facilities, we are well equipped to distribute funds and audit facilities in an impartial, ethical manner.

This report summarizes activities in community corrections programs from July 1, 2002 to June 30, 2003.

Community Corrections Programs

Colorado community corrections is a viable alternative to incarceration in prison. Services are designed to promote productive reintegration of offenders back into the community. Community corrections provides:

- services for offenders convicted of less severe offenses who are diverted from prison
- services for offenders in transition between prison and parole
- services for Parolees released by the Colorado Board of Parole

During the 2002-2003 fiscal year, there were 23 local Community Corrections Boards in 22 Judicial Districts. Thirty-one separate residential facilities delivered community corrections services throughout Colorado. Six of these programs are operated by units of local or state government. The remaining programs were operated by private agencies. Five of these programs were exclusively for female offenders.

Funding and Referral System

The Joint Budget Committee of the State Legislature appropriates general funds to the Department of Public Safety to fund community corrections services. In addition, local communities use other state, federal and local funds to augment state general funds. The Division of Criminal Justice, Office of Community Corrections allocates these state funds through each of the 23 community corrections boards. Subsequently, each board sub-contracts with local programs to provide community corrections services.

During the 2002-2003 fiscal year the Division of Criminal Justice funded the following beds:

<u>Transition</u>		<u>Diversion</u>	
998	Transition	1171	Diversion residential
80	Parole	1230	Diversion non-residential
78	Transition IRT		
10	Transition sex offender		
28	Boot camp		

Referrals for community corrections services are derived from the State Judicial Branch or the Department of Corrections (DOC). Referrals for direct sentence (Diversion) offenders are made from local judicial districts to local community corrections boards. Referrals for Transition, Parole and Intensive Supervision Program (ISP) offenders are made by the Division of Adult Parole/Community Corrections/YOS of the Department of Corrections. Figure B depicts the funding and referral process for community corrections in the state of Colorado.

Local community corrections boards vary by size, membership, philosophy and degree of program control. Boards, whose members are typically appointed by locally elected officials, have the authority to screen and accept or reject any offenders referred to programs in their communities. Boards may institute guidelines in the operation of the programs, enforce the guidelines and monitor program compliance with state and local standards. Many boards provide an array of critical services designed to assist the program to better serve the needs of the offenders.

New Programs

Montezuma County Treatment Center (MCTC), a division of the Montezuma County Sheriff's Office, began operating its new residential program in February 2003. The facility was constructed in 1979 and was specifically designed to house inmates of the Montezuma County Sheriff's Office. In 2001, a new jail was built and the old facility was remodeled in 2002 to house Montezuma County Treatment Center. MCTC currently provides community corrections services to non-violent male Diversion and Transition offenders.

The Jefferson County Community Corrections Board solicited proposals to select a new provider to replace the Community Responsibility Center (CRC) and to continue community corrections services. Intervention Community Corrections Services (ICCS) was selected. The data in this report represents CRC as well as ICCS discharges that occurred during FY 2002-2003.

Figure A is a summary of the community corrections programs and the number of residential, non-residential and Intensive Residential Treatment (IRT) offenders who discharged during FY 2002-2003.

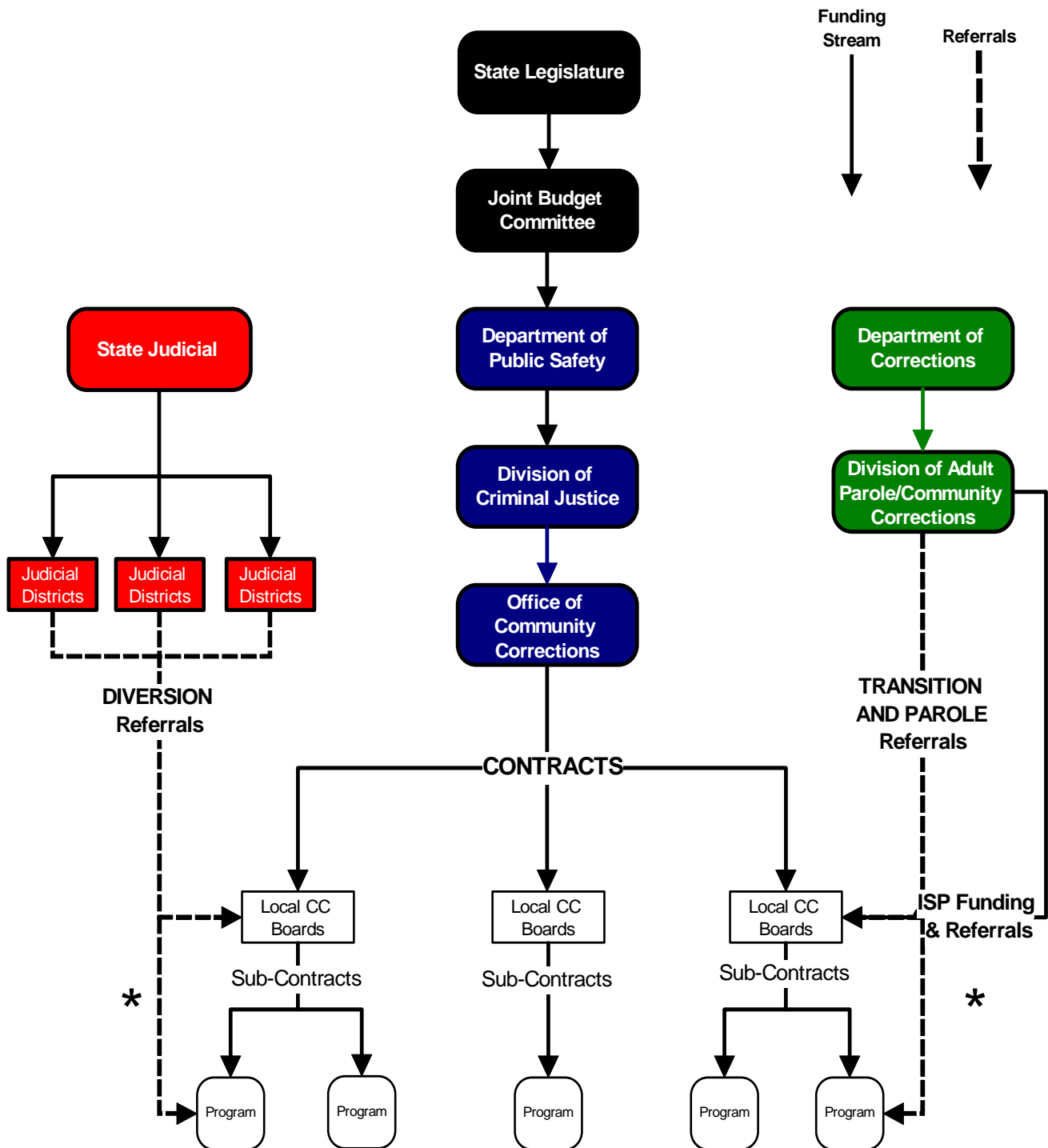
FY 2002-2003 Discharge Forms Received

Figure A

Judicial District #	Program	Location	Res	NR	IRT
1	Intervention Community Corrections Services Community Responsibility Center	Lakewood	224	35	
2	Correctional Management Inc. Columbine	Denver	131		
	Correctional Management Inc. Clarkson		56		
	Correctional Management Inc. Fox		173	34	
	Independence House- Federal		8	45	
	Independence House- Pecos		243		
	Independence House- Fillmore		83		
	A.R.T.S.- Peer I		136	100	
	A.R.T.S.- The Haven		55		
	Tooley Hall		130	60	106
	Williams Street Center		218		
Phase I					
4	COMCOR, Inc. Diversion Program	CO Springs	218	85	91
	COMCOR, Inc. Transition Program		183		
	Community Alternatives of El Paso County		243	48	112
	Gateway: Through the Rockies				
6	Hilltop House	Durango	58	13	
8	Larimer County Community Corrections	Ft. Collins	158	52	
10	Pueblo Community Corrections Services, Inc.	Pueblo	71	6	
	Minnequa Community Corrections		141	56	
12	San Luis Valley Community Corrections	Alamosa	94	30	312
14	Correctional Alternative Placement Services	Craig	57	14	
17	Adams Community Corrections Program Phoenix Center	Henderson	239	67	
	Adams Community Corrections Program Loft House	Denver	78		
	Correctional Psychology Association Time to Change			126	0
18	Arapahoe County Residential Center	Littleton	202	29	
	Arapahoe Community Treatment Center	Englewood	207	49	
	Centennial Community Transition Center		133	37	
19	The Restitution Center Transition Center for Women	Greeley	328	127	
	Residential Treatment Center				439
20	Correctional Management Inc. Boulder Community Treatment Center	Boulder	97	25	
	Correctional Management Inc. Longmont Community Treatment Center	Longmont	76		
21	Mesa County Community Corrections	Grand Junction	158	20	
22	Montezuma County Treatment Center	Cortez	0	0	

Figure B

COLORADO COMMUNITY CORRECTIONS Funding and Referral System



* Some referrals are made directly to programs where boards have developed automatic acceptance criteria

Statistical Overview

Statistics derived for this annual report represent a summary of all community corrections offenders who were discharged from residential, non-residential and intensive residential treatment (IRT) programs during the 2002-2003 fiscal year. (July 1, 2002- June 30, 2003)

The data used to compile this report is from a database maintained by the Colorado Department of Public Safety, Division of Criminal Justice (DCJ). Data is collected on termination forms that are completed by program staff when an offender discharges during the fiscal year. Forms were reviewed by DCJ for general accuracy and completeness. DCJ relies on program staff to ensure the accuracy of this data. The numbers of cases vary slightly throughout this report due to missing data.

Some issues arise when analyzing discharge information of this nature. Because the report focuses on people who are discharged, data may be biased, especially when reviewing a one-year time frame. The data may over-represent offenders who discharge after short lengths of stay, and under-represent offenders who stay for long periods of time. Furthermore, the data may not represent the characteristics of the current population, since information is only collected after an offender discharges from a program.

Note that in several of the tables where ranges are specified, the measure of the “median” (the center number in the range) is used to describe the data. This measure is used to represent the average because it is not as sensitive to extreme ranges in the mean. The “mean” is the average value in a set of numbers.

There are two jail-based programs that are not included as part of the analysis because they are short-term placements for offenders awaiting bed space in a traditional community corrections facility or may be utilized as a temporary secure holding site. These programs are Phase I at the Denver County Jail and Gateway: Through the Rockies at the El Paso County Jail.

Residential Community Corrections

The purpose of the residential phase of community corrections is to provide offenders with the knowledge and skills necessary to be emotionally, cognitively, behaviorally, and financially prepared for their reintegration back into the community. Residential programs strive to accomplish this rehabilitative task by a variety of means.

Through assessment-driven individual treatment plans, programs attempt to match offender risks and needs with the most appropriate treatment modality. Offenders are assisted in obtaining regular employment and encouraged to participate in educational and vocational services. Programs monitor the payment of restitution, court fines, court-ordered child support and useful community service requirements. Program staff carefully monitors offenders in the community to enhance offender accountability and to address public safety concerns.

Offender Types

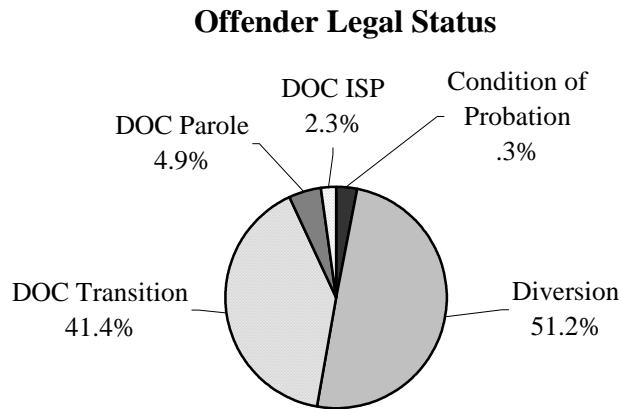
Community Corrections serve adult offenders who have been convicted of felony offenses. There are two major groups of community corrections offenders: Diversion and Transition. Diversion offenders are sentenced directly by the courts or in rare instances have been sentenced as a condition of a probation placement for up to 30 days.

Transition offenders are returning to the community after serving a Department of Corrections sentence. These offenders includes Parolees and offenders in the Intensive Supervision Program (ISP). Transition offenders are referred to community corrections boards and programs from the Department of Corrections. Condition of Parole offenders are referred from the parole board as a condition of the offender's period of parole. ISP offenders are referred to community corrections as a condition of their ISP program. For the purposes of this report, all DOC offenders are referred to as "Transition" offenders.

In FY 2002-2003, residential community corrections programs had 4324 offender discharges. Offenders may have been transferred from one residential facility to another, or discharged more than once from a residential facility.

Fifty-one percent (**51%**) of all residential community corrections offenders were Diversion offenders and forty-nine percent (**49%**) were Transition offenders. Female offenders made up twenty percent (**20%**) of the population. Figure C reports this break down.

Figure C



Demographics

The profile of the “typical” residential community corrections offender has been consistent for many years. The typical offender was male, Caucasian, single and has a high school diploma or GED. In addition, he has no prior felony convictions, is currently serving a sentence for a class 4 felony and successfully completed residential community corrections. Figure D reports that the average Diversion offender was 21-25 years of age, where the average Transition offender was at least 41 years of age. Figure E reports the ethnicity of the residential population.

Figure D

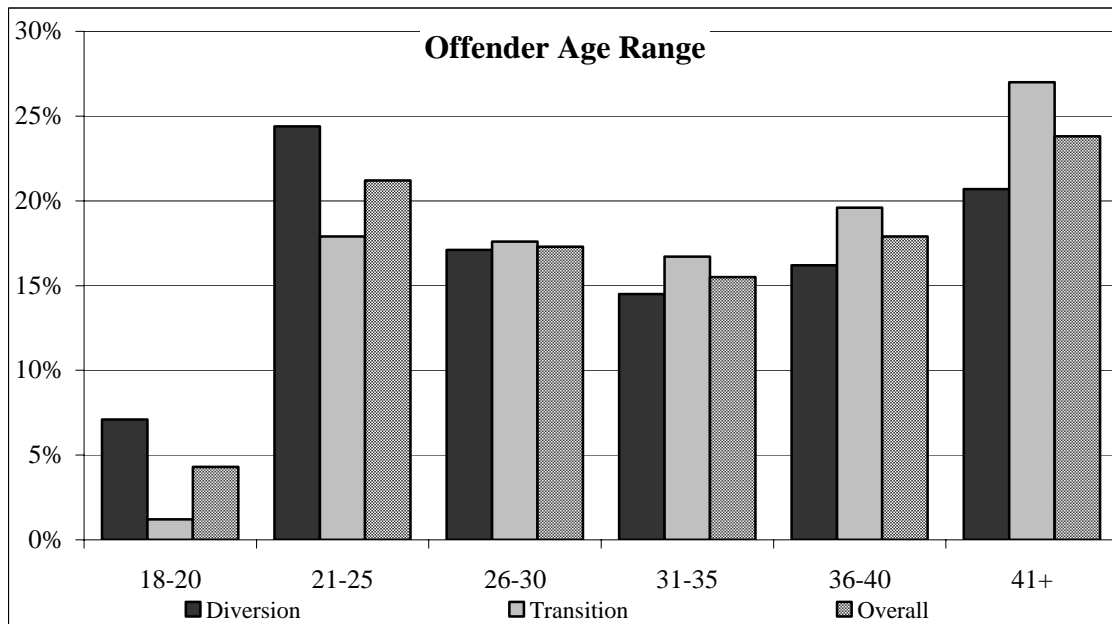
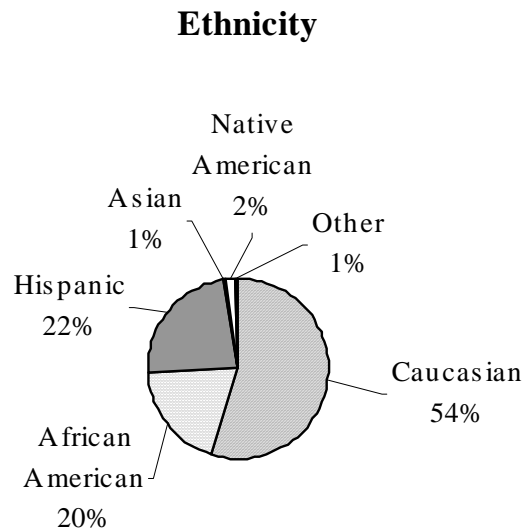


Figure E



Criminal History

Current Felony Offenses

Most community corrections offenders in FY 2002-2003 were serving sentences for non-violent, mid-level felony offenses. The most common types of offenses committed by both Diversion and Transition offenders were drug related offenses, theft, and burglary. This has been a consistent trend over the past several years. Figures F1, F2 & F3 depict the top 10 most frequent convictions for which Diversion and Transition offenders were serving sentences.

Figure F1

Top 10 Crimes- Diversion				Top 10 Crimes- Transition		
Rank	Crime	n	% of total population	Crime	n	% of total population
(1)	Drug related	903	41%	Drug related	822	39%
(2)	Theft	382	17%	Theft	353	17%
(3)	Burglary	260	12%	Burglary	286	14%
(4)	Forgery	127	6%	Assault	152	7%
(5)	Assault	126	6%	Escape	105	5%
(6)	Driving related	107	5%	Driving related	107	5%
(7)	Sexual assault	77	3%	Robbery	80	4%
(8)	Fraud	76	3%	Forgery	67	3%
(9)	Robbery	40	2%	Homicide	50	2%
(10)	Homicide	22	1%	Sexual assault	17	1%

Figure F2

10 Most Frequent Crimes- Diversion

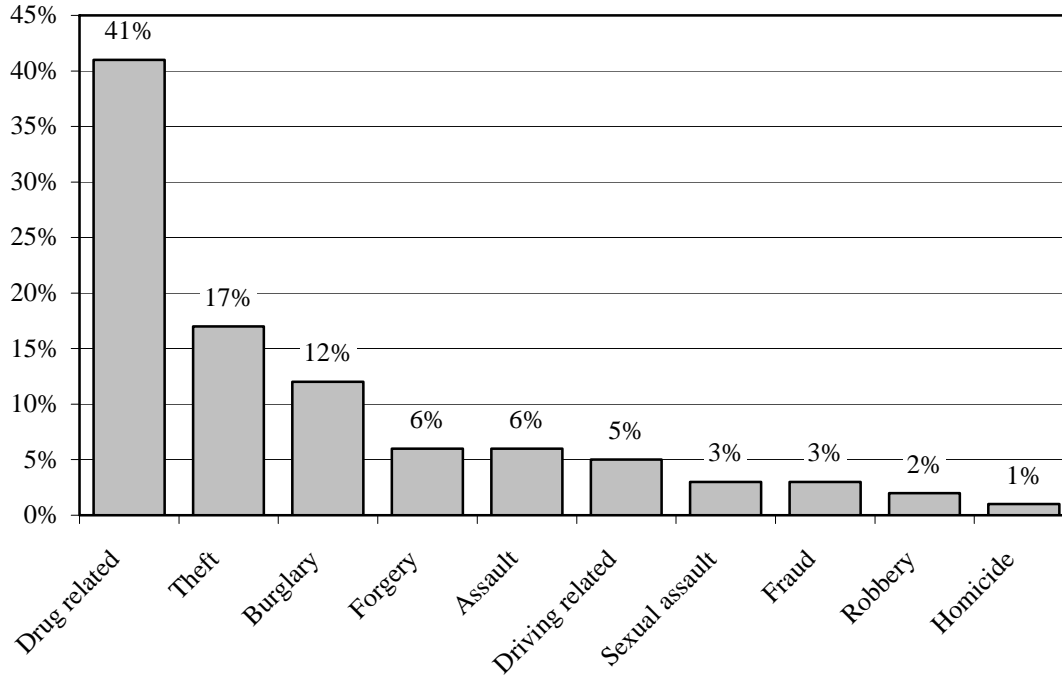
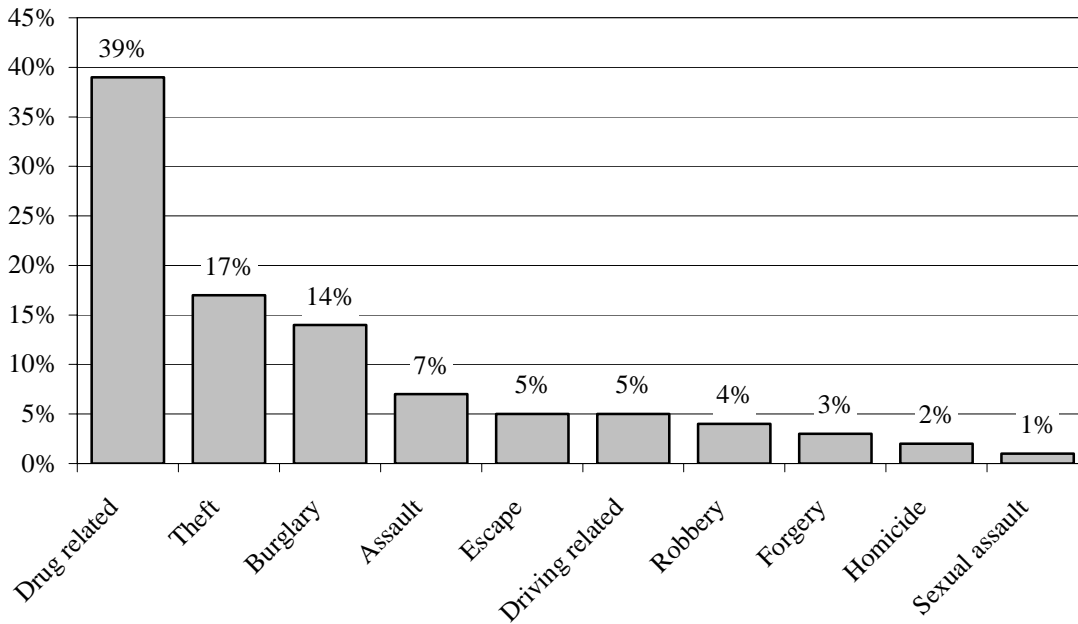


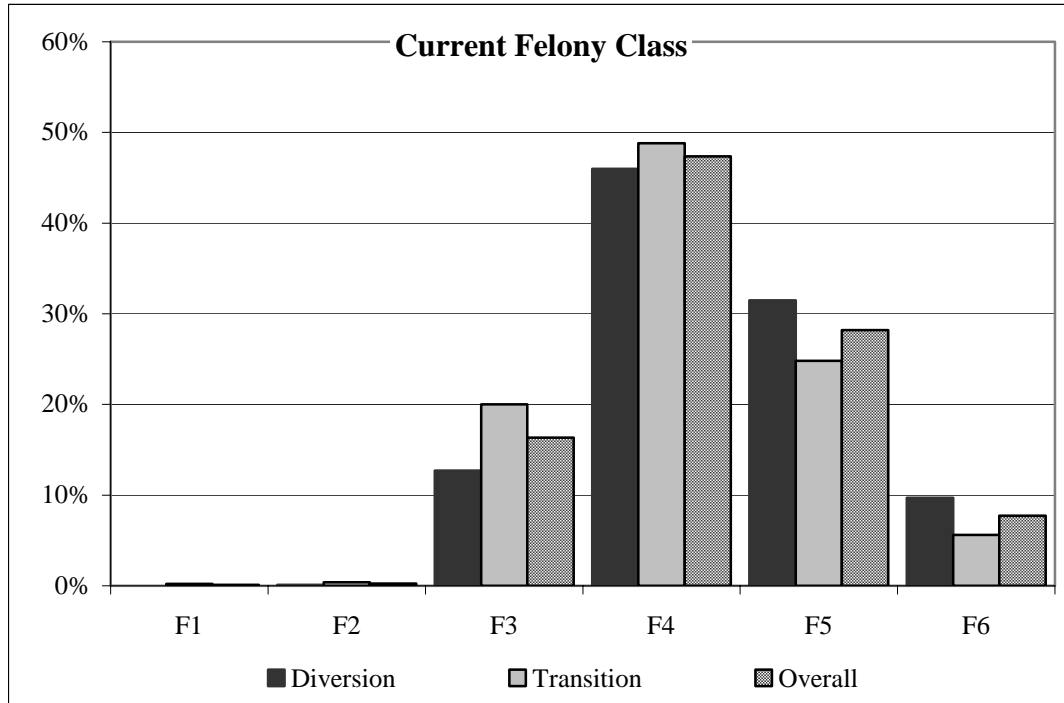
Figure F3

10 Most Frequent Crimes- Transition



Eighty-seven percent (**87%**) of the Diversion offenders, and seventy-nine percent (**79%**) of the Transition offenders were serving sentences for either a class **4, 5** or **6** felony. Figure G depicts the current felony class of both Diversion and Transition offenders.

Figure G



Prior Felony Offenses

Twenty-nine percent (**29%**) of all community corrections clients had no prior adult felony convictions. The percent of Diversion offenders with no prior felony convictions (**31%**) was only slightly higher than the Transition offenders with no prior felony convictions (**26%**). It is interesting to note that the average age of the first arrest for all offenders was eighteen years old.

Ninety percent (**90%**) of all community corrections offenders had no history of violent adult felony convictions.

Criminal History Scores

A Criminal History Score (Mande, 1986) is a composite score that reflects the seriousness of an offender’s criminal past. Functionally, it is a value derived from a weighted combination of the six variables defined below. The number of occurrences for each item is multiplied (x) by the weight (in parentheses), totaled and then collapsed into scores of zero through four.

Kim English & Mary Mande, “Community Corrections in Colorado: *Why do some Succeed and Others Fail?*” Colorado Department of Public Safety, Division of Criminal Justice, 1991.

- Number of juvenile adjudications x (.5)
- Number of juvenile commitments x (1)
- Number of adult prior adult felony convictions x (1)
- Number of prior adult violent arrests x (1.5)
- Number of adult probation revocations x (.75)
- Number of adult parole revocations x (2)

The Criminal History Score used in this report is a proxy of the criminal history measurement. The true criminal history measurement above requires adult arrests where the proxy in this report uses adult violent convictions.

The Criminal History Score was found to be statistically related to both program failure and program infractions in a research project conducted by English and Mande. In the files studied, it was found that the higher the score, the more frequently program infractions occurred.

Figure H compares Criminal History Scores for FY 2002-2003 and the past five fiscal years. The Criminal History Score range is 1-4.

Figure H

FY	Diversion		Transition		Overall	
	Mean	Median	Mean	Median	Mean	Median
FY 97/98	2.12	2.0	2.63	3.0	2.35	3.0
FY 98/99	2.18	2.0	2.64	3.0	2.37	2.0
FY 99/00	2.28	2.0	2.63	3.0	2.43	3.0
FY 00/01	2.39	3.0	2.92	4.0	2.64	3.0
FY 01/02	2.48	3.0	2.81	4.0	2.64	3.0
FY 02/03	2.47	3.0	2.86	4.0	2.66	3.0

The average criminal history score for Diversion and Transition offenders has steadily increased over time. During the 1997-1998 fiscal year, the average criminal history score for diversion offenders was 2.12 and Transition offenders was 2.63. During the 2002-2003 fiscal year, the average criminal history increased to 2.47 for Diversion offenders and 2.86 Transition offenders. It is interesting to note that the overall average criminal history score for female offenders was 2.49 and 2.70 for male offenders.

Standardized Offender Assessments and Treatment

All offenders under community corrections supervision are screened and assessed upon intake with the Standardized Offender Assessment (SOA) process. The purpose of the SOA process is to measure an offender's level of recidivism risk and their criminogenic needs. The assessment process also detects and subsequently measures the severity of substance abuse and provides a treatment recommendation based on an offender's level of risk and severity of substance abuse. Four (4) separate instruments comprise the SOA battery, three (3) of which are described below.

The Simple Screening Instrument (SSI), a self-report questionnaire, is used to screen for alcohol and other drug involvement within the last 6 months.

The Level of Supervision Inventory (LSI) is a 54-item assessment instrument that is administered by a trained professional using a semi-structured interview. The LSI provides a measure of risk for recidivism and profiles an offender's areas of need that contribute to his/her level of risk. Offenders score higher on the LSI as their risk of recidivism increases. The LSI is administered at intake and again at 6-month intervals to measure the degree of change in recidivism risk.

The Adult Substance Use Survey (ASUS) is a self-report questionnaire that assesses substance abuse across several dimensions. The ASUS contains multiple scales, two of which are reported herein. The Disruption Scale measures the degree to which alcohol and drug use has resulted in disruptive consequences and/or problems to the offender. The Defensive scale measures the degree to which an offender is willing to disclose sensitive information on the ASUS. Figure I outlines the SOA scales.

Figure I

Instrument	Possible Score Range	<u>Measure</u>
SSI	0-15	Drug/Alcohol Involvement in Last 6 Months
LSI	0-54	Risk of Recidivism/Criminogenic Needs
ASUS Disruption	0-80	Disruptive Consequences of Alcohol/Drug Use
ASUS Defensive	0-21	Defensiveness/Guardedness with ASUS

Figures J1, J2 and J3 provide the mean SOA scores for community corrections offenders in FY 02-03. In comparison to male offenders, in general, female offenders in community corrections were found to have higher SSI scores, higher LSI scores, and higher ASUS Disruption scores. Figures J1, J2 and J3 report that female and male offenders are equally guarded with disclosing alcohol/drug abuse information on the ASUS as evidenced by identical mean scores on the ASUS Defensive scale. Both male and female offenders had lower LSI scores after 6 months of community corrections supervision, which indicates a lower risk of recidivism prior to or upon termination. LSI scores in FY 02-03 were similar between Diversion and Transition offenders.

Figure J1

	Initial LSI (Mean)	6-Month LSI (Mean)	SSI Score (Mean)	ASUS Disruption (Mean)	ASUS Defensive (Mean)
Males	27.1	23.3	5.5	15.9	7.9
Females	29	26.3	6.9	22	7.9
ALL	27.4	24	5.8	17.1	7.9

Figure J2

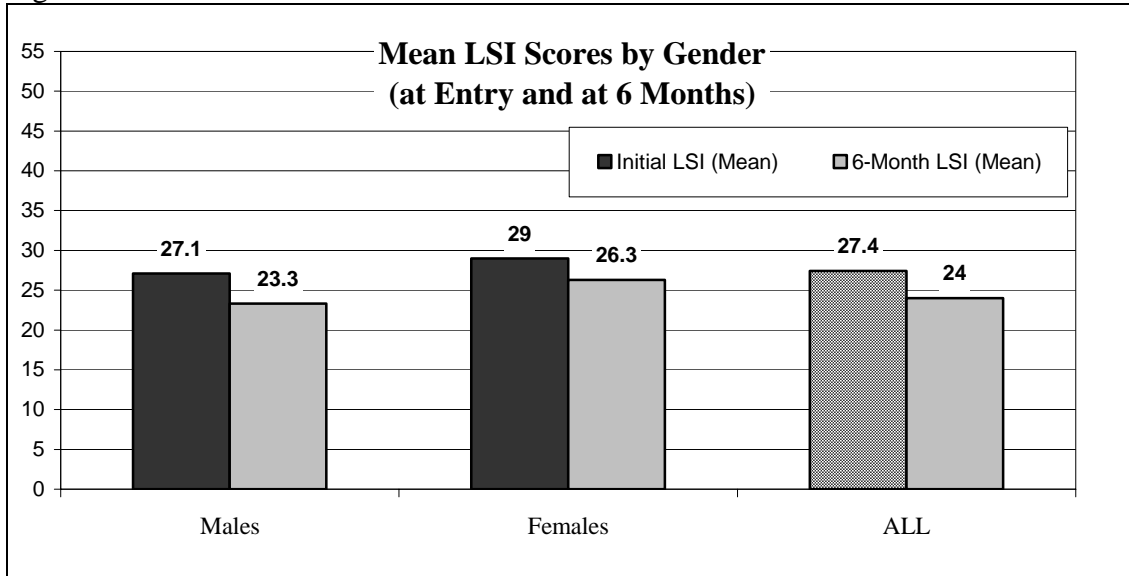
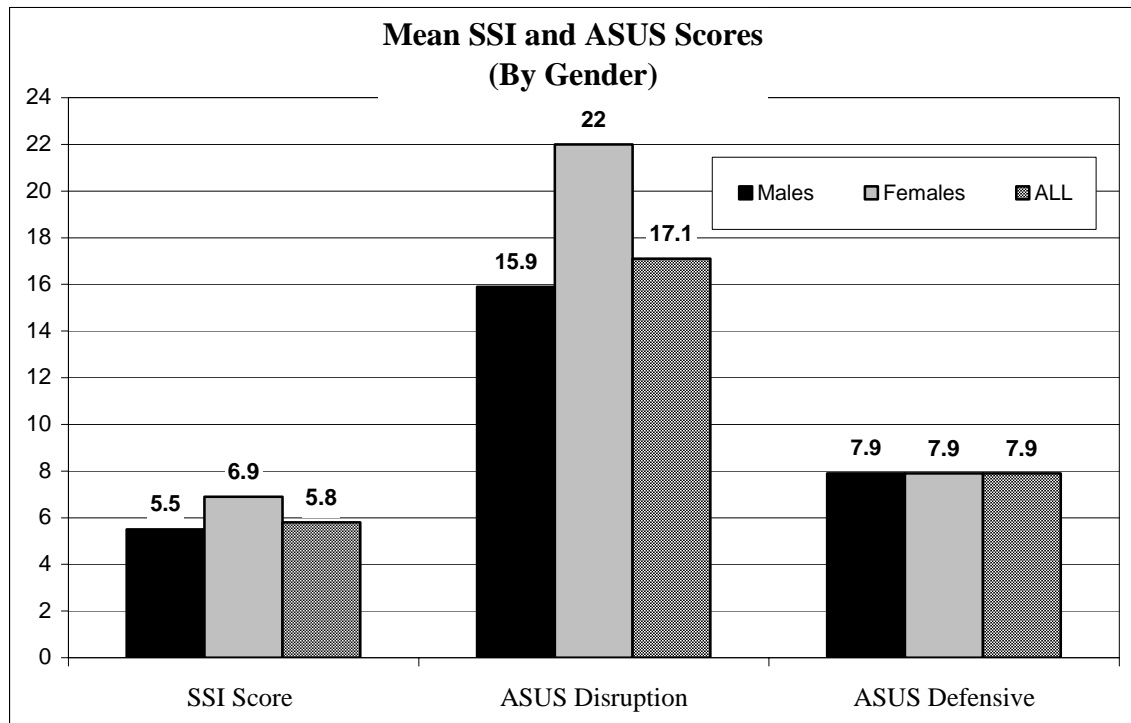


Figure J3



Substance Abuse Treatment

In conjunction with the SOA, a standardized treatment system for offenders is used in community corrections. The treatment system, consisting of seven categorical levels, is contingent upon the SOA assessment battery. Scores on the SOA drive placement into one of the treatment levels. The treatment system provides substance abuse education and treatment services of varying intensity. Generally, the number of hours in treatment increases as the treatment level increases. The lower end of the continuum emphasizes didactic education on an outpatient basis. The higher end of the continuum involves process-oriented therapy on an inpatient basis.

Figures K1 and K2 report the percentage of male and female offenders in community corrections who are assessed at each level of substance abuse treatment. Generally, there exists a higher proportion of female offenders than males at the most intensive levels of substance abuse treatment. This is consistent with data that shows higher risk levels, higher substance abuse disruption, and higher criminogenic need among female community corrections offenders.

Figure K1

Percent of Offenders Assessed at Each Treatment Level							
	(1) No Tx	(2) AOD Education	(3) Weekly Outpatient	(4) Intensive Outpatient	(5) Intensive Residential	(6) Therapeutic Community	(7) Assess Psychopathy
Males	2.1%	11.0%	31.7%	36.3%	11.6%	6.3%	1.1%
Females	1.2%	7.3%	22.2%	35.8%	17.2%	12.8%	3.5%
ALL	2.0%	10.2%	29.8%	36.2%	12.7%	7.6%	1.5%

Figure K2

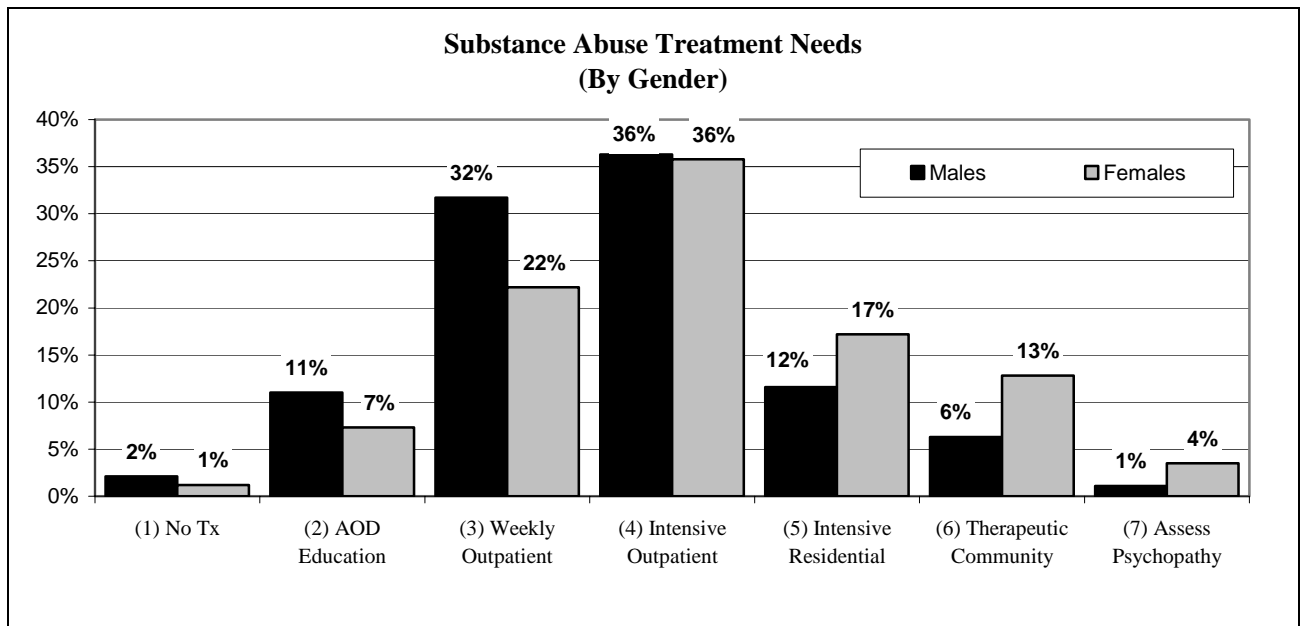
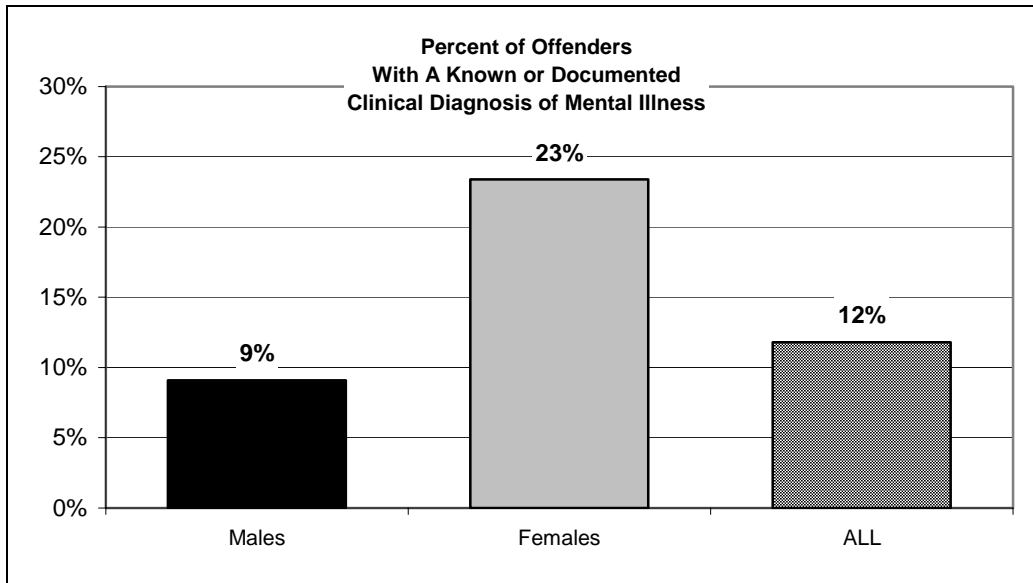


Figure L reports the percentage of community corrections offenders who have had a known or documented clinical diagnosis of mental illness. Generally, when compared to males, a higher proportion of female offenders have had involvement with mental illness.

Figure L

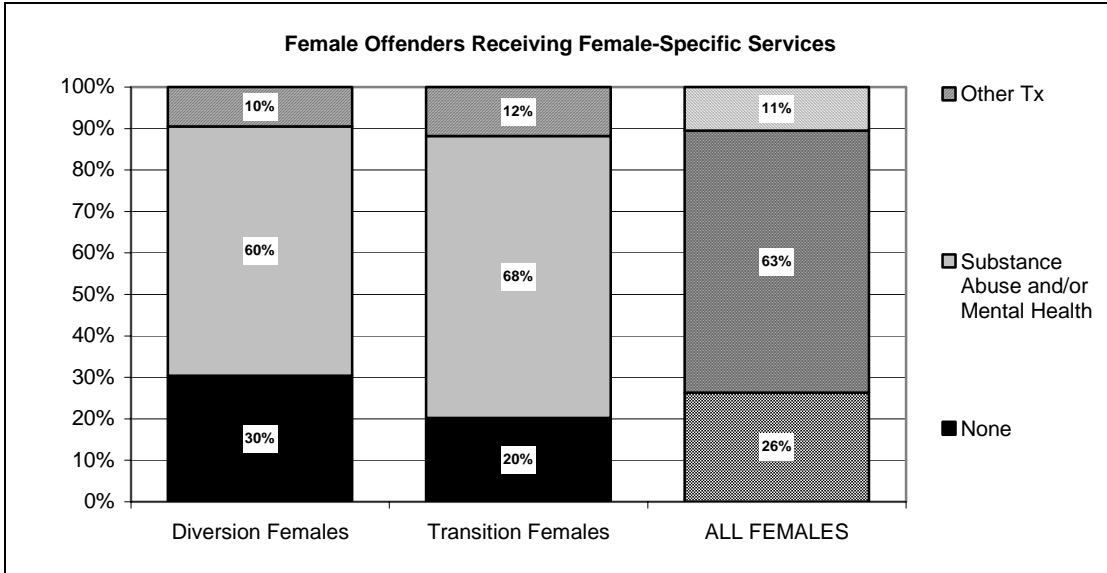


Figures M1 and M2 report the percentage of female offenders who received services that were specifically designed for women. Overall, nearly 74% of female offenders received some form of female-specific treatment while in community corrections.

Figure M1

	None	Substance Abuse Only	Mental Health Only	Both Substance Abuse and Mental Health	Other
Diversion Females	30.4%	38.3%	3.9%	17.9%	9.5%
Transition Females	20.2%	27.8%	9.4%	30.8%	11.8%
ALL FEMALES	26.3%	34.0%	6.2%	23.1%	10.5%

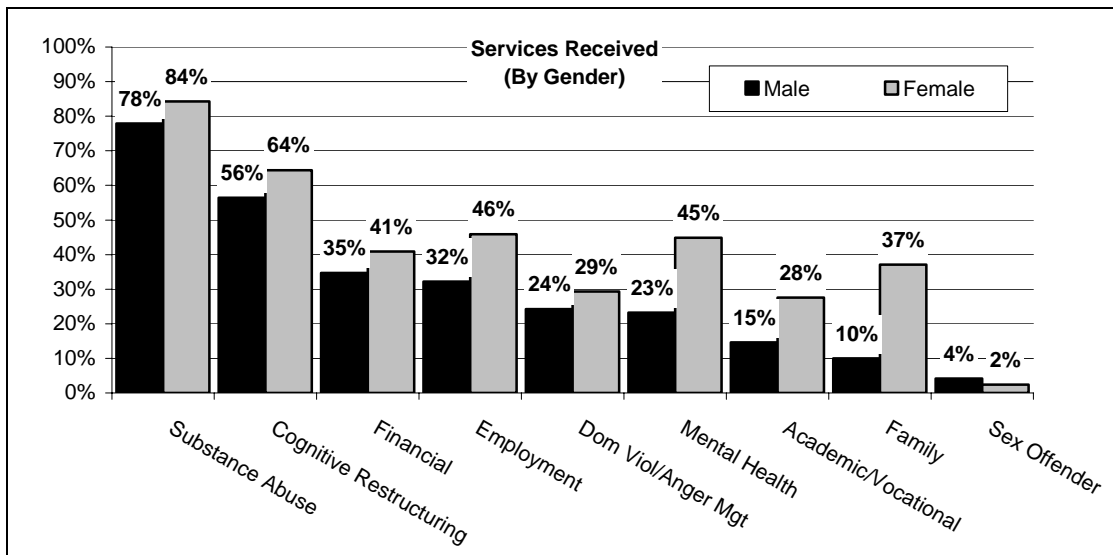
Figure M2



Community Corrections Services

Community Corrections programs provide a variety of services to the offenders. These services generally include case management, life skills, drug and alcohol education, money management assistance, and educational and vocational guidance. Often, offenders purchase services beyond those typically provided by the program. Offenders can qualify for special assistance if they are in financial need and meet the defined criteria of the Specialized Offender Services Fund, which is administered by DCJ. Figure N represents types of services received by offenders while under community corrections supervision. Generally, when compared to males, a higher proportion of female offenders receive services while in community corrections.

Figure N



Discharges

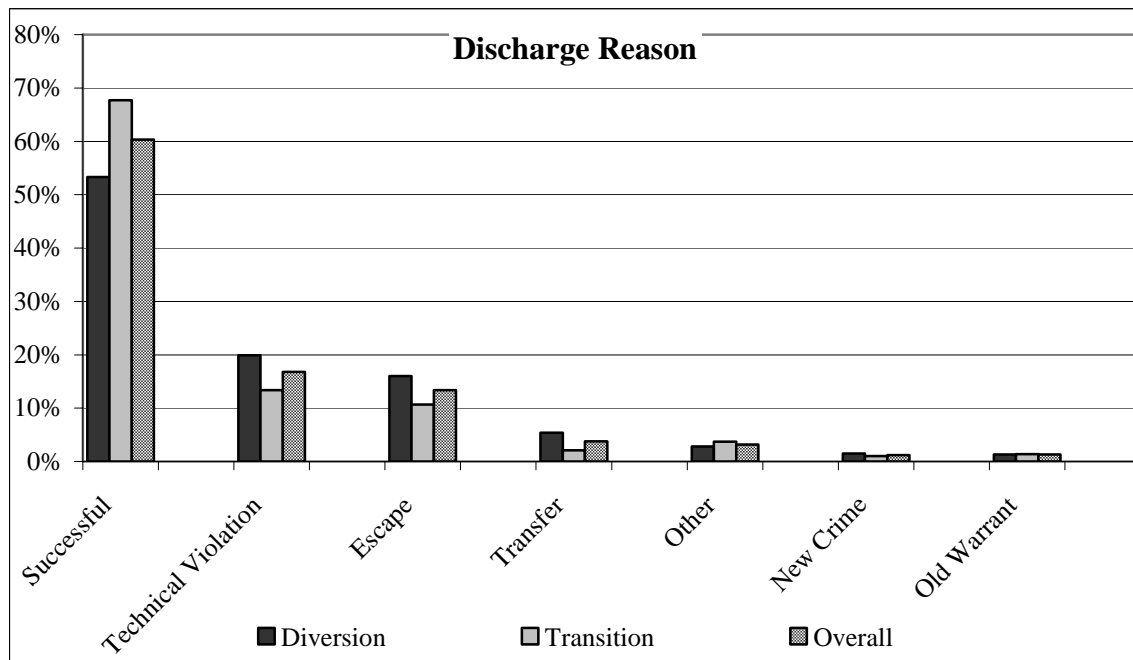
Offenders are discharged from community corrections residential programs when they complete the length of their sentence, transfer to another residential program, progress to non-residential programs or when they violate pre-determined rules. In FY 2002-2003, fifty-three percent (**53%**) of the Diversion offenders and sixty-eight percent (**68%**) of the Transition offenders successfully completed their residential placement. Twenty percent (**20%**) of the Diversion offenders and thirteen percent (**13%**) of the Transition offenders were discharged from community corrections as a result of technical rule violations.

Overall discharges due to the commission of a new crime were **1.2% (53)**. This figure does not include discharges due to escape. Ninety percent (**90%**) of the new crimes were non-violent. Six (**6**) of these new crimes were violent. Misdemeanor thefts and drug related charges make up the majority of the new crimes. Thirteen percent (**13%**) of the overall discharges were for escape. The termination data is presented in figures O1 and O2.

Figure O1 **Discharge Reason**

Offender Type	Successful		Transfer		Escape		New Crime		Old warrant		Technical violation		Other	
	n	%	n	%	n	%	n	%	n	%	n	%	n	%
Diversion	1186	53.3%	119	5.4%	353	16.0%	34	1.5%	28	1.3%	442	19.9%	62	2.8%
Transition	1422	67.7%	44	2.1%	224	10.7%	19	1.0%	29	1.4%	284	13.4%	77	3.7%
Overall	2608	60.3%	163	3.8%	578	13.4%	53	1.2%	57	1.3%	726	16.8%	139	3.2%

Figure O2



Technical Violations

Discharges due to technical violations fall into two categories. One category consists of rules that reflect the offender's behavior and actions, i.e. disobeying a lawful order, unaccountable time while signed out of the facility or failure to follow the program plan, etc. The other category of technical violation is substance abuse while residing in the facility. Of the **726** offenders discharged due to technical violations, **275 (38%)** were substance abuse related discharges, while **451 (62%)** were behavioral or programmatic rule violations.

Substance Abuse Discharges

Figure P shows the substance(s) abused that resulted in the termination. For both Diversion and Transition offenders, **alcohol** was the primary substance used, **40%** by Diversion offenders and **46%** for Transition offenders. The secondary substance used for both offender types was **cocaine**; **27%** for both Diversion and Transition offenders. It is important to note that some tests were positive for more than one substance. Figure Q reports the last five fiscal years of discharges for substance abuse

Figure P

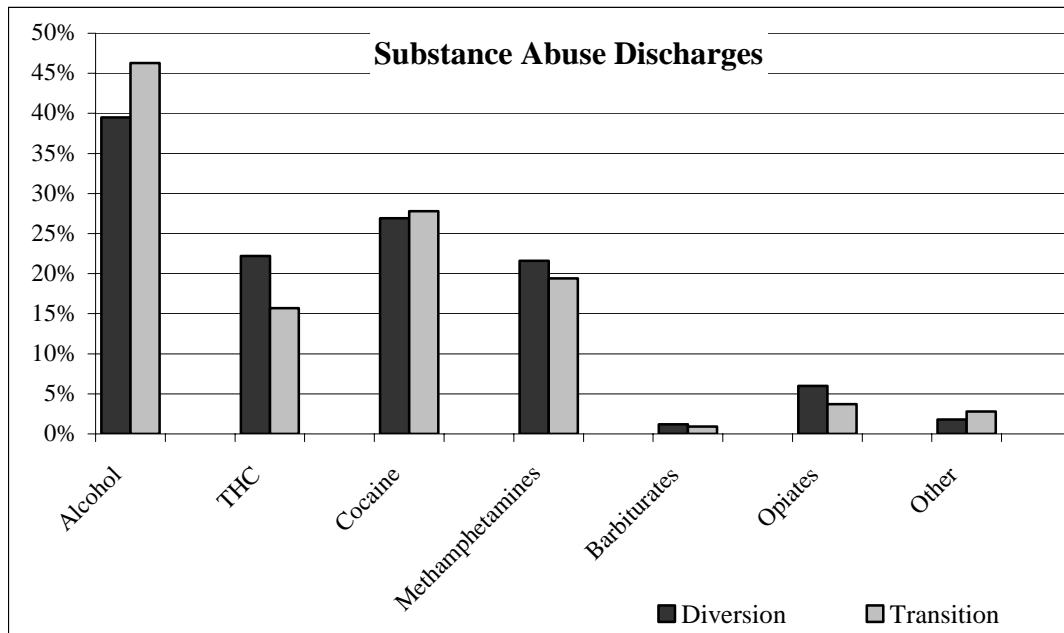
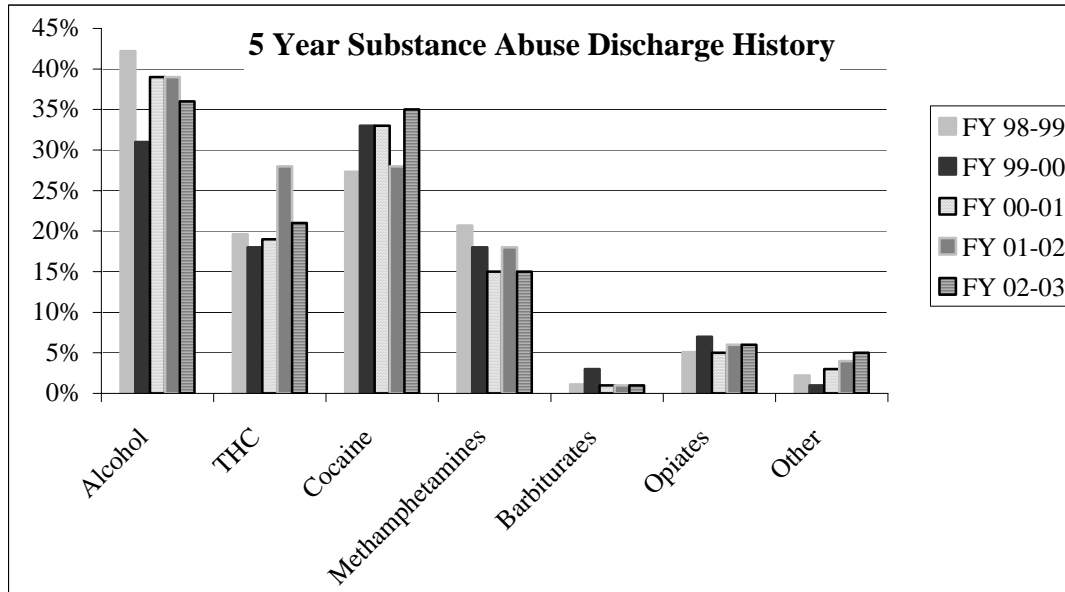


Figure Q



Length of Stay

The average length of stay for all offenders in all discharge categories is just under 5 months. The average length of stay for offenders who successfully discharge from a program is 5.9 months. The average length of stay for all other types of discharges is 2.6 months. The differences between male and female are minor.

A typical Diversion offender is sentenced to community corrections for 3 years. Once an offender is successfully discharged from the residential phase of community corrections, the remainder of the sentence is completed under different types and levels of non-residential supervision. This is generally determined by the length of the sentence or the adjustment of the offender. A Diversion offender typically transfers to the non-residential phase of community corrections. A Transition offender might be granted parole or transfer to the Intensive Supervision Program (ISP). Figure R reveals that 17% of all offenders discharged from community corrections are no longer under supervision. Other types of discharges are also indicated.

Figure R

Discharge Destination	%	n
Off Supervision	17.10	739
Less Supervision	.30	11
Non-residential	21.6	934
Transfer	3.9	167
Parole	11.8	511
DOC ISP	18.7	809
Probation ISP	3.2	139
Incarceration	22.7	982
Other	.7	32

Non- Residential Community Corrections

The non-residential phase of community corrections is designed to foster the transition of stabilized residential Diversion offenders back into the community with a gradual decrease in supervision. These offenders have generally conducted themselves well in a highly structured residential setting. They have presented a suitable independent living arrangement, managed their finances appropriately and have progressed in treatment.

Offenders, while in non-residential placement, are required to meet with case management staff, retain employment, participate in mandatory treatment, maintain financial responsibilities and remain drug and alcohol free.

Demographics

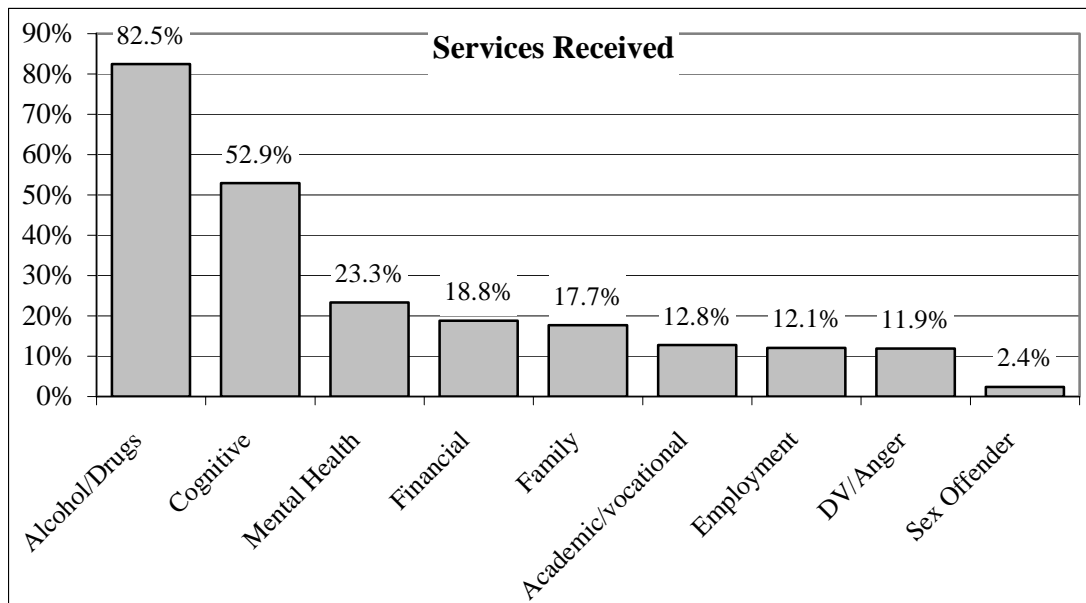
During the 2002-2003 fiscal year, **932** non-residential discharges resulted from twenty-two (**22**) separate non-residential facilities. The demographics of these non-residential offenders are similar to those of the residential offenders. Seventy-eight percent (**78%**) were male while twenty-two percent (**22%**) were female. The ethnicity, age range, education and employment rates were all comparable.

Services Received

Many residential programs strive to promote positive relationships between offenders and community resources to enhance the likelihood that offenders will utilize these resources even after sentence completion. Examples of critical community resources may include addictions support groups, educational/vocational rehabilitation services, and treatment programs.

Figure S reports the percentage of offenders that participated in specific services while in the non-residential program.

Figure S



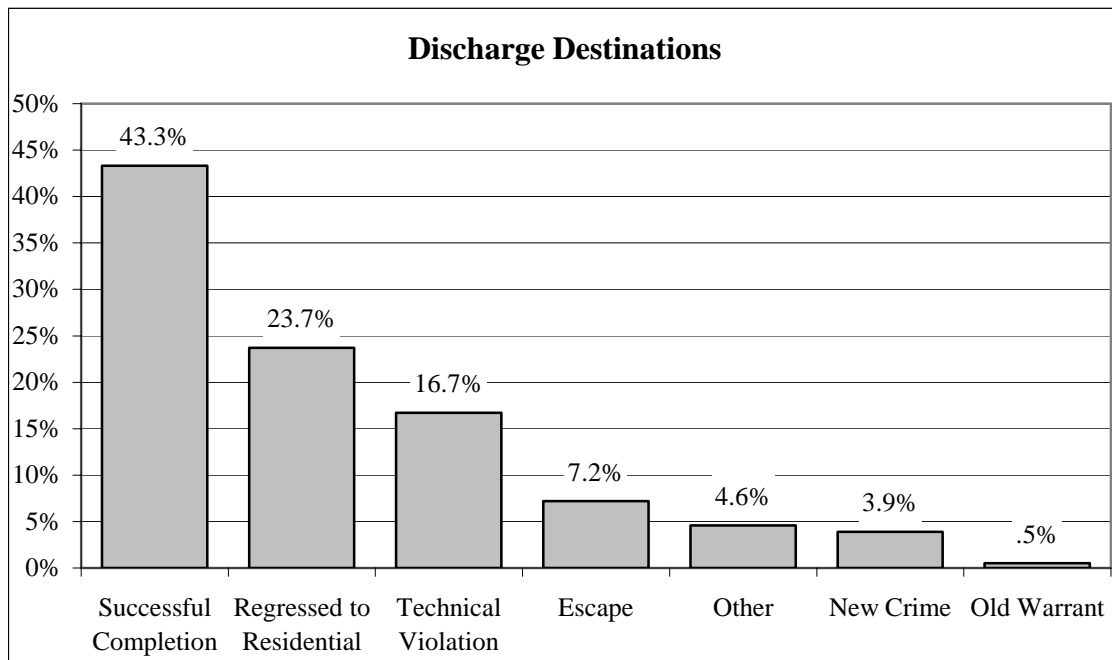
Discharges

The average non-residential length of stay for all offenders was just over **6** months. The average length of stay for offenders discharging successfully was **11** months, while the average length of stay for offenders discharging negatively was just under **4** months. One of the added community safety benefits of non-residential placement is the ease with which an offender can be transferred back to residential placement until he or she is re-stabilized.

Forty-three percent (**43%**) of the offenders discharged from the non-residential program successfully. Examples of this type of discharge generally involve sentence completions and sentence reconsiderations. Twenty-three (**23%**) percent of the offenders were regressed back into a residential community corrections facility. Typically this is due to a technical violation or indications that an offender is having some difficulty in the community. Sixteen percent (**16%**) of the offenders were discharged as a result of a technical violation which resulted in incarceration.

Seven percent (**7%**) were discharged due to escaping, or failing to remain in contact with case management staff. Four percent (**4%**) of the offenders discharged as the result of a new crime were typically arrested for non-violent misdemeanors. Figure T reports the reasons for non-residential discharge.

Figure T



Intensive Residential Treatment

Intensive Residential Treatment (IRT) is a program for individuals with serious substance abuse problems. The treatment programs are structured to accommodate persons with disorders related to prolonged substance abuse. Additionally, IRT programs treat individuals who lack a positive support system, experience substantial denial, and exhibit an inability to sustain independent functioning outside of a controlled environment.

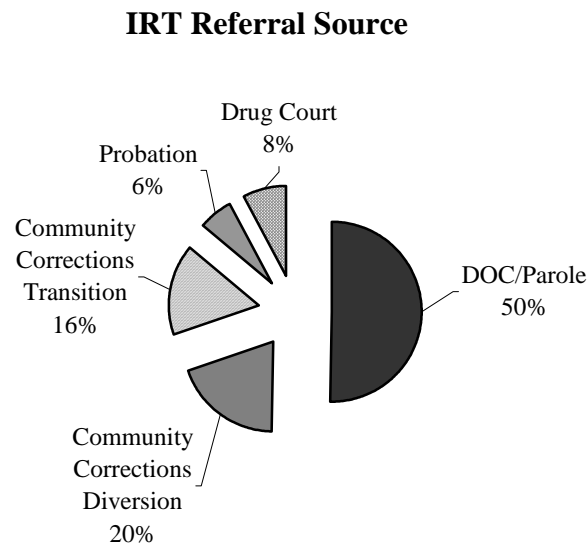
Intensive residential programs typically last 45 days. The purpose of IRT is to provide a brief, intense treatment intervention aimed at increasing positive coping and relapse prevention skills and identifying negative thinking errors which have resulted in prior substance abuse and criminal behavior. Offenders do not leave the facility for the duration of the program. IRT programs receive a differential per diem of \$16.35 per day to offset the costs of treatment and subsistence fees.

During the 2002-2003 fiscal year, there were **five** IRT programs in the Colorado community corrections system. During this time there were 1060 offender discharges. The demographics of the offenders in IRT are similar to the offenders in the residential program. Eighty-six percent (**86%**) of IRT participants were male and fourteen percent (**14%**) were female.

Referral Sources

Referrals for IRT programs are made from several sources. Many are similar to the residential referral system. If a residential program determines that an offender is in need of intensive treatment then the community corrections program can refer an offender directly to an IRT program. Figure U reports the IRT referral sources.

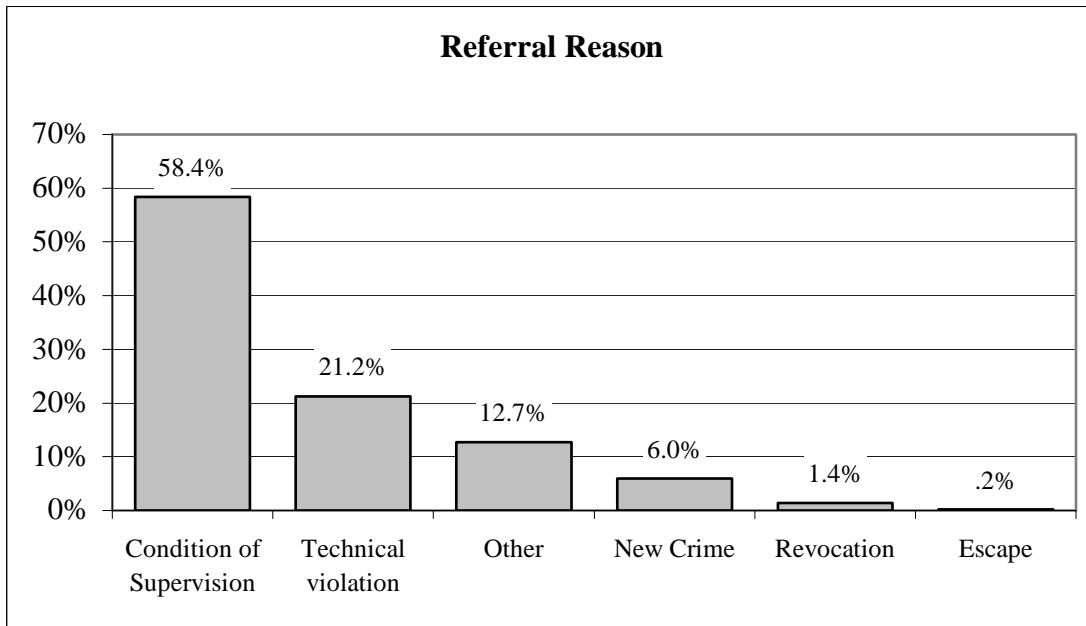
Figure U



Reasons for Referrals

Offenders are referred to IRT programs for a variety of reasons. The primary reason for referral is that the offender is in need of this level of treatment and is referred as a condition of their supervision. Another common reason for an IRT referral is an offender's failure to progress in a residential program, which results in a technical violation. Residential programs then refer offenders to address a substance abuse need. This is also true with a probation sentence resulting in a probation revocation. Figure V outlines the reasons for referrals to IRT programs during the 2002-2003 fiscal year.

Figure V

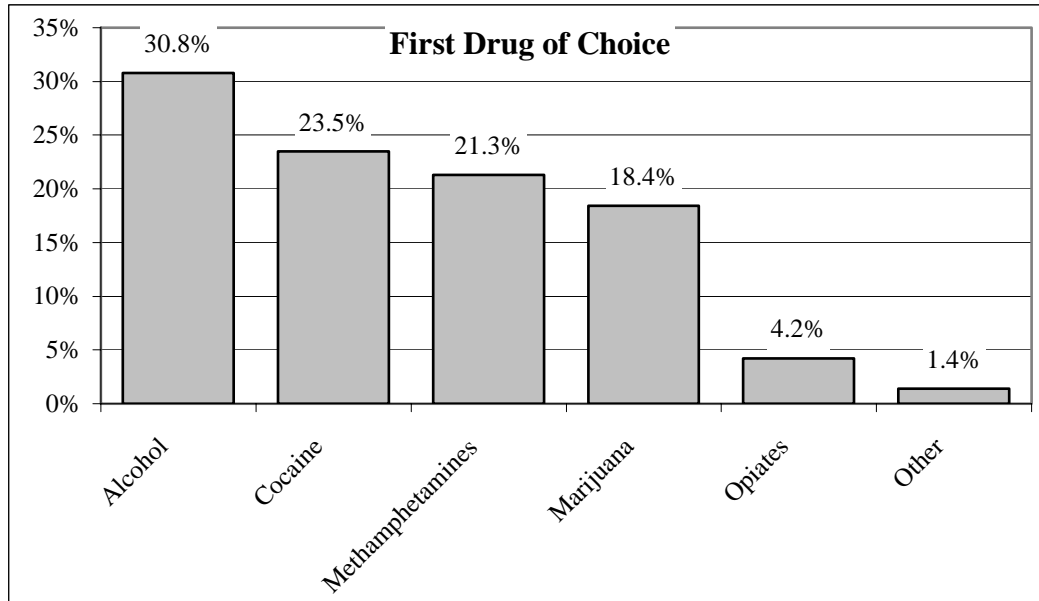


Previous Substance Abuse and Treatment

Sixty-five percent (**65%**) of IRT offenders have participated in some form of prior substance abuse treatment. Twenty-seven percent (**27%**) have had prior IRT treatment. IRT offenders also reported that on average their first drug use was at age 14.

Thirty-one percent (**31%**) of the IRT offenders reported that their primary drug of choice was alcohol. Twenty-three (**23%**) percent of the offenders reported that their first drug of choice was cocaine. Figure W reports these findings.

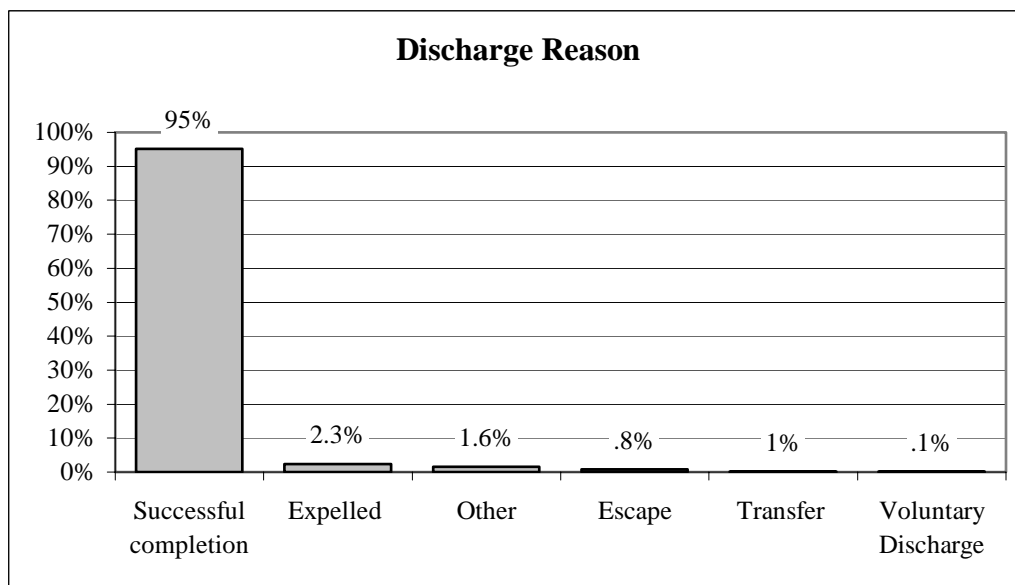
Figure W



Discharges

Ninety-five (95%) percent of the offenders participating in IRT treatment are reported as completing the program successfully. Figure X outlines the reasons for discharge.

Figure X



Finances of Community Corrections

While in residential community corrections facilities, offenders are expected to work full-time, pay room and board, state and federal taxes and, when ordered, restitution and court costs. Most of the offenders pay for their treatment costs in community corrections. Residential programs can charge up to \$17 per day in subsistence fees. Actual collections are based on earnings and the offender's ability to pay.

Offenders in non-residential programs also have the same financial responsibilities. Offenders in IRT programs are not required to work while participating in intensive treatment. IRT programs receive a differential per-diem to help cover the increased treatment costs. No financial figures for IRT offenders are included in this section.

Income

Eighty percent (**80%**) of the residential offenders and eighty-three percent (**83%**) of the non-residential offenders who were terminated in FY 2002-2003 were employed for some time during their sentence to community corrections. Figure Y shows that the median monthly income for residential Diversion offenders who were employed was **\$818** per month. Employed residential Transition offenders earned a median monthly income of **\$870**. Overall, residential offenders earned a median monthly income of **\$846**.

There exists quite a difference when comparing the income of male and female offenders. Male offenders had a median monthly income of **\$868**, while female offenders had a median monthly income of **\$752**.

Figure Y

Residential Offender Income

	Diversion	Transition	Overall
Mean	\$927	\$963	\$945
Median	\$818	\$870	\$846
Range	\$0-\$8,947	\$0-10,672	\$0-10,672
n	1,735	1,804	3,539

Taxes

Sixty-five percent (**65%**) of the employed residential offenders and sixty-eight percent (**68%**) of the employed non-residential offenders paid taxes while under supervision during FY 2002-2003. An overall sum of **\$789,781** was paid in state taxes and **\$2,004,003** was paid in federal taxes.

Figures Z and AA report the range, median, mean and number of Diversion and Transition offenders who paid state and federal taxes while participating in residential and non-residential community corrections programs.

Figure Z

State Taxes

	Residential Diversion	Non-Residential Diversion	Residential Transition	Overall
Mean	\$199	\$451	\$164	
Median	\$106	\$188	\$90	
n	1,383	631	1,410	3,424
Sum	\$274,092	\$284,890	230,799	789,781

Figure AA

Federal Taxes

	Residential Diversion	Non-Residential Diversion	Residential Transition	Overall
Mean	\$483	\$1,257	\$393	
Median	\$228	\$426	\$193	
n	1373	634	1387	3,394
Sum	\$662,981	\$796,960	\$544,062	\$2,004,003

Restitution and Other Court Costs

Restitution, which is not ordered in all cases, was paid by **1279 (58%)** of the residential diversion offenders, **568 (61%)** of the non-residential diversion offenders and **1199 (57%)** of the transition offenders during this fiscal year. Figure BB shows a residential sum of **\$1,834,601** and a non-residential sum of **\$704,351** was paid in restitution. The overall sum paid for all offender types was **\$2,538,952**. These figures include fines and other miscellaneous court-ordered fines, fees and costs.

Figure BB

Restitution and Court Costs

	Residential Diversion	Non-Residential Diversion	Residential Transition	Overall
Mean	\$811	\$1240	\$665	
Median	\$410	\$363	\$360	
n	1279	568	1199	2,478
Sum	\$1,036,925	\$704,351	\$797,676	\$2,538,952

Program Audits

The DCJ has statutory authority to audit Community Corrections programs. Residential, non-residential and Intensive Residential Treatment programs funded by the DCJ are subject to audits. The DCJ may choose to audit any program in any area of its operation.

Boards, programs and referral agencies are notified two weeks in advance that an audit will be conducted. The audit team is generally on-site from 3 to 5 days. Audits measure compliance with the Community Corrections Standards and the statutes governing all aspects of Community Corrections. The DCJ audit team generally consists of members of the Office of Community Corrections staff, members of the local community corrections board/or board staff members, and the Department of Corrections. Local Probation representatives are also invited to assist with the on-site work. This team reviews documentation (such as policies and procedures, building and fire inspections, personnel files, and client files), interviews program staff and clients, inspects the physical facility and observes daily operations during the course of the audit.

Following the audit, a report is prepared and sent to the program for comment prior to release to the local Community Corrections Board and referral agencies. This report details all standards reviewed and discusses areas where the program is not in compliance with the Standards or statutes. Programs are required to submit a corrective action plan for any standard considered to be noncompliant.

An unannounced follow-up audit is conducted within a 12-month period following the release of the initial audit report. Follow-up audits are more limited in scope than the initial audit and the documentation is tested to ensure corrective actions have been taken on all of the recommendations or findings.

In the event the program is unable to resolve or disagrees with issues related to audit findings with the DCJ Community Corrections Auditor, the program may appeal the findings to the Director of the Division of Criminal Justice. A letter of support or denial of appeal will be issued. If the program is still in disagreement with the finding, the program may appeal, in writing, to the Executive Director of the Department of Public Safety. The decision of the Executive Director is final from the State's perspective. The program does have the option of civil litigation.

The Division of Criminal Justice may be considered as a resource by the community corrections boards and programs. The Office of Community Corrections staff is available to provide training to staff on issues related directly to community corrections, such as standards compliance, time credit statutes, completion of Client Termination Forms, and the basic Standardized Offender Assessment process. The Office of Community Corrections staff is familiar with all of the community corrections programs statewide and is available to provide technical assistance to the programs. In addition, the DCJ has a professional staff with a wide range of knowledge of the criminal justice system, including victim's issues, sex offender management, domestic violence management, juvenile offender issues, research, and the availability of many state and federal grant programs.

Noteworthy Accomplishments

The Office of Community Corrections completed eleven full audits and ten follow-up audits this year. Each year the DCJ staff would like to take the opportunity to recognize an exceptional community corrections program. This year we would like to recognize two programs, ComCor,

Inc., Transition program in Colorado Springs and Correctional Alternative Placement Services (CAPS) in Craig.

ComCor, Inc. – Transition

ComCor, Inc. is a non-profit organization that owns and operates several correctional facilities in Colorado Springs and the surrounding area. ComCor's transition facility is a residential program that houses male and female offenders referred by the Department of Corrections. The Transition facility has the ability to house 127 offenders.

Jarle Wood has been the Transition Facility Manager for twelve years. Mr. Wood's program scored 96% compliance during the initial audit conducted in October of 2002. The program is now in 100% compliance based on follow-up audit findings.

Baseline results for the first community corrections risk factor analysis were released in 2003. Mr. Wood's program scored as one of the lowest risk programs in Colorado. The American Correctional Association recently awarded ComCor, Inc. the Unisys Catalyst Award for Leadership in Correctional Technology. ComCor, Inc. continues to lead the way in the application of Information Technology in the supervision of offenders in community corrections.

ComCor's staff is extremely professional, educated, and well trained. The stability of the staff appears to be a major factor in the program's success. ComCor, Inc. also employs and/or contracts with extensive treatment staff to provide services to offenders on-site. These services are provided to the offender free of cost. Program and treatment staff meet weekly to discuss offender adjustment and provide a continuum of care to the offender.

Correctional Alternative Placement Services (CAPS)

Correctional Alternative Placement Services (CAPS) is a for-profit residential program that operates in the rural community of Craig. Due to its rural location, CAPS accepts male and female offenders from many surrounding communities. Offenders are referred by the Department of Corrections and the surrounding probation departments. The facility has the ability to house up to 45 offenders.

Cindy Talkington has been the Program Director for several years. Ms. Talkington's program scored 93.4% compliance during the initial audit conducted in June 2003. Baseline results for the risk factor analysis also scored Ms. Talkington's program as one of the lowest risk programs in Colorado in reference to program performance.

The rural location of the CAPS program presents unique and challenging obstacles for staff and offenders. Employment opportunities and treatment services are extremely limited. The applicant pool for program staff is also limited. Despite the obvious obstacles, Ms. Talkington has been diligent in her efforts to establish strong relationships with local resources. The stability and the commitment of the program's supervisory and case management staff have been monumental to this program's success.

Performance Measurement for Community Corrections

In 1993, the Office of the State Auditor recommended that the Division of Criminal Justice (DCJ) *“improve its ability to measure program performance by ensuring that stated goals link to measurable objectives and that objectives tie to quantifiable performance measures.”* It was also recommended that DCJ should *“continue to identify and utilize methods to measure provider and offender success in community corrections. This includes identifying mutually agreed-upon success measures, establishing reporting mechanisms, and conducting audits to ensure reported performance data are valid.”* Consistent with the 1993 recommendations, in 2001, the State Auditor’s office recommended that DCJ *“improve its ability to collect and report data that demonstrate results within the community corrections system.”*

In FY 01-02, House Bill 02-1077 required the Division to create classifications of community corrections programs that are based on certain risk factors. This legislation allows the Division to audit community corrections programs on a more frequent basis if they are considered to be high risk. Lower risk programs may be audited less frequently than higher risk programs.

In FY 02-03, the DCJ developed plans to measure community corrections performance in two (2) separate ways.

Program Characteristics - Community Corrections Risk Factor Analysis

The *Community Corrections Program Risk Factor Analysis* is an annual measurement of program characteristics and performance against state standards, contract requirements, and several important performance measures used in correctional programming. The model for the Risk Factor Analysis was completed in FY 02-03. Baseline results will be reported in FY 03-04.

The DCJ also plans to re-evaluate the program risk factors on an annual basis. Pursuant to HB 02-1077, the Community Corrections audit schedule will be based on the Program Risk Factor Analysis results.

Offender Outcomes Performance Measurement

Following the recommendation of the State Auditor’s Office, in FY 02-03 the DCJ defined several performance measures to be used for community corrections. The DCJ began using a revised version of the Client Termination Form to collect data regarding offender outcomes and will analyze the data annually, comparing one year to the next. The performance measures will be reported in FY03-04 using data from Fiscal Years 01-02 and 02-03.

Governor's Community Corrections Advisory Council

The Governor's Community Corrections Advisory Council was established by Executive Order of Governor Lamm on December 24, 1986. The Council was created to advise and assist the Division of Criminal Justice in analyzing and identifying problems or needs, recommend policy modifications or procedural changes, develop strategies and serve as a forum to address issues in community corrections.

Membership of the Council represents various units of government and private interests. Members are appointed by, and serve at the pleasure of, the Governor and receive no compensation for their participation.

To address the purpose of the Advisory Council, the following objectives were identified:

- To provide improved cooperation and coordination between criminal justice agencies and community corrections service providers to allow for a more integrative offender management and services.
- To advise and assist the Division of Criminal Justice, the Judicial Department and the Department of Corrections in areas of offender employment needs, substance abuse, risk management, and sentencing and placement alternatives.
- To identify and promote strategies for legislation to achieve more effective offender management and reduce crowding in state and county facilities.
- To provide a mechanism for continuing education for Council members and legislators on current correctional issues.

Subcommittee Functions and Accomplishments

In order to meet these objectives, the Governor's Community Corrections Advisory Council has formed six subcommittees to address each of these areas. Subcommittees may include members of the Council, DCJ staff, and volunteers from specialized areas.

Per Diem Subcommittee

The Per Diem subcommittee periodically reviews the costs of providing services to special-needs populations. This subcommittee has worked to determine and recommend differential per diem rates for three special needs populations- the seriously mentally ill, sex offenders and female offenders.

Awards Subcommittee

The Awards Subcommittee was created to recognize the exceptional contributions of an individual in the arena of community corrections. The Advisory Council presents this award at the annual meeting of the Colorado Association of Community Corrections Boards.

The first award presented by the Council in 2001 went to Jean Carlberg, a citizen member of the 18th judicial district. The 2002 award went to Stephen Schapanski, an 8th judicial district community corrections board member representing the courts. Norm Garneau, an 18-year member of the 21st judicial district, Mesa County Community Corrections Board was the 2003 recipient. The exemplary efforts of these individuals have made a difference in community corrections.

Standards Subcommittee

In 1988, the first set of *Colorado Community Corrections Standards* was developed. These standards established qualitative and quantitative minimum expectations for residential facilities and instituted measures by which to analyze program quality. In 1991, these standards were revised to include a separate non-residential component.

In July, 2002 the Standards Subcommittee published a second revision, which incorporated standards for both the residential and non-residential programs.

The subcommittee is currently working on developing the *Auditing Guidelines*. This document complements the *Colorado Community Corrections Standards* by guiding programs to self-audit more effectively.

Bed Use Subcommittee

The purpose of the Bed Use Subcommittee is to discuss projected beds needs, the target populations, and any policy decisions that need to be addressed to ensure that community corrections continues to be a viable alternative to prison.

New Technologies Subcommittee

The New Technologies Subcommittee explores innovative technologies that are available to community corrections and arranges presentations to the Council. Examples of such presentations include the monitoring of offenders through Global Positioning Satellite (GPS) and similar technologies, computer-aided drug detection and offender identification systems, and integrated databases used to track offender services and movement.

Contract Subcommittee

The Contract Subcommittee was originally developed in 1999. Its purpose is to review the 5-year contract between the Colorado Department of Public Safety and the community corrections boards and/or local programs. The subcommittee recommends changes and approves contract language modifications made to this contract prior to submission to the Attorney General's Office and the State Controller.

The table below outlines the Advisory Council membership for fiscal year 2002-2003.

Governor's Fifth Community Corrections Advisory Council

Council Member	Representing
Honorable O. John Kuenhold, Chairman District Court Judge, 12 th Judicial District	Judicial Court Judges
Jeaneene E. Miller, Vice-chair Director, Division of Adult Parole, Community Corrections, YOS, DOC	Community Corrections
Honorable Norma Anderson Colorado State Senator	Colorado State Senate
Dennis L. Berry Director, Mesa County Community Corrections	Community Corrections Providers and Programs
Milton K. Blakey Colorado State Asst. Attorney General	Citizen member
Thomas A. Giacinti Director, Jefferson County Justice Services Department	Community corrections boards
Mike Holland Director, ComCor, Inc. Diversion	Community corrections providers and programs
Judith Horose Director, El Paso County Department of Justice Services	Citizen member
Gerald A. Marroney Court Administrator	Judicial Department
Maureen O'Brien Chair, Jefferson County Community Corrections Board	Legal Community
Honorable James J. Peters District Attorney, 18 th Judicial District	District Attorney
Honorable James Snook Colorado State Representative	Colorado State House
Don Van Pelt Colorado Board of Parole	Colorado Board of Parole

Summary

The Division of Criminal Justice, Office of Community Corrections allocates appropriations for community corrections to local community corrections boards and community corrections programs. During the 2002-2003 fiscal year, there were 23 local Community Corrections Boards in 22 Judicial Districts.

In addition, DCJ is charged with establishing state standards for community corrections programs operated by local government or nongovernmental agencies. Individual community corrections programs are audited to determine levels of compliance with standards. This audit schedule is partially determined by the risk level and performance of the programs. Technical assistance and training are also provided to community corrections boards, programs and referring agencies.

Community corrections is designed as a cost effective, quality sentencing alternative to prison or probation for select offenders. Residential community corrections programs have many objectives. Programs provide an adequate level of community safety while delivering structured criminal justice services. These services function to deter criminal activities, modify behavior and prepare offenders for successful integration into the community.

The non-residential community corrections program serves to facilitate the successful transition of Diversion offenders into an independent living situation by continuing to monitor the offender's identified risks and needs.

Criminal activity is strongly associated with substance abuse, thus the primary goal of Intensive Residential Treatment is to help offenders develop skills to avoid relapse and lower recidivism.

The profile of the "typical" residential community corrections offender has been consistent for many years. Most community corrections offenders in FY 2002-2003 were serving sentences for non-violent, mid-level felony offenses. The most common types of offenses committed by both Diversion and Transition offenders were drug related offenses, theft, and burglary. Twenty-nine percent (29%) of all community corrections clients had no prior adult felony convictions.

All offenders under community corrections supervision are screened and assessed upon intake with the Standardized Offender Assessment (SOA) process. The SOA process measures an offender's level of recidivism risk, their criminogenic needs, and detects and subsequently measures the severity of substance abuse and then provides a treatment recommendation.

Female offenders make up twenty percent of the overall community corrections population. They were found to have higher risk levels, higher substance abuse disruption, and higher criminogenic needs. Thus, there exists a higher proportion of

female offenders than male offenders at the most intensive levels of substance abuse treatment. Female offenders have also had more involvement with mental illness. Overall, nearly seventy-four percent (74%) of the female offenders received some form of female-specific treatment while in community corrections.

Both male and female offenders had lower risk-level scores after 6 months of community corrections supervision, which indicates a lower risk of recidivism prior to or upon termination

In FY 2002-2003, fifty-three percent (**53%**) of the diversion offenders and sixty-eight percent (**68%**) of the transition offenders successfully completed their residential placement. Forty-three percent (**43%**) of the non-residential offenders and ninety-five (**95%**) percent of the offenders participating in IRT treatment were reported as completing the program successfully.

Eighty percent (**80%**) of the residential offenders and eighty-three percent (**83%**) of the non-residential offenders who were terminated in FY 2002-2003 were employed for some time during their sentence to community corrections.

Sixty-five percent (**65%**) of the employed residential offenders and sixty-eight (**68%**) of the employed non-residential offenders paid taxes while under supervision during FY 2002-2003. An overall sum of **\$789,781** was paid in state taxes and **\$2,004,003** was paid in federal taxes.

Restitution, which is not ordered in all cases, was paid by **1279 (58%)** of the residential diversion offenders, **568 (61%)** of the non-residential diversion offenders and **1199 (57%)** of the transition offenders during this fiscal year. An overall sum paid for all offender types was **\$2,538,952**.