

Colorado Community Corrections

Annual Statistical Report Fiscal Year 2003-2004

Division of Criminal Justice Office of Community Corrections Staff:

Raymond T. Slaughter
Division Director

Edward J. Camp
Office of Community Corrections Director

Mindy Miklos
Data and Audits Unit Supervisor

Stephanie Piechowski
Financial Specialist

Jill Nore
Community Corrections Auditor

Glenn Tapia
Interagency Review Analyst

Christine Schmid
Community Corrections Specialist

Sue Bradley
Community Corrections Specialist

**Office of Community Corrections
700 Kipling Street, Suite 3000
Denver, CO 80215
(303) 239-4442
Fax: (303) 239-4411**

Table of Contents

Community Corrections Programs	2
Funding and Referral System.....	2
New Programs.....	3
Statistical Overview	6
Residential Community Corrections	7
Offender Types	7
Demographics	8
Criminal History	9
Current Felony Offenses	9
Prior Felony Offenses	11
Criminal History Scores.....	11
Standardized Offender Assessments and Treatment.....	13
Discharges.....	18
Technical Violations	19
Substance Abuse Discharges	19
Length of Stay.....	20
Non- Residential Community Corrections	21
Demographics	21
Services Received.....	21
Discharges.....	22
Intensive Residential Treatment	23
Referral Sources.....	23
Reasons for Referrals.....	24
Previous Substance Abuse and Treatment.....	24
Discharges.....	25
Finances of Community Corrections	26
Income.....	26
Taxes.....	26
Restitution and Other Court Costs	27
Program Audits	28
Noteworthy Accomplishments	29
Arapahoe Community Treatment Center (ACTC)	29
Performance Measurement for Community Corrections	30
Program Characteristics - Community Corrections Risk Factor Analysis	30
Governor’s Community Corrections Advisory Council	33
Subcommittee Functions and Accomplishments	33
Governor’s Fifth Community Corrections Advisory Council	35
Summary	36

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.

The Office of Community Corrections, since it is not a referral agency to community corrections boards and facilities, is well equipped to distribute funds and audit facilities in an impartial, ethical manner.

This report summarizes activities in community corrections programs from July 1, 2003 to June 30, 2004.

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
- short-term stabilization services for offenders on probation

During the 2003-2004 fiscal year, there were twenty-three local Community Corrections Boards in twenty-two Judicial Districts. Thirty-five separate residential facilities delivered community corrections services throughout Colorado. Seven 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 twenty-three community corrections boards. Subsequently, each board sub-contracts with local programs to provide community corrections services.

During the 2003-2004 fiscal year the Division of Criminal Justice funded the following beds:

<u>Transition</u>		<u>Diversion</u>	
1105	Transition	1231	Diversion residential
80	Parole	1230	Diversion non-residential
78	Transition IRT		
10	Transition sex offender		

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

Garfield County Community Corrections (GCCC), began operating its new 32 bed residential program in September 2003. The facility is located within the Garfield County Sheriff's Department Detention Facility in Glenwood Springs. GCCC currently provides community corrections services to non-violent male Diversion and Transition offenders.

The Correctional Management, Incorporated (CMI) Clarkson facility closed in March 2003. All the Boot camp aftercare offenders temporarily transferred from the Clarkson facility to the Fox facility in March of 2003 until CMI Ulster opened.

The CMI-Ulster facility opened in September of 2003, as a 60-bed residential community corrections facility for adult male Transition and Diversion offenders. CMI also operates a Non-Residential program out of the Ulster facility. This facility was purchased by CMI and renovated to house community corrections offenders, and has the capability to expand the number of client beds

The CMI-Dahlia facility opened in November of 2003 as a 60-bed residential community corrections facility for adult male Transition and Diversion offenders. The facility has the capability to expand the number of beds. CMI also operates a Non-Residential program out of the Dahlia facility. This facility was previously operated by CMI as the Dahlia Street Youth Center, a juvenile pre-bond facility.

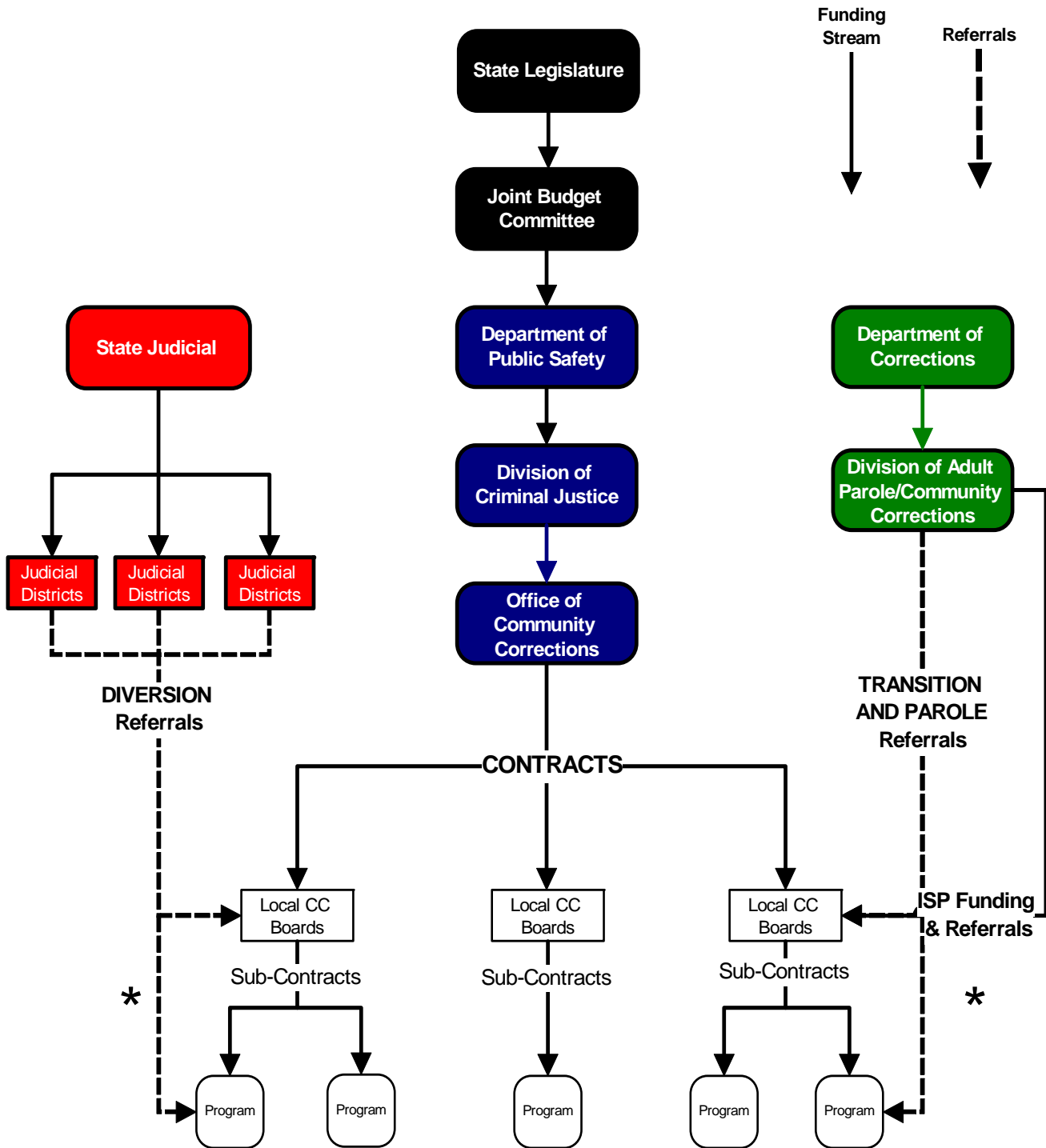
Figure A is a summary of the community corrections programs and the number of residential, non-residential and Intensive Residential Treatment (IRT) offenders who discharged during FY 2003-2004.

Figure A **FY 2003-2004 Discharge Forms Received**

Judicial District #	Program	Location	Res	NR	IRT
1	Intervention Community Corrections Services	Lakewood	303	70	
2	Correctional Management Inc.- Columbine	Denver	145	29	
	Correctional Management Inc. – Fox		127		
	Correctional Management Inc.- Dahlia		61		
	Correctional Management Inc.- Ulster		106		
	Independence House- Federal		13	107	
	Independence House- Pecos		229		
	Independence House- Fillmore		98		
	A.R.T.S.- Peer I		139	73	
	A.R.T.S.- The Haven		60		
	Tooley Hall		146	32	
	Williams Street Center		250		
			Phase I		
4	COMCOR, Inc. Diversion Program	Colorado Springs	277	97	89
	COMCOR, Inc. Transition Program		207		
	Community Alternatives of El Paso County		215	56	107
	Gateway: Through the Rockies				
6	Hilltop House	Durango	60	14	
8	Larimer County Community Corrections	Ft. Collins	192	67	
9	Garfield County Community Corrections	Glenwood Springs	10	1	
10	Pueblo Community Corrections Services, Inc.	Pueblo	82	14	
	Minnequa Community Corrections		161	70	
12	San Luis Valley Community Corrections	Alamosa	110	25	313
14	Correctional Alternative Placement Services	Craig	89	16	
17	Adams Community Corrections Program Phoenix Center	Henderson	336	56	
	Adams Community Corrections Program Loft House	Denver	84		
	Correctional Psychology Association Time to Change			162	14
18	Arapahoe County Residential Center	Littleton	202	27	
	Arapahoe Community Treatment Center	Englewood	241	49	
	Centennial Community Transition Center		183	37	
19	The Restitution Center	Greeley	325	72	
	Transition Center for Women Residential Treatment Center				
20	Correctional Management Inc. Boulder Community Treatment Center	Boulder	115	48	
	Correctional Management Inc. Longmont Community Treatment Center	Longmont	83		
21	Mesa County Community Corrections	Grand Junction	192	44	
22	Montezuma County Community Corrections	Cortez	15	0	
TOTALS			5,018	1,018	962

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 2003-2004 fiscal year. (July 1, 2003- June 30, 2004)

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

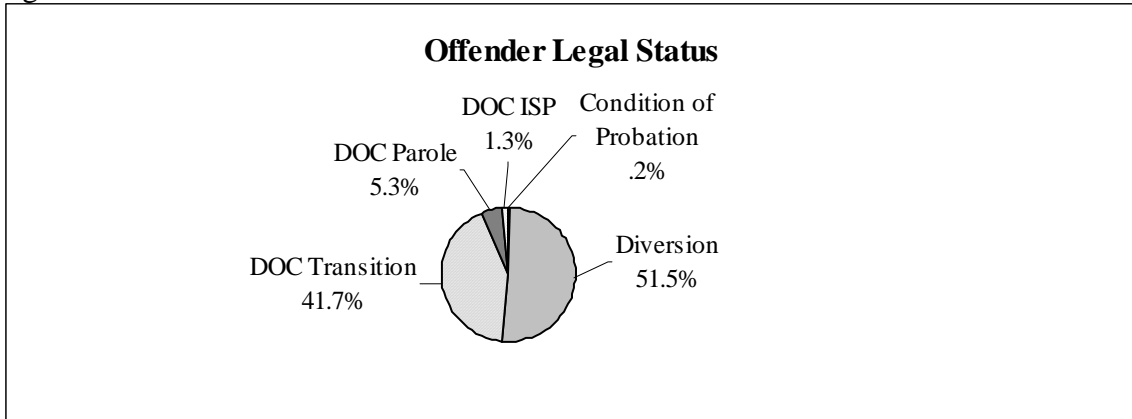
Community Corrections serve adult offenders who have been convicted of felony offenses. There are two major groups of community corrections offenders: Diversion and Transition. Diversion offenders are sentenced directly by the courts or in rare instances have been sentenced as a condition of a probation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

Transition offenders are returning to the community after serving a Department of Corrections sentence. These offenders include 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 placement. For the purposes of this report, all DOC offenders are referred to as "Transition" offenders.

In FY 2003-2004, residential community corrections programs had **5018** offender discharges. Offenders may have been transferred from one residential facility to another, or discharged more than once from a residential facility.

Fifty-two percent (**52%**), 2,592 of all residential community corrections offenders were Diversion offenders and forty-eight percent (**48%**) 2,424, were Transition offenders. Female offenders made up eighteen percent (**18%**) 912, of the population. Sixty percent (**60%**) of the female offenders are diversion offenders. 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 is male, Caucasian, single and has a high school diploma or GED. In addition, he has one prior felony conviction, is currently serving a sentence for a class 4 felony and successfully completed residential community corrections. Figure D reports that the average male and female Diversion offender was 21-25 years of age, and the average male and female Transition offender was at least 41 years of age. Figure E reports the ethnicity of the residential population. The ethnic breakdown is consistent for both male and female offenders.

Figure D

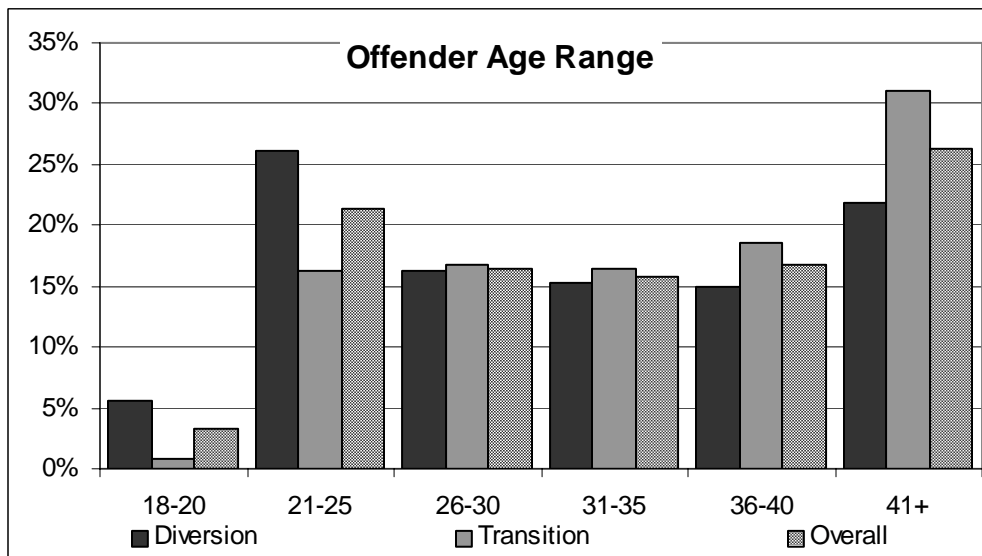
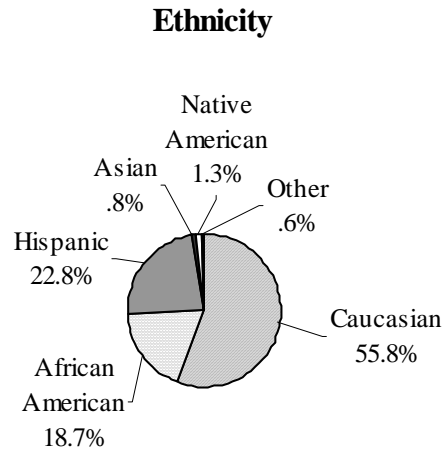


Figure E



Criminal History

Current Felony Offenses

Most community corrections offenders in FY 2003-2004 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 Males				Top 10 Crimes Transition Males			Top 10 Crimes All Females		
Rank	Crime	n	% of total population	Crime	n	% of total population	Crime	n	% of total population
(1)	Drug related	1016	39.2 %	Drug related	885	36.5 %	Drug Related	427	46.8%
(2)	Theft	500	19.3 %	Theft	389	16.5 %	Theft	200	21.5%
(3)	Burglary	307	11.9 %	Burglary	315	13.2 %	Forgery	82	9.0%
(4)	Assault	166	6.4 %	Assault	213	8.8 %	Assault	41	4.5%
(5)	Forgery	149	5.7 %	Escape	119	4.9 %	Burglary	33	3.6%
(6)	Driving related	127	4.9 %	Forgery	106	4.4 %	Escape	25	2.7%
(7)	Sexual assault	77	3.0 %	Driving related	93	3.8 %	Fraud	23	2.5%
(8)	Fraud	71	2.7 %	Robbery	89	3.7 %	Driving related	17	1.8%
(9)	Robbery	33	1.2 %	Homicide	55	2.3 %	Homicide	17	1.8%
(10)	Homicide	21	.8 %	Sexual assault	31	1.3 %	Crimes against Children	10	1.1%

Figure F2

10 Most Frequent Crimes- Diversion Males

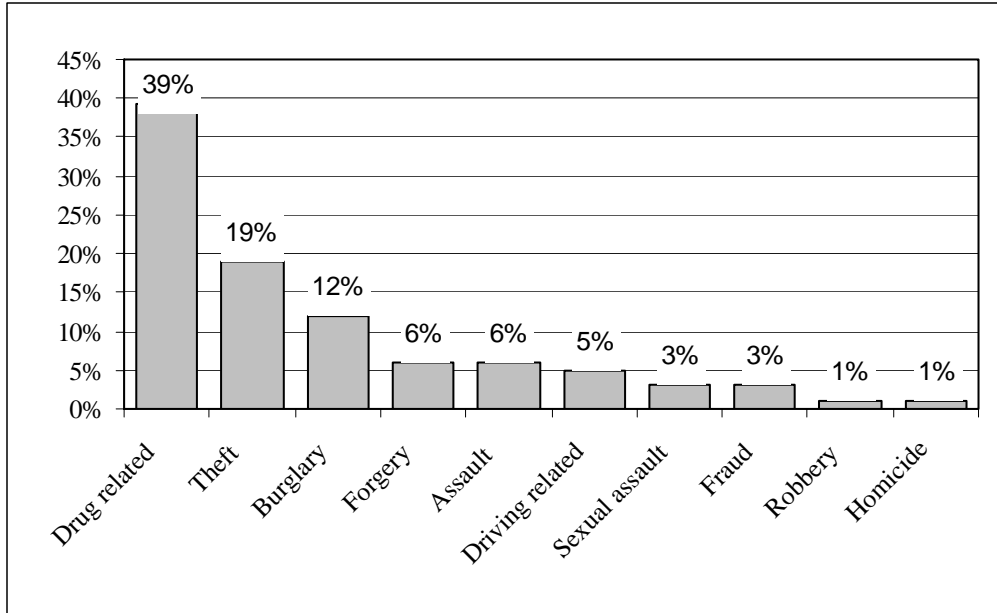
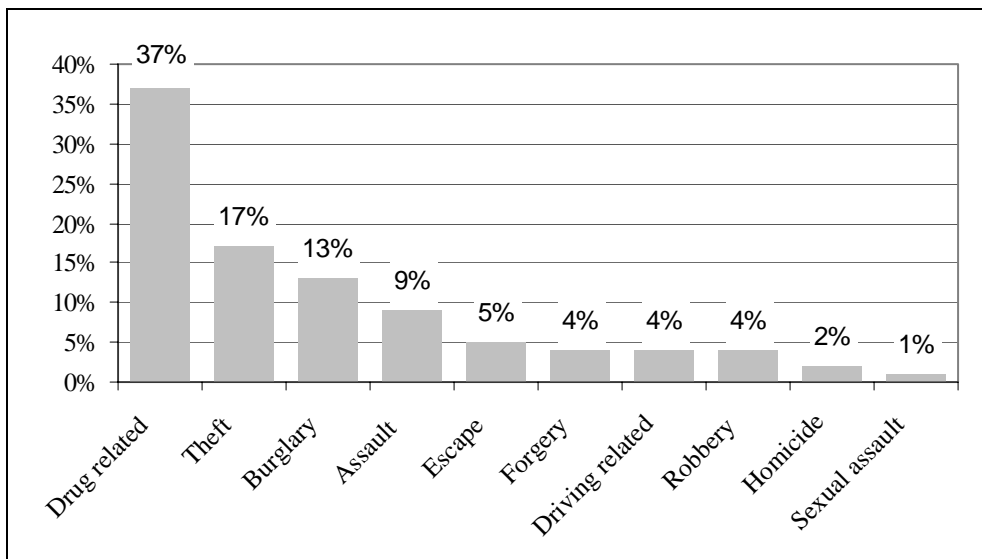


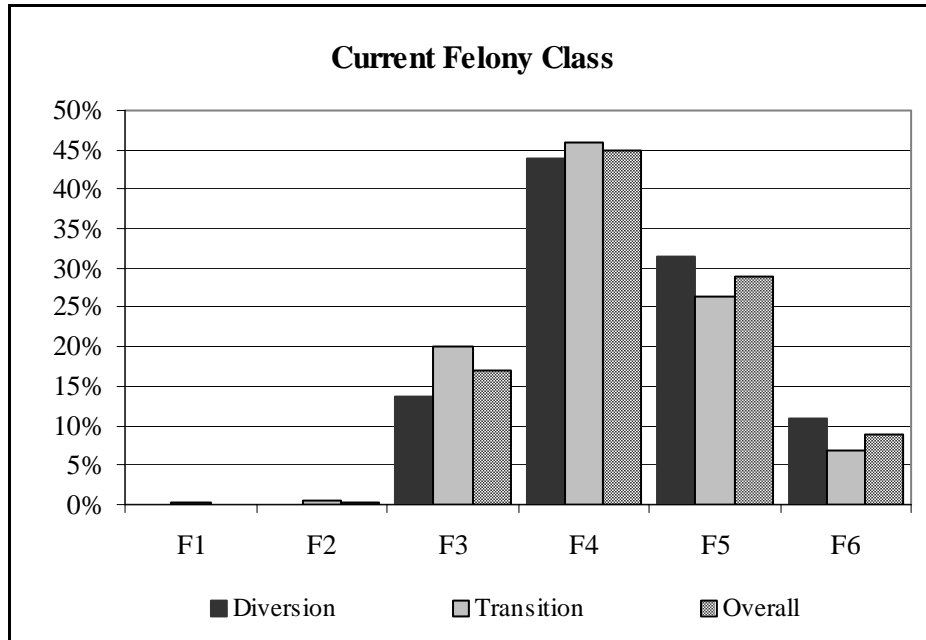
Figure F3

10 Most Frequent Crimes- Transition Males



Eighty-six percent (**86%**) 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

Thirty-one percent (**31%**) of all community corrections clients had no prior adult felony convictions. The percent of Diversion offenders with no prior felony convictions (**36%**) was only slightly higher than the Transition offenders with no prior felony convictions (**25%**). The average age of the first arrest for all offenders was eighteen years old.

Eighty-eight percent (**88%**) 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 2003-2004 and the past six 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
FY 03/04	2.40	3.0	2.94	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 the average criminal history score for Transition offenders was 2.63. During the 2003-2004 fiscal year, the average criminal history score was 2.40 for Diversion offenders and 2.94 for Transition offenders. It is interesting to note that the overall average criminal history score for female offenders was 2.55 and 2.68 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 03-04. 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 similar 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 03-04 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	27.4	24.5	5.7	17.8	9.8
Females	28.7	26.2	7.1	21.9	10
ALL	27.7	24.9	5.9	18.8	9.9

Figure J2

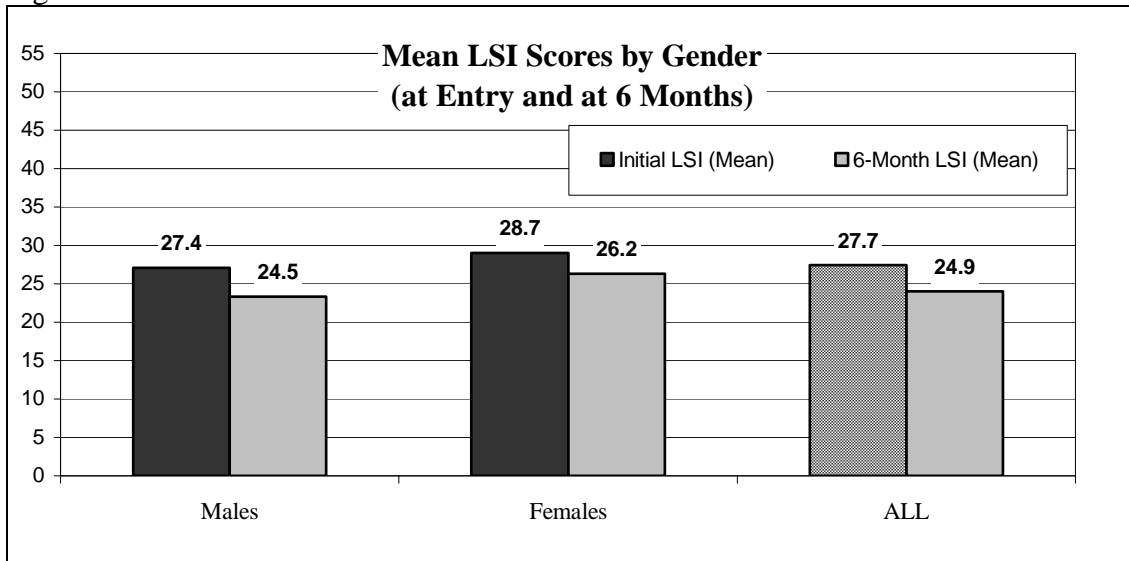
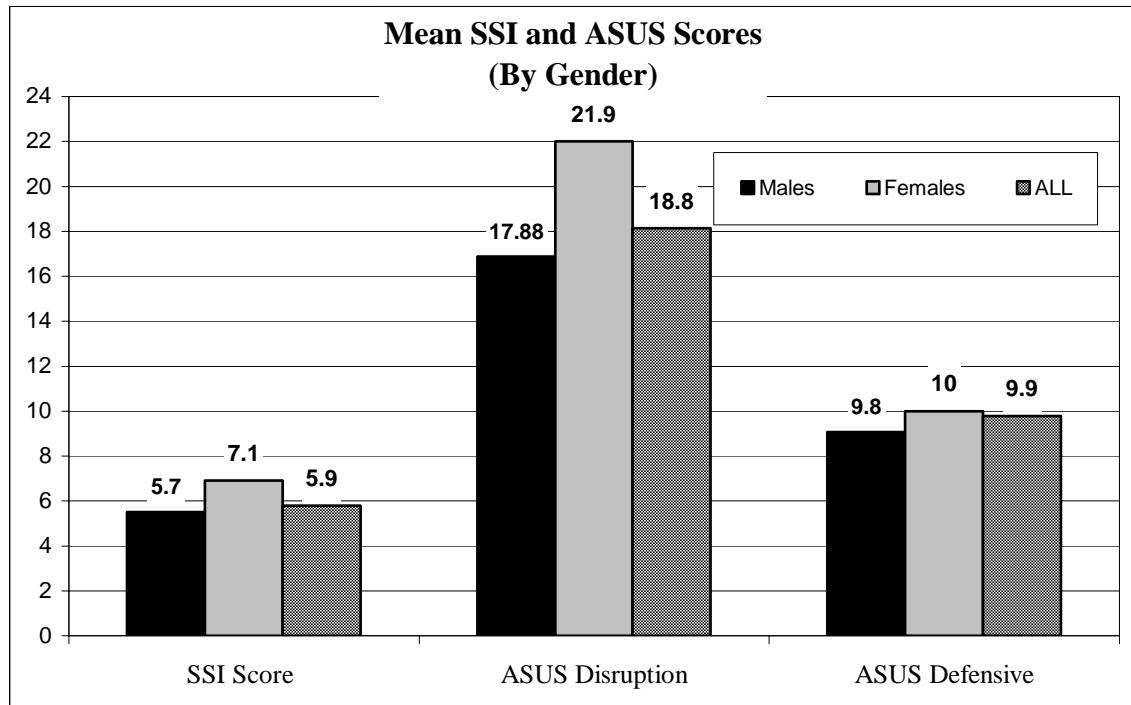


Figure J3



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 a residential 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	2.0%	10.1%	31.1%	36.8%	11.2%	6.4%	1.5%
Females	2.1%	5.8%	25.3%	37.5%	17.1%	8.3%	3.5%
ALL	2.0%	9.3%	30.0%	36.9%	12.3%	6.7%	1.9%

Figure K2

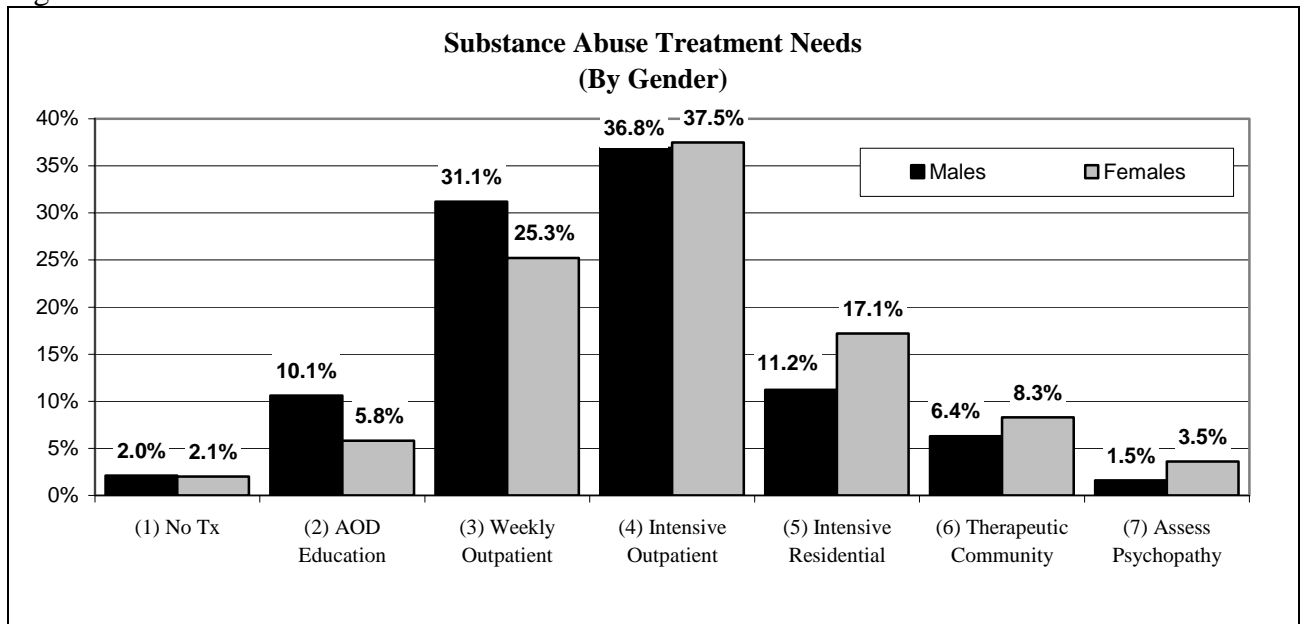
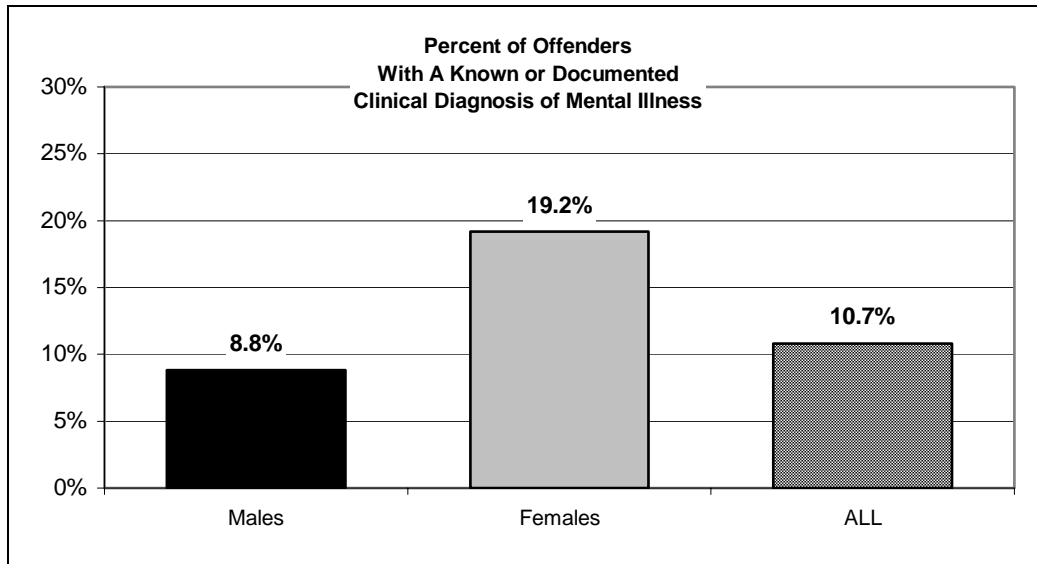


Figure L reports the percentage of community corrections offenders who have had a known or documented clinical diagnosis of mental illness. Generally, when compared to males, a higher proportion of female offenders have had involvement with mental illness.

Figure L

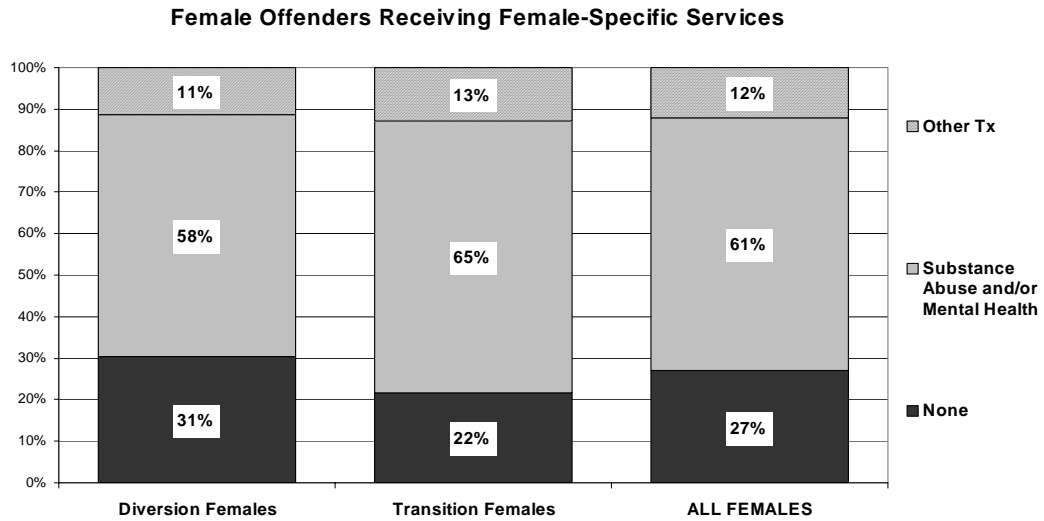


Figures M1 and M2 report the percentage of female offenders who received services that were specifically designed for women. Overall, 73% (666) of female offenders received some form of female-specific treatment while in community corrections.

Figure M1

	None	Substance Abuse Only	Mental Health Only	Both Substance Abuse <u>and</u> Mental Health	Other
Diversion Females	30.5%	43.0%	3.3%	12.0%	11.3%
Transition Females	21.6%	44.0%	5.5%	15.8%	13.0%
ALL FEMALES	27.0%	43.4%	4.2%	13.5%	12.0%

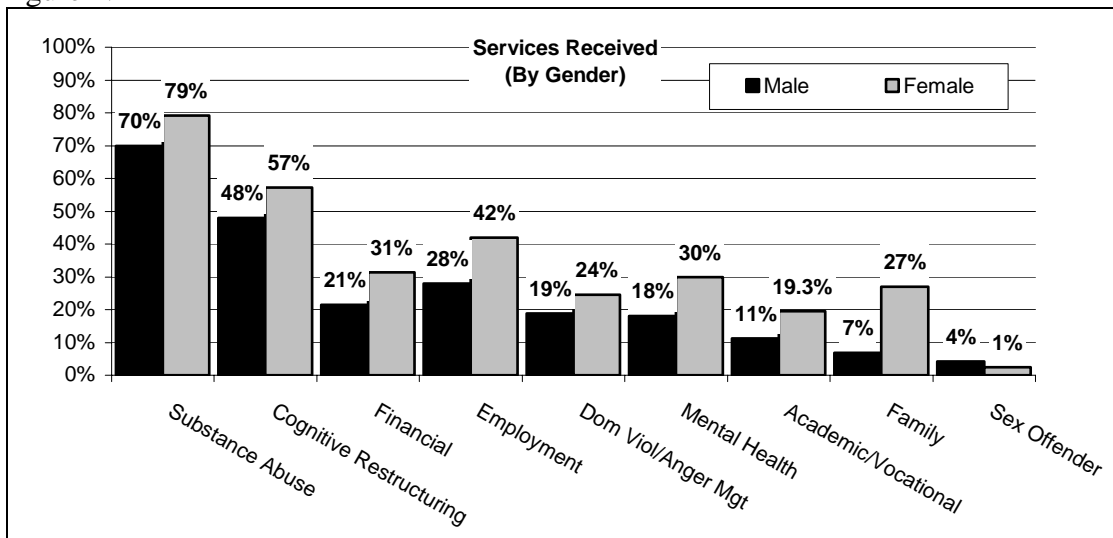
Figure M2



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

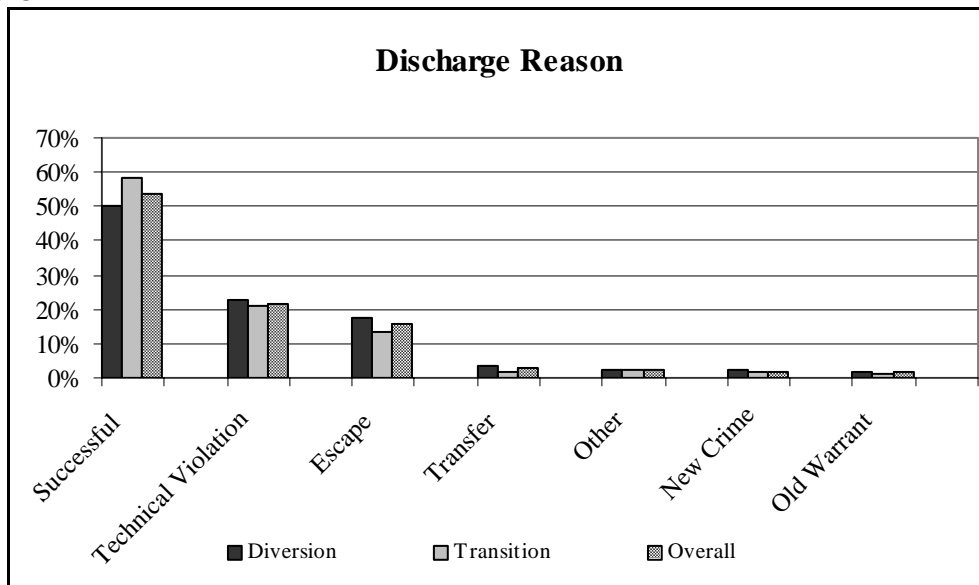
Offenders are discharged from community corrections residential programs when they complete the length of their sentence, transfer to another residential program, progress to non-residential programs or when they violate pre-determined rules. In FY 2003-2004, fifty percent (**50%**) of the Diversion offenders and fifty-nine percent (**59%**) of the Transition offenders successfully completed their residential placement. Twenty-three percent (**23%**) of the Diversion offenders and twenty-one percent (**21%**) 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 **1.7 percent (83)**. This figure does not include discharges due to escape. Eighty-six percent (**86%**) of the new crimes were non-violent. Twelve (**12**), 14% of these new crimes were violent. Misdemeanor thefts and drug related charges make up the majority of the new crimes. Sixteen percent (**16%**) 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	1292	49.8	93	3.6	469	18.1	48	1.9	39	1.5	588	22.7	65	2.5
Transition	1417	58.5	43	1.8	324	13.4	35	1.4	31	1.3	515	21.2	59	2.4
Overall	2709	54.0	136	2.7	793	15.8	83	1.7	70	1.4	1103	22.0	124	2.4

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 **1103** offenders discharged due to technical violations, **438 (40%)** were substance abuse related discharges, while **665 (60%)** 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, **37%** for both Diversion and Transition offenders. The secondary substance used for both offender types was **amphetamines**; **26%** for Diversion offenders and **27%** for 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

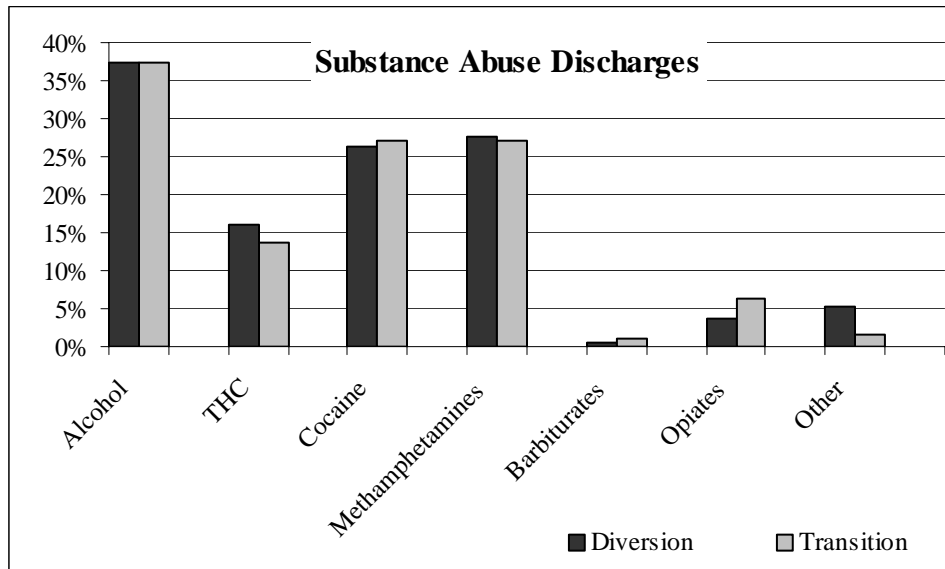
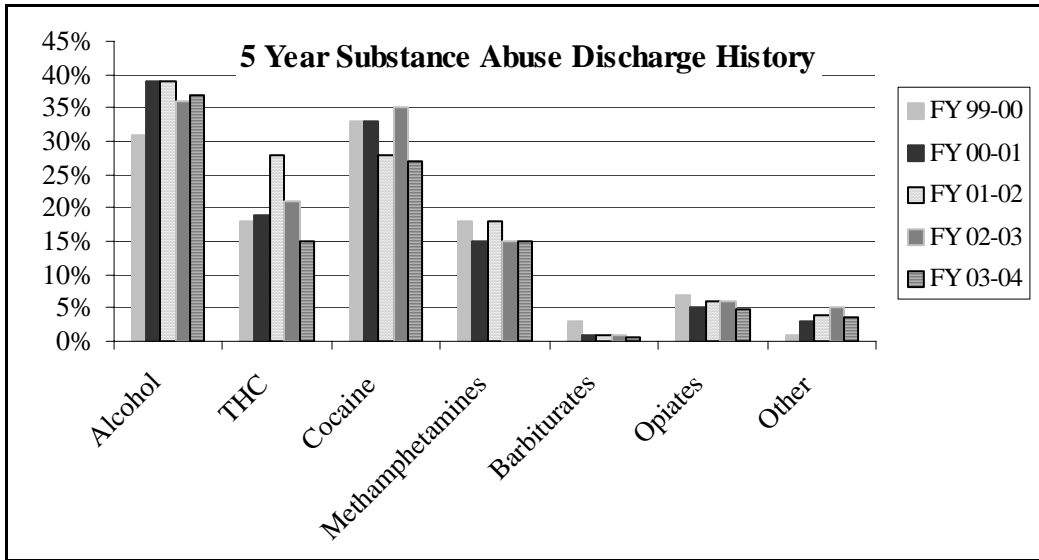


Figure Q



Length of Stay

The mean length of stay for all offenders in all discharge categories is 161 days, just over 5 months. (Median =137 days) The mean length of stay for offenders who successfully discharge from a program is 208 days, just short of 7 months. (Median = 183 days) The mean length of stay for all other types of discharges is 104 days. (Median = 72 days) 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 80% of all offenders discharged from community corrections are released for further supervision. Other types of discharges are also indicated.

Figure R

Discharge Destination	%	n
Off Supervision	19.9	1001
Less Supervision	.2	8
Non-residential	21.5	1079
Transfer (to another comcor program)	2.9	148
Parole	11	554
DOC ISP	15	755
Probation ISP	1.4	69
Incarceration	27.1	1358
Other (hospital, sentence reconsideration, etc)	.9	46

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.

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

Demographics

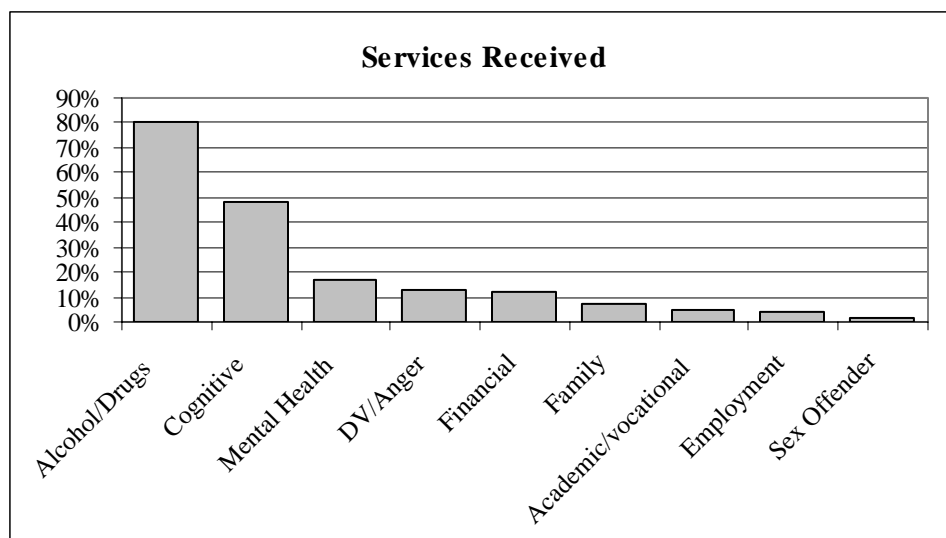
During the 2003-2004 fiscal year, **1018** non-residential discharges resulted from twenty-four (**24**) separate non-residential facilities. The demographics of these non-residential offenders are similar to those of the residential offenders. Eighty-one percent (**81%**) were male while nineteen percent (**19%**) 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



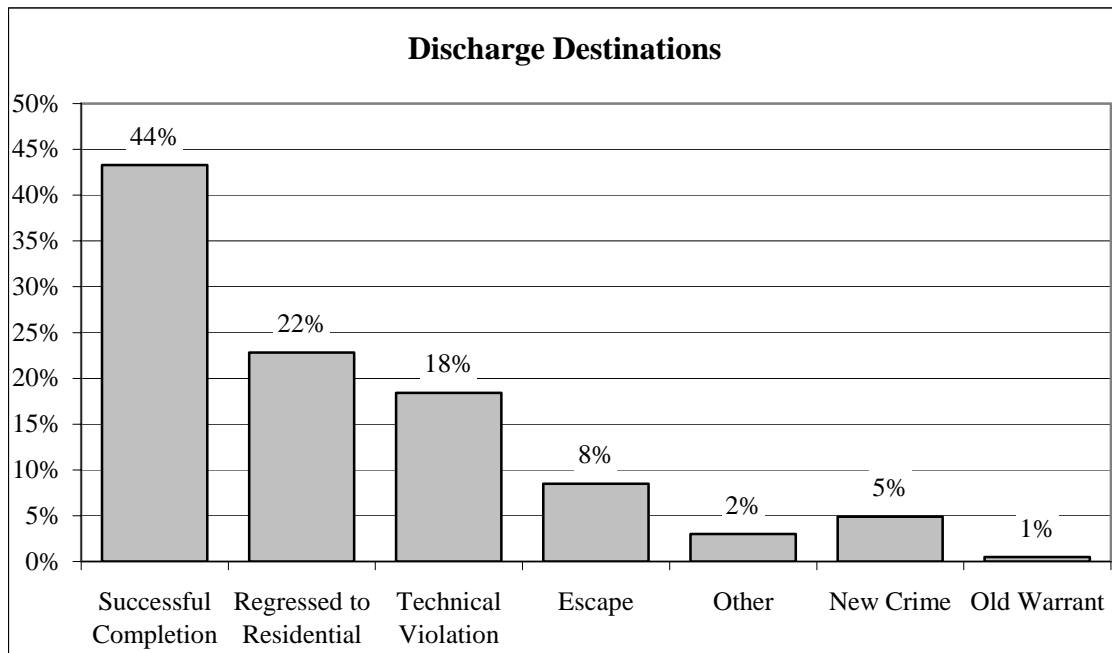
Discharges

The average (mean) non-residential length of stay for all offenders was **305 days**. The median length of stay was **182 days**. The average (mean) length of stay for offenders discharging successfully was **437 days**. (Median = 304 days) The average (mean) length of stay for offenders discharging negatively was **199 days**. (Median = 121 days) 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-four percent (**44%**) of the offenders discharged from the non-residential program successfully. Examples of this type of discharge generally involve sentence completions and sentence reconsiderations. Twenty-two percent (**22%**) 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. Eighteen percent (**18%**) of the offenders were discharged as a result of a technical violation which resulted in incarceration.

Eight percent (**8%**) were discharged due to escaping, or failing to remain in contact with case management staff. Five percent (**5%**) of the offenders were discharged as the result of a new crime. Approximately fifty percent (**50%**) of the new crimes were misdemeanor offenses, with the remaining crimes charged as felonies. 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.

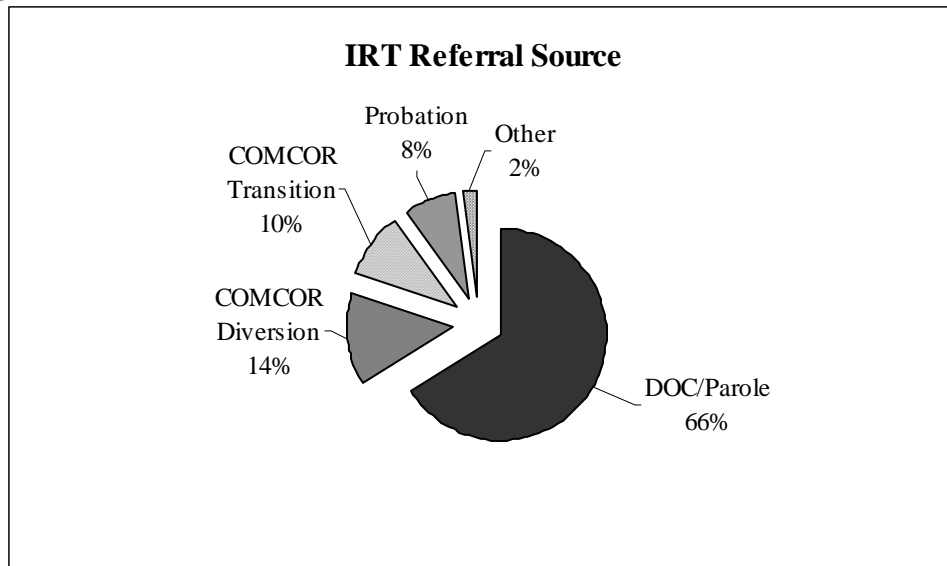
Intensive residential programs typically last 45 days. The purpose of IRT is to provide a brief, intense treatment intervention aimed at increasing positive coping and relapse prevention skills and identifying negative thinking errors which have resulted in prior substance abuse and criminal behavior. 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 2003-2004 fiscal year, there were **five** IRT programs in the Colorado community corrections system. During this time there were **962** 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, the community corrections program can refer an offender directly to an IRT program. Figure U reports the IRT referral sources.

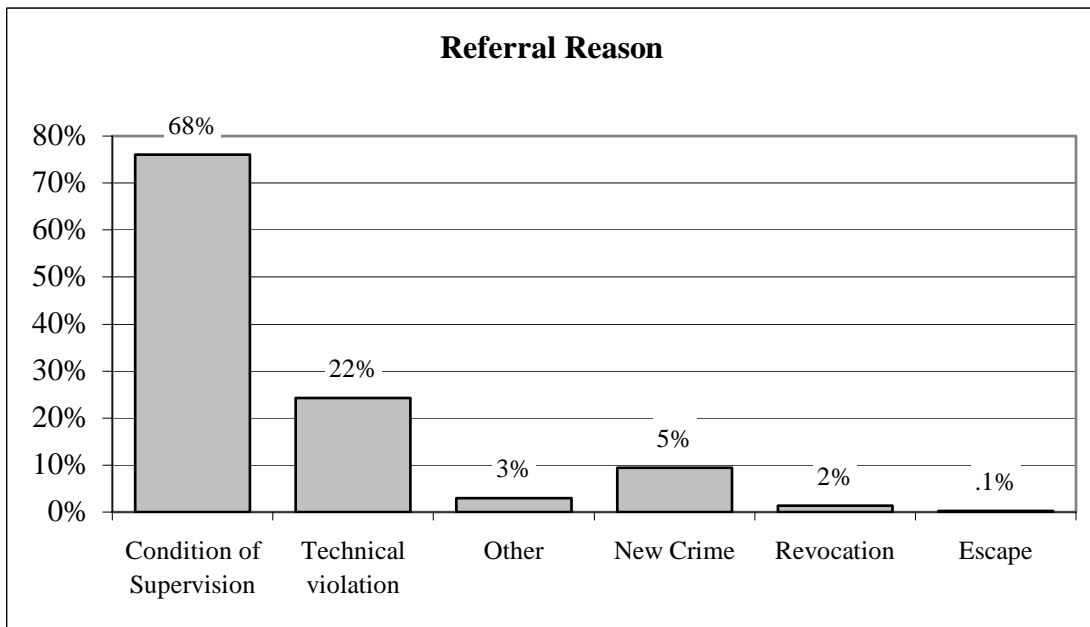
Figure U



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 typically results in a technical violation for drug use. Residential programs then refer offenders to address this 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 2003-2004 fiscal year.

Figure V

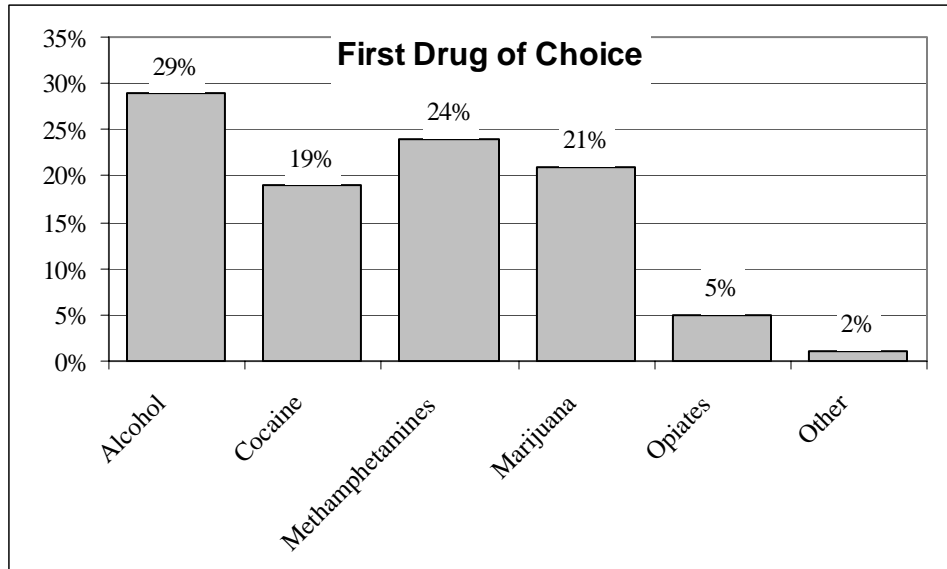


Previous Substance Abuse and Treatment

Sixty-one percent (**61%**) of IRT offenders have participated in some form of prior substance abuse treatment. Thirty-two percent (**32%**) have had prior IRT treatment. IRT offenders also reported that on average (median) their first drug use was at age 15.

Twenty-nine percent (**29%**) of the IRT offenders reported that their primary drug of choice was alcohol. Twenty-four (**24%**) percent of the offenders reported that their first drug of choice was amphetamines. Figure W reports these findings.

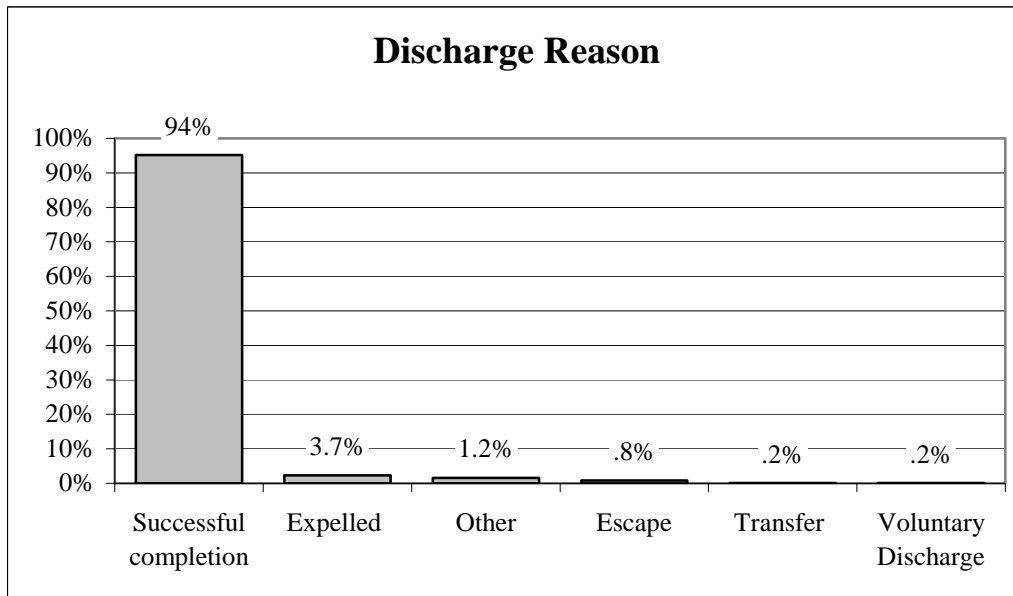
Figure W



Discharges

Ninety-four percent (94%) 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 do not work while participating in intensive treatment, therefore no financial information for IRT is included in this section. IRT programs receive a differential per-diem to help cover the increased treatment costs

Income

Seventy-nine percent (**79%**) of the residential offenders and eighty-six percent (**86%**) of the non-residential offenders who were terminated in FY 2003-2004 were employed for some time during their sentence to community corrections. Figure Y shows that the median monthly income for residential male Diversion offenders who were employed was **\$828** per month. Employed residential male Transition offenders earned a median monthly income of **\$827**. Female offenders earned a median monthly income of **\$744**.

Figure Y

Residential Offender Income

	Diversion	Transition	Overall
Mean	\$917	\$910	\$914
Median	\$828	\$827	\$827
Range	\$0-\$6,404	\$0-6,210	\$0-6,404
n	1,925	1,863	3,788

Taxes

An overall sum of **\$945,239** was paid in state taxes and **\$2,184,493** 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	\$195	\$502	\$182	
Median	\$108	\$175	\$99	
n	1,570	739	1,480	3,789
Sum	\$305,473	\$370,900	\$268,866	\$945,239

Figure AA

Federal Taxes

	Residential Diversion	Non-Residential Diversion	Residential Transition	Overall
Mean	\$449	\$1306	\$360	
Median	\$214	\$400	\$177	
n	1,556	739	1,460	3,755
Sum	\$698,489	\$960,127	\$525,877	\$2,184,493

Restitution and Other Court Costs

Restitution, which is not ordered in all cases, was paid by **1383 (53%)** of the residential Diversion offenders, **567 (56%)** of the non-residential Diversion offenders and **1202 (50%)** of the Transition offenders during this fiscal year. A residential sum of **\$1,111,509** and a non-residential sum of **\$700,490** was paid in restitution. The overall sum paid for all offender types was **\$2,285,036**.

Figure BB

Restitution and Court Costs

	Residential Diversion	Non-Residential Diversion	Residential Transition	Overall
Mean	\$671	\$1235	\$546	
Median	\$357	\$510	\$290	
n	1,383	567	1,202	3,152
Sum	\$928,568	\$700,490	\$655,978	\$2,285,036

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, Department of Corrections, and 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 will be conducted within a one-year 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.

There has been significant discussion over the years regarding continued non-compliance with community corrections standards. Presently, the local community corrections boards have the ultimate decision as to which programs they contract with and how many dollars are allocated to each of the programs. Through discussions between the DCJ, community corrections boards and referral agencies it was determined that sanctions must be developed to further encourage standards compliance. This issue was presented to the Governor's Community Corrections Advisory Council. The Council decided to reconvene the Standards Subcommittee in fiscal year 2005 to revise the existing standards and develop sanctions.

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 may be able to offer suggestions to improve the operation of a program. 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 grant programs.

Noteworthy Accomplishments

The Office of Community Corrections completed nine full audits, three Intensive Residential Treatment audits, one non-residential audit, two limited scope 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 Arapahoe Community Treatment Center (ACTC) in Englewood.

Arapahoe Community Treatment Center (ACTC)

Arapahoe Community Treatment Center (ACTC) is one of three residential community corrections facilities in operation in Arapahoe County. ACTC offers residential, non-residential and day reporting services to male offenders referred by Department of Corrections and the Courts/Probation. The residential facility has the ability to house 118 offenders.

Mr. Dave Cutler has been the President and Executive Director since ACTC opened in 1983. Program Director Ms. Leslie Harris and Operations Supervisor Mr. David Gallardo have also worked at ACTC since the program opened. All three have a wealth of community corrections and management experience. Mr. Cutler recently received the 2004 Governor's Community Corrections Advisory Council award for his continued leadership and overall contribution to the community corrections community. He is considered a resource for other community corrections programs in the state.

Mr. Cutler's program scored 100% compliance during the follow-up audit conducted in September of 2003. Results for the DCJ 2004 Risk Factor Analysis also scored Mr. Cutler's program as one of the lowest risk programs in Colorado. This is a significant accomplishment considering that ACTC continues to accept many higher risk offenders placed in community corrections.

The program's staff is extremely professional, educated, and well trained. The stability and longevity of the staff is a major factor in the program's success. Mr. Cutler appears to set high standards for himself and those who work for him. All levels of staff are considered valuable assets to the organization.

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.

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 were reported in FY 03-04.

Pursuant to HB 02-1077, the Community Corrections audit schedule will be based on the Program Risk Factor Analysis results.

The risk factor analysis is a multi-dimensional measure of program performance on 27 independent performance measures. These performance measures fall into four categories: **outcome factors, program stability factors, performance factors and contract/statutory compliance factors.**

The **outcome factor** category consists of two performance measures that consider the rates of escape and recidivism within each program. The measure also considers the risk level of each program’s offender population as defined by the average scores on the LSI.

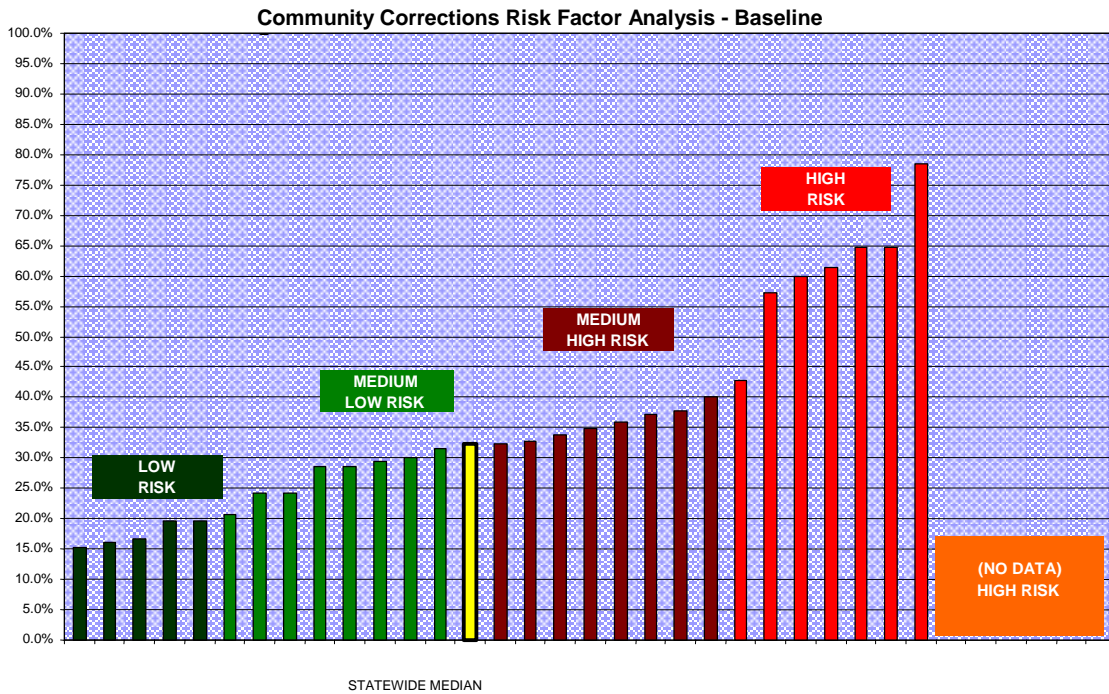
Program stability factors consist of three performance measures that capture data regarding the average length of employment for essential staff positions in each community corrections program. Staff retention and turnover rates have been identified as problem areas in community corrections programs. High turn over and lower staff retention rates may undermine correctional programming.

The **performance factor** category consists of a series of performance measures used to capture each program's level of compliance with certain sections of the Colorado Community Corrections Standards. Several critical standards have been selected by the Division of Criminal Justice to comprise a multi-dimensional analysis of program performance. The data used for these performance measures includes the most recent DCJ published audits up through May 12, 2003.

The **contract/statutory compliance factor** category consists of four performance measures used to capture each program's level of compliance with certain contract and statutory requirements.

Figure CC displays the baseline outcome for all community corrections programs for FY 03-04.

Figure CC



Risk Factor Score

A program's total Risk Factor Score is calculated by adding the individual scores from each performance measure. Programs were scored and subsequently placed into one of four risk factor categories.

High-risk and medium high-risk rating

Programs that scored at or above the statewide median score were placed in the medium-high or high-risk category. Generally programs in these high-risk categories will be audited at intervals not to exceed three years.

Low risk and medium low risk rating

Programs who scored below the statewide median score were placed into the medium-low or low risk category. Programs in these low risk categories will be audited at intervals not to exceed five years.

It is important to note that this risk factor analysis represents a baseline or initial measurement of program risk. It is the intention of the Division of Criminal Justice to re-analyze the program risk factors on an annual basis and to report the scores accordingly.

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 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.

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.

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 2004 awards recipient was Mr. Dave Cutler, Executive Director of the Arapahoe Community Treatment Center. The exemplary efforts of these individuals have made a significant 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.

In May, 2004 the subcommittee published the *Self-Auditing Guidelines* document. This document complements the *Colorado Community Corrections Standards* by guiding programs to self-audit more effectively.

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 2003-2004.

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 Bruce Cairns Colorado State Senator	Colorado State Senate
Honorable Lauri Clapp Colorado State Representative	Colorado State House
Dennis L. Berry Director, Mesa County Community Corrections	Community Corrections Providers and Programs
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
Milton K. Blakey Colorado State Asst. Attorney General	Citizen Member
Allan Stanley 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 2003-2004 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 2003-2004 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. Thirty-one percent (**31%**) 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 nineteen percent (**19%**) 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-three percent (**73%**) 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 2003-2004, fifty percent (**50%**) of the diversion offenders and fifty-nine percent (**59%**) of the transition offenders successfully completed their residential placement. Forty-four percent (**44%**) of the non-residential offenders and ninety-four (**94%**) percent of the offenders participating in IRT treatment were reported as completing the program successfully.

Seventy- nine percent (**79%**) of the residential offenders and eighty-six(**86%**) of the non-residential offenders who were terminated in FY 2003-2004 were employed for some time during their sentence to community corrections.

An overall sum of **\$945,239** was paid in state taxes and **\$2,184,493** was paid in federal taxes by residential offenders.

Restitution, which is not ordered in all cases, was paid by **1383 (53%)** of the residential Diversion offenders, **567 (56%)** of the non-residential Diversion offenders and **1202 (50%)** of the Transition offenders during this fiscal year. A residential sum of **\$1,111,509** and a non-residential sum of **\$700,490** was paid in restitution. The overall sum paid for all offender types was **\$2,285,036**.