



FY 1997 Annual Report of Probation Programs

Colorado Judicial Branch
Office of Probation Services

January 1998

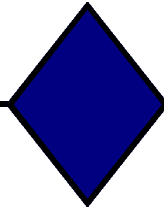
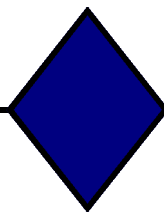


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Executive Summary

For the last four years, the Office of Probation Services has published the Annual Report of Special Probation Programs. Because there are many important probation activities and projects that do not fit well under the rubric of special programs, this year the decision was made to publish an annual report for all probation programs. We hope you find this publication useful.

Colorado Probation currently operates the following specialized programs, grants and initiatives in addition to regular adult and juvenile probation:

- Adult & Juvenile Regular Probation
- Standardized Assessment:: Adult and Juvenile
- Juvenile Sex Offender Integrated Supervision Project
- Juvenile Intensive Supervision Probation (JISP)
- Adult Intensive Supervision Probation (AISP)
- Specialized Drug Offender Program (SDOP)
- Female Offender Program (FOP)
- Alcohol and Drug Driving Safety (ADDS) Program
- Specialized Sexual Abuse Offender Project
- Victim Services Initiative
- Colorado Domestic Violence Risk Reduction Project
- Privatization Initiative

Colorado Probation is nationally recognized as a leader in the development and use of assessment and supervision protocols. The purpose of using these models is to ensure quality in investigations and supervision. These tools provide prescribed or expected levels of activity for each case, based on the assessed level of offender risk. In regular probation, offenders are classified as maximum, medium, or minimum risk. This classification corresponds to the intensity of the supervision the offender receives. Specialized programs do not use the three-tiered classification system to identify the level of supervision of the offender. All offenders involved in a specialized program are known to be at a higher risk level than offenders on maximum supervision in regular probation. To ensure that the level of supervision for these individuals is greater than that received by offenders on regular probation, caseload sizes are limited in specialized programs.

For the last few years, the growth in regular probation staff statewide has not kept pace with the growth in the offender population. While this is not a problem unique to Colorado, the average adult caseload in Colorado is significantly higher than the national average (the

national average is 117, Colorado's is 196). Colorado has nearly the highest caseload per officer in the country, ranking 40th out of the 43 states and the District of Columbia that report this information. Colorado's juvenile caseloads exceed 100 cases per officer, also well above nationally recognized standards.

Probation supervises the largest number of offenders in the criminal justice system. In Colorado, the total number of offenders on probation at the end of FY1997 was 43,826. Of this total 9,933 were juveniles and 33,893 were adults. Over the last five years (Fiscal Years 1993 to 1997) probation caseloads have grown 42% for adults and 30% for juveniles, while staff has increased only 16.0%.

Needing a response to the problems posed by growth, Colorado Probation has chosen to promote the integration of public/private strategies as a means of providing appropriate levels of service to adult offenders, while also reducing public cost. Chief Justice Directive 96-05, issued in June 1996, provides probation with the option of contracting with private sector companies to provide services to the lowest risk segment of the adult probation population. This type of aggressive case management reduction strategy has been undertaken only with the understanding that public safety will not be compromised. As of June 1997, 12 of the 22 judicial districts had initiated contracts with private vendors. As of January 1998, there are 6,500 offenders under supervision with private probation service providers.

The focus of Colorado Probation is not exclusively on the offender. In addition to addressing community safety, the needs of the victim must be responded to in a concrete and meaningful manner. Combining state and local funding sources, each probation department has initiated victim services programs. Recognizing the importance of staff development, the Probation Officer Career Track Program was created in 1997. This voluntary program serves to encourage all professional employees to further their knowledge and skill bases through designated tracks preparing staff for future opportunities and advancements in the system.

Adult & Juvenile Regular Probation

Population increases, changes in the economy, increased law enforcement practices, and legislative activity have each played a role in driving probation caseloads and workloads. Over the past five years (Fiscal Years 1993 to 1997), adult and juvenile active caseloads have increased by 42 percent and 30 percent, respectively, with only a 16% increase in staff during the same period. In Fiscal Year 1999, the adult

number of misdemeanor filings has grown from 39,800 to nearly 65,000 in 1995. Domestic violence offenses account for the majority of this growth. Despite shifting resources internally and making more investigators available to the county courts, probation is unable to provide the level of investigative services available in 1990.

The rate of successful terminations for regular probation is

Fiscal Year	Adult Cases	Juvenile Cases	Total Cases	Percentage Increase
1987	14,456	5,602	22,045	0.00%
1988	14,532	5,313	21,833	-0.96%
1989	17,728	5,760	25,477	15.57%
1990	20,645	6,342	28,977	31.44%
1991	22,015	6,873	30,879	40.07%
1992	23,755	7,646	33,393	51.48%
1993	25,077	9,042	36,112	63.81%
1994	27,785	9,037	38,816	76.08%
1995	28,592	9,232	39,819	80.63%
1996	30,856	9,666	42,518	92.87%
1997	33,754	9,933	43,687	98.17%
1998 (proj)	35,561	10,272	45,833	107.91%
1999 (proj)	38,568	10,610	49,178	123.08%

probation caseload is expected to exceed 38,000 probationers, which represents a 14 percent increase over Fiscal Year 1997. Likewise, the juvenile caseload is expected to rise to nearly 11,000 youths on supervision (representing a 7 percent increase over Fiscal Year 1997). The above table documents the rate of probation's growth since 1987.

Whereas the growth in active caseloads has been consistent for both adults and juveniles, the growth for investigations has been less consistent. Since 1987, Adult Investigations have increased by over 76%, while Juvenile Investigations have increased by less than one percent.

In 1990, probation was able to provide one investigation for every 73 misdemeanor filings. Since 1990, the

64% for adults and 72% for juveniles. Termination as a result of a new offense is extremely low (4.5% and 3.7%, respectively). Addressing technical violations as a source of revocations is a major policy objective. As such, Colorado Probation has been selected by the National Institute of Corrections as a grant site for a comprehensive Intermediate Sanctioning Project. The project will be located in the 2nd, 4th, 18th, and 19th Judicial Districts.

Due to resource limitations, the Supreme Court authorized the privatization of lower-risk offender supervision. At the same time, this policy reflects the need to determine the level of supervision based upon the individual offender, not exclusively by the offense of conviction. Therefore, domestic violence offenders, previously under-supervised due to their predominant misdemeanor classification, are now afforded full services under the probation system. Twelve districts

Statement of Common Ground

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have entered into private contracts, while others have emphasized volunteer programs to manage ever-growing caseloads.

Standardized Assessment: Adult & Juvenile

The Colorado Standardized Assessment Program received the 1997 American Probation and Parole Association's (APPA) **President's Award**. This award was established in 1993 to recognize exemplary community corrections programs which serve to advance the knowledge, effectiveness and integrity of the system. *APPA acknowledges the growing responsibilities of the profession in meeting the ever-present demands by teamwork and organizational spirit. To this end, this award recognizes visionary organizations that have exemplified the management and innovation necessary to lead community corrections into the next decade.*

Conceived by the Colorado Criminal Justice Commission, the concept of all criminal justice agencies in a state using a common offender assessment approach was indeed a unique idea. In fact, Colorado was the first state to attempt such a project.

The passage of House Bill 91-1173 (C.R.S. 16-11.5-101) began the actual development of the process of standardized assessment for adult substance abusing offenders in Colorado. The Judicial Branch, along with the Department of Corrections, Division of Criminal Justice and the Department of Human Services, has developed and implemented standardized assessment for all adult offenders. This act of collaboration among the agencies has garnered almost as much national attention as the standardized assessment process itself. The assessment instruments are designed to measure risk for re-offending, to identify appropriate treatment levels and to identify the criminogenic need areas to be addressed during the course of supervision.

Recognizing the value of standardized assessment for adults, a similar standardized assessment process was developed in 1995 for juvenile offenders. The goals of this assessment were to measure risk for re-offending, identify service need areas and to provide additional information when making decisions to place a youth in a treatment or correctional setting. This project has just completed the second year of a three-year implementation process. Research findings show this assessment process to be reliable and to have reasonable predictive validity.

“The Colorado Standardized Assessment Program received the 1997 American Probation and Parole Association’s (APPA) President’s Award.”

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for probation to complete four specific functions. First, it is the foundation for the pre-sentence investigation report for both juvenile and adult offenders. During the course of the interview necessary to complete the assessment, the pre-sentence investigation writer gains a comprehensive understanding of the case. Secondly, the risk assessment is used to identify the appropriate initial level of supervision for an individual placed on probation. Third, the supervising officer uses the assessment information to develop a case supervision plan. And finally, the risk instrument is used in the offender reassessment process to measure the individuals change and progress while under probation supervision.

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Juvenile Sex Offender Integrated Supervision Project

Goal: To develop an integrated interagency case management program for juvenile sex offenders on probation which emphasizes thorough assessments, intense supervision, physiological monitoring, cognitive-behavioral approaches to supervision and treatment, relapse prevention, and education.

The First Judicial District Probation Department began development of the Juvenile Sex Offender Integrated Supervision Program in October of 1996. Data continues to be collected on demographics, charges, and types of termination. As the database increases, there will be opportunities to examine current trends and make adjustments to program guidelines for this population. The project is currently in its second year of grant funding.

“Treatment and supervision of sexually abusive adolescents requires a balanced approach of surveillance, control and treatment.”

The project’s specialized case management for this population has increased the level of supervision and accountability with juvenile offenders. Officers have spent much time working as team leaders with treatment providers. They have met with individual providers to explain the philosophy of the program and to discuss individual treatment plans, as well as observing therapy sessions with their probationers. Increased supervision is being provided to those youth not yet enrolled in therapy and living in the family home. Collaboration is achieved in a number of arenas.

Monthly meetings of the Sex Offender Subcommittee for Juveniles (SOSJ), the advisory group for this pilot project, have increased awareness of the problems regarding juvenile sex offending behavior. Through participation in the Colorado Continuum Network, a coalition of private providers and public agency representatives, there has been increased communication between the treatment providers and other community resources working with juvenile sex offenders.

The Sex Assault Review Team has brought together all agencies working with juvenile sex offenders to review newly filed sexual offense cases and the current status of those pending further legal actions. This group includes representatives from probation, the district attorney’s office, Jefferson County Child Advocacy Center, public schools, the Department of Human Services, treatment providers, the sheriff’s department, and the local assessment center.

As a result of this project, there is consistency in information being given to families, and the system can be seen as working together. Knowledge is shared throughout the entire judicial process, which has enhanced accountability and reduced the duplication of services. As stated in the grant application, “treatment and supervision of sexually abusive adolescents requires a balanced approach of surveillance, control and treatment. It also requires coordination and cooperation between all community agencies involved with the youth and his family.”

In the first year, this project had an average daily population of 99 juvenile probationers under supervision. Twenty-five juveniles were discharged from the program during FY 1996-97. Of those, 12 were classified as unsuccessful and 13 classified as successful. Of the 12 discharged as unsuccessful, 10 were due to failure to comply with treatment requirements, one juvenile absconded, and one juvenile violated other probation rules. There were no new charges filed against any of the juveniles in the program.

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Juvenile Intensive Supervision

Goal: To provide an additional sentencing option for adjudicated delinquent youth who present a high risk of future placement within correctional or residential facilities. The program balances community protection with individual youth service needs through a continuum of services that emphasize assessment, accountability, and competency development.

Juvenile Intensive Supervision Probation (JISP) was initiated as a pilot project in 1992, then expanded during the 1993 Special Legislative Session. Additional expansion has come about as the result of SB94-94. Many of the communities involved in SB-94 projects, designed to provide alternatives to incarceration, have elected to invest a portion of their resources in JISP. Today, Juvenile ISP programs are providing services to high-risk juvenile offenders in 17 judicial districts. Statewide, during FY 1996-97, twenty-seven JISP probation officers supervised 656 high-risk juvenile offenders. This is a 35% increase from last fiscal year and represents 97% utilization of the program's capacity.

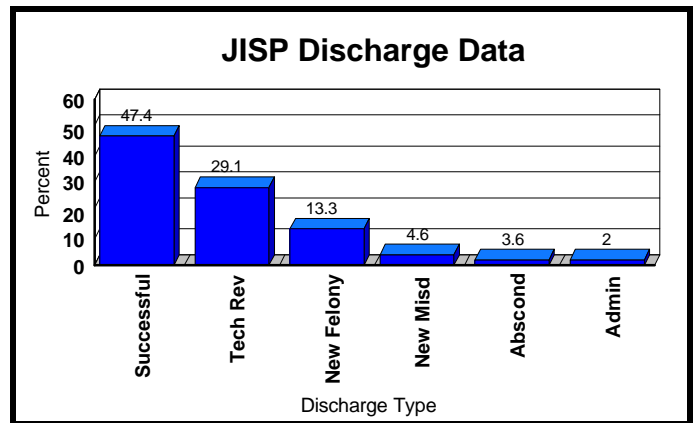
When designing the JISP program, eligibility criteria were identified for the juveniles to be served. Juveniles appropriate to this program include: 1) cases in which the pre-sentence report recommends a sentence to the Department of Human Services; 2) probation revocation cases in which the probation officer is considering a commitment recommendation; 3) any juvenile placed in a detention center for a probation violation, exceeding 72 hours; or, 4) a youth assessed to be high-risk by the juvenile standardized assessment process.

The JISP program is an intensive, short-term program (9 month average) which delivers intensive supervision and services to high-risk juveniles. Intensive supervision is required to ensure community safety and includes: electronic home monitoring, drug screening, home visits, curfew checks, parent contact, and both office and field visits. The individual services delivered to the youth, based on their assessed, individual needs, include: drug/alcohol evaluation and treatment, vocational rehabilitation, mental health services, employment

services, GED and educational services, cognitive skills groups, family services and relapse prevention. These services begin while the juvenile is on JISP and will continue as the juvenile transitions to regular probation.

During FY 1996-97, the Juvenile ISP programs had 196 discharges. The following chart shows the status, by percentage, of all youth discharged.

This successful termination rate is very consistent with the previous two fiscal years – even though the number of juveniles served has almost doubled over the same time period. In an analysis of those cases successfully completing JISP, it was determined that the actuarial risk of these juvenile offenders has been reduced by over 25%



according to the standardized risk assessment (CYO-LSI).

Juvenile Regimented Training Program (Bootcamp)

House Bill 93S-1005, passed during the 1993 special legislative session, created the Regimented Juvenile Training Program for juvenile offenders in Colorado. This program consists of two phases. Phase I, administered by the Division of Youth Corrections, is a military-style residential program emphasizing intensive physical training and discipline, as well as education programming and life skills development. Phase II is administered by the Judicial Branch and is the community re-integration phase involving education activities, job training and supervision.

The Judicial Branch, along with the Division of Youth Corrections, is charged with the evaluation of this innovative program. Phase II (or aftercare programs) are

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active and responsive to the needs of phase I graduates in every judicial district statewide. FY 1996-97 analysis shows that 71.6% of the Phase II juveniles successfully completed their aftercare programs, and that 75% did not have new charges filed within a six-month follow-up.

the increased program capacity achieved through expansion. The expansion took place in 3 phases, with 10 new ISP officers being allocated each six-months over two fiscal years. The expansion began effective July 1, 1995, and was completed July 1, 1996. On June 30, 1995 there were 558 offenders involved in the Adult ISP program. On June 30, 1997, following full implementation of the expansion, there were 1,081 offenders under supervision in the program. At the close of fiscal year 1997, the program was being utilized at 90.5 percent of its maximum designed capacity. This appears to be indicative of the willingness of judges to employ proven intermediate sanctions when possible.

Adult Intensive Supervision

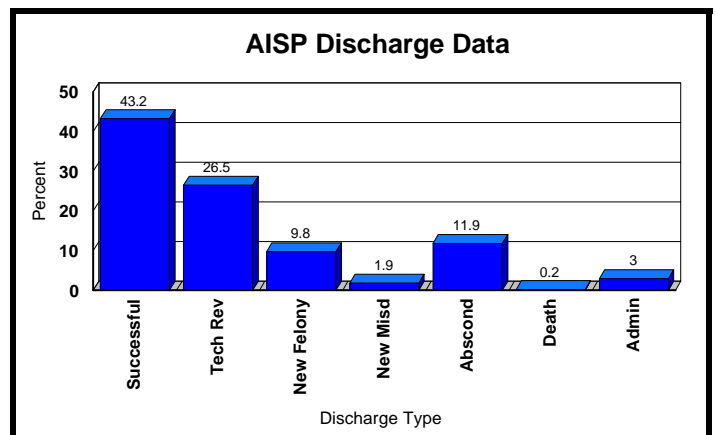
Goal: To protect the community in a cost-effective manner by providing supervision, surveillance, and appropriate services to offenders who, without this program, may be incarcerated.

Introduced as a limited pilot project in 1984, the Adult Intensive Supervision Probation (ISP) program has been expanded by the Legislature to become the largest special program in Colorado Probation. A three-phase expansion, doubling the capacity of the program, was initiated in FY 1996. The decision to expand the program came following the publication of the "Report of Findings: Colorado's Intensive Supervision Probation," (Division of Criminal Justice, 1994), which indicated that the Adult ISP program was effectively diverting offenders from prison.

The allocation of the additional resources was accomplished using historical data for district court filings and the rate of commitments to prison to estimate the future eligible population for Adult ISP. These resources were then distributed statewide based on the projected increase in Adult ISP cases in each district. The goal was to staff the districts equitably so that each district would have sufficient staff resources to accommodate

During FY 1996-97, the Adult ISP program provided supervision services to 2,070 offenders. This is a 24.3 percent increase over the previous year. The average annualized cost for ISP supervision was \$3,454 per case. This compares to an average annualized cost for incarceration of \$23,247 per case. Based on the number of offenders diverted from the Department of Corrections, the savings to the State totaled \$10,749,446 for FY 1996-97.

The following chart shows the status, by percentage, of the 989 offenders discharged from the program.



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Specialized Drug Offender Program

Goal: To provide an intensive form of probation supervision to high-risk, substance abusing offenders whose probability of failure on probation is significant.

Initiated as a one-year pilot project in 1991, the Specialized Drug Offender Program (SDOP) was granted continuation funding by the Colorado Legislature in 1992. The decision to continue the program was based in part on the positive results of the research conducted by the Center for Action Research, University of Colorado (Hunter and Johnson, 1992). Their findings provided additional affirmation that increased levels of supervision for high-risk populations yield improved outcomes. The research also tested what effect the application of a cognitive skill program would have on factors influencing criminal conduct.

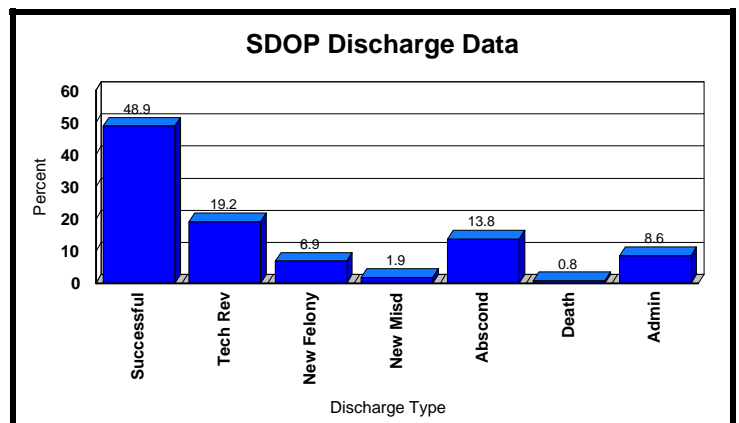
Colorado Probation was one of the first community corrections programs in the United States to use cognitive programming with offenders. Two types of factors were measured in the research: those associated with an increased likelihood of crime and those that act as inhibitors to criminal conduct. The results showed that for the population involved in the Specialized Drug Offender Program, where the cognitive skills program was delivered, the offenders improved in all 10 positive factors and all eight negative factors. An example of a positive factor is *Belief that crime and drug use is wrong*; an example of a negative factor is *Acceptance of rationalizations to excuse criminal behavior*. Additionally, a one-year follow-up study indicated that the SDOP, with cognitive training groups, had a significantly lower rate of revocation (18.8%) than the other two populations in the study (30.3% and 34.8%).

Today the SDOP is an integral part of probation services in 16 judicial districts. The program guidelines advise that the program be utilized to provide supervision to the offender with a profile that includes serious drug/alcohol abuse or dependence and a significant criminal history. Offenders whose crimes appear to be related to their substance abuse/

dependency, such as the burglar who sells stolen property to obtain money to buy drugs, are viewed as prime candidates for the program. Research indicates that there is a significant correlation between drug abuse/dependence and crime, and that when substance abuse is appropriately addressed through treatment, criminal conduct decreases. Through the use of the Standardized Assessment, an appropriate level of treatment intervention is identified and the offender is referred to a provider. Weekly random urine screening is used to monitor the requirement for abstinence. To address criminal thinking patterns, the SDOP includes a 35-week cognitive skills building program that is based on the premise that offenders tend to be under-socialized – they lack the values, attitudes, reasoning and social skills that are required for pro-social adjustment – and that such skills can be taught (Ross 1989).

This cognitive training focuses on modifying the impulsive, egocentric, illogical and rigid thinking of offenders, on teaching them to stop and think before acting and to consider the consequences of their behavior for themselves and other people.

During FY 1996-97 the Specialized Drug Offender Program delivered services to 819 offenders. The following chart shows the status, by percentage, of the 479 offenders discharged from the program during FY 1996-97.



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Female Offender Program

Goal: To provide services in five urban districts for training and referrals for female offenders who have failed other programs.

One of the fastest growing populations being sentenced to the Department of Corrections, by percentage growth, is female offenders. Aside from the gender difference, female offenders generally have a much different profile than their male counterparts in the criminal justice system. The female offender is more likely to have been a victim of sexual abuse, unemployed at the time of arrest, and to be the custodial parent of minor children. Recent Drug Use Forecasting statistics report that 56% of all females arrested in the Denver area tested positive for one or more controlled substances, with a notable increase in cocaine use over previous years.

The cost saving associated with the diversion of the 97 women successfully discharged from the program is \$2,038,261.

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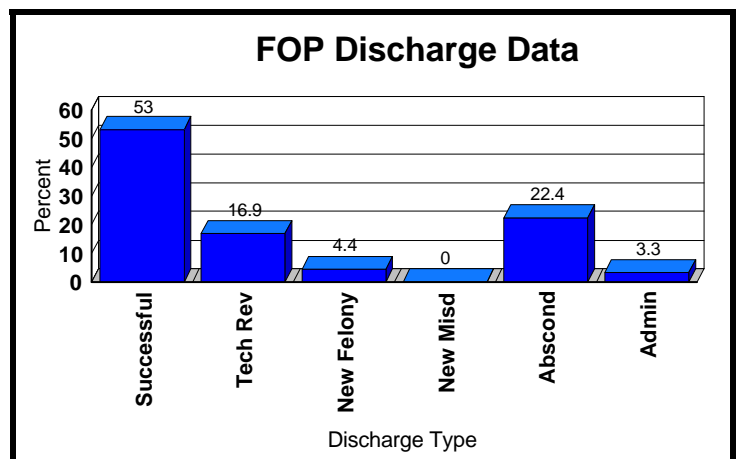
onse to this phenomenon, the Colorado Judicial Branch applied for and received a Drug Control System Improvement Grant to pilot a program for substance abusing female offenders. The Female Offender Program (FOP) provides direct, short-term intensive intervention, gender specific treatment referral and cognitive skill training. This program targets women eligible for commitment to the Department of Corrections, either directly or through revocation from probation. The project was initiated in 1991, with grant funding expiring in 1995.

In 1993, the Colorado Criminal Justice Commission endorsed a statewide policy statement regarding the

supervision and treatment of female offenders in all sectors of the criminal justice system. The policy evolved into a funding strategy whereby a comprehensive plan to address the specific needs of this population would be developed in an effort to reduce the rates of imprisonment for female offenders. Although the comprehensive plan was not funded, Colorado Probation targeted a reduction of 5 to 10 percent in prison commitments. During FY 1994-95 the Female Offender Program exceeded the 10% goal by 120%, diverting 55 women from the Department of Corrections. This diversion resulted in net savings to the State of \$1,001,440.

During FY 1994-95, the Colorado Legislature agreed to appropriate funding for six probation officers for the continuation of the program. The program was expanded to five judicial districts and now operates in the 1st, 2nd, 4th, 17th and 18th Judicial Districts. These judicial districts account for approximately 76 percent of all females committed to the Department of Corrections.

During FY 1996-97 the Female Offender Program provided supervision to 371 adult female offenders at an average annualized cost of \$2,233 per case. The cost saving associated with the diversion of the 97 women successfully discharged from the program is \$2,038,261. The following chart shows the status, by percentage, of the 183 offenders discharged during FY 1996-97.



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Alcohol & Drug Driving Safety Program

When a person is convicted of driving under the influence, driving while impaired or driving with excessive alcohol content, that person is required to participate in an alcohol and drug driving safety (ADDS) program. This program was initially developed in 1979 as a pilot project under the Department of Highways. The program was transferred in 1982 to the Alcohol and Drug Abuse Division (ADAD) of the Department of Health.

Section 42-4-1301 (10) 11 C.R.S. (1996 Supp.) authorizes the establishment of the ADDS program in each judicial district. ADAD contracts with the Judicial Branch for the delivery of the ADDS program functions. The primary functions of the ADDS program are:

- Investigating and evaluating persons convicted of alcohol and drug driving, boating and flying offenses;
- Preparing reports and sentencing recommendations for the courts;
- Referring offenders to alcohol and drug education and treatment programs licensed by ADAD;
- Monitoring and supervising offenders placed on probation as the result of an alcohol or drug driving offense; and,
- Performing evaluations of persons convicted of misdemeanor and petty offenses under the Controlled Substances Act.

In FY 1995-96 the Colorado Legislature authorized the conversion of the ADDS program employees (approximately 70 employees) from contract to classified status. Previous to this action, the ADDS program employees had worked under annually renewable contracts for the 13 years of the program. This change provided for greater stability in the program.

The ADDS program is cash-funded through collection of the Alcohol and Drug Evaluation Fee. In FY 1996-97, collections of this fee totaled \$3,914,976. This

represents an approximate 84.4 percent rate of collection of this fee. Judicial Branch ADDS staff performed 26,337 evaluations during FY 1996-97 and supervised an average monthly standing caseload of 25,300 offenders who were involved in an education or treatment program.

Specialized Sexual Abuse Offender Project

In 1994, the Colorado Judicial Branch, Office of Probation Services, applied for and received a grant to develop a model program for the supervision and management of adult sex offenders. The justification for the Branch's application was based on the fact that 58-65% of convicted sex offenders were being placed on probation supervision and there was little assistance in place for officers who supervise these offenders.

Project objectives focused on coordination with the Sex Offender Treatment Board, the establishment and delivery of basic and advanced training programs, the use of sex offense specific assessments and physiological monitoring, and the development of statewide, comprehensive guidelines for the management of sex offenders (*The Guidelines for Probation Officers Working with Sex Offenders*). The grant projects ended December 31, 1997.

The Advanced Sex Offender Management training, developed as a result of this project, is an 80-hour course required of all probation officers supervising or investigating sex offenses. Because of the complexity of sex offender dynamics and the importance of having officers gain the most holistic knowledge possible, the course delivery is spread over a period of 5 months; two days each month. In three years time, 190 persons have gone through the training program. The demand for this class is quite high — not only in probation but also among staff from community corrections, parole, law enforcement, prosecutors and treatment providers.

The polygraph was employed throughout the grant period and will continue to be used, not only in the pilot site but also statewide. Once the initial disclosure polygraph is completed, maintenance polygraphs are done twice per year. The

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polygraph is a powerful reminder to the offender of the fact that behavior will be monitored consistently.

The Oregon Risk Assessment was piloted at the onset of the project and is now employed Statewide as the instrument for assessment and reassessment of sex offenders. The assessment reviews negative factors, which tend to raise the level of risk and determine whether or not the offender is a sexual predator, as well as positive factors, which might be strengthened to improve the offender's chances for success.

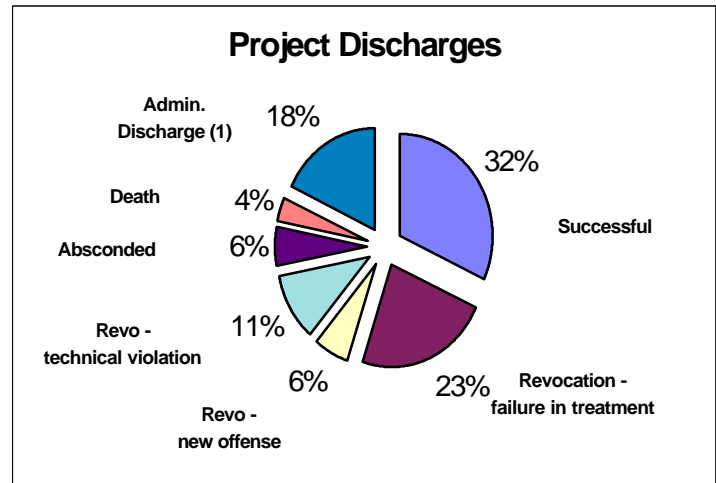
By profiling the offenders who came through the specialized grant project, we found the following:

- The average age of (adult) offenders was 29, with the youngest being 20 and the oldest 37
- The average age of the child victims was 8.6 years old with the youngest victim being 8 months old and the oldest victim being 16.
- All offenders were male.
- Of the victims, 70% were girls and 30% were boys.
- Seven and three quarters (7.75%) percent of the offenders had more than one victim. Anglos had the highest percent of multiple victims with 17% while Hispanic offenders had the second highest percentage of multiple victims with 14%. The average age of the second and/or subsequent victim was 11.75 years.
- In 11 of the cases, the victim was an adult. The average age of adult victims was 20.
- Of 79 offenders, 17 of them had prior sexual offenses (22%) and 49 had prior non-sexual offenses (62%). The remaining 16% were classified as first-time offenders.

The rate of re-offending (re-arrest for a felony or misdemeanor offense) was 6%. The national average is 8 – 13%. The research is very clear on the fact that without specialized supervision and treatment, the average re-offense rate increases to 46%.

(1) Administrative Discharge indicates a transfer out to another jurisdiction for supervision.

PROJECT IMPACT AND FUTURE IMPLICATIONS



We have, in many ways, moved ahead of the curve in supervision programming of sex offenders. The Guidelines can be adopted and revised each year, incorporating new research and ideas about how to best supervise sex offenders in the community. However, increased resources are essential to fully implement the model practice included in the guidelines. It is clear that specialization and intensive supervision efforts, including advanced training, provide the best chance for the offender to succeed, the greatest ability for the probation officer to monitor and contain the offender, and the best opportunity to increase public safety.

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Victim Services Initiative

For the past five years, the Common Ground Statement that declares that we are committed to a system that restores the offender, the victim and the community has guided Colorado Probation. In response to this statement, probation formed a Victim Services Committee to research and develop a model for victim services programs within probation.

During FY 1995-96, the Office of Probation Services conducted regional training programs throughout the state on "The Role of Probation in Victim Services." In response to this training, probation departments in each district began to develop policies and procedures to notify victims when the status of an offender changed while on probation.

In FY 1996-97, Senate Bill 97-84 mandated that probation provide victims with notification of their rights under the Victim Rights Amendment. In addition, for those victims who request it, probation will provide victims information at critical stages such as abscon- sion, early termination, transfer, change of venue, revoca- tion, death and dispositions. In response to this leg- islation, six regional victim services coordinators were hired through a one-time appropriation from State VALE to further develop the policies and procedures for victim notification and to implement the intent of Senate Bill 97-84 in each probation department.

The Office of Probation Services submitted a grant on behalf of the probation departments in each of the 22 Judicial Districts for VOCA (Office of Victims of Crime Act) funds to develop a comprehensive victim services program in each district. This resulted in grants being awarded to the 6th and 10th Judicial Dis- tricts, where a Victim Assistance Coordinator will be hired to develop a volunteer program to provide vic- tims services including notification, education, case sta- tus information, crisis intervention, assistance with vic- tim compensation and restitution, and information re- ferral.

Each of the remaining districts applied to local VALE programs for funding. Fourteen districts were awarded funding to develop programs similar to the programs defined via the VOCA grants. The VOCA and local

VALE grant programs will begin in FY 1997-98.

Victim rights and victimology training programs have been developed for all probation staff as a part of the judicial train- ing program. One aspect of addressing offender behavior is regarding victim empathy. A curriculum that takes a cognitive-behavioral approach in providing empathy training for offenders is currently under development. This curricu- lum will be used in a training program in four pilot districts in FY 1997-98.

Colorado Domestic Violence Risk Reduction Project

During FY 1995-96, the Office of Probation Services applied to the Office of Justice Programs, Violence Against Women Act (VAWA) Grants Office for assistance to develop and validate behaviorally-specific risk screening and assessment instruments for domestic violence offenders. The grant application was developed in response to the requirements of Chief Justice Directive (CJD) 96-05 and the anticipated July 1, 1998 repeal of sections of Colorado statutes pertaining to domestic violence.

The VAWA grant was awarded effective March 1, 1996, and the project was initiated in four pilot districts. Due to realized economies in the budget, the project has since been expanded to five additional judicial districts. The districts currently participating in this project are: the City and County of Denver, 4th, 6th, 8th, 9th, 10th, 17, 19th, and 22nd Judicial Districts.

Effective June 1996, Chief Justice Volland directed that domestic violence perpetrators be screened for risk, with those identified as high-risk receiving further assessment. This policy, consistent with other sections of the directive, ordered probation to begin using "risk-for-reoffending" as the basis for prioritizing the utilization of probation resources.

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Given these mandates, the Office of Probation Services developed the Domestic Violence Screening Instrument (DVSI), a screening protocol, and later adopted the Spousal Assault Risk Assessment (SARA), an assessment model.

Pursuant to CRS 18-6-805, sections 18-6-802 and 18-6-803 of the domestic violence statute are scheduled for repeal on July 1, 1998. The sections specifically address standards for treatment of domestic violence perpetrators, the appointment of local certification boards and the state commission. The repeal of these sections will leave judges without a statutory structure for sentencing domestic violence offenders and probation officers without a qualitative measure for selecting treatment providers.

The DVSI is designed to be used pre-plea and is a structured criminal history check. Scoring on the DVSI determines whether State probation or a private probation vendor will supervise the offender. The second instrument, the SARA, was developed by the British Columbia Institute on Family Violence in order to identify and address treatment needs for domestic violence offenders. In the project, the SARA is being used to determine supervision level. A goal of the project is to produce instruments that will allow for risk classification and support recommendations for differentiated treatment. One of the chief complaints of the current system is that the same level of treatment intervention is recommended for every offender; this project will attempt to address this issue.

Validation of the DVSI and the SARA will be conducted through the University of Colorado's Center for the Study and Prevention of Violence. Integral to the validation will be criminal records checks and victim contacts to check for the occurrence of additional violence.

In addition to the creation and validation of the screening and assessment instruments, the pilot sites have initiated a model supervision program for this population. Based on CJD 96-05, domestic violence offenders will now receive the full complement of probation services, to include screening, assessment and a supervision level based on risk. The collection of data to be used in the validation of the instruments was initiated in July 1997. As of December 1997, there have been 2,486 offenders screened in the four initial pilot districts.

The Office of Probation Services intends to seek a follow-up grant to expand assessment statewide and to develop enhanced perpetrator supervision and a means to provide improved Judicial responses to domestic violence violations.

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