

COLORADO COMMUNITY CORRECTIONS

**ANNUAL REPORT
FY 2007**

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Colorado Community Corrections

Annual Statistical Report Fiscal Year 2006-2007

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Introduction

The Office of Community Corrections is a part of the Division of Criminal Justice in the Colorado Department of Public Safety. The mission of the Office of Community Corrections is to enhance public safety by working to improve the supervision and rehabilitation of offenders assigned to community corrections across Colorado.

The Office of Community Corrections works collaboratively with many agencies, including the Colorado Department of Corrections, the Colorado Judicial Department, community corrections boards in the various judicial districts and community corrections providers. As part of its duties, the Office of Community Corrections, audits and monitors community corrections boards and programs to ensure compliance with contracts, federal grant requirements and with the *Colorado Community Corrections Standards*.

Subject matter experts in the Office of Community Corrections provide essential technical assistance related to the *Standards*, the use of data collection forms, the accuracy of offender earned time/sentence reduction computations and the use of the Standardized Offender Assessment instruments.

The Office of Community Corrections is also responsible for the distribution and expenditure of state and federal funds, the administration of community corrections contracts and federal grant programs, community corrections-related data collection and the preparation of reports to the Colorado General Assembly, the federal government and the public.

This report summarizes activities in community corrections programs from July 1, 2006 to June 30, 2007.

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
- specialized treatment for offenders with a history of substance abuse and mental illness

During the 2006-2007 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. Six of these programs are operated by units of local or state government. The remaining programs were operated by private agencies. Four of these programs serve female offenders exclusively.

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 2006-2007 fiscal year, the Division of Criminal Justice funded the following beds:

Transition		Diversion	
1,425	Transition	1,231	Diversion residential
80	Parole	1,230	Diversion non-residential
98	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 2 on page 6 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. Board members are typically appointed by locally elected officials; they have the authority to screen and accept or reject any offenders referred to programs in their communities. Offenders who are not approved for placement in the local program return to the sentencing judge for an alternative placement.

Boards may institute guidelines for 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 programs to better serve the needs of the offenders.

New Programs

The Garfield County Board of County Commissioners approved 1.5 million dollars in 2006 for the construction of a new 60-bed facility located in Rifle. The new facility has the capacity to hold 50 male and 10 female offenders. In addition, the facility will provide substance abuse and treatment and female specific services.

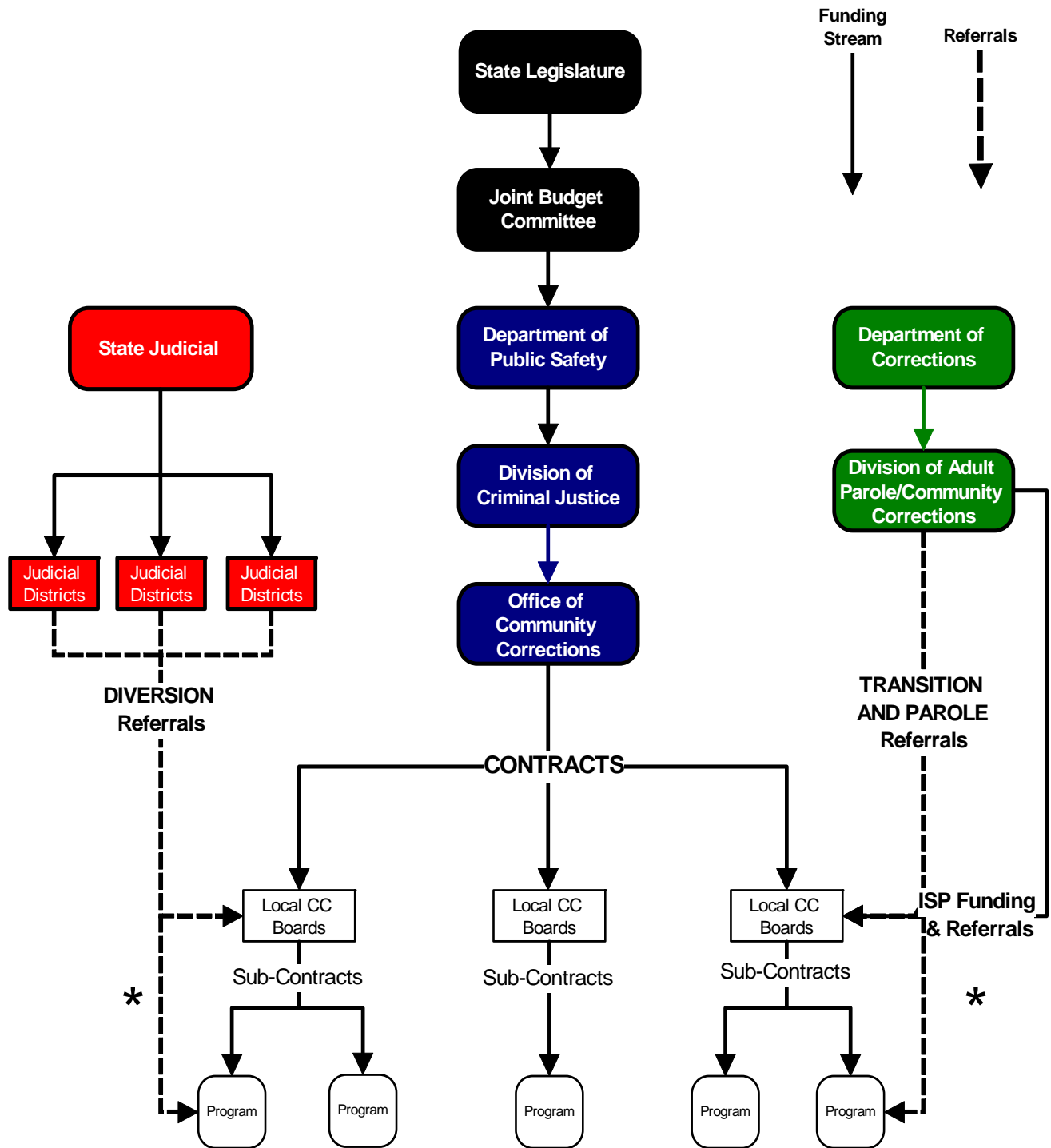
Figure 1 is a summary of the community corrections programs and the number of residential, non-residential and Intensive Residential Treatment (IRT) offenders who were discharged during FY 2006-2007.

Figure 1 FY 2006-2007 Funded Beds and Discharge Forms Received

J D #	Funded Beds					Program	Location	Discharge Forms Received						
	Res	NR	Tran	Parole	IRT			Div Res	Div NR	Tran	Parole	ISP	IRT	
1	92	116	77	5		Intervention Community Corrections Services	Lakewood	205	81	121	9	2		
2	179	229	448	21		Correctional Management Inc.- Columbine	Denver	8		49	1			
						Correctional Management Inc. – Fox		20		120	3	1		
						Correctional Management Inc.- Dahlia		33		104	5			
						Correctional Management Inc.- Ulster		34		84	2	1		
						Independence House- Federal								
						Independence House- Pecos		89		87	4	8		
						Independence House- Fillmore		8		53	12	5		
						A.R.T.S.- Peer I		81	51	51	3	2		
						A.R.T.S.- The Haven		51		18	2			
						Tooley Hall		72	22	50				
						Williams Street Center		67	38	130	15	4		
Phase I	322		14											
3	4	4				No program								
4	134	153	173	13	26	COMCOR, Inc. Diversion Program	Colorado Springs	334	107				314	
						COMCOR, Inc. Transition Program				176	8			
						Community Alternatives of El Paso County		95	62	153	5	2		
						Gateway: Through the Rockies				12				
5	19	20				No program								
6	23	14	19	3		Hilltop House	Durango	47	14	25				
7	27	16				ComCor., Inc. – Non-res only			13					
8	87	99	95	4	6	Larimer County Community Corrections	Ft. Collins	229	95	113	15	8	64	
9	22	15	13	1		Garfield County Community Corrections	Glenwood Springs	26	13	24				
10	57	43	43	4		Pueblo Community Corrections Services, Inc.	Pueblo	50	21	43	1			
						Minnequa Community Corrections		136	80	57	2			
11	9	9				No program								
12	14	6	32	1	36	San Luis Valley Community Corrections	Alamosa	109	25	64	2		383	
13	13	13	30	6		Advantage Treatment Center	Sterling	23	3	21	19	1		
14	13	10	28	1		Correctional Alternative Placement Services	Craig	26	15	38	6			
15	8	4				No program								
16	28	16				No program								
17	153	138	123	6		Avalon- Phoenix Center	Henderson	166	45	156	8	9		
						Avalon- Loft House		58		20	1	1		
						Time to Change		97		21	66	1	4	
18	160	184	208	4		Arapahoe County Residential Center	Littleton	78	29	194	3	1		
						Arapahoe Community Treatment Center		137		58	93	2	2	
						Centennial Community Transition Center		109		31	96	4	2	
19	83	67	45	4	30	Avalon- The Restitution Center	Greeley	132	54	73	6			
						Avalon- Residential Treatment Center							252	
20	41	35	35	1		Correctional Management Inc.	Boulder	41	26	35	1	2		
						Boulder Community Treatment Center								
						Correctional Management Inc.- Longmont Community Treatment Center		49		4	27	3		
21	58	35	47	4		Mesa County Community Corrections	Grand Junction	91	90	62	5		3	
22	5	4				No program								
2			8.7	2		Non- allocated beds								
	1231	1230	1286	80	98	TOTALS		2701	998	2403	148	55	1016	

The ISP beds are included in the funded Transition beds. Condition of Probation beds are included in the funded Diversion beds.

Figure 2
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 2006-2007 fiscal year (July 1, 2006 - June 30, 2007).

The information 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 is discharged during the fiscal year. Forms were reviewed by DCJ for general accuracy and completeness; however, DCJ ultimately 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 over-represent offenders who are discharged 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 is discharged from a program.

As of FY 06-07, data was collected from the two short-term, jail based programs: Phase I at the Denver County Jail and Gateway: Through the Rockies at the El Paso County Jail. This data is now included as part of the analysis in the Short-Term, Jail-Based section of this report.

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 serves 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.

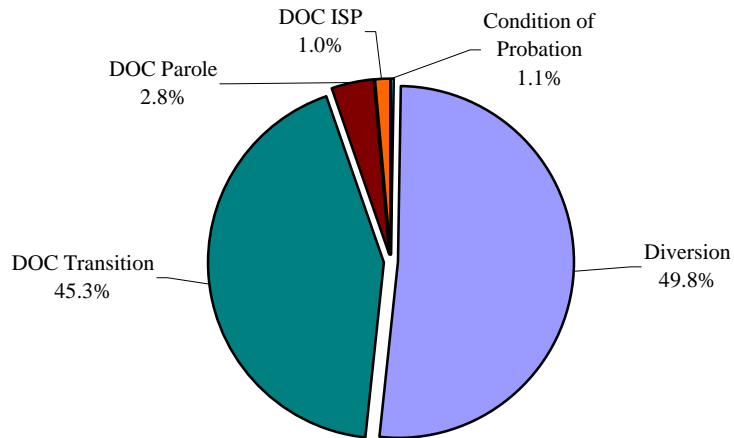
Transition offenders are returning to the community after serving a Department of Corrections prison sentence. These offenders include parolees and offenders in the Intensive Supervision Program (ISP). Transition offenders are referred to community corrections boards and programs from the Department 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 2006-2007, residential community corrections programs discharged **5,307** offenders. Offenders may have been transferred from one residential facility to another, or discharged more than once from a residential facility.

Fifty-one percent (**51%**) of all residential community corrections offenders were Diversion offenders and forty-nine percent (**49%**) were Transition offenders. Female offenders made up twenty percent (**20%**) of the population. Fifty-six (**56%**) of the female offenders were diversion offenders.

Figure 3

Offender Legal Status

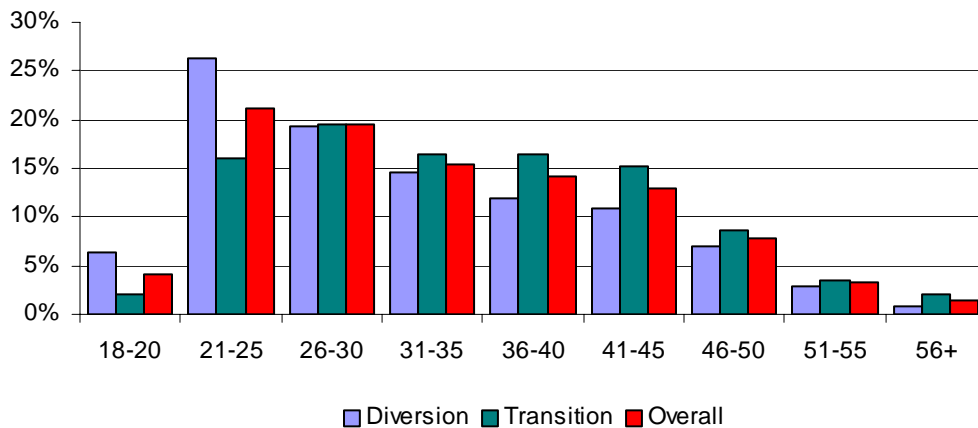


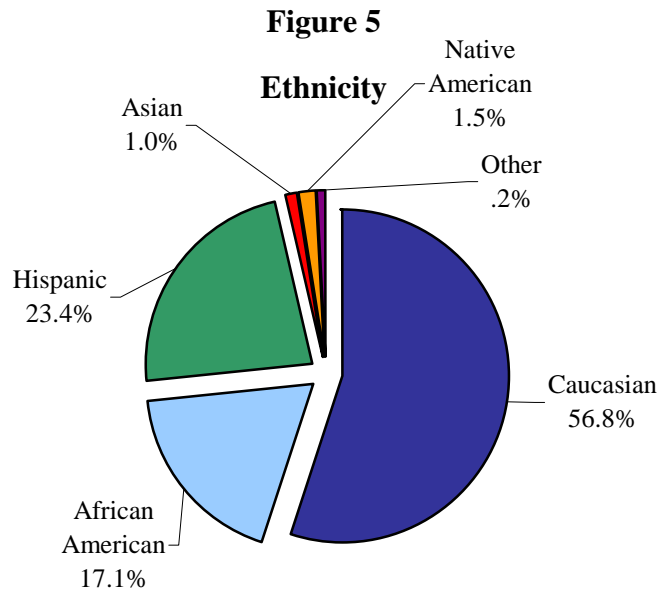
Demographics

The profile of the “typical” residential community corrections offender has been consistent for many years: male, Caucasian, single, with a high school diploma or GED. The typical offender has at least one prior felony convictions, is currently serving a sentence for a class 4 felony and successfully completes residential community corrections. Figure 4 reports that the average male and female Diversion offender was 21-25 years of age, and the average male and female Transition offender was 26-30 years of age. Figure 5 reports the ethnicity of the residential population. The ethnic breakdown is consistent for both male and female offenders.

Figure 4

Offender Age Range





Criminal History

Current Felony Offenses

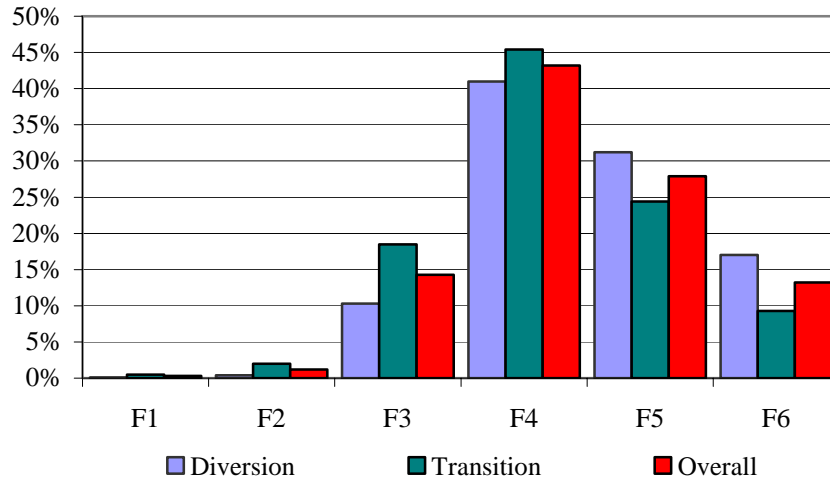
Most community corrections offenders in FY 2006-2007 were serving sentences for non-violent, mid-level felony offenses. The most common types of offenses committed by both Diversion and Transition offenders were drug-related offenses, theft and burglary. This has been a consistent trend over the past several years. Figure 6 depicts the most frequent convictions for which Diversion and Transition offenders were serving sentences.

Figure 6: Category of Crime

Crime Category	n	% of Population	Crime Category	n	% of Population
Controlled Substance	1946	36.7	Weapons	62	1.2
Theft	801	15.1	Sex Assault	48	.9
Burglary	575	10.8	Child Abuse	47	.9
Assault	376	7.1	Intimidation	41	.8
Forgery	309	5.8	Kidnapping	25	.5
Motor Vehicle	253	4.8	Miscellaneous	21	.4
Escape	177	3.3	Arson	20	.4
Driving Related	170	3.2	Organized Crime	13	.2
Robbery	161	3.0	Habitual Criminal	8	.2
Criminal Mischief	98	1.8			
Homicide	84	1.6			
Fraud	72	1.4			
			Total	5307	100

Eighty-nine percent (89%) of Diversion offenders and seventy-nine percent (79%) of Transition offenders were serving sentences for either a class 4, 5 or 6 felony. Figure 7 depicts the current felony class of both Diversion and Transition offenders.

Figure 7:
Current Felony Class



Prior Felony Offenses

Thirty-one percent (31%) of all community corrections clients had no prior adult felony convictions. The percentage of Diversion offenders with no prior felony convictions (35%) was higher than the Transition offenders with no prior felony convictions (26%). Sixty-seven percent (67%) of all offenders had less than three prior felony convictions. Eighty-six percent (86%) of all offenders had no prior violent felony convictions.

The average age of the first arrest for all offenders was nineteen years old.

Criminal History Scores

A Criminal History Score (Mande, 1986) is a composite score that reflects the seriousness of an offender’s criminal past.

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.¹ In the files studied, it was found that the higher the score, the more frequently program infractions occurred.

¹ K. English, M. Mande, “Community Corrections in Colorado: Why Do Some Succeed and Others Fail?” Colorado Department of Public Safety, Division of Criminal Justice, 1991.

Figure 8 compares Criminal History Scores for FY 2006-2007 and the past five fiscal years. The Criminal History Score range is 1-4.

Figure 8: Criminal History Scores

FY	Diversion		Transition		Overall	
	Mean	Median	Mean	Median	Mean	Median
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
FY 04/05	2.44	3.0	2.91	4.0	2.66	3.0
FY 05/06	2.55	3.0	3.01	4.0	2.78	3.0
FY 06/07	2.46	3.0	2.92	4.0	2.68	3.0

The average criminal history score for Diversion and Transition offenders has increased slightly over time.

The overall average criminal history score for female offenders was 2.50 and 2.72 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 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 separate instruments comprise the SOA battery, three of which are described below.

The **Simple Screening Instrument (SSI-R)**, 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- Revised (ASUS-R)** 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 for the offender. The Defensive scale measures the degree to which an offender is willing to disclose sensitive information on the ASUS-R. Figure 9 outlines the SOA-R scales.

Figure 9: SOA Scales

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

Figures 10(a), 10(b) and 10(c) provide the mean SOA scores for community corrections offenders in FY 06-07. This data is consistent with FY 05-06 data. In comparison to male offenders, female offenders in community corrections generally had higher SSI-R scores, higher LSI scores, and higher ASUS-R Disruption scores. This data indicates that female offenders are slightly guarded in the disclosure of alcohol/drug abuse information on the ASUS, as evidenced by similar mean scores on the ASUS-R 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 06-07 were similar between Diversion and Transition offenders.

Figure 10(a): Aggregate Mean SOA-R Scores

	Initial LSI (Mean)	6-Month LSI (Mean)	SSI Score (Mean)	ASUS Disruption (Mean)	ASUS Defensive (Mean)
Males	27.25	23.60	5.60	16.15	10.22
Females	28.44	24.65	6.78	22.19	9.30
ALL	27.49	23.85	5.84	17.44	10.02

Figure 10(b): Mean LSI Scores by Gender

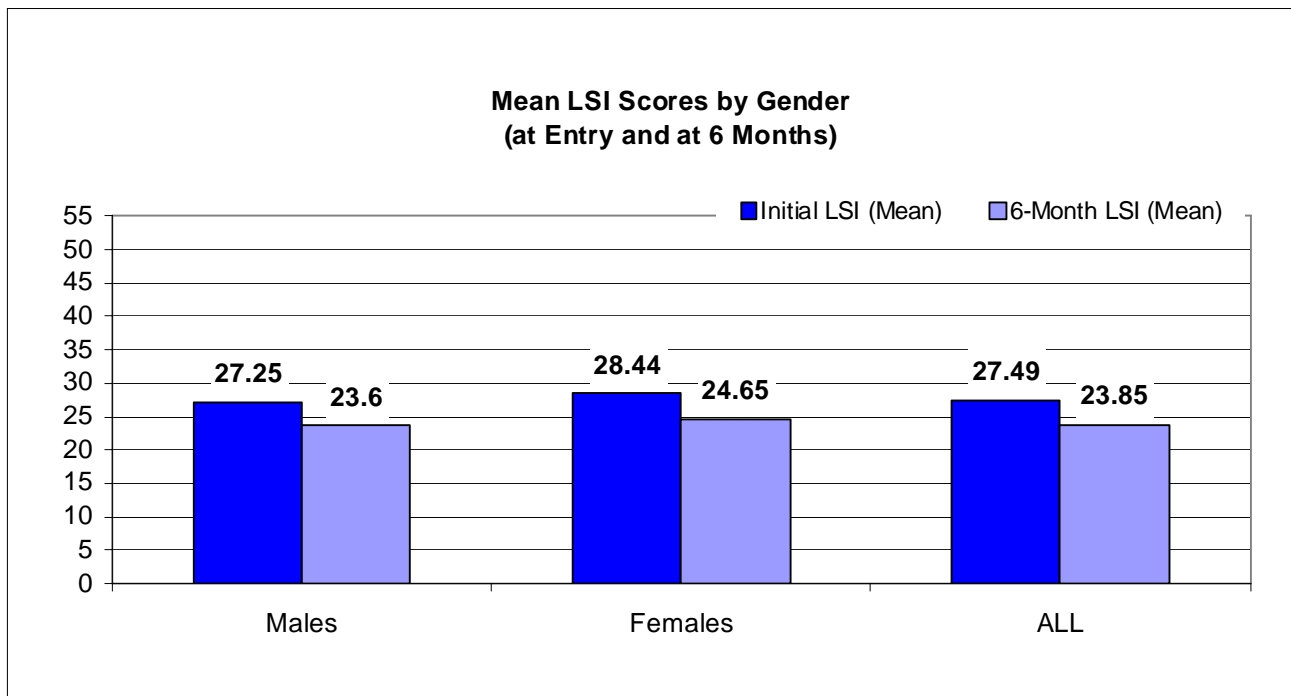
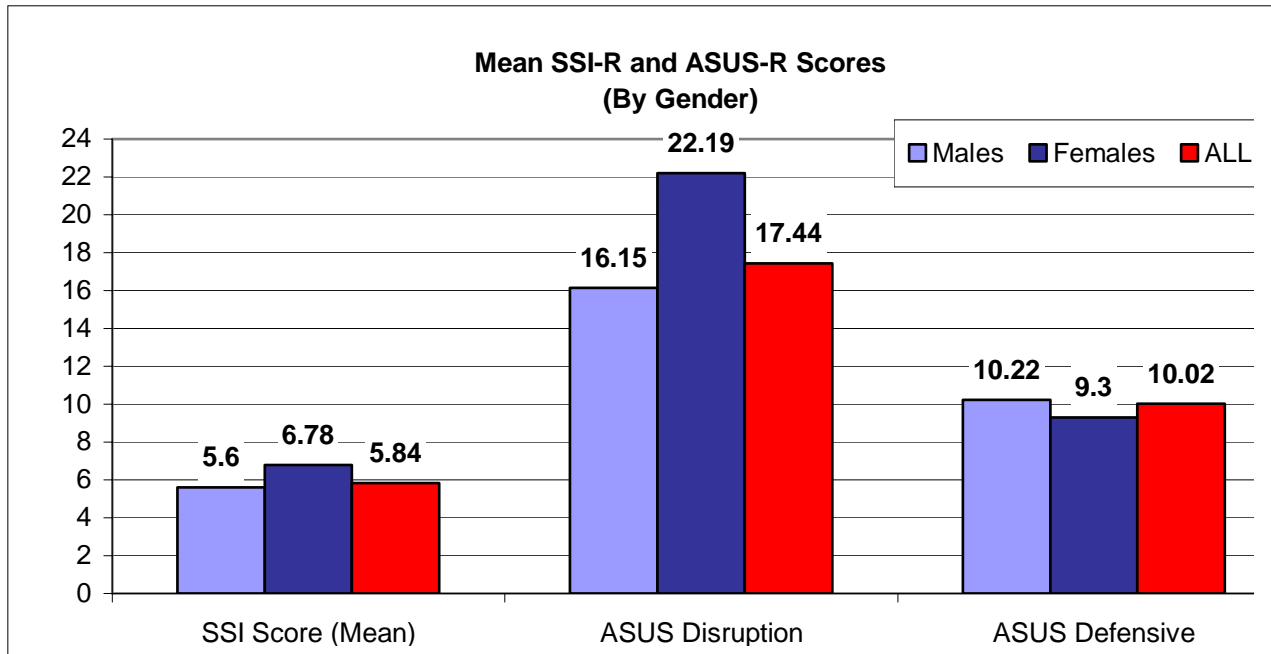


Figure 10(c)



Substance Abuse Treatment

In conjunction with the SOA-R, a standardized treatment system for offenders is used in community corrections. The treatment system consists of eight categorical levels. Scores on the SOA-R 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 11(a) and 11(b) report the percentage of male and female offenders in community corrections who are assessed at each level of substance abuse treatment. Generally, a higher proportion of female offenders are 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 needs among female community corrections offenders.

Figure 11(a): Substance Abuse Level Assessment

	(1) No TX	(2) Drug & Alcohol Weekly	(3) Weekly Outpatient	(4A) Enhanced Outpatient	(4B) Intensive Outpatient	(4C) Intensive Residential TX	(6) Therapeutic Community	(7) MH Referral
Male	3.4%	4.5%	44.4%	20.8%	7.4%	6.6%	5.3%	.4%
Female	2.2%	3.2%	45.4%	19.4%	7.1%	9.7%	7.8%	.9%
ALL	3.2%	4.2%	44.6%	20.5%	7.4%	7.2%	5.8%	.5%

Figure 11(b): Substance Abuse Treatment Needs by Gender

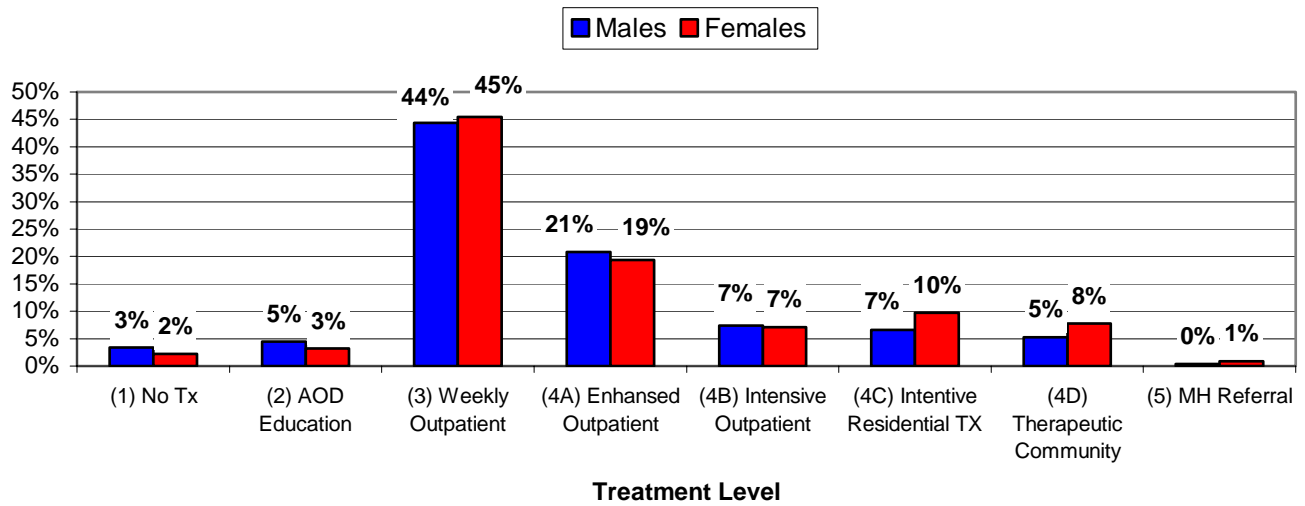
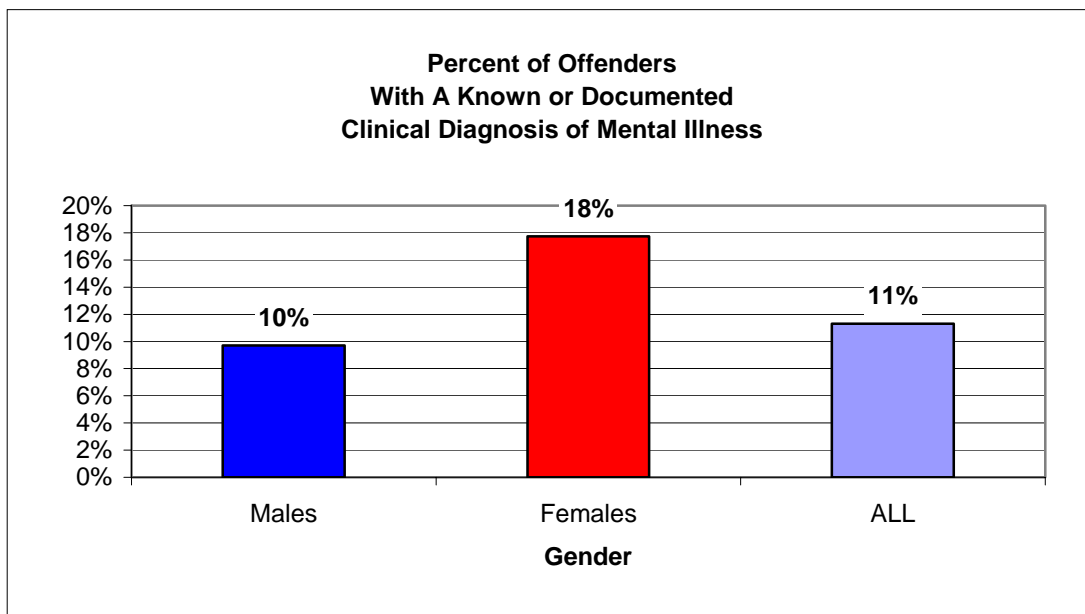


Figure 12 reports the percentage of community corrections offenders who have had a known or documented clinical diagnosis of mental illness. Generally, when compared to males, a higher proportion of female offenders have had involvement with mental illness. This figure has increased by 7% from FY 05-06.

Figure 12: Rates of Mental Illness

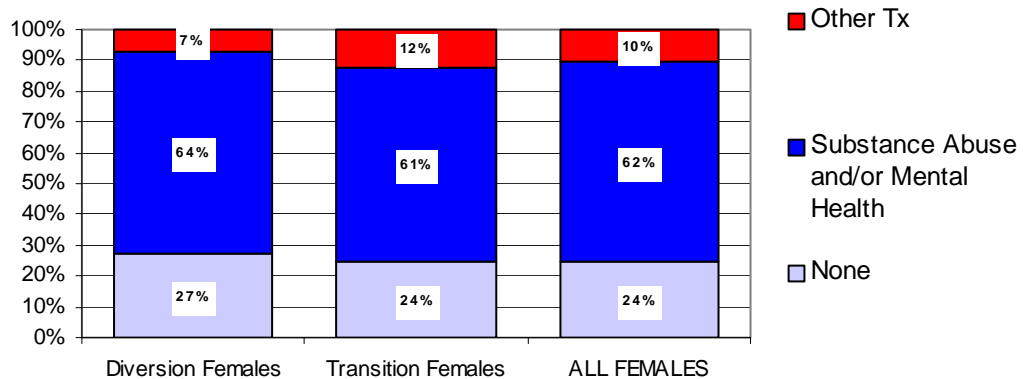


Figures 13(a) and 13(b) report from two different perspectives the percentage of female offenders who received services that were specifically designed for women. Overall, **75%** of female offenders received some form of female-specific treatment while in community corrections.

Figure 13(a): Female-Specific Treatment Rates

Female- Specific Treatment					
	None	Substance Abuse Only	Mental Health Only	Both Substance Abuse <u>and</u> Mental Health	Other
Diversion Females	26.6%	44.8%	2.8%	15.9%	7.6%
Transition Females	24.2%	43.2%	2.8%	14.8%	12.3%
ALL FEMALES	25.5%	44.1%	2.8%	15.4%	9.7%

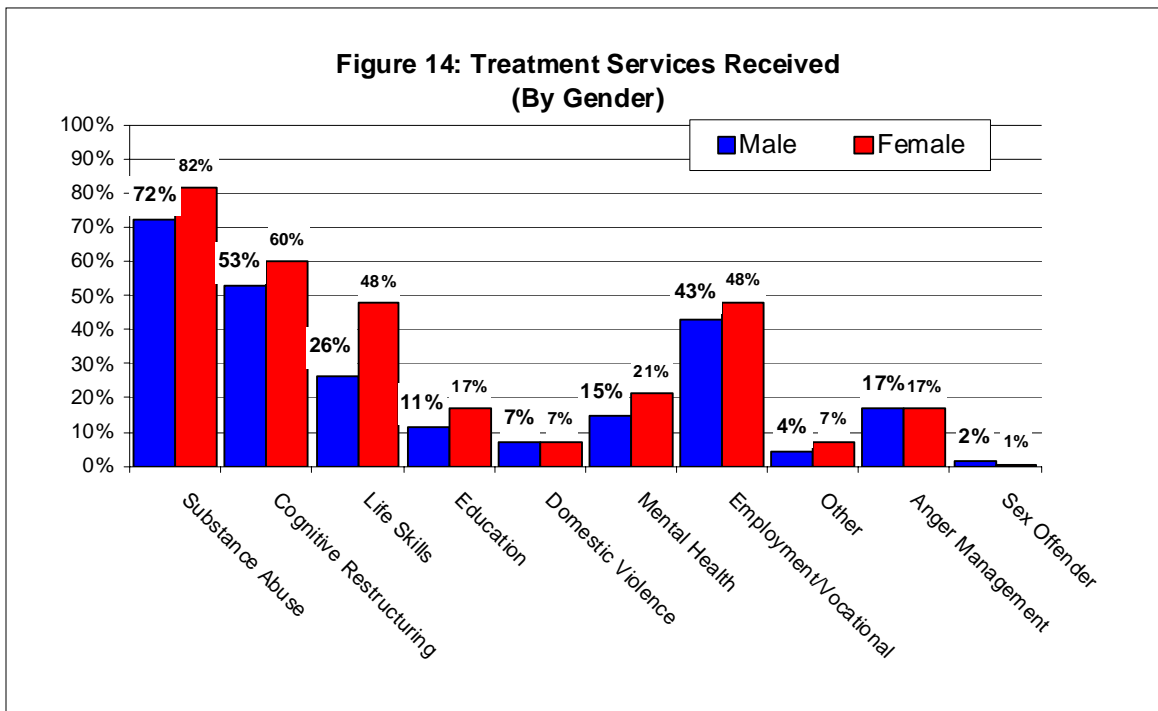
Figure 13(b): Female-Specific Treatment Rates



Community Corrections Services

Community Corrections programs provide a variety of services to offenders. These services generally include case management, life skills training, drug and alcohol education, money management assistance, and educational and vocational guidance. Often, offenders purchase services beyond those 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 14 represents types of services received by offenders under community corrections supervision. Generally, females receive a higher proportion of services while in community corrections.



Discharges

Offenders are discharged from community corrections residential programs when they complete the length of their sentence, transfer to another residential program, progress to a non-residential programs or when they violate pre-determined rules. In FY 2006-2007, fifty-five percent (**55%**) of the Diversion offenders and sixty two percent (**62%**) of the Transition offenders successfully completed their residential placement. Twenty-three percent (**23%**) of the Diversion offenders and nineteen percent (**19%**) 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 **less than two percent (74)**. This number does not include discharges due to escape.

Eighty-eight percent (**88%**) of the new crimes were non-violent. Misdemeanor thefts and drug related charges make up the majority of the new crimes. Twelve percent (**12%**) of the overall discharges were for escape.

The termination data is presented in Figures 15(a) and 15(b).

Figure 15: Discharge Reason

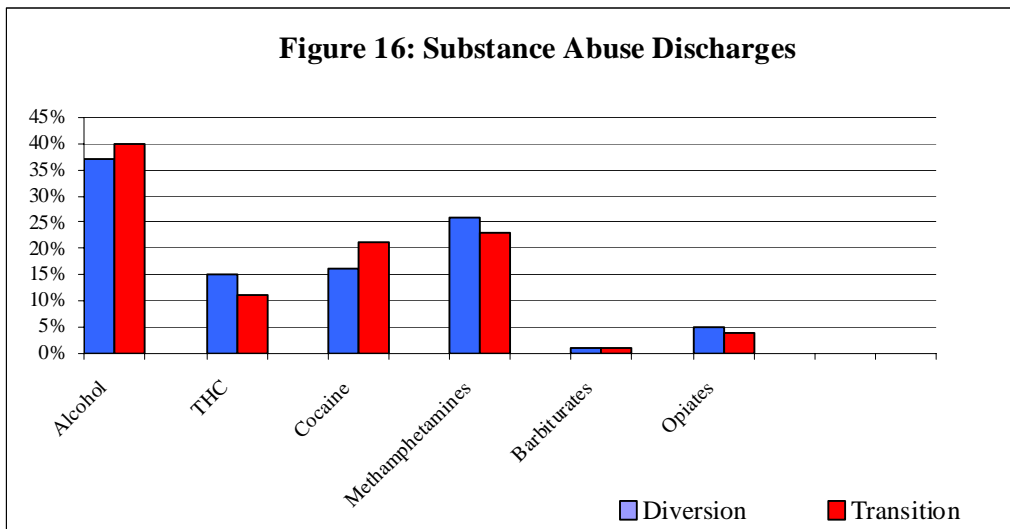
Offender Type	Successful		Transfer		Escape		New Crime		Old warrant		Technical violation		Other	
	N	%	n	%	n	%	n	%	n	%	n	%	n	%
Diversion	1491	55.2	155	5.73	341	12.6	48	1.8	32	1.2	607	22.5	27	.09
Transition	1618	62.1	85	3.26	293	11.2	26	1.0	45	1.7	503	19.3	36	1.38
Overall	3109	58.9	240	4.50	634	11.9	74	1.4	77	1.5	1110	20.9	63	1.18

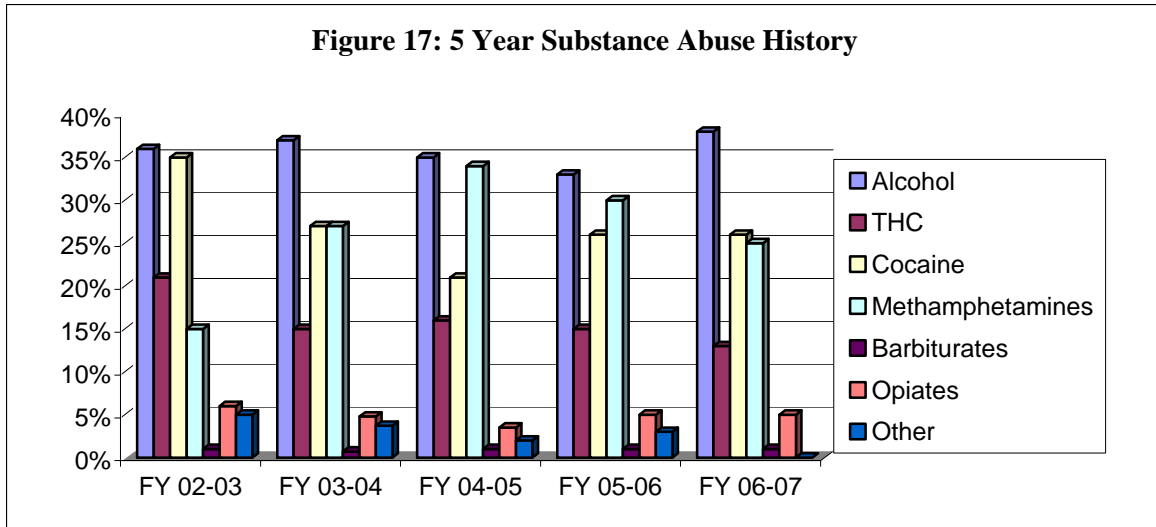
Technical Violations

Discharges due to technical violations fall into two categories. One category consists of rules that reflect the offender’s behavior and actions, including disobeying a lawful order, unaccountable time or location while signed out of the facility or failure to follow the program plan. The other category of technical violation is substance abuse while residing in the facility. Of the **1110** offenders discharged due to technical violations, **507 (45%)** were substance abuse-related discharges, while **704 (64%)** were behavioral or programmatic rule violations.

Substance Abuse Discharges

Figure 16 shows the substance(s) abused that resulted in the termination or transfer. For both Diversion and Transition offenders, **alcohol** was the primary substance used and **amphetamine** was the secondary substance used resulting in termination. It is important to note that some tests were positive for more than one substance. Figure 17 reports the last five fiscal years of discharges for substance abuse.





Employment at Termination

Figure 18a and 18b outlines offender employment by termination reason. Employed includes full and part time offenders and unemployed includes any offender who is disabled and unable to work.

Figure 18(a): Employment at Termination- Diversion Offenders

Employment Type	Successful		Transfer		Escape		New Crime		Old warrant		Technical violation		Other	
	N	%	n	%	n	%	n	%	n	%	n	%	n	%
Employed	1425	96	85	55	191	56	39	81	22	69	407	67	12	45
Unemployed	66	4	70	45	150	44	9	8	10	31	200	33	15	55

Figure 18(b): Employment at Termination- Transition Offenders

Employment Type	Successful		Transfer		Escape		New Crime		Old warrant		Technical violation		Other	
	N	%	n	%	n	%	n	%	n	%	n	%	n	%
Employed	1516	94	59	70	179	61	19	73	30	67	333	66	16	45
Unemployed	102	6	26	30	114	39	7	27	15	33	170	34	20	55

Length of Stay

The mean length of stay for all offenders in all discharge categories is 176 days, just under 6 months (Median = 154 days). The mean length of stay for offenders who successfully discharge from a program is **217 days**, just over **7 months** (Median = 192 days). The mean length of stay for offenders that terminate due to an escape is **88 days** (Median = 60 days). The differences between males and females are not significant.

Figure 19 outlines the variations in length of stay in days by termination reason for Diversion and Transition offenders.

Figure 19: Average Length of Stay in Days by Termination Type

Offender Type	Successful		Transfer to Comcor		Escape		New Crime		Old warrant		Technical violation		Transfer to IRT	
	Div	Tran	Div	Tran	Div	Tran	Div	Tran	Div	Tran	Div	Tran	Div	Tran
N	1491	1618	34	64	341	293	48	26	32	45	607	503	121	21
Mean	239	196	94	136	79	97	148	166	114	105	154	132	56	110
Median	208	177	68	112	55	62	122	142	67	67	111	105	25	91

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 typically 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 transferred to the Intensive Supervision Program (ISP).

Figure 20 reveals that **82%** of all offenders discharged from community corrections are released for further supervision. Other types of discharges are also indicated.

Figure 20: Discharge Destinations

Discharge Destination	%	n
No further supervision	17.4	921
Non-residential	23.3	1238
Transfer (to another community corrections program)	4.1	219
Parole	13.1	697
DOC ISP	16.0	849
Probation ISP	1.2	64
Incarceration	23.9	1271
Other (hospital, sentence reconsideration, etc)	.9	48

Non-Residential Community Corrections

The non-residential phase of community corrections is designed to assist in the transition of stabilized residential Diversion offenders back into the community with a gradual decrease in supervision. These offenders have conducted themselves well in a highly structured residential setting. They have obtained 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, honor their financial responsibilities and remain drug and alcohol free.

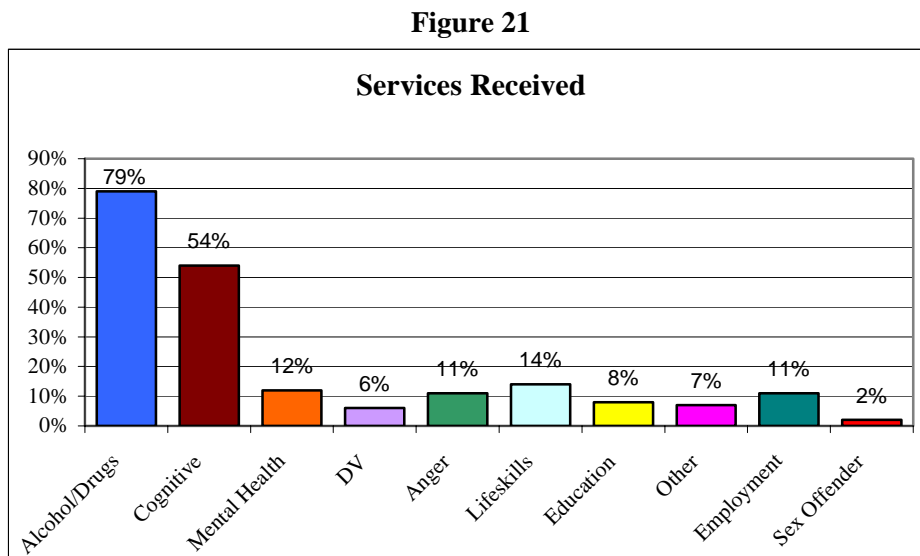
Demographics

During the 2006-2007 fiscal year, **998** 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. Seventy-five percent (**75%**) were male, while twenty-five percent (**25%**) were female. The ethnicity, age range and entry-level education 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 addiction support groups, educational/vocational rehabilitation services and treatment programs.

Figure 21 reports the percentage of offenders who participated in specific services while in a non-residential program.



Discharges

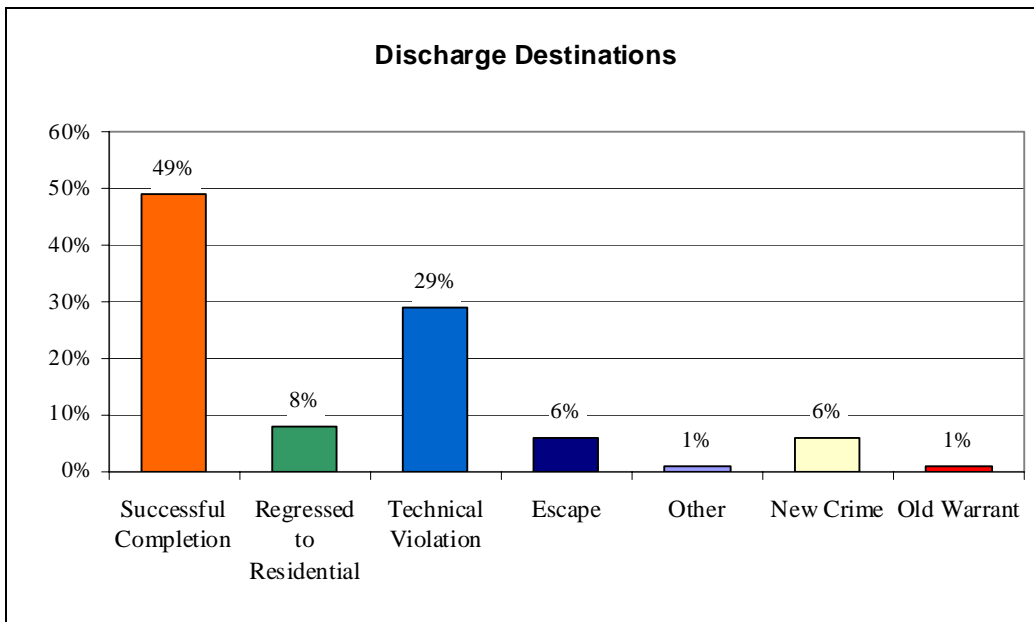
The average (mean) non-residential length of stay for all offenders was **332 days**. The median length of stay was **213 days**. The average length of stay for offenders discharging successfully was **466 days**. (median = 355 days). The average length of stay for offenders discharging negatively was **198 days**. (median = 128 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-nine percent (**49%**) of offenders discharged from non-residential placement successfully. This type of discharge generally involves sentence completion or sentence reconsideration. Thirty percent (**30%**) of 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. Seventeen percent (**17%**) of offenders were discharged as a result of a technical violation which resulted in incarceration.

Six percent (**6%**) of the non-residential offenders were discharged due to escape or failing to remain in contact with case management staff. Three percent (**3%**) of offenders were discharged as the result of a new crime.

Figure 22 describes the various discharge destinations.

Figure 22



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.

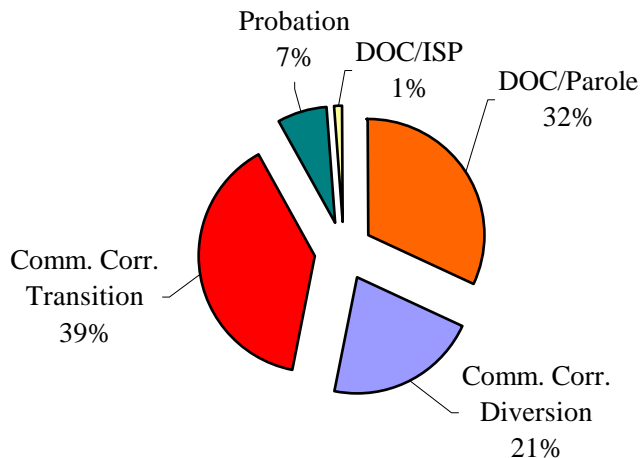
Intensive residential programs last 45 days. The purpose of IRT is to provide a brief, intense treatment intervention. Treatment is aimed at increasing positive coping and relapse prevention skills and identifying negative thinking errors that have resulted in prior substance abuse and criminal behavior. Offenders do not leave the facility for the duration of the program. IRT programs receive a differential per diem of \$17.26 per day to offset the costs of treatment and subsistence fees.

During the 2006-2007 fiscal year, there were **five** IRT programs in the Colorado community corrections system. During this time there were **1016** offender discharges. The demographics of the offenders in IRT are similar to the offenders in the residential program. Eighty percent (**80%**) or 815 of IRT participants were male, and twenty percent (**20%**), or 201, 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. After successful completion, the offender will transfer back to a residential community corrections program to participate in a residential program. Figure 23 reports the IRT referral sources.

Figure 23: IRT Referral Source



Reasons for Referrals

Offenders may be referred to IRT programs as a condition of their supervision or for failure to progress in a residential program, often as the result of a technical violation for drug use.

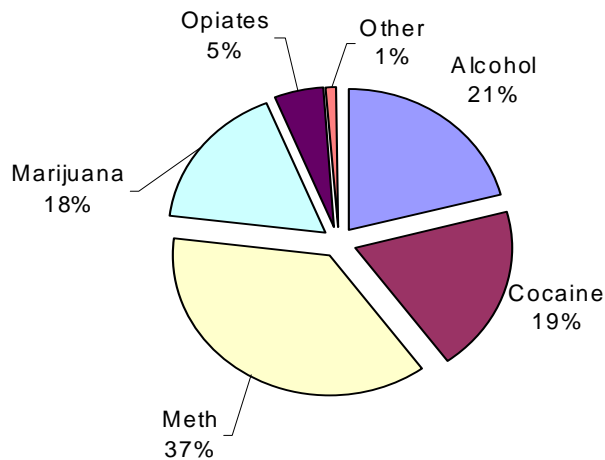
Previous Substance Abuse and Treatment

Eighty-four percent (**84%**) of IRT offenders have participated in some form of prior substance abuse treatment. Fifty percent (**50%**) have had prior IRT treatment. IRT offenders also reported that on average their first drug use was at age 14.

Drugs of Choice

During the 2006-2007 fiscal year, thirty-seven percent (**37%**) of IRT offenders reported that their primary drug of choice was amphetamines. Twenty-one percent (21%) of offenders reported that their drug of choice was alcohol. Figure 24 reports these findings.

Figure 24: Drugs of Choice



Standardized Offender Assessment and Treatment

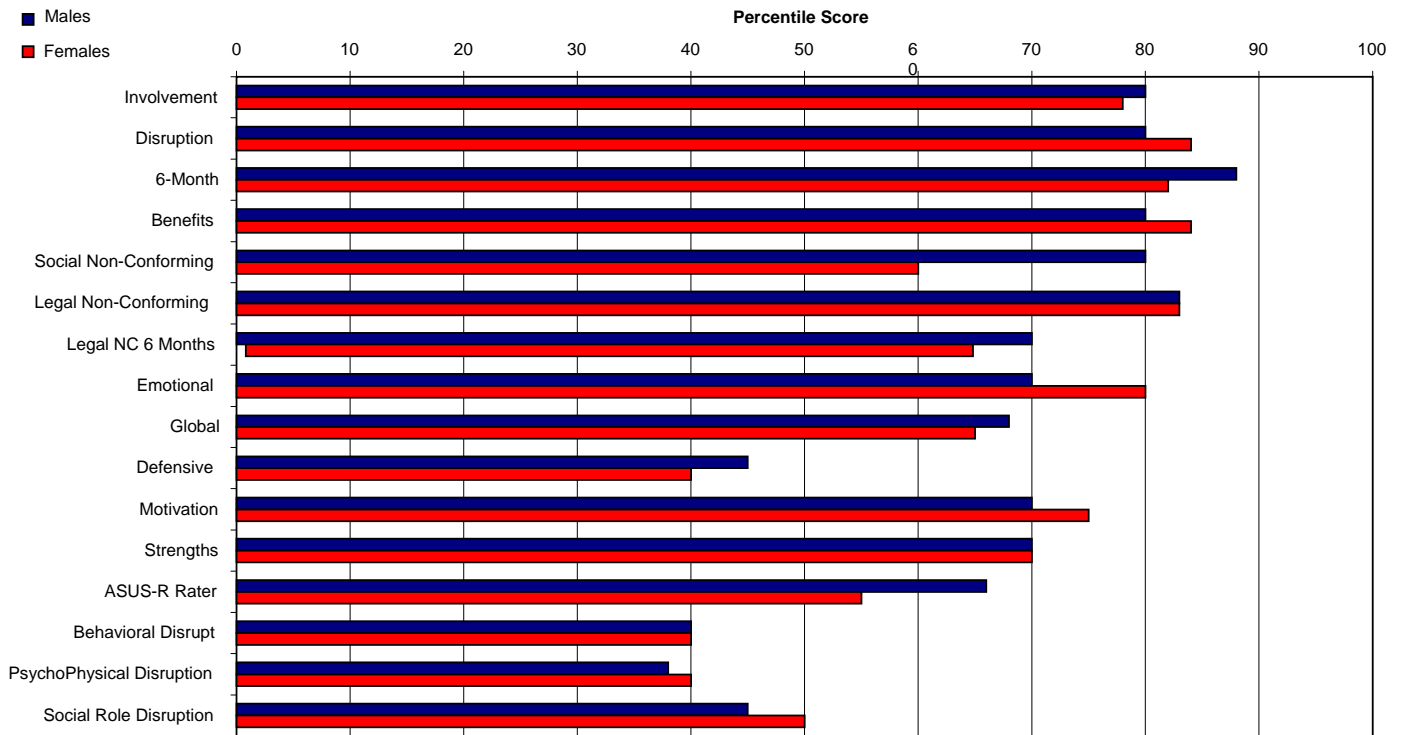
The SOA-R consists of a battery of instruments that measures an offender's risk of recidivism, relapse risk, and other criminogenic needs. The SOA-R also is used to develop a supervision and treatment plan for offenders. Figure 25(a) shows the SOA-R subscales, the possible score ranges, and the domains that are measured by each scale, with the mean SOA-R subscale scores for male and female IRT clients in fiscal year 06-07. Figure 25(b) reports ASUS-R scores for IRT offenders.

Figure 25(a): SOA-R Subscale Information

Instrument	Possible Score Range	Measure	Males		Females		All IRT Clients	
			Raw Score	Percentile Score*	Raw Score	Percentile Score*	Raw Score	Percentile Score*
LSI Total Score	0-54	Risk of Recidivism/Criminogenic Needs	30.9	-	30.4	-	30.9	-
ASUS-R – Involvement	0-40	Lifetime Involvement with Drugs/Alcohol	13.1	80	11.8	78	12.8	80
ASUS-R - Disruption	0-80	Disruptive Consequences of Drugs/Alcohol	26.1	80	28.7	84	26.6	82
ASUS-R - 6-Month	0-99	6-month Involvement/Disruption	14.1	88	11.5	82	13.7	86
ASUS-R - Benefits	0-30	Perceived Benefits of Drugs/Alcohol Use	12.7	80	14.0	84	12.9	80
ASUS-R - Social Non-Conforming	0-36	Antisocial/Rebellious Thoughts, Attitudes, and Beliefs	13.9	80	11.0	60	13.4	75
ASUS-R - Legal Non-Conforming	0-42	Lifetime Antisocial/Rebellious Behaviors	19.9	83	19.5	83	19.8	83
ASUS-R - Legal NC 6 Months	0-33	6 Month Antisocial/Rebellious Behaviors	5.8	70	5.2	64	5.7	66
ASUS-R - Emotional	0-30	Emotional Disruption/Mood Problems	8.9	70	9.8	80	9.1	70
ASUS-R – Global	0-164	Overall Measure of Relapse Risk	49.5	68	48.7	65	49.3	68
ASUS-R - Defensive	0-21	Defensiveness/Guardedness	9.3	45	8.6	40	9.2	45
ASUS-R – Motivation	0-21	Motivation for Change	16.0	70	16.6	75	16.1	70
ASUS-R – Strengths	0-27	Perceived Strengths	15.9	70	16.1	70	16.0	70
ASUS-R - ASUS-R Rater	0-18	Rater’s Evaluation of Client’s Involvement and Disruption	13.4	66	12.4	55	13.2	62
ASUS-R – Behavioral Disrupt	0-24	AOD Disruption of Behaviors	6.5	40	6.9	40	6.6	40
ASUS-R – Psycho-Physical Disruption	0-40	AOD Disruption of Psychological and Physical Issues	12.2	38	13.6	40	12.5	39
ASUS-R - Social Role	0-16	AOD Disruption of Clients Social Role & Environment	7.2	45	8.2	50	7.4	48
TxRW – Biomedical	0-4	Biomedical Problems	2.0	-	1.8	-	1.9	-
TxRW – Emot/Behav/Cog	0-4	Emotional/Behavioral/Cognitive Problems	2.4	-	1.8	-	2.3	-
TxRW – Readiness to Change	0-4	Motivational Problems	1.9	-	1.5	-	1.8	-
TxRW – Relapse/Recid Risk	0-4	Risk of Relapse and Recidivism	2.6	-	2.1	-	2.5	-
TxRW – Recovery Environ	0-4	Recovery Environment Problems	2.3	-	2.0	-	2.2	-

*Percentile score only applies to the ASUS-R and represents the client’s score as compared to other substance-abusing offenders in the Colorado norm sample.

Figure 25(b): ASUS-R Information by Gender



Although the differences are slight when compared to male IRT clients, female IRT clients report less lifetime involvement with alcohol and drugs (AOD); perceive higher consequences with AOD use; report more perceived benefits of AOD use; have lower degrees of antisocial thoughts, attitudes, and beliefs; more emotional problems; lower defensiveness; and more motivation to change. Male and female IRT clients are similar in their overall recidivism risk, overall relapse risk, antisocial behaviors, and perceived strengths.

Discharges

Ninety-two percent (92%) of offenders participating in IRT treatment were reported as completing the program successfully. Figure 26 outlines the reasons for discharge.

Figure 26: Discharge Locations

Offender Type	Successful		Transfer		Escape		Voluntary Discharge		Technical violation		Other	
	n	%	n	%	n	%	n	%	n	%	n	%
Diversion	257	91.8	0	0	2	.7	0	0	16	5.7	5	1.8
Transition	683	92.8	2	.3	8	1.1	2	.3	29	3.9	12	1.6
Overall	940	92.5	2	.2	10	1.0	2	.2	45	4.4	17	1.7

Short-Term, Jail-Based Residential Programs

There are currently two short-term, jail-based residential community corrections programs in Colorado – Phase I at the Denver County Jail and Gateway: Through the Rockies in the El Paso County Jail.

One mission of these programs is to serve as a short-term stabilization program in a highly structured and secure environment for progressive movement into a traditional community corrections program. These offenders are required to seek employment, participate in treatment evaluations and in select treatment groups offered through the jail program.

These programs also operate as an intermediate sanction in lieu of prison for technical violations of community corrections placement. Offenders can be placed in remediation as a final recourse before full regression of the offender to the Department of Corrections. If the offender completes the remediation period successfully, a recommendation will be made to return to his or her community corrections placement.

During the 06-07 fiscal year, there were 348 terminations from a short-term program. Ninety-three percent (322) were DOC offenders and seven percent (26) were Diversion offenders. All these offenders were male.

The average length of stay for offenders in the Phase I program was 48 days. Offenders in the Gateway: Through the Rockies program stayed an average of 84 days.

Upon entry, seven percent (7%) of the offenders were employed. Upon termination from the program fifty-three percent (53%) were employed at least part time. Due to the short-term nature of the program, most offenders are unable to make significant subsistence, restitution or treatment payments. Often times an offender is transferred to another community corrections program prior to the receipt of their first paycheck.

Seventy percent 76% (264) of all offenders participating in a short-term program are transferred successfully to a community corrections program for the remainder of their community placement. Eighteen percent escape, less than one percent commit a new crime and less than four percent 4% are terminated for a technical violation.

Despite the short-term nature of the program, offenders have access to many treatment and education opportunities. Seventy-one percent (246) participated in substance abuse treatment or education classes. Six percent (20) participated in a mental health class or completed a mental health evaluation. Six percent (22) participated in a domestic violence class. Over sixty-two percent of the offenders participated in some form of treatment while in a short-term residential program.

Finances in Community Corrections

While in residential and non-residential community corrections facilities, offenders are expected to work full-time, pay room and board, state and federal taxes and, when ordered, pay child support, restitution and court costs. Most the offenders pay for their own treatment costs while in community corrections. Many programs provide in-house treatment services at a no cost or low cost alternative to the offender.

State Per Diem Rates

The state rate is established annually through the budget process. The state contracts with local community corrections boards, providing an allocation for a specific number of beds at the established per diem rate.

In FY 06-07, the per diem rates were \$36.63 for residential clients and \$4.97 for non-residential clients. Differential per diem rates were also established for IRT at \$17.26 and for the seriously mentally ill at \$32.05. The differential rate is paid in addition to the residential rate to provide additional treatment services for the specified populations.

Residential programs can charge offenders up to \$17 per day in subsistence fees and \$3 per day for non-residential fees. Actual collections are based on earnings and the offender's ability to pay.

Offenders in IRT programs do not work while participating in intensive treatment, so no financial information for IRT offenders is included in this section. Offenders in the short term, jail based programs are not included because they are generally not in the programs long enough to earn a paycheck.

Subsistence

The overall amount of subsistence paid by all offenders while in residential community corrections was **\$11,755,980**.

Figure 27: Offender Subsistence Paid

	Residential Diversion Male	Residential Transition Male	Residential Diversion Female	Residential Transition Female	Overall Residential
Sum	4,961,426	4,337,205	1,335,965	1,121,384	11,755,980

Figure 28 outlines the average amount of subsistence collected from the employed offenders by the programs each day. Although programs can charge \$17 a day for residential services, they may not be able to collect this amount when the offender meets such expenses as child support, treatment costs, restitution and medication.

Figure 28: Offender Subsistence Paid per Day

	Residential Diversion	Residential Transition	Residential Male	Residential Female
Mean	\$13.32	\$12.96	\$12.92	\$14.07
Median	\$14.98	\$14.64	\$14.68	\$15.61
n	2,179	2,152	3,498	833

Income

Eighty-two percent (**82%**) of residential offenders were employed at some time during their community corrections sentence. Fourteen percent (**14%**) of residential male offenders and five percent (**5%**) of female offenders were unemployed at discharge.

Figure 29 shows that the median monthly income for employed residential male Diversion offenders was **\$1,070** per month. Residential male Transition offenders earned a median monthly income of **\$1,127** and female offenders earned **\$856**.

Figure 29: Monthly Residential Offender Income

	Male Diversion	Male Transition	Females
Mean	\$1,198	\$1,203	\$910
Median	\$1,070	\$1,127	\$856
n	1,607	1,707	798

Program Assistance with Offender Fees

Some programs cover some of the offenders’ subsistence fees, treatment fees, medical costs and transportation. Once employed, offenders are expected to reimburse their program for these costs. Offenders sometimes terminate without repaying their program.

Figure 30 outlines the additional financial burden the programs assume to assist the offenders in receiving the treatment, medical costs and subsistence assistance they need to succeed in the community.

Figure 30: Dollars Offenders Owed to the Program Upon Termination

	Residential Male Diversion	Residential Male Transition	Residential Females	Overall Residential	Overall non-residential
Sum	\$697,506	\$601,774	\$358,995	\$1,658,275	\$118,587

Child Support

In addition to various treatment and living costs, offenders are responsible for fulfilling court-ordered child support obligations. Figure 31 illustrates these sums.

Figure 31: Child Support Paid

	Residential Male Diversion	Residential Male Transition	Residential Females	Overall Residential	Overall non-residential
Sum	\$344,081	\$233,621	\$42,166	\$619,868	\$269,606

Taxes

Residential and non-residential offenders paid **\$1,215,725** in state taxes and **\$3,089,174** in federal taxes. Figures 32 and 33 report the range, median, mean and number of Diversion and Transition offenders who paid state and federal taxes while participating in community corrections programs.

Figure 32: State Taxes Paid

	Residential Diversion	Non-Residential Diversion	Residential Transition	Overall
Mean	\$144.59	\$484.41	\$136.55	
Median	\$43.00	\$110.00	\$45.00	
n	2,701	998	2,606	6,146
Sum	\$390,544	\$483,438	\$341,743	\$1,215,725

Figure 33: Federal Taxes Paid

	Residential Diversion	Non-Residential Diversion	Residential Transition	Overall
Mean	\$366.57	\$1231.43	\$333.88	
Median	\$84.00	\$257.00	\$91.00	
n	2,701	998	2,606	6,305
Sum	\$990,106	\$1,228,969	\$870,099	\$3,089,174

Restitution and Other Court Costs

Eighty-six percent (4,543) of residential offenders entered community corrections owing restitution and other court costs. Seventy-one percent (709) non-residential offenders owed restitution and other court costs. Amounts owed ranged from one to hundreds of thousands of dollars.

For those offenders that owed restitution, each residential offender owed an average of **\$1,815** and each non-residential offender owed an average of **\$1,207**. Sixty percent (**60%**) of residential offenders made restitution payments while in residential programs. Diversion offenders continued to make restitution payments while on non-residential status.

Figure 34: Overall Restitution and Court Costs Owed at Entry

	Overall Residential	Overall Non-Residential
Number of Offenders	5,307	998
Mean Owed	\$5,452	\$6,200
Median Owed	\$1,815	\$1,207
Sum	\$28,938,665	\$6,187,695

Figure 35: Overall Restitution and Court Costs Paid through Termination

	Residential Diversion Male	Residential Transition Male	Residential Diversion Female	Residential Transition Female	Overall Residential	Overall Non- Residential
Offenders	1817	1780	522	412	4531	711
Mean	\$591	\$476	\$545	\$682	\$549	\$1,020
Median	\$282	\$181	\$140	\$140	\$207	\$450
Sum	\$1,073,201	\$847,988	\$284,448	\$280,839	\$2,486,476	\$729,566
Overall Sum	\$3,216,042					

For those offenders who owed restitution, Diversion male offenders paid an average (median) of **\$282** toward these obligations while in residential placement. Female Diversion offenders paid an average (median) of **\$140** towards these obligations.

A total of **\$2,486,476** was paid in restitution by residential clients; non-residential offenders paid **\$729,566**. The overall sum paid for all offender types was **\$3,216,042**. The amount of restitution collected from all offenders is \$316,564 less than what was collected in FY 06.

Figure 36: Overall Average Restitution and Court Costs Paid by Month

	Residential Diversion Male	Residential Transition Male	Residential Diversion Female	Residential Transition Female	Overall Residential	Non- Residential
Mean	\$131	\$124	\$123	\$212	\$135	\$110
Median	\$83	\$74	\$68	\$66	\$75	\$63
Number*	1291	1234	359	289	3173	703

* number does not include offenders whose length of stay is less than 30 days.

The average male Diversion offender who owed restitution paid **\$83** in restitution per month, while the average male Transition offender paid **\$74** in restitution per month. The median monthly restitution payment per offender (overall) was **\$75**. An offender who entered a non-residential program owing restitution paid an average of **\$123** per month toward restitution.

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.

Local community corrections 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. The audit team generally consists of members of the DCJ Office of Community Corrections staff. Members of the local community corrections board/or board staff members, representatives of the Department of Corrections and local probation officers are also invited to assist with the on-site work.

Audits measure compliance with the statutes governing community corrections, with the *Colorado Community Corrections Standards* and with contracts between the state and the programs. The audit team performs a variety of tasks, including:

- A review of program policies and procedures
- A review of building and fire inspection certificates, with an inspection of the physical plant
- A review of personnel files, client files and treatment files
- Interviews with program staff and clients

Following the audit, a draft report is 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 in which the program is not in compliance with the *Standards*, with Colorado statutes or with contracts between the program and DCJ. The program is then required to submit a corrective action plan that describes how it will come into compliance.

An unannounced follow-up audit is conducted within a one-year period following the release of the initial audit report. Follow-up audits are more limited in scope than initial audits. Documentation is reviewed to ensure corrective actions have been taken on the initial recommendations or findings.

If a program desires to contest the findings of the DCJ Community Corrections Auditor, the program may appeal to the Director of the Division of Criminal Justice. If the findings are sustained by the Division Director, the program may appeal to the Executive Director of the Department of Public Safety. The decision of the Executive Director is final from the state's perspective.

Technical Assistance

The Division of Criminal Justice is considered a resource by the local community corrections boards and programs. The Office of Community Corrections staff is available to provide training on issues related directly to community corrections, such as billing, *Standards* compliance, time credit statutes 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-ranging knowledge of the criminal justice system, including victim's issues, sex offender management, domestic violence management and the availability of grants.

Noteworthy Accomplishments

Each year the DCJ staff recognizes an exceptional community corrections program. This year, we recognize Peer I - The Haven, a part of the University of Colorado School of Medicine.

The Haven

The Haven is a 12-18 month residential Modified Therapeutic Community that treats women with chronic substance abuse. The Haven currently has the capacity to treat a total of 90 female clients. The Haven has 38 residential treatment beds for adult women and the Haven Mother's House I and II have a total of 26 beds for mothers and 26 beds for infants. In September 2006, The Haven Harmon House was opened, which created an additional 26 beds for women and 10 beds for their infants.

Haven clients progress through various phases of treatment in which they earn increasing privileges and responsibilities. Clients participate in treatment for approximately 9-12 months before entering the transitional or final phase of residential treatment. During the transitional phase, clients seek outside employment and daycare for their children (if applicable). In this phase, clients also pay off their treatment fees, make restitution and /or child support payments, and start a savings account.

After successful completion of the residential component of the program, clients continue attending an average of one year of aftercare services through the Outpatient Therapeutic Community. As the clients progress from residential to outpatient care, the Haven helps the women and their children move into independent living apartments where they can reside as long as needed.

Through the outpatient program, clients receive ongoing support, including individual and group counseling, relapse prevention groups specifically designed for women who transition from the Department of Corrections, gender-specific women's treatment and individual and family counseling. Urinalysis and breathalyzer testing, recreational programming, vocational assistance, case management, employment verifications, residence checks, and distribution of food, furniture, clothing and other donations are also provided.

The Haven utilizes a variety of evidence-based treatment approaches and interventions to help women maintain sobriety, eliminate criminal activity and improve their mental health.

Specialized daycare is provided to the infants and toddlers who reside with their mothers at the Haven Mother's House I and II. Daycare staff provides developmentally appropriate care to the children and works with a physical therapist who is on-site one day a week. Services include infant-parent assessment and psychotherapy, infant developmental assessments at 6-month intervals, perinatal loss and grief work, and marital/family therapy. Additionally, the Infant Mental Health team provides pregnancy and child development education to both clients and staff.

The **Haven Doula Program** is the only community-based doula program in the nation to utilize community doulas in a substance abuse treatment program. Haven doulas are women who have graduated from the treatment program, have been in recovery for a minimum of two years and are mothers themselves. All doulas have undergone a 20-week training program in the Chicago Health Connection Community Doula Model with additional training in The Harris Doula Child Development Curriculum.

Upon entering the program, pregnant women are paired with a doula, who helps to prepare the client for labor and delivery and her new role as a mother. During the later months, she assists with the client's transition into independent living.

Through the University of Colorado Health Sciences Center's Harris-Haven program, the Haven is studying outcomes for the doulas, the mothers in treatment and their infants. Thus far, it has been found that clients with doulas have a lower escape rate and are better bonded and attached to their infants, the infants have a higher birth weight and are tested at or above developmental level, and the doulas are furthering their own education and maintaining self-sufficiency. None have relapsed or recidivated. This program has been recognized as a model program in Colorado.

While participating in the Haven program, many of the women are also treated for **co-existing mental health disorders**. This year, the Haven programs provided mental health services to 55% of the total population. The Haven programs employ a qualified team of mental health professionals, including a master's-level, licensed mental health clinician who is a Certified Addictions Counselor, a master's-level family therapist, three doctoral level psychologists and a psychiatrist. The Haven staff makes every effort to assist clients in qualifying for free or reduced-cost medications through a variety of Prescription Assistance programs. Clients parenting at the Haven Mother's House I and II also benefit from adult and infant mental health services. Haven psychologists provide developmental testing for all infants residing at the Haven.

The Haven's **Second Generation Day Treatment Program** was designed to transition women into independent living in Haven apartments while still providing structure, support and programming during the day at the Haven residential treatment program.

The Haven offers many **vocational and educational programs**. An on-site Culinary Arts Certificate through Emily Griffith Opportunity School (EGOS) is offered for clients to earn during their stay in residential treatment. The Haven also offers scholarships to EGOS so clients that can earn a vocational certificate. A unique program named *Road Called STRATE* provides an intensive vocational program for eligible mothers at the Haven Mother's House I and II and Haven Harmon-House. These staff members help clients with many employment services. One-hundred percent of Haven clients have employment prior to leaving the residential program. In addition, the Haven provides on-site GED instruction, tutoring, materials and funding for GED testing.

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 high-risk community corrections programs more frequently and lower risk programs less frequently.

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; Year 4 risk factor analysis results were presented in 2006, and the next follow-up will be published in January 2009.

The risk factor analysis is a multi-dimensional measure of program performance in 27 areas. 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 average scores on the LSI.

The **program stability factor** 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 turnover 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.

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.

Risk Factor Score

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

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 are audited at intervals not to exceed three years. Programs in the low risk categories are audited at intervals not to exceed five years.

Improved compliance with the *Colorado Community Corrections Standards* has resulted in an improvement in the overall risk factor scores. Figure 37 shows the lowest, average and highest statewide risk factor scores between the Year 1 baseline report and the Year 4 analysis.

Figure 37: Risk Factor Analysis Scores

Statewide	Year 1	Year 2	Year 3	Year 4
Lowest Score	15.2%	7.1%	4.3%	2.9
Average Score	32.4%	27.8%	23.6%	24.3
Highest Score	64.7%	58.3%	52.5%	47.1
GAP (Lowest to Highest)	49.5%	51.2%	48.2%	44.1

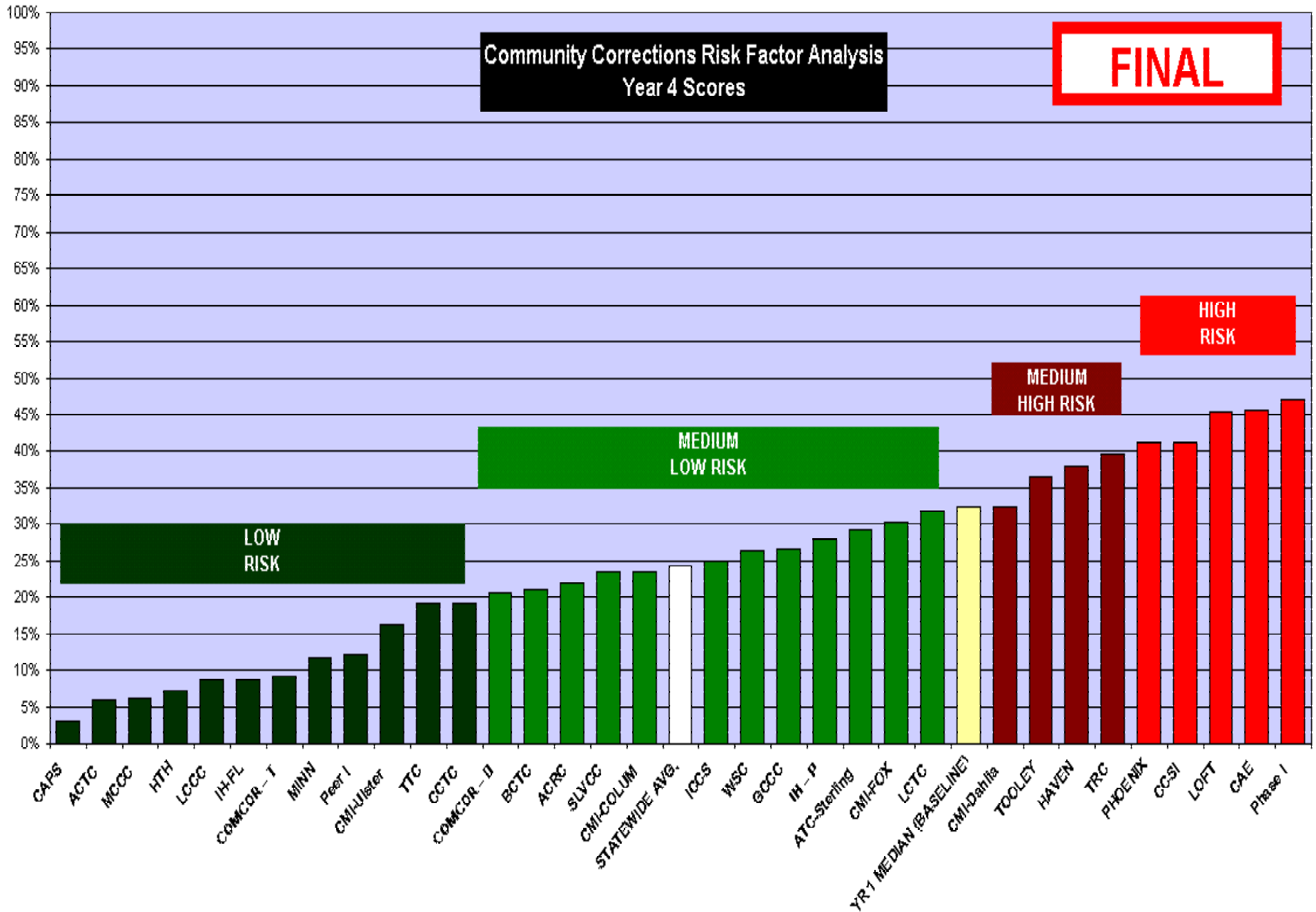
It is encouraging that the statewide average score has improved steadily over time and that the poorest scores have also improved steadily over time. These changes demonstrate that most programs, including those scored as the highest and lowest risk, have improved performance over the last several years.

It should be noted, however, that the distance between the highest and lowest scores each year have changed only marginally. Although program performance is improving across the system, there still exists a wide gap between the highest-performing and lowest-performing programs.

Of the 14 programs with new or follow-up audits completed since the Year 2 report, 8 showed a reduction in the overall risk factor score.

Figure 38 displays the Year 4 Scores for all community corrections programs for FY 06-07.

Figure 38: Risk Factor Analysis Results



Governor's Community Corrections Advisory Council

The Governor's Community Corrections Advisory Council was established by the 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 and recommending policy modifications or procedural changes in community corrections. The Council also develops strategies, serves as a forum to address issues in community corrections and participates in planning efforts.

The members of the Council represent various units of government and private interests that must work together for community corrections to effectively serve the citizens. 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 promote improved cooperation and coordination between criminal justice agencies, community corrections boards and community corrections service providers.
- To advise and assist the Division of Criminal Justice, the Judicial Department and the Department of Corrections in the 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 thereby reduce crowding in state and county facilities.
- To provide a mechanism for continuing education for Council members and legislators on current correctional issues.
- To address issues identified by the Governor and Colorado Legislature for state needs and community corrections services.

Subcommittee Functions and Accomplishments

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

Bed Utilization/Per Diem Subcommittee

The Bed Utilization/Per Diem Subcommittee periodically reviews the costs of providing services to special-needs populations. The subcommittee discusses 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 in 2001 to recognize the exceptional contributions of an individual in the arena of community corrections. The Advisory Council presents this award at a meeting of the Colorado Association of Community Corrections Boards. The exemplary efforts of these individuals have made a significant difference in community corrections. Past award recipients include:

2001	Jean Carlberg	Citizen member, 18 th JD
2002	Stephen Schapanski	8 th Judicial District Community Corrections Board member,
2003	Norm Garneau	21 st Judicial District Community Corrections Board
2004	Dave Cutler	Executive Director of the Arapahoe Community Treatment Center
2005	Paul Cooper	Chief Probation Officer, 8 th Judicial District
2006	Edward Camp	Director, Office of Community Corrections, DCJ
2007	Cindy Talkington	Director, Correctional Alternative Placement Services, 14th JD

In April 2007, the Distinguished Service Award was renamed the John Kuenhold Award in honor of Judge John Kuenhold, the Chair of the Governor's Community Corrections Advisory Council and Chief District Court Judge in the 12th Judicial District. Governor Richard Lamm appointed Judge Kuenhold to the Council in 1986. Judge Kuenhold has been elected as the Chair of Advisory Council since that time. Judge Kuenhold is a strong advocate for community corrections in Colorado and remains an active member of the Community Corrections Board in the 12th Judicial District.

Standards and Sanctions Subcommittee/Advisory Council Audit Review Subcommittee

This subcommittee periodically reviews and recommends changes or modifications to the *Colorado Community Corrections Standards* and develops sanctions for providers and local community corrections boards who are not in compliance with state statutes, contracts or the *Standards*. In addition, this subcommittee assists the Division of Criminal Justice in complying with specific recommendations from the Office of the State Auditor.

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 (GPS) and similar technologies, computer-aided drug detection and offender identification systems, integrated databases used to track offender services and movement, and medical treatment protocols for drug and alcohol dependence.

Contract Subcommittee

The Contract Subcommittee was originally developed in 1999. Its purpose is to review the five-year contract between the Colorado Department of Public Safety and the community corrections boards and/or local programs. The subcommittee recommends the contract before its submission to the Attorney General and the State Controller.

The table below outlines the Advisory Council membership for fiscal year 2006-2007.

Governor's Fifth Community Corrections Advisory Council Membership

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 and YOS	Community Corrections
Honorable Ken Kester Colorado State Senator	Colorado State Senate
Honorable Joshua Penry 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 Larry Abrahamson District Attorney, 8 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

Community corrections in Colorado serves as a cost effective, quality sentencing alternative to prison for select offenders. Residential community corrections programs monitor offenders while delivering structured criminal justice services. These services help to modify behavior, deter criminal activity and prepare offenders for successful reintegration into the community.

The Office of Community Corrections (OCC/DCJ) is part of the Division of Criminal Justice in the Colorado Department of Public Safety. OCC/DCJ allocates money for community corrections to the state's 23 local community corrections boards in 22 Judicial Districts.

DCJ is also charged with establishing state standards for community corrections programs, which may be operated by local government or nongovernmental entities. Individual community corrections programs are audited to determine levels of compliance with state standards. The 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.

The profile of the "typical" residential community corrections offender has been consistent for many years. Most community corrections offenders in FY 2006-2007 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 crimes, 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 each offender's level of recidivism risk and his/her criminogenic needs, and detects and measures the severity of substance abuse. The SOA process then provides a treatment recommendation.

Female offenders make up twenty percent (**20%**) of the overall community corrections population. Females tended to have higher risk levels, higher substance abuse disruption and higher criminogenic needs. As a result, females comprise a higher proportion of offenders at the most intensive levels of substance abuse treatment.

Female offenders have also had more assessments consistent with mental illness. Overall, seventy five percent (**75%**) of 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 2006-2007, fifty-five percent (**55%**) of diversion offenders and sixty-two percent (**62%**) of transition offenders successfully completed their residential placement. Forty-nine percent (**49%**) of non-residential offenders and ninety-two (**92%**) percent of the offenders participating in IRT treatment were reported as completing the program successfully.

Eighty-two percent (**82%**) of residential offenders and eighty-four percent (**84%**) of non-residential offenders who were terminated in FY 2006-2007 were employed at some time during their sentence to community corrections.

The median monthly income for residential male Diversion offenders who were employed was **\$1,070** per month. Employed residential male Transition offenders earned a median monthly income of **\$1,127**. Female offenders earned a median monthly income of **\$856**.

An overall sum of **\$1,215,725** was paid in state taxes and **\$3,089,145** was paid in federal taxes by residential offenders.

Eighty-six percent (**86%**) of residential offenders entered community corrections owing restitution and other court costs. Sixty percent (**60%**) of these residential offenders made restitution payments while in residential programs. Diversion offenders continued to make restitution payments while on non-residential status.

Residential offenders paid **\$2,486,476** toward restitution and non-residential offenders paid **\$729,566** towards restitution. The overall sum paid for all offender types was **\$3,216,042**. The amount of restitution collected from all offenders was **\$336,564** lower than what was collected during FY 2005-2006.

Residential and non-residential offenders paid a total of **\$269,606** in child support payments.

The statewide average Risk Factor Analysis score has improved steadily over time. The lowest scores and highest scores have also improved steadily over time. These findings demonstrate that most programs, including the highest and lowest risk, have improved performance over the last several years.

Appendix

Appendix Table 3: Legal Status

	n	%
Condition of Probation	56	1.1
Diversion	2645	49.8
DOC Transition	2403	45.3
DOC Parole	148	2.8
DOC ISP	55	1.0
Total	5307	100

Appendix Table 3.1: Offender Education at Entry

	n	%
0	4	.1
1	1	.0
3	4	.1
5	6	.1
6	24	.5
7	26	.5
8	131	2.5
9	241	4.5
10	425	8.0
11	533	10.0
HS Graduate	1218	23.0
GED	1792	33.8
Vocational/ Some college	607	11.4
Undergraduate Degree or higher	226	4.3
Unknown	69	1.3
Total	5307	100

Appendix Table 4: Offender Age Range

	Diversion		DOC		Overall	
	n	%	n	%	n	%
18-20	171	6.3	52	2.0	223	4.2
21-25	708	26.2	419	16.1	1127	21.2
26-30	525	19.4	508	19.5	1033	19.5
31-35	391	14.5	429	16.5	820	15.5
36-40	325	12.0	431	16.5	756	14.2
41-45	291	10.8	400	15.3	691	13.0
46-50	190	7.0	223	8.6	413	7.8
51-55	77	2.9	91	3.5	168	3.2
56+	23	.9	53	2.0	76	1.4
Total	2701	100	2606	100	5307	100

Appendix Table5: Ethnicity

	n	%
Caucasian	3013	56.8
African American	908	17.1
Hispanic	1242	23.4
Asian	51	1.0
Native American	80	1.5
Other	13	.2
Total	5307	100

Appendix Table 7: Current Felony Class

	Diversion		DOC		Overall	
	n	%	N	%	n	%
F 1	3	.1	12	.5	15	.3
F 2	12	.4	51	2.0	63	1.2
F 3	278	10.3	481	18.5	759	14.3
F 4	1107	41.0	1184	45.4	2291	43.2
F 5	843	32.1	635	24.4	1478	27.9
F 6	458	17.0	243	9.3	701	13.2
Total	2701	100	2606	100	5307	100

Appendix Table 7.1: Prior Adult Felony Convictions

	Diversion		DOC		Overall	
	n	%	n	%	n	%
0	945	35.0	687	26.4	1632	30.8
1	616	22.8	399	15.3	1015	19.1
2	463	17.1	448	17.2	911	17.2
3	281	10.4	309	11.9	590	11.1
4	149	5.5	247	9.5	396	7.5
5	76	2.8	178	6.8	254	4.8
6	43	1.6	87	3.3	130	2.4
7	22	.8	73	2.8	95	1.8
8+	29	1.1	134	5.1	163	3.1
Unknown	77	2.9	44	1.7	121	2.3
Total	2701	100	2606	100	5307	100

Appendix Table 7.2: Prior Adult Violent Felony Convictions

	Diversion		DOC		Overall	
	N	%	n	%	n	%
0	2391	88.5	2184	83.8	4575	86.2
1	182	6.7	286	11.0	468	8.8
2	27	1.0	53	2.0	80	1.5
3	15	.6	27	1.0	42	.8
4	5	.2	8	.3	13	.2
5	2	.1	3	.1	5	.1
6	4	.1	4	.2	8	.2
7	0	.0	4	.2	4	.1
8+	1	0	0	0	1	0
Unknown	74	2.7	37	1.4	111	2.1
Total	2701	100	2606	100	5307	100

Appendix Table 8: Criminal History Scores

	Diversion	DOC	Overall	Female Only	Male Only
N	2435	2233	4668	986	3682
Mean	2.458	2.918	2.678	2.503	2.725
Median	3.00	4.00	3.00	3.00	3.00

Appendix Table 10(a): Standardized Offender Assessment (SOA) Data

	Male		Female		Overall	
	N	mean	n	mean	n	mean
Initial LSI total score	4085	27.25	1039	28.44	5124	27.49
6 month LSI total score (update)	2366	23.60	745	24.65	3111	23.85
SSI score	4133	5.60	1050	6.78	5183	5.84
ASUS disruption subscale	3772	16.15	1030	22.19	4802	17.44
ASUS defensive subscale	3749	10.22	1018	9.30	4767	10.02

Appendix Table 11(a): Substance Abuse (SUHM) Derived Treatment Level

	Male		Female		Overall	
	n	%	n	%	n	%
Level 1- No treatment	144	3.4	24	2.2	168	3.2
Level 2- Weekly Drug & Alcohol	190	4.5	34	3.2	224	4.2
Level 3- Weekly Outpatient	1879	44.4	489	45.4	2368	44.6
Level 4A- Enhanced Outpatient	880	20.8	209	19.4	1089	20.5
Level 4B- Intensive Outpatient	314	7.4	77	7.1	391	7.4
Level 4C- Intensive residential	279	6.6	104	9.7	383	7.2
Level 4D- Therapeutic Community	225	5.3	84	7.8	309	5.8
Level 5- Mental Health Referral	16	.4	10	.9	26	.5
N/A- Client not assessed	303	7.2	46	4.3	349	6.6
Total	4230	100	1077	100	5307	100

Appendix Table 12: Clinical Diagnosis of Mental Illness

	Male		Female		Overall	
	N	%	n	%	n	%
No	3500	82.74	841	78.80	4341	81.8
Yes	409	9.66	191	17.73	600	11.3
Unknown	321	7.60	45	4.17	366	6.9
Total	4230	100	1077	100	5307	100

Appendix Table 13(a): Females Specific Treatment Rates

	None		Substance Abuse Only		Mental Health Only		Substance Abuse & Mental Health		Other	
	n	%	N	%	n	%	n	%	n	%
Diversion	161	26.6	271	44.8	17	2.8	96	15.9	46	7.6
Transition	114	24.2	204	43.2	13	2.8	70	14.8	58	12.3
ALL	275	25.5	475	44.1	30	2.8	166	15.4	104	9.7

Appendix Table 14: Services Received by Gender

	Male		Female		Overall	
	n	%	n	%	n	%
Substance Abuse	3059	72.3	879	81.6	3938	74.2
Cognitive Restructuring	2229	52.7	646	60.0	2875	54.2
Education	474	11.2	180	16.7	654	12.3
Anger Management	715	16.9	182	16.9	897	16.9
Domestic Violence	302	7.1	77	7.1	379	7.1
Mental Health	612	14.5	229	21.3	841	15.8
Employment	1815	42.9	518	48.1	2333	44.0
Vocational						
Life Skills	1111	26.3	516	47.9	1627	30.7
Sex Offender	69	1.6	7	.6	76	1.4
Other	187	4.4	77	7.1	264	5.0

Appendix Table 16: Substance Abuse Discharges

	Diversion		Transition		Overall	
	n	%	n	%	n	%
Alcohol	108	36.73	102	39.68	210	38.11
Marijuana	44	14.96	27	10.50	71	12.88
Cocaine	47	15.98	54	21.01	101	26.19
Amphetamines	77	26.19	60	23.34	137	24.86
Barbiturates	3	1.02	3	1.19	6	1.08
Opiates	15	5.10	11	4.28	26	4.71
Other	0	0	0	0	0	0

Appendix Table 17: 5 year substance Abuse Discharge History

	Alcohol		Marijuana		Cocaine		Amphetamines		Barbiturates		Opiates		Other	
	n	%	n	%	N	%	n	%	n	%	n	%	n	%
FY 01-02	290	39	81	28	80	28	51	18	2	1	17	6	13	4
FY 02-03	304	36	63	21	107	35	46	15	1	1	18	6	16	5
FY 03-04	162	37	66	15	117	27	120	27	3	1	21	5	16	4
FY 04-05	191	35	85	16	115	21	183	34	1	1	19	3	12	2
FY 05-06	166	33	76	15	133	26	154	30	3	1	23	5	15	3
FY 06-07	210	38	71	13	101	26	137	25	6	1	26	5	0	0

Appendix Table 21: Non-residential services received

	Non-residential Diversion clients	
	n	%
Alcohol/drugs	792	79.4
Cognitive	458	45.9
Mental Health	120	12.0
Domestic Violence	61	6.1
Life Skills	135	13.5
Anger	108	10.8
Education	78	7.8
Employment	114	11.4
Sex Offender	15	1.5
Other	70	7.0

Appendix Table 22: Non-residential discharge destinations

	Non-residential Diversion clients	
	n	%
Successful Completion	496	49.7
Escape	58	5.8
New Crime	59	5.9
Warrant/Pending Crime	11	1.1
Technical	293	29.4
Regressed to Residential	70	7.0
Transfer to IRT	8	.8
Other	3	.3
Total	998	100

Appendix Table 23: IRT Referral source

	IRT clients	
	n	%
DOC/Parole	327	32.2
Community Corrections Diversion	211	20.8
Community Corrections Transition	397	39.1
Probation	69	6.8
DOC/ISP	12	1.2
Total	1016	100

Appendix Table 24: IRT Drug of Choice

	IRT clients	
	n	%
Alcohol	211	20.8
Marijuana	178	17.5
Cocaine	194	19.1
Amphetamines	378	37.2
Barbiturates	2	.2
Opiates	46	4.5
Other	7	.7
Total	1016	100