



COLORADO

Department of Corrections

Youthful Offender System Fiscal Year 2019 Annual Report



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EXECUTIVE SUMMARY

Overview of Youthful Offender System (YOS)

It is the intent of the General Assembly that:

- YOS shall benefit the state of Colorado by providing a sentencing option for certain (male and female) youthful offenders in a controlled and regimented environment that affirms the dignity of self and others, promotes the value of work and self-discipline, and develops useful skills and abilities through enriched programming.
- YOS opened its doors in 1994 on the grounds of the Denver Reception and Diagnostic Center (DRDC). In 1998, YOS was relocated to Pueblo, on the grounds of the Colorado Mental Health Institute of Pueblo.
- YOS was originally designed for violent youthful offenders between the ages of 14 and 17 at the time of their offense who were direct filed or transferred as adults in accordance with Colorado Revised Statute (C.R.S.) 19-2-517, C.R.S. 19-2-518 and C.R.S. 18-1.3-407. Effective October 1, 2009, the eligibility criteria for sentencing to YOS was expanded as a result of House Bill (HB) 09-1122 to include violent young adult offenders who commit Class 3 through 6 violent felony offenses between the ages of 18 and 19 at the time of their offense and who are sentenced prior to their 21st birthday. As a result of HB 09-1122, the Young Adult Offender sentencing statute, C.R.S. 18-1.3-407.5 was passed into law.
- Public safety, academic achievement, rehabilitation, the development of pro-social behaviors, and re-entry planning are the primary focus within YOS.
- YOS is under the direction and control of the executive director of the Colorado Department of Corrections (CDOC).
- Offenders sentenced to the youthful offender system are housed and serve their sentences in a facility specifically designed and programmed for the youthful offender system. Offenders are housed separate from and not brought into daily physical contact with inmates older than 24 years sentenced to the CDOC who have not been sentenced to the youthful offender system.
- Sentences to YOS are determinate, day-for-day. Offenders sentenced to YOS do not receive earned time or good time credit.

(Continued)

Admission & Population Characteristics

- The number of admissions to YOS in Fiscal Year (FY) 2019 (July 1, 2018 - June 30, 2019) was 59.
- The average age of offenders admitted to YOS in FY 2019 was 19.1 years old.
- The average sentence to YOS for FY 2019 admissions was 4.5 years, while the average suspended adult sentence was 12 years.
- Violent offenders made up 90% of YOS admissions in FY 2019.
- Of the 220 offenders in YOS at the end of FY 2019, El Paso (51), Denver (45), Adams (33) and Arapahoe (27) counties had the highest number of offenders.
- In FY 2019, less than half (47%) of YOS admissions had academic needs, 56% had substance abuse needs, and 80% had vocational needs.

Completion Rates

- Of the 1,552 offenders who have completed YOS from inception through FY 2019:
 - 1,164 offenders successfully discharged their YOS sentence,
 - 317 offenders negatively terminated or had their YOS sentence revoked,
 - 61 received probation or reconsideration,
 - 10 are deceased.
- In FY 2019, of the 54 total releases:
 - 39 offenders successfully discharged their YOS sentence,
 - 12 negatively terminated or had their YOS sentence revoked,
 - 3 were resentenced to probation.

Recidivism

- Pre-release recidivism, defined as new criminal activity occurring during a YOS sentence that results in termination from YOS, was 6.1% for offenders through FY 2019.
- Post-release recidivism, defined as new criminal activity that results in placement in the CDOC adult prison system following successful completion of YOS sentence, was:
 - 4.5% returned within 1 year
 - 18.7% returned within 3 years
 - 29.7% returned within 5 years

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OVERVIEW SUMMARY

The Colorado Department of Corrections (CDOC) Vision Statement

Building a Safer Colorado for Today and Tomorrow.

CDOC Mission Statement

To protect the citizens of Colorado by holding offenders accountable and engaging them in opportunities to make positive behavioral changes and become law-abiding, productive citizens.

YOS Mission Statement

To effectively manage an age specific population; in a secured environment, offering access to meaningful programs and services that provide the opportunity for personal growth through educational, vocational and community service activities which are centered around pro-social development and individual success.

Overview of YOS

YOS was established under the direction and control of the executive director of the Colorado Department of Corrections (CDOC) by special legislation enacted in 1993 through Senate Bill (SB) 93S-009. The 1993 special session of the Colorado Legislature was convened by Governor Roy Romer as part of a fourteen point plan for a comprehensive response to youth violence. In response to Governor Romer's call for innovative action, SB 93S-009 was developed and provided the state with a new "middle tier" sentencing option, whereby eligible youthful offenders could be sentenced as adults directly to the Youthful Offender System. YOS opened its doors in 1994 on the grounds of the Denver Reception and Diagnostic Center (DRDC). In 1998, YOS was relocated to the grounds of the Colorado Mental Health Institute of Pueblo. In 2009, YOS sentencing consideration was expanded to include young adult offenders.

All YOS offenders serve their sentence in a controlled and regimented environment that affirms dignity of self and others, promotes values of work and self-discipline, and develops useful skills and abilities through enriched programming. YOS blends security, treatment, case management, and re-entry to provide a comprehensive "middle-tier" correctional sentencing option. Public safety, academic achievement, rehabilitation, the development of pro-social behaviors, and re-entry planning are the primary focus within YOS. Sentences to YOS are determinate, day-for-day. Offenders sentenced to YOS do not receive earned time or good time credit.

A sentence to YOS consists of four distinct components or phases:

- **An Intake, Diagnostic, and Orientation (IDO) Phase:** This is referred to as the Orientation Training Phase (OTP), encompassing the first 30-45 days of the YOS sentence. During this time a thorough needs assessment and evaluation is completed,

an individualized progress plan is developed, re-entry challenges are identified, and offenders are acclimated to the facility.

- **Phase I:** During this time a range of core programming, supplemental activities, treatment services, and educational and prevocational programs and services are provided to the offenders.
- **Phase II (Pre-Release):** This is administered during the last three months of the period of institutional confinement, continuing the re-entry focus and providing a foundation for an effective and well-planned transition to Phase III.
- **Phase III (Community Supervision):** This is administered for the period of community supervision that remains after the completion of Phase II and during which time the offender is closely monitored during reintegration into society. This phase serves as the final 6 to 12 months of a YOS sentence.

YOS utilizes a system of incentives and sanctions to motivate offenders. During the period of incarceration, privileges include, but are not limited to, televisions, radios, telephone calls, and access to free weights. Privileges are not available for an offender unless they have been earned under the merit system.

Intent of the General Assembly

The General Assembly recognized that the increased number of violent juvenile crimes is a problem faced by all states. By creating YOS, Colorado stands at the forefront of the states in addressing and solving the problem of sentencing, managing, and rehabilitating violent youthful offenders.

It is the intent of the general assembly that:

- YOS shall benefit the state of Colorado by providing, as a sentencing option for certain male and female youthful offenders, a controlled and regimented environment that affirms dignity of self and others, promotes the value of work and self-discipline, and develops useful skills and abilities through enriched programming.
- Female and male offenders for whom charges have been directly filed and convicted in the district court, in accordance with C.R.S. 19-2-517, will receive equitable treatment in sentencing, particularly in regard to the option of being sentenced to YOS. Accordingly, it is the General Assembly's intent that necessary measures be taken by the CDOC to establish separate housing for female and male offenders who are sentenced to YOS without compromising the equitable treatment of either.
- Offenders sentenced to YOS are housed and serve their sentences in a facility specifically designed and programmed for YOS and are housed separate from and not brought into daily physical contact with inmates older than 24 years sentenced to the CDOC who have not been sentenced to YOS.
- Offenders sentenced to YOS are sentenced as adults and are subject to all laws, the CDOC's rules, regulations, and standards pertaining to adult offenders, except as otherwise provided in C.R.S. 18-1.3-407.

YOS System Eligibility

18-1.3-407: YOS is designed for violent youthful offenders who are between the ages of 14 and 17 at the time of their offense, and less than 21 years old at time of sentencing; who commit class 2 through class 6 felony offenses; who are direct filed or transferred and sentenced as adults in accordance with C.R.S. 19-2-517/19-2-518; and who would otherwise be sentenced to and placed in one of the CDOC adult facilities.

18-1.3-407.5: Effective October 1, 2009, the eligibility criteria for sentencing to YOS was expanded as a result of House Bill (HB) 09-1122 to include violent young adult offenders who commit Class 3 through 6 violent felony offenses between the ages of 18 and 19 at the time of their offense and who are sentenced prior to their 21st birthday. As a result of HB 09-1122, the Young Adult Offender sentencing statute, C.R.S. 18-1.3-407.5 was passed into law.

In order to sentence an offender to YOS, the court shall first impose a sentence to the CDOC. The court shall thereafter suspend such sentence, conditional upon successful completion of a determinate (day-for-day) sentence to the YOS of not fewer than two years nor more than six years; except that a youthful offender convicted of a class 2 felony may be sentenced for a determinate period up to seven years. All YOS sentences include a mandatory 90 day period of intensive pre-release programming (Phase II) along with a mandatory 6 to 12 month period of community supervision (Phase III).

The following offenses are eligible for sentencing to YOS:

- Murder in the first degree, if during the commission of or attempt to commit arson, robbery, burglary, kidnapping, sexual assault or escape, resulting in a plea agreement to a class 2 felony;
- Crimes of violence as defined in C.R.S. 18-1.3-406, (formerly 16-11-309), including crimes against an at-risk adult or at-risk juvenile, first or second degree assault, kidnapping, aggravated robbery, first degree arson, first degree burglary, escape, and criminal extortion;
- Felonies involving the use or possession and threatened use of a deadly weapon;
- Vehicular homicide and vehicular assault; and
- Criminal attempt, conspiracy, solicitation, or complicity to any of the offenses listed above is also eligible for YOS sentencing. Juvenile offenders with histories of delinquent acts, which would constitute felonies and habitual juvenile offenders as defined in C.R.S. 19-1-103, are specifically identified in the statute as eligible for YOS.

Legislative Authority

The original legislation establishing YOS was enacted in SB 93S-009, with several legislative revisions passed subsequently to modify and improve the initial intent of the YOS. The more significant pieces of legislation are discussed below.

SB 93S-009: Signed into law on September 23, 1993, the original legislation provided for a determinate sentence to YOS of at least one year but no more than five years, to be followed by an additional mandatory parole period of 12 months.

SB 94-201: The sentencing structure was changed such that the minimum sentence is at least two years and the maximum not more than six years. The 12-month parole period was eliminated and a two-phased community supervision component was added, transferring supervision authority from the Colorado Parole Board to the Division of Community Corrections within the CDOC. Community supervision was set at 6 to 12 months of the total sentence, with Phase II operating as a 3-month pre-release period prior to Phase III.

SB 94-155: This legislation expanded juvenile eligibility for YOS to include habitual juvenile offenders as defined in C.R.S. 19-1-103.

HB 96-1128: The three month Phase II pre-release supervision, which previously applied to the community supervision portion of the sentence, was changed to the period of incarceration.

SB 99-130: This legislation eliminated the provision that previously precluded class 2 juvenile felons from being sentenced to YOS. Juveniles less than 16 years of age convicted of a class 2 felony that was not the result of a plea agreement, charged as a class 1 felony and without a conviction or adjudication for a crime of violence, became eligible for YOS under this legislation. The YOS sentence for a class 2 felony may be up to seven years.

SB 99-131: The original legislation (SB 93S-009) established a sunset provision for YOS of June 30, 1999. This legislation extended the repeal date for five years to June 30, 2004.

SB 00-140: Minor changes to YOS were provided through this legislation. A pre-sentence investigation must be conducted prior to sentencing a juvenile to YOS. Funding for sex offender treatment services was also provided for youthful offenders with a history of committing a sexual offense or any other offense with an underlying factual basis of a sexual offense. Offenders may be transferred to another facility for up to 60 days for diagnostic validation of mental illness or developmental disabilities. This legislation specified that the district court shall review the offender's sentence within 120 days after notification when the CDOC has determined the offender is not able to complete YOS.

SB 01-015: This legislation required the CDOC to notify local law enforcement in the jurisdiction where an offender will be placed for Phase III. Local law enforcement may appeal the placement with the executive director as the final authority.

SB 04-123: This legislation reauthorized YOS, removing the sunset provision established in SB 99-131, which slated the program to close on June 30, 2004. The facility was changed from a level V to a level III facility and the capacity was capped at 256 beds.

SB 08-066: This bill reduced first degree murder to a class 2 felony if the defendant plead guilty to the lesser charge, which makes the defendant eligible for sentencing to YOS.

HB 08-1132: This bill allows sex offenders and individuals needing mental health treatment in YOS to obtain appropriate treatment by allowing YOS to offer juvenile and adult treatment models to provide comprehensive and appropriate treatment for sex offenders. The bill also made mental and other health services available to YOS clients without parental consent.

HB 09-1122: This bill added language to C.R.S. 18-1.3-407, extending the age of sentencing from prior to the 19th birthday to prior to the 21st birthday and created §18-1.3-407.5, C.R.S. expanding the offenders eligible for YOS to include young adults.

HB 10-1413: This bill added language to C.R.S. 19-2-517, removing juveniles who are 14 and 15 years of age at the time of the offense from direct file if any of the following circumstances apply: charge is murder in the first degree, charged with a sex offense that is enumerated as a crime of violence, any felony sexual offense, or the offender is determined to be a habitual juvenile offender.

HB 12-1271: This bill amends the direct file statute to limit the offenses for which a juvenile may be subject to direct file to class 1 or 2 felonies, to include a crime of violence felony or sex offenses if the juvenile has any previous felony adjudications or violent sex offenses. This bill limits direct filings to juveniles aged 16 to 17. After the juvenile is charged in district court, the juvenile may petition the adult court for a reverse-transfer hearing to transfer the case to juvenile court.

SB 13-216: This bill reauthorized HB 09-1122, which extends the age of sentencing from prior to the 19th birthday to prior to the 21st birthday. It also created §18-1.3-407.5, C.R.S. expanding the offenders eligible for YOS to include young adults.

HB 15-1292: This bill grants offenders serving life without the possibility of parole, as a result of a direct file or transfer, the right to a resentencing hearing. This bill only refers to offenses committed by juveniles between July 1, 1990, and June 30, 2006.

SB 15-182: This bill allows the executive director or his or her designee to transfer any offender aged 24 or younger, sentenced to the Department of Corrections, into or out of YOS for the purpose of public safety, academic achievement, rehabilitation, and the

development of pro-social behavior or re-entry planning. This facilitates youthful offender-specific programming.

System Structure

Guiding Principles: YOS is based upon the following guiding principles:

The system helps teach offenders self-discipline by providing clear consequences for inappropriate behavior.

The system includes a daily regimen that involves offender participation in physical training, self-discipline exercises, educational and work programs, and meaningful interaction, within a tiered system for swift and strict discipline for noncompliance.

The system utilizes staff models and mentors to promote offenders' development of socially accepted attitudes and behaviors.

The system provides offenders with instruction in problem-solving skills and incorporates methods to reinforce the use of cognitive behavior strategies that change offenders' orientation toward criminal thinking and behavior.

The system promotes a transition from antisocial to prosocial behaviors within group cultures.

The system provides offenders the opportunity to gradually reenter the community while demonstrating the capacity for self-discipline and the attainment of respect for the community.

Facility Location: Originally located within DRDC, YOS was moved to the grounds of the Colorado Mental Health Institute of Pueblo in 1998. YOS is situated on a campus with 11 buildings designated for housing units, education (vocational and academic), treatment programs, recreation, food service, and administrative offices.

Staffing: YOS is comprised of a community of concerned employees committed to the principles of adolescent development. Through role modeling, mentoring, and other planned interventions, skill development is facilitated and youth offenders assisted along their path to becoming law-abiding and productive citizens.

Components/Phases: YOS consists of four distinct components or phases designed to provide a continuum of core programming and specialized services tailored to each individual's needs. The phases as defined in statute are outlined in the YOS Components/Phases portion of this document.

Individualized Planning: Individualized planning is critically important for each offender's successful outcome. The offender works with a progress team to develop an individualized plan, also known as the progress assessment summary. The plan identifies eight

criminogenic needs and four general areas to be addressed during the offenders' sentence at YOS. The criminogenic need areas include anti-social cognition, anti-social companions, anti-social personality or temperament, family/marital relationships, substance abuse, employment, education (academic/career and technical), and leisure/recreation activities. Areas of information shared as part of the assessment process include: mental and medical health, program compliance, criminal behavior, obstacles or barriers to successful transition, and case manager comments and recommendations. The progress team creates an individualized intervention for each offender by identifying and defining key problems and goals for each of the 12 areas. The plan clearly outlines expectations associated with successful completion of the phases, which are measurable and observable. Criteria are employed to ensure minimum requirements are met in relation to: attendance and participation in facility activities, achievement of satisfactory monthly progress ratings by the individual and primary advisor, and development of pro-social behaviors. The plan is updated for each offender annually using the Supplemental Re-Entry Assessment Tool (SRT) and progress ratings are completed monthly by the progress team. Following four years of incarceration, the Re-Entry Assessment Tool (RT) will replace the SRT annually.

Re-entry: Re-entry services, including planning for employment, housing, and medical needs, is begun in Phase II, and continues through supportive aftercare in Phase III.

Pre-Release: This is required programming for all Phase I offenders at YOS. Offenders will complete 10 modules, 20 lab hours, and a Phase III portfolio (similar to transition planning). Pre-Release deeply focuses on the employment module and brings in outside agencies to assist with mock interviews. In addition, YOS schedules various presentations to give offenders opportunities to meet people from organizations that can assist with employment, housing, and budgeting.

Classification: In accordance with C.R.S. 17-1-104.3, the YOS facility is a secure level III (medium custody) correctional facility. Unlike the adult system, where offenders are placed into facilities according to their custody classification, YOS offenders' classification is based on their assigned phase within the program and physical plant location.

Cognitive Education

Peer Culture: It is widely known that peer groups can have a tremendous influence on adolescents. The peer culture at YOS is aimed to develop self-worth, significance, dignity, and responsibility in each individual as they become committed to the positive values of helping and caring for others. YOS incorporates portions of a positive peer culture model to develop positive values that promote individual change while allowing the opportunity to assist and support fellow peers and staff.

Cognitive-Behavioral Redirection: Redirection training includes Guided Group Interaction (GGI) groups, Quick Skills, seven conditions of feedback, mentoring and role modeling, Thinking for a Change, and individual and family interaction.

GGI: GGI is a specific learning technique practiced in Phases I and II. It is a group process that utilizes peer group support to identify, discuss, and change behavior. GGI is a step-

by-step approach of using the elements of group dynamics and peer group support to assist offenders in the development of pro-social behaviors. The goal is to “guide” the group so members begin to understand dysfunctional aspects of their thinking and how those aspects impact their behavior and relationships with others. Offenders meet in groups at least three evenings per week with their facilitator to discuss problems and attempt resolutions.

Quick Skills: Quick Skills is a cognitive-behavioral skill-building curriculum designed to assist the offender population in developing pro-social skills. The theoretical foundation of Quick Skills is cognitive restructuring, cognitive skills development, and structured skill building. Courses are taught independently or combined for a more comprehensive treatment unit. Offenders participate in courses at least weekly depending on their specific plan and problem areas.

The Quick Skills courses are delivered in OTP, Phase I, and Phase II. In OTP, offenders attend the seven basic learning skills courses and an anger control course. A wide range of learning skills are provided, including listening, asking for help, asking questions, saying thank you, being prepared, ignoring distractions, making corrections, bringing material to class, following instructions, contributing to discussions, and offering help. Offenders in Phase I attend thinking traps, problem solving, and aggression replacement modules. Phase II modules include financial management and employment skills (getting hired for those who will soon be released into the community).

Incentives and Sanctions

During the period of incarceration in the YOS, incentives and privileges are not available for an offender unless such privileges have been earned under a merit system. These privileges include, but are not limited to: televisions, radios, telephone calls, access to free weights and canteen limits. Privileges increase with the offender’s status level but can also be lost through unacceptable behavior or rule infractions. Offender status level is determined through progress team consensus about the individual’s behavior and progress. When issues or problems are identified, they are addressed. Each offender must meet the minimum terms and conditions of his or her sentence, show positive progress, and attain the minimum required goals prior to moving to the next status level.



Visiting: The offender visiting program is designed to ensure that all special considerations, including travel time, relationships, facility needs, family issues, and any problems can be considered. With the exception of parental visits, all visits are considered privileges and must be earned through offenders’ progress in YOS.

Parents Association: Parents of YOS offenders have developed a Parents Association which provides support for offenders and parents. The Parents Association works with the YOS Administration to bring families together by providing scheduled events and activities for offenders and their families and to provide a support group for parents of offenders sentenced to YOS. An annual barbeque is sponsored by the Parents Association

which is held on the YOS campus and allows offenders and their parents/guardians to enjoy a meal and visit in a secure but supportive environment.

Phoenix Status: Positive behavior is rewarded through increased status. Higher status offenders have additional privileges. Phoenix status is the highest status attainable for YOS offenders. Offenders can obtain Phoenix status within seven months after placement in Phase I. Offenders in Phoenix status have access to an unlimited number of visits and telephone calls and enjoy additional privileges such as video games, a large screen television, access to free weights, DVD movies, and guitars. They are also allowed to purchase personal televisions for their rooms.

Therapeutic Interventions

A variety of therapeutic interventions are provided to offenders as dictated by their individualized needs. Participation and progress are measured through monthly team evaluations. Therapeutic services include mental health, substance abuse, anger management, and sex offender treatment and monitoring.

Mental Health Services: Mental health services are provided to offenders with emphasis on identification of individual needs (through assessment) and formulation of individualized goals and objectives (for treatment). Plans are tailored to optimize engagement/participation.

Initial screenings for psychological needs are completed by mental health professionals using psychometric assessments, a review of documentation, medical reviews, and offender interviews. Offenders who are identified with moderate to severe mental health needs, or who are on prescription medications, are assessed quarterly or monthly by a mental health professional.

Psycho-educational and cognitive restructuring programs are designed to assist offenders in the development of pro-social and self-management skills. The Colorado Extended Anger Management Program, which is a mandatory program for all offenders at YOS, includes skill development in anger management, stress management, assertiveness, victim awareness, and communication.

Substance Abuse Services: Treatment services are provided to substance abusing offenders by a certified addiction counselor. The counselor conducts assessments, treatment groups, and participates in monthly progress team evaluations.

Offender treatment needs are assessed using a standardized offender assessment battery, which examines an individual's criminal risk as well as addiction history. Treatment is delivered in a group setting using the *Pathways to Self-Discovery and Change* curriculum developed by Milkman and Wanberg (2005). This curriculum operates from a cognitive-behavioral perspective, challenging offenders to address their criminal and addictive-thinking. Participants examine factors that may influence them to relapse or repeat their criminal behavior.

Offenders are placed in treatment groups during Phase I, where they are required to complete a 16-week course, four days per week, before moving to Phase II. During this part of the treatment program, offenders study the relationships between situations, thoughts, feelings, and behaviors which lead to their life patterns of substance use, delinquency, and crime. In later stages of the curriculum, offenders identify and modify their thinking errors, learn problem-solving skills, and learn ways to overcome their resistance to change.

While in Phase II, prior to moving into the community, offenders are required to participate in a 12-week relapse prevention course, using the *Hazelden Matrix* curriculum, to address high risk situations, triggers, and ways to combat relapse and recidivism.

Sex Offender Treatment and Monitoring Program (SOTMP): YOS provides sex offender treatment services for offenders who are sentenced to YOS and have a history of committing any sex offense as defined in section C.R.S. 16-11.7-102 (3), or who have a history of committing any other offense, with an underlying factual basis of a sex offense.

The goal of the YOS Sex Offender Treatment and Monitoring Program (SOTMP) is to provide education and treatment that meet standards established and adopted by the Colorado Sex Offender Management Board. A comprehensive sex offender treatment program has been in place at YOS since 2000. The SOTMP reinforces the goal of “No More Victims.” The facility program links with similar community based programs to provide continuity of care when the offender advances to Phase III.

The SOTMP has adopted the Risk-Need-Responsivity (RNR) model for treatment of sex offenders within the Department of Corrections. The RNR model informs individualized quantity and intensity of treatment programming and plans, to maximize impact. The SOTMP has a cognitive-behavioral orientation that addresses topics such as victim empathy, personal responsibility, core beliefs, and distorted thinking, among others. Treatment is seen as a progressive process. Offenders recommended for offense-specific treatment will be under the program umbrella throughout the duration of their YOS sentence.

Education

The mission of the YOS Education Department is to develop compassionate, responsible, independent, educated, and productive citizens through a quality education. The YOS Education Department provides a comprehensive program of academic, career and technical education and cognitive classes, supported by special education.



All YOS Vocational and CTE programs are approved by the Colorado Community College System and are taught by credentialed and licensed instructors. Upon arrival at YOS, on average, offenders have obtained 10 high school credits. To meet graduation requirements, YOS offenders must obtain 22 high school credits, per standards set forth by Pueblo City Schools. Although YOS offenders attend school year-round and complete three semesters during a 12 month period, bringing an offender from 10 credits to 22 credits presented a challenge to the education department, particularly if the offender only had a two or three year sentence. Due to the increasing average age of offenders entering YOS and offenders coming in with an average of 10 high school credits, they will not be able to meet graduation requirements before turning 21 years of age. Therefore, the high school program at YOS ceased operation in September, 2017. YOS offenders are now provided with education services through a General Education Development (GED) program.

Special Education: YOS offers special education services designed to provide unique instructional assistance for qualifying offenders comparable to that which is offered in the public school system. A licensed diagnostician conducts an assessment with follow-up by a licensed special education teacher who assists regular classroom teachers. Special education services are designed to meet federal and state guidelines regarding the development and adherence to an individual education plan in coordination with a multi-disciplinary team of professionals. In FY 2019, 14 offenders received special education services, accounting for 16% of the academic enrollments, and 3 special education offenders received a GED during FY 2019.

Academic Education: Every YOS offender who has not received a GED or earned a high school diploma prior to arrival at YOS is enrolled in prep classes. Placement is dependent upon grade, and skill level upon the Test of Adult Basic Education (TABE), the age of the offender, the number of previous high school credits earned, and length of sentence.

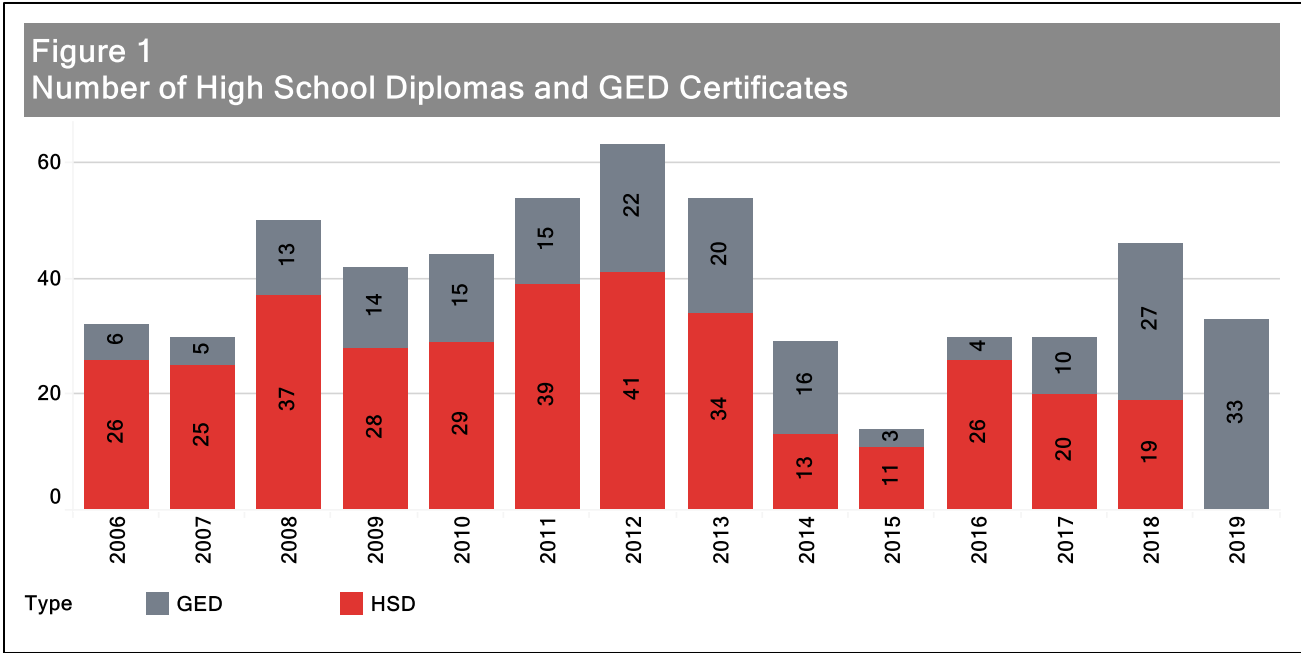
Career and Technical Education: YOS career and technical education programs are approved by the Colorado Community College System (CCCS). All YOS career and technical instructors are credentialed in their specific trade, and individual certificate hours of Colorado Educational Center course work are transferable to a community college toward an Associate of Applied Science Degree. During FY 2019, 1,859 total transcript qualifying vocational education credit hours were earned by approximately 131 offenders through their YOS career and technical education programs. YOS offers certificates in business, multi-media production, automotive, barber/cosmetology, graphic arts, mobile lab, welding, construction trades, OSHA, flagger course, Gladiator program, General Education College classes (quarterly) and re-entry classes.



College Courses: College courses are provided directly through Pueblo Community College. Core Curriculum courses are offered through UCCS and PCC to qualifying offenders on a quarterly rotational basis, and at no expense to the offender. Offenders also have the option to participate in correspondence courses; however, the expense falls to the offender or his/her family. With the options available, offenders have the capability of acquiring an associate degree, depending upon their motivation and sentence length. Since inception, nine offenders have been released from YOS with an associate degree.

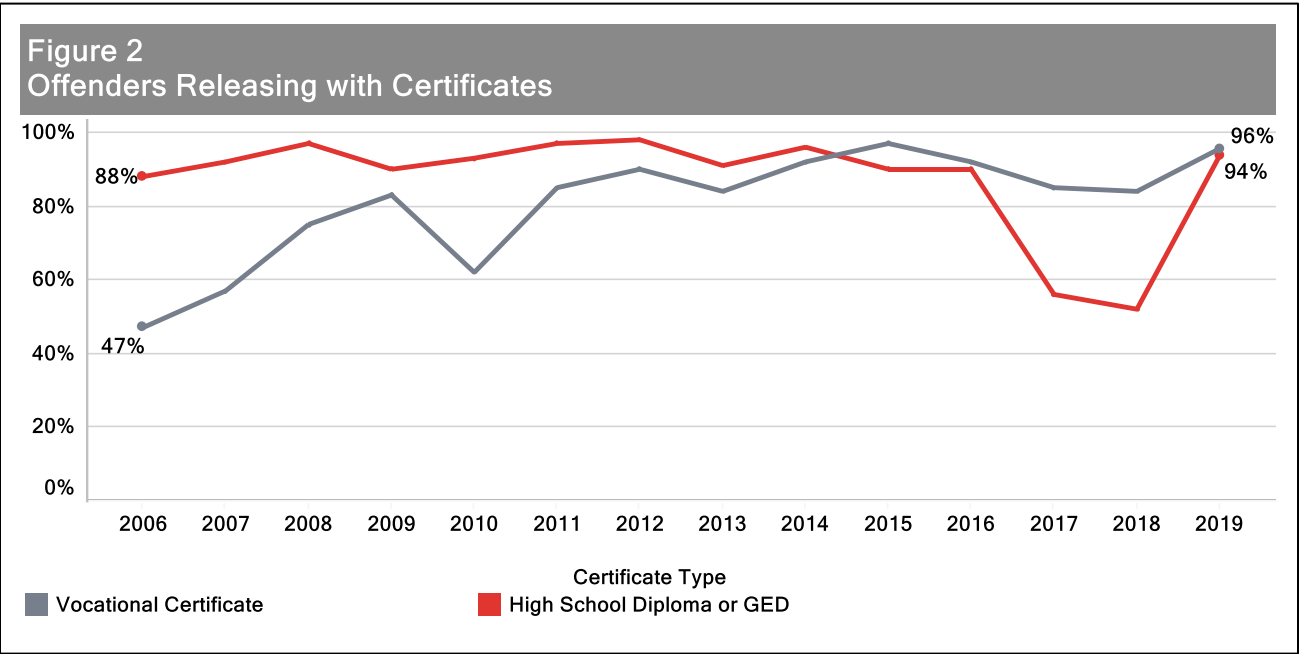
Performance Measures: As one of the primary goals of YOS, participation in academic and career and technical education courses is very high. In FY 2019, there were 88 enrollments in academic courses, 131 enrollments in career and technical education courses, and 18 enrollments in the Pueblo Community College Mobile Learning Lab. YOS offenders took advantage of the library services available, with 13,042 library books checked out and 777 interlibrary loan requests.

The number of High School Diplomas and GED Certificates awarded by fiscal year are detailed in **Figure 1**. In FY 2019 there were a total of 33 GED Certificates* awarded during graduation exercises held at YOS. One offender received an associate degree from Pueblo Community College that was presented during the 2019 YOS graduation exercises.



*Beginning FY 2019 High School Diplomas are not an option to achieve.

Figure 2 displays the percent of YOS offenders who have successfully completed Phase II and are moving on to Phase III with a High School Diploma, GED, or a Vocational Certificate. In FY 2019, there were 48 offenders that progressed to Phase III. Of those, only three offenders left YOS without a High School Diploma or GED. Even though they did not receive a GED, these three offenders were able to obtain vocational certificates in OSHA and Flagging.



Volunteer and Chaplain Services

Chaplains provide religious services and counsel to offenders as they are needed. The YOS Chaplain provides a formal religious service on Sunday evenings to both the male and female offenders and offers a mid-week service to offenders in Phase II. The Chaplain also makes weekly visits to the Intake Diagnostic and Orientation Unit to inquire about spiritual needs. Chaplains serve throughout the week and are involved with the Epiphany Weekend events and monthly reunions. Formal religious services are provided regularly to offenders in the facility; these include Protestant/Catholic church services, Jehovah's Witnesses, and Ramadan among others. There were 164 services held in FY 2019.

Other religious programs that are not formal services (e.g., meetings or faith group programs) are provided by organizations such as Epiphany and the Pikes Peak Christian Church. In FY 2019 there were 324 non-formal religious services and 60 non-religious programs, such as external speakers, provided to youthful offenders. In addition to Chaplains, 2,574 volunteers from the community donated their time to working with the youth offender population; an average of 55 volunteers per month provided 5,992 hours of service in FY 2019.

The following community volunteer programs were available in OTP, Phase I, and Phase II:

- Chaplain's Service
- Catholic Services
- Iron Man Bible Study
- Jehovah's Witnesses
- Epiphany
- Story Time
- Amazing Facts Bible Study
- Mindful Meditation
- Alcoholics Anonymous
- Soldiers of Christ Bible Study
- Discovering My God Given Destiny Bible Study

Gender Specific Activities

Male and female offenders are housed and managed separately; however, the facility, sentence structure and its phases are essentially the same. YOS has female-specific programs and services designed to better meet the needs of female and male-specific programs designed to better meet the needs of the male population.

Female-Specific Activities: Female offenders participate in group sessions that are geared specifically towards female adolescent development. Services by outside agencies are provided in conjunction with mental health staff to ensure psychotherapy is reinforced by all providers and continuity of care is maintained. Currently a Chaplain's bible study is held in the female unit on Tuesday evening. In addition to studying the Bible, the group discusses life issues and problems. Once a month, Epiphany holds a reunion in the female unit as well.

Male-Specific Activities: Male offenders participate in many group sessions that are geared to their learning and individual development. Services by outside agencies are provided in conjunction with mental health staff to ensure psychotherapy is reinforced by all providers and that continuity of care is maintained. Life skills classes are also offered to the male offenders while in Phase II. The Life Skills Lab provides the male offenders in Phase II with the opportunity to learn how to prepare meals, use coupons, and maintain cleanliness. Responsibility, taking direction, and being respectful to peers and staff are additional values taught in the class.

Core Program Interventions

YOS ensures that all offenders receive standard programs and services such as screening, cognitive education, and employment. However, specialized services including sex offender and mental health treatment are also provided if the offender has needs in these areas. **Table 1** further explains the programs by indicating when each core activity is available in each phase of YOS.

Table 1
Core Program Interventions

Core Activities	IDO / OTP	Phase I	Phase II	Phase III
Security Threat Group Screening & Assessment	✓			
Mental Health Screening & Assessment	✓			
Sex Offender Screening & Assessment	✓			
Substance Abuse Screening & Assessment	✓			
Education Screening & Assessment	✓			
Criminal History Screening & Assessment	✓			
Janitorial Class	✓	✓		
Health Education Class		✓		
Physical Regimentation	✓	✓	✓	
Peer Culture	✓	✓	✓	
Quick Skills	✓	✓	✓	
Guided Group Interaction		✓	✓	
Academic Program - Remedial Education	✓	✓	✓	✓
Academic Program - GED	✓	✓	✓	✓
Academic Program - Post Secondary		✓	✓	✓
Academic Program - Vocational Training		✓	✓	✓
Employment		✓	✓	✓
Anger Management Classes		✓	✓	✓
Drug and Alcohol Classes		✓	✓	✓
Mental Health Individual Counseling	✓	✓	✓	✓
Sex Offender Treatment & Monitoring		✓	✓	✓
Independent Living Skills	✓	✓	✓	✓
Self Help Groups / Group Therapy		✓	✓	✓
Impact of Crime on Victims		✓	✓	
7 Habits of Highly Effective Teens		✓		
Thinking for a Change		✓		✓
Volunteer Services	✓	✓	✓	✓
Inspirational Recreation		✓	✓	
Community Service			✓	✓
Transition Services			✓	
Leisure Time Re-Entry Classes		✓	✓	

YOS COMPONENTS/PHASES

By statute, YOS consists of four distinct phases: OTP, Phase I, Phase II, and Phase III; each with a different focus.

Orientation Training Phase (OTP)

Intake: Upon intake, offenders are transported from county jail to DRDC in Denver where the following are completed: intelligence alert checklist, emergency notification, picture identification, DNA collection, and fingerprinting. The offenders are then transported to the Intake Diagnostic and Orientation (IDO) unit of YOS, where they undergo a thorough and comprehensive risk/needs assessment and an orientation to the expectations of the YOS.

Assessment: During the first 30-45 days, a thorough and complete assessment process is performed, which consists of the following content areas:

- A review of criminogenic needs:
 - Anti-social cognition
 - Anti-social companions
 - Anti-social personality or temperament
 - Family and/or marital
 - Substance abuse
 - Employment
 - School
 - Leisure and/or recreation
- Criminal history (checks for warrants or detainers, current and prior)
- History of violent, aggressive and/or assaultive behavior
- Gang involvement
- Attitude toward authority
- Escape history
- Behavioral problems
- Education/school history
- Work history and aptitude
- Social and family history
- Sexual offender history
- History of drug and alcohol use and treatment
- Mental health (historical and current)
- Physical health (historical and current)

Standardized testing instruments are administered by trained assessment staff to identify and evaluate risk/need levels for each offender sentenced to YOS. Use of standardized testing is supplemented by a focused interview with the offender to verify or elaborate on information collected through testing. Documentation is obtained from court documents, pre-sentence investigation reports, arrest affidavits, and state and federal criminal justice

databases. Other history (e.g., education, treatment, placement, etc.) may be further validated via phone contact or written correspondence.

Zero Day Activities: Zero Day Activities consist of approximately 60 minutes of instruction/demonstration and 60 minutes of highly regimented physical activity, similar to any regular high school athletic practice, but not as rigorous as a “two-a-day” practice that many high school athletic departments use to get athletes in shape for the season. The physical exercises and activities that the offenders undergo are designed to challenge and condition the offender both mentally and physically, to drain destructive energies, break down negative gang affiliation and activity, and begin to develop pro-social rapport with YOS employees. Offenders learn that the rigors of Zero Day are completed quickly and, as a team, have achieved their first accomplishment at YOS.

Orientation: Orientation occurs during the first 30 days of intake and participation is required by all offenders in order to advance to Phase I. Orientation includes thorough discussions of the full scope of activities which occur in each phase of a YOS sentence. This activity provides basic information regarding:

- Explanation of YOS sentencing
- Expectations and criteria for successful completion of YOS
- Rules, regulations, and sanctions
- Group behavior norms
- Confidentiality of shared information and exceptions
- Program and activity attendance requirements
- Methods of confrontation, 4 cognitive distortions, 12 problem areas
- Criteria for termination from YOS
- Redirecting destructive energies
- Developing pro-social rapport between staff and offenders

Throughout the first 30-45 days, when not involved in orientation or diagnostic activities, the offender participates in highly structured and regimented physical activities. The limitation of idle time through physical activity is emphasized throughout the entire YOS sentence.

Initial Plan: At the conclusion of the assessment process, a multi-disciplinary staffing team meets to develop the initial individualized plan, based on the Level of Risk Treatment priorities identified in the Prison Intake Tool (PIT) and the Level of Service Inventory (LSI). The team may include the following staff: assessment lieutenant/treatment team coordinator, primary advisor, educational assessment specialist, clinical staff, certified addiction counselor, sex offender treatment team, intelligence officer, and correctional officers/drill instructors.

The staffing team reviews educational development and placement in addition to identifying special education service needs, cognitive skills, substance abuse and other treatment issues, family support, behavior problems, custody concerns, criminal history,

release dates, gang or security threat group (STG) issues, and other information to familiarize all members of the team with the offender. At this staffing, the offender is introduced to potentially unmet members of the team, and most notably his or her primary advisor. The primary advisor will acquaint the offender with the expectations of Phase I and will continue to guide the individual during the next phase to ensure adequate progress and participation.

Phase I

The longest portion of the YOS sentence is served in Phase I which may extend from 8 to 75 months. This phase is also where the most intensive service delivery occurs. Phase I utilizes an open unit management approach to offender management. Living units are staffed by multi-disciplinary teams with security, case management, discipline, education, treatment, and behavior modification being the shared responsibility of each staff member. Each unit serves as a small community where incentives are utilized to suppress anti-social behavior and reinforce pro-social behavior as well as the positive application of cognitive thinking skills. Progress team staff members share in the skills training and education responsibilities.

Employment: Offenders with a high school diploma or GED are required to attend post-secondary career and technical education classes or work in the facility. Job assignments exist in food service, maintenance, janitorial services, teacher clerk, library aide, recreation and laundry. Offenders have the opportunity to attend post-secondary courses in conjunction with having a work assignment. Apprenticeship programs are available through the Colorado Department of Labor to include maintenance.

Daily Schedules: The following outlines a typical daily schedule for offenders in Phase I:

- 05:30 - Wake up to standing, formal count
- 06:00 - Begin personal hygiene, daily chores and prepare for morning meal
- 06:30 - Breakfast-two units at a time- remaining units continue with personal hygiene and chores
- 07:00 - Breakfast complete - continue cleaning personal space and personal hygiene
- 08:20 - 1st hour class or report to work
- 09:20 - 2nd hour class
- 10:20 - 3rd hour class
- 10:30 - Formal count (conducted during 3rd hour class)
- 11:30 - All offender students and workers return to living unit to prepare for lunch
- 11:45 - Lunch - two units at a time
- 12:45 - 4th hour class
- 13:45 - 5th hour class or report to work
- 14:45 - 6th hour class
- 15:45 - 7th hour class
- 16:00 - Formal count
- 16:00 - Homework - for those offenders not attending GGI groups that day
- 16:50 - School day ends - all offender students and workers return to unit
- 17:30 - Dinner - two units at a time

- 18:00 - Evening programs (religious programs, college classes, recreation time)
- 20:30 - End evening programs - return to unit to complete hygiene, homework etc.
- 20:30 - Chores (clean and organize personal space) and personal hygiene
- 21:00 - Standing formal count - read/study in room
- 22:00 - Lights out

Family Support: Parental involvement is an essential component of successful sentence completion and community re-entry. To encourage family support, a detailed parent packet is mailed to each offender's parents or legal guardians upon intake. The packet contains general information about YOS and is intended to encourage parental support, participation and input which will result in improved communication among offenders, parents, and staff. In turn, better communication facilitates stronger relationships with parents who are a critical support system for the offenders while they are incarcerated, as well as when they return to the community.

On a daily basis, the YOS Management team maintains open lines of communication with parents who have concerns, questions, or issues which may arise regarding their child. Additionally, YOS works closely with a volunteer committee comprised of parents who have children incarcerated in YOS. This Parents Association provides the time and resources needed to host special functions. In addition, they have implemented a phone tree for information sharing.

Throughout each year, YOS actively attempts to maintain or re-establish family support structures through scheduled family re-unification events. YOS will attempt to schedule these events on a monthly basis as scheduling allows.

YOS has taken additional steps to foster continued family relationships and support, in the form of Parents on a Mission. This is mandatory programming for all YOS offenders. This program helps establish the vision of a healthy family relationship and effective parenting models. It also reinforces the expectations of developing pro-social skills and abilities that support family reunification and maintain parental connections that will assist in successful reintegration related to family and community.

Phase II (Pre-Release)

The last three months of an offender's incarceration is served in Phase II. The date of progression to Phase II is determined by the YOS Placement Committee. The Placement Committee assesses each offender's progress in education, cognitive course work, facility employment history, progression in the Behavior Management Program/Level System, and overall abilities relevant to their preparedness for a successful transition back into the community. Phase II is located on the YOS campus in Pueblo and offenders remain under direct 24-hour supervision while in the facility and while on scheduled appointments/activities in the community.

Phase II: This phase is intended to provide direct supervision of offenders to ensure offender compliance through incentives and sanctions with the goal of maintaining public safety. Staff members are utilized as mentors and role models, to encourage positive social

interactions and pro-social behaviors. Also important is the reinforcement of the Phase I goal of replacing criminal or dysfunctional thinking and values with socially acceptable norms. Offenders continue to receive a full range of services in Phase II but with greater emphasis on services which facilitate successful community re-entry, including job development, life-skills training, and education. Core areas of activity in Phase II include education/employment, relapse prevention, independent living skills, crime victim empathy development, employment services, community service projects, pro-social outings, and transitional services.

Education/Employment: The education component in Phase II is designed to build upon the academic skills acquired in Phase I in order to prepare them for the academic, vocational, and occupational challenges of community living. Academic classes continue for offenders who have not yet obtained a high school diploma or GED. For those with high school certification, preparation for college entrance exams (ACT and SAT) is available. Phase II provides the services of an educational advisor who facilitates the application process for federal and state grants, scholarships, support services, and assistance with post-secondary needs. Male offenders who are 18 years of age or older are required to enroll with Selective Service to qualify for federal and state grants and vouchers.

All Phase II offenders participate in a monthly employment seminar which assists in career planning by providing labor market information and assistance with applications and resumes. This phase helps offenders improve skills, such as goal setting, self-esteem, listening, assertiveness, interviewing, and job seeking skills. The education component in Phase II is not restricted to academic and vocational skills. The curriculum seeks to improve offender effectiveness in many essential life roles: employee, parent, family member, and community member. Coursework places emphasis on the following:

- Goal setting
- First impressions
- Time management
- Assertiveness
- Communication
- Money and credit
- Stress and health
- Interviewing skills
- Job progression
- Decision making
- Strengths
- Celebrating success

Phase II staff assist offenders in securing birth certificates, social security cards, and Colorado identification cards—which are necessary when applying for jobs. Courses in writing skills focus on resumes, cover letters, and felony explanation letters for prospective employers.

Independent Living Skills: Offenders prepare for community living by participating in independent living skill coursework which is part of the Cognitive Intervention core curriculum. To facilitate a successful community reentry, offenders meet with community agencies to plan for future transition.

Offenders are required to attend a nutrition class where they are taught skills in food planning and preparation. Additionally, budgeting and personal safety are discussed as

important parts of independent living. The offenders are required to prepare a budget, which is discussed during the monthly transitional meetings. All Phase II offenders are required to complete a resume, cover letter and felony explanation letter. These documents are reviewed monthly during Progress Team Reviews. While in the facility, offenders are responsible for chores and maintenance similar to requirements they will experience in the community.

Baby - Think It Over Program: Phase II offenders participate in the *Baby - Think It Over* program, which requires each offender to adopt the role of a parent. By exploring the emotional, financial, and social consequences of parenting, this program introduces offenders to the responsibilities of caring for an infant by using a computer simulated baby. The program also discusses abstinence and sexually transmitted diseases.

Community Service: All offenders sentenced to YOS are required to complete meaningful community service while in Phase II and Phase III. The YOS facility works closely with local community agencies to arrange an average of 700 hours of meaningful community service activity each month.

Transitional Services: Transition team meetings occur during Phase II to evaluate, coordinate, and finalize a comprehensive and tailored community supervision and re-entry plan for Phase III. The initial meeting takes place during the first two weeks of the offender's entrance into Phase II. The second and third meetings are then scheduled approximately 30 days apart. Meetings are attended by Phase I, II, and III staff, including: mental health staff, SOTMP therapists, medical staff as needed, an educational advisor, the offender, family members, and appropriate community providers. The plan addresses the following components:

- Family preservation, emancipation, independent living skills
- Academic and vocational education
- Employment history and abilities
- Drug and alcohol counseling
- Community service
- Mentoring
- Recreational activities
- Groups for pro-social behavior
- Gang affiliation and history of participation
- Medical history
- Criminal history and propensity to re-offend
- Behavioral history at any correctional facility
- Cognitive educational accomplishments
- SOTMP participation (if applicable)
- Offender's Phase III plan and goals for successful community reentry

The offender actively participates in implementation of the Phase III plan after its development. Phase II offenders are transported to meet and tour Phase III community

providers, take college entrance exams, enroll in school, attend college orientations, apply for financial aid, drop off employment applications, schedule interviews, attend job fairs, and actively participate in the process of leasing an apartment.

Phase III (Community Supervision)

YOS Community Supervision, also referred to as Phase III, is the final component of a YOS sentence that allows the offender to transition from a facility setting to the community. Phase III provides intensive supervision and surveillance. It holds the offender to a high level of accountability while living within the community, and to enhance public safety. It is designed to ensure close offender monitoring and supervision by incorporating intensive community parole officer (CPO) contact and counseling sessions. CPOs, in conjunction with contracted case managers, assist offenders in the areas of residency, employment, education, therapy, and re-entry services. Phase III employees use evidence-based practices to instill compliant behavior, teach self-discipline, and provide the appropriate programs and services to assist with the offender’s successful transition back to the community.

Services Provided: Phase III emphasizes an interactive partnership of county, state, and community agencies; offering an array of support services which provide a comprehensive community supervision program statewide. These services assist the offender and his/her family in the areas of residency, employment, education, therapy, and re-entry services. A gradual decrease in supervision intensity accompanies positive program participation, measurable attainment of defined goals and objectives, and increasingly pro-social community involvement.

YOS Phase III contracts with community based service providers to provide an evidence-based approach to the offender’s rehabilitation. These contracted services provide support to offenders while they are completing their incarceration through the Community Transition Program, Independent Living, and Family Preservation. **Table 2** provides details about the geographic location of Phase III participants and the percentage who are in Independent Living or Family Preservation.

Table 2
Phase III Community Supervision FY 2019

Region	Number of Offenders	Family Preservation	Independent Living*
Northern	18	22%	78%
Central	18	95%	5%
Southern	11	91%	9%
Western	1	100%	0%

Note. Independent Living totals include offenders who successfully completed the Community Transition Program.

The **Community Transition Program** operates as an emancipation program in a stand-alone residential setting, much like a community corrections center. It provides a step-down process for offenders to transition from a secure facility to the community. Offenders can progress to either the Independent Living or Family Preservation components of Phase III.

The Community Transition Program provides support services to offenders through meals, clothing, sleeping arrangements, transportation, and medical assistance. This program also provides employment services, substance abuse treatment, education, cognitive education, community activities, and case management services.

Family Preservation allows offenders to transition from the facility or the Community Transition Program to their parent(s), family, or designated sponsor. In this component, parents, family, or sponsors are considered integral in developing and implementing the community supervision plan and are included in establishing a family and community support system for the offender. The concept is to build a team approach with a commitment from the parents, family, or sponsor to cooperate and to support the YOS offender in achieving the goals of community reintegration. The contracted services support the offender with education, cognitive education, community activities, and case management. In addition, the contracted provider assists the offender in securing employment to increase the chances of successful reintegration and decrease recidivism risk.

Independent Living is a portion of Phase III and allows the offender to transition directly from the YOS facility or in most cases, from the Community Transition Program, to living independently in the community. This component is designed for those individuals who lack family support, or for individuals for whom returning home is not conducive to successful re-entry. This contracted support service assists the offender in securing an apartment, furniture, food, and other essentials necessary to live on their own. Additional services include: case management, cognitive education, employment and education services, social/recreational activities, and community service.

Contracted day reporting services serve to support the Family Preservation and Independent Living components by providing a means for daily call-ins from offenders. In addition, the vendors may provide additional services as needed such as additional urinalysis testing, breathalyzer testing, medication monitoring, and Antabuse.

Contracted mentoring services serve to support offenders by recruiting, training, interviewing, and matching both one-on-one and group mentor volunteers to offenders located in YOS Phase II and Phase III. The contractor monitors each match through the time that a YOS offender's sentence is discharged. The role of the mentor is to support and encourage offenders to participate in Circles of Support and Accountability, in addition to providing mentor or life coaching services. These services are provided in Denver and Ft. Collins.

Phase III offenders are evaluated for the most appropriate mental health/substance abuse treatment offerings, which are administered through a network of CDOC-approved providers. These providers conduct groups in anger management, domestic violence, substance abuse and sex offender treatment. Offenders participate in age and developmentally-appropriate individual counseling sessions. Monthly reports assist in keeping CPOs up-to-date on each offender's progress. Adult Basic Education (GED preparatory) is required for every offender who has not attained a high school diploma or

GED. Post high school education is available depending on the offender’s abilities and motivation. Contracted community-based service providers assist the offender with academic/career and technical education enrollment, acquisition of financial aid, and attainment of student support services.

Employment in Phase III is required of all offenders during the YOS Community Supervision phase. Contracted community-based service providers help the offender find and maintain meaningful employment. Employment teaches the offender a work ethic, develops self-confidence, and provides the offender with money for self-sufficiency and restitution payment. The YOS community supervision phase has contracted community based services and CPO supervision in the Denver Metro area, Fort Collins, Colorado Springs, Pueblo, and Grand Junction. **Table 3** describes the average daily population in Phase III in FY 2019, the employment rate and outcomes. In Phase III 77% of completions were successful, with 38 completions and 9 revocations.

Table 3
Phase III Performance Measures

Performance Measure	FY 2019
Average Daily Population	48
Offender Employment Rate	80%
Phase III Completions	38
Phase III Revocations	9

Completion of the YOS Sentence

Upon successful completion of the programs and services offered throughout the offender’s sentence at YOS, including the mandatory period of community supervision, the initially imposed and suspended adult sentence is fulfilled.

Revocation/Termination

Offenders who do not successfully complete their sentence to YOS or who fail to comply with the terms and conditions of YOS may be returned to district court for revocation proceedings. Any offender returned to the district court because they did not successfully complete the sentence to YOS for reasons other than mental illness or a developmental disability, or because they fail to comply with the terms or conditions of YOS, shall receive imposition of the original sentence to the CDOC.

STAFFING

In staffing YOS, the executive director of the CDOC shall ensure employees are experienced and trained in the treatment of YOS offenders or will be trained in the treatment of YOS offenders prior to working with this population. Employees are trained to act as role models, mentors and are the best equipped to enable YOS to meet and achieve the YOS guiding principles.

YOS is comprised of a community of concerned employees committed to the principles of adolescent development, who, through modeling, mentoring, and other planned interventions, provide opportunities for offenders to acquire skills and abilities which enable them to grow and develop into successful, productive citizens. Perhaps more so than in the adult system, staff working with YOS offenders must be able to perform multiple functions. YOS staff members are selected for their professionalism, attitude, and experience working with adjudicated adolescent populations, and for their potential to mentor, coach, and provide training to offenders and jointly facilitate counseling sessions and programmatic activities.

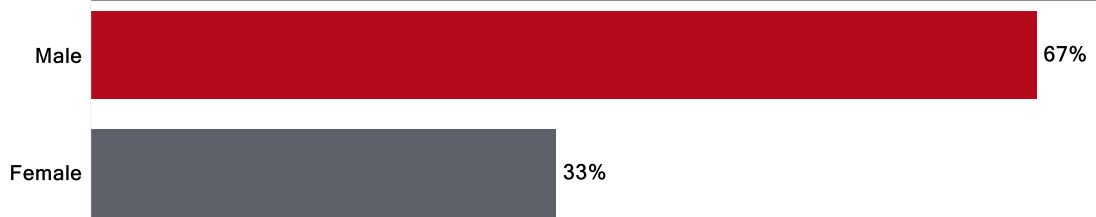
Facility Staff

There are 182 full time equivalent (FTE) positions currently assigned to the YOS facility. The administrative staff includes the warden and associate warden along with administrative personnel. Administrative personnel include the administrative services manager, operations manager, high school principal (teacher III), and other support employees. Custody and control personnel (i.e., correctional officers) provide direct offender supervision, offender management, security for the facility, and supervision of line staff. They also facilitate Quick Skills classes and GGI sessions with offenders. Clinical services staff members administer medical, mental health, and therapeutic interventions. Education employees are responsible for direct and supportive educational services for offenders. Food service and physical plant employees provide meals for the offenders, grounds maintenance, and direct supervision of offenders working in those areas. Central impact positions include an investigator, legal representative, and a researcher not physically located at the YOS facility.

YOS Phase I and II Staff are 33% female and 67% male (**Figure 3**); 52% are White, 42% Hispanic, 1.6% Native American, 3.4% African American and 1% Asian.

Figure 3
YOS Phase I and II Staffing

Staff Gender



Staff Ethnicity



Community Staff

YOS Phase III Supervisor: The YOS Phase III Supervisor oversees Phase III staff and secures and develops statewide community-based resources and support programs for offenders transitioning from the facility portion of the YOS facility to Phase III. These resources, programs, and services are designed to meet the individual needs of each offender in the areas of education, financial aid, vocational training, support services, therapy, employment, housing, independent living, and community service. The YOS Phase III Supervisor works with approved treatment providers to develop services that meet the particular needs of the individual offenders and monitors the implementation and effectiveness of provided services.

CPOs: Intensive community supervision is provided by Community Parole Officers (CPOs) who are Peace Officer Standards Training (POST) certified. They adhere to supervision standards that are set in Colorado Revised Statute and the CDOC Administrative Regulations. The CPO fulfills many roles and performs many functions in the supervision of YOS offenders that are atypical and unique. The CPO is responsible for offender supervision in the community, responds to attempted escapes and critical incidents, makes arrests, administers disciplinary procedures, and removes offenders from the community as necessary. In addition to these traditional functions, the CPO also participates in unique responsibilities such as the development of the community supervision plan and serves as a mentor and role model to the offenders under their supervision.

Staff Training and Development

Like all CDOC employees working with offenders, YOS employees are required to attend the CDOC Basic Training Academy and maintain a minimum of 40 hours of subsequent training each year in subjects and courses that enhance career development specific to their professional status. The YOS sentencing statute (C.R.S. 18-1.3-407) requires YOS employees to have experience working with YOS offenders or receive the proper training prior to working with this population. To meet this mandate, YOS requires all staff to complete additional YOS/adolescent specific training requirements annually.

This training includes courses in:

- Reviewing administrative regulations
- Educational opportunities specific to YOS
- Cognitive intervention program
 - Mission statement & guiding principles
 - Legal issues
 - Positive peer culture and cognitive education
 - Resisting peer pressure
 - Cognitive distortions
 - Anger management
 - Thinking errors & problem solving
 - Social-skills training
 - Interview skills
 - Conditions of feedback
 - Progress teams
- Code of Penal Discipline (COPD) and YOS
- Case management planning and implementation
- Special education
- Suicide prevention
- Adolescent development
- Neglected, sexually, and physically abused youth
- Management of, and programming for, sex offenders
- Adolescent nutrition
- Quick skills
- Cultural awareness
- Crisis prevention and intervention
- Housing and physical plant
- Policy and procedure
- Substance abuse services
- Mental health issues
- Gender-specific issues

YOS COSTS

Actual costs were examined for YOS over four fiscal years (Table 4). Costs are presented separately for the facility portion, the community supervision phase, and jail backlog as well as for the entire system. Offender costs per day (Table 5) were calculated using the average daily population (ADP). The FY 2019 ADP for facility supervision was 167, Phase III was 42, and External Capacity was 3.

Table 4
YOS Annual Program Costs by FY¹

	FY 2016	FY 2017	FY 2018	FY 2019
IDO, Phase I and II	\$15,810,102	\$16,624,655	\$15,582,405	\$16,354,657
Phase III (Community)	\$1,570,330	\$1,343,259	\$1,633,871	\$1,602,905
External Capacity	\$39,390	\$39,157	\$39,157	\$60,148
YOS TOTAL	\$17,419,822	\$18,007,071	\$17,255,433	\$18,017,710

Cost categories incorporated in IDO, Phase I and Phase II include personal services, operations, contract services, education contracts, drug and alcohol treatment, sex offender treatment, mental health, food and maintenance, medical expenses, and central administration. The Phase III cost categories include personal services, operating, contract services, and central administration.

Table 5
YOS Cost Per Day for FY 2019

	Facility	Clinical Services	Administrative Services	Total
IDO, Phase I and Phase II	\$227.21	\$10.71	\$12.40	\$250.32
Phase III (Community Supervision)	\$100.85	\$0.00	\$3.71	\$104.56
External Capacity (Jail Backlog)	\$54.93	\$0.00	\$0.00	\$54.93

The ADP for community supervision has increased during the last couple of years, as offenders who became eligible for YOS as the result of C.R.S. 18-1.3-407.5 progressed through the system. YOS is still more costly than many of the CDOC facilities. This rate is explained largely by the high staff-to-offender ratio and intensive education and treatment services.

¹ Source: CDOC Finance and Administration

FUTURE CONSIDERATIONS

IDO/OTP, Phase I, Phase II, and Phase III

- Continue to focus on providing meaningful in-reach and re-entry opportunities that focus on building skills and resources to assist offenders in transitioning back into the community.
- Focus on offering parenting courses (Parents on a Mission) for all offenders at YOS who currently have children. The long term goal will be to provide this course to all offenders transitioning back into the community.
- Continue to evaluate and make physical plant changes to more effectively manage the unique population and challenges of YOS.
- Continue to place an emphasis on increasing the number of Family Re-Unification events.
- Ensure individual treatment is offered for offenders who are exhibiting ongoing mental health issues.
- Continue to have meaningful contacts with the offenders through weekly meetings with their Individual Advisor and Monthly meetings with their assigned Case Manager.
- Continue to evaluate and align educational services to correspond with an older offender population and the increased need for vocational, career, and technical education.
- Continue to identify and implement all available offender apprenticeship programs and opportunities to be offered at YOS.
- Track offenders sentenced under Senate Bill 15-182 to ensure programmatic needs are met.
- Continue to focus on providing evidence-based cognitive programs to meet the needs of offenders.
- Evaluate current budgetary spending and performance of long-term private service partnerships to ensure YOS is receiving effective and efficient service from contract providers.
- Ensure that all recommendations for revocation are thoroughly reviewed to determine whether there are other available interventions that can take place prior to revocation.
- Expand on the Foundations course and a Construction Trades class. This will provide yet another avenue for offenders to learn valuable skills to utilize upon re-entry.

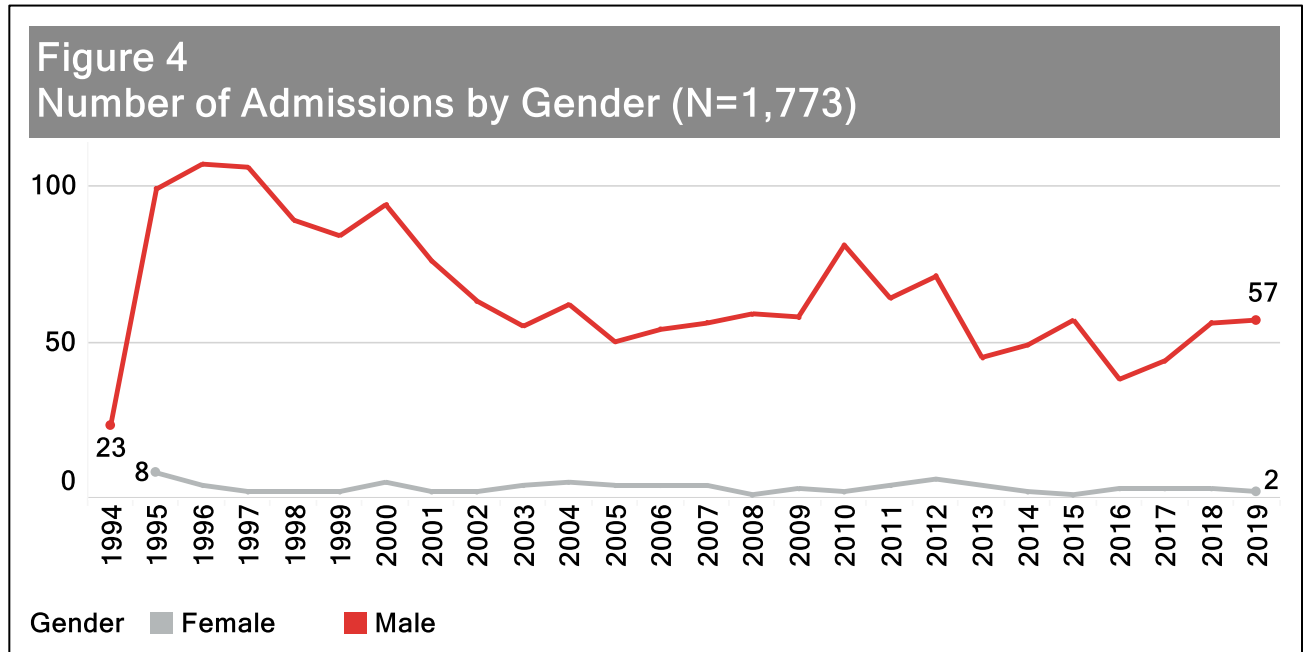
Overall Considerations

The CDOC continues to work with district attorneys, public defenders, private attorneys, and judges to increase awareness about the YOS sentencing option and to ensure consistent, appropriate, and timely sentencing under YOS statutory provisions. Tours of the YOS facility are routinely scheduled and conducted for attorneys, judges, and advocacy groups. YOS continues to maintain accreditation through the American Correctional Association (ACA). YOS will continue to work with approved community treatment providers to develop and increase volunteer programs available to offenders in all phases of YOS.

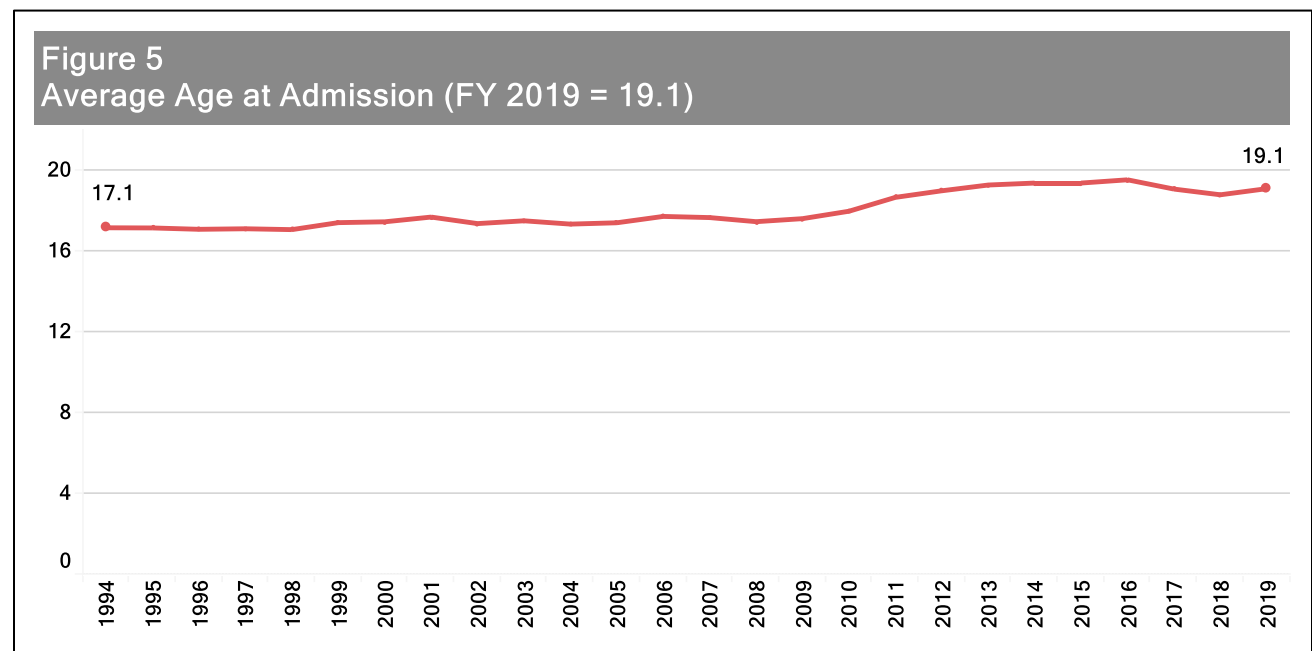
OFFENDER PROFILE

Admission Characteristics

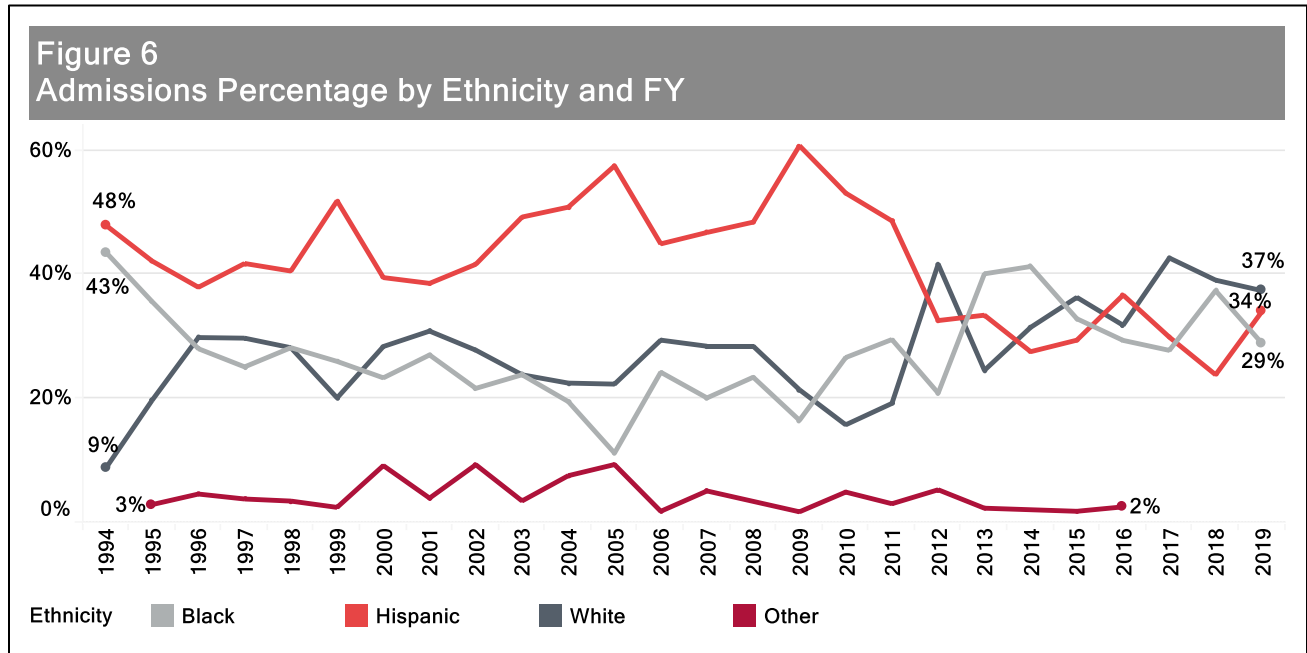
There were 59 admissions to YOS in FY 2019 (Figure 4), 57 males and 2 females, contributing to a total of 1,773 admissions since FY 1994.



Demographic Characteristics: Pursuant to C.R.S. 18-1.3-407.5, implemented October 1 of 2009, offenders at the age of 18 or 19 at the time of their offense are eligible for YOS. The average age of offenders at time of admission was 19.1 years in FY 2019, reflecting a slight increase (Figure 5). On June 30, 2019, the average age of YOS offenders was 21.4 years.



In FY 2019 37% of admissions were White, reflecting a substantial decrease from 54% in FY 2018. Hispanic admissions sharply increased from 10% in FY 2018 to 34% in FY 2019. Black admissions sharply decreased from 36% in FY 2018 to 29% in FY 2019 (Figure 6).



Sentence and Crime Data: The average juvenile and adult sentence length for offenders admitted to YOS has increased over the years, as has the difference between them. Over the years, adult sentences have become longer relative to juvenile sentences. In FY 2019 the average adult sentence was 11.9 years; the average juvenile sentence 4.5 years; and the average difference between them was 7.5 years (Figure 7).

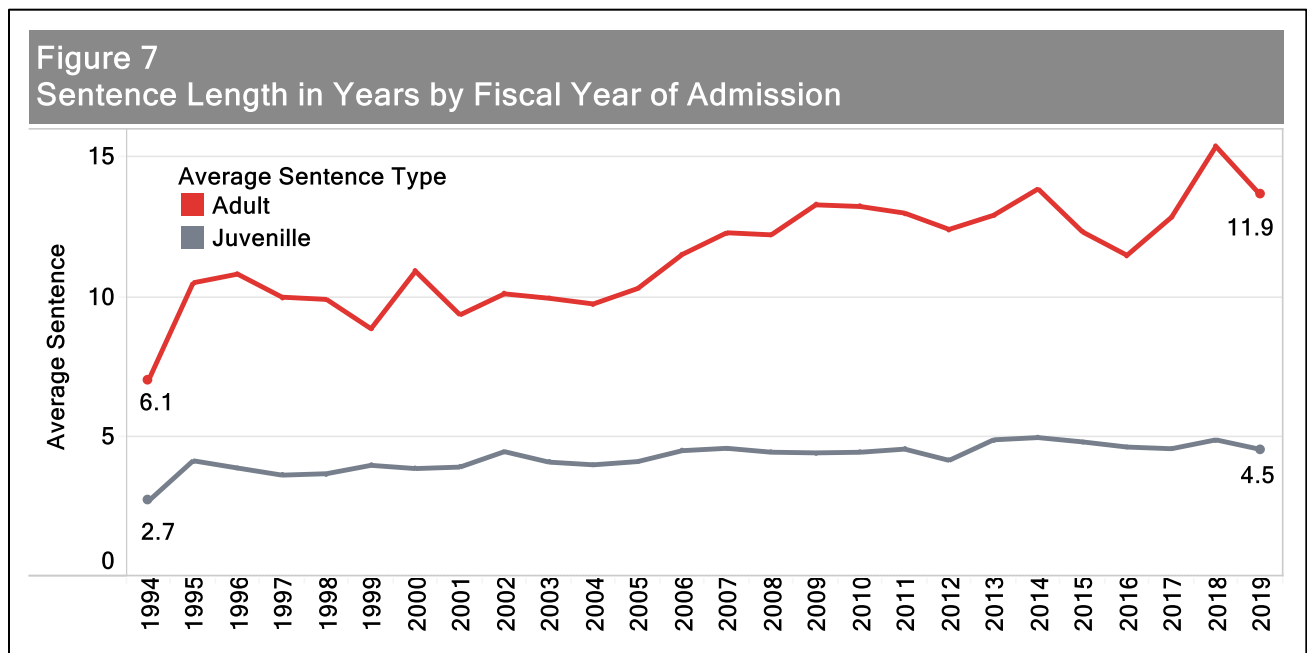
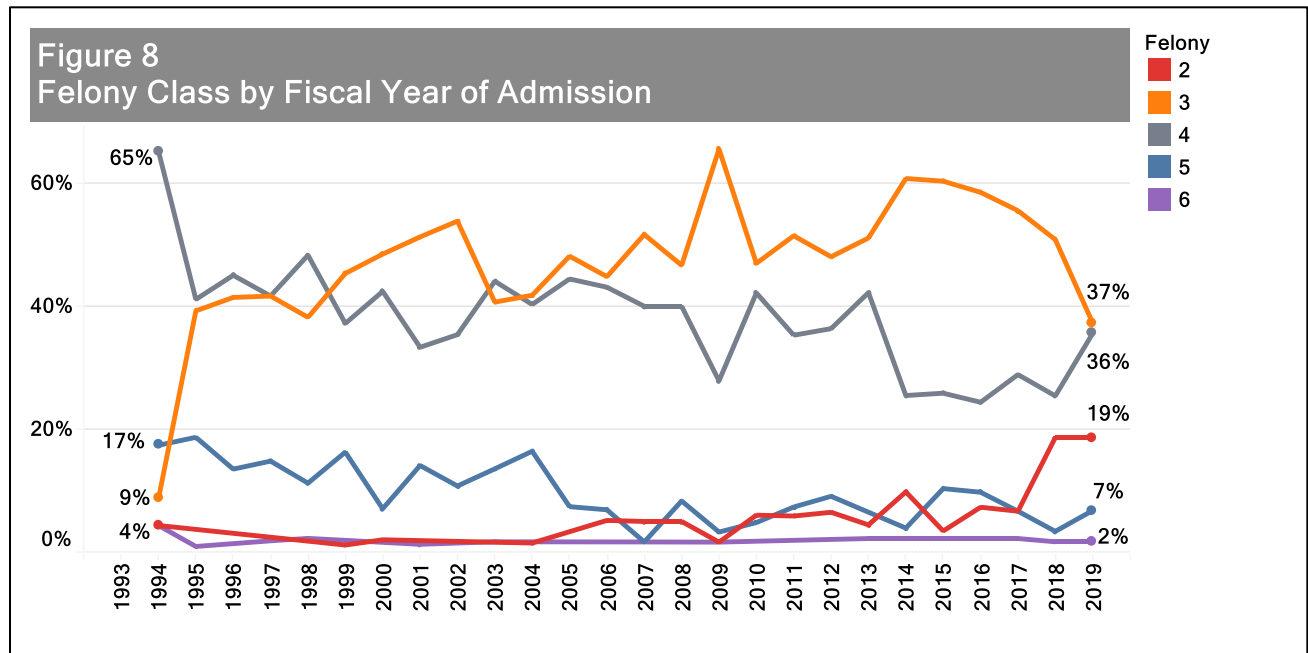
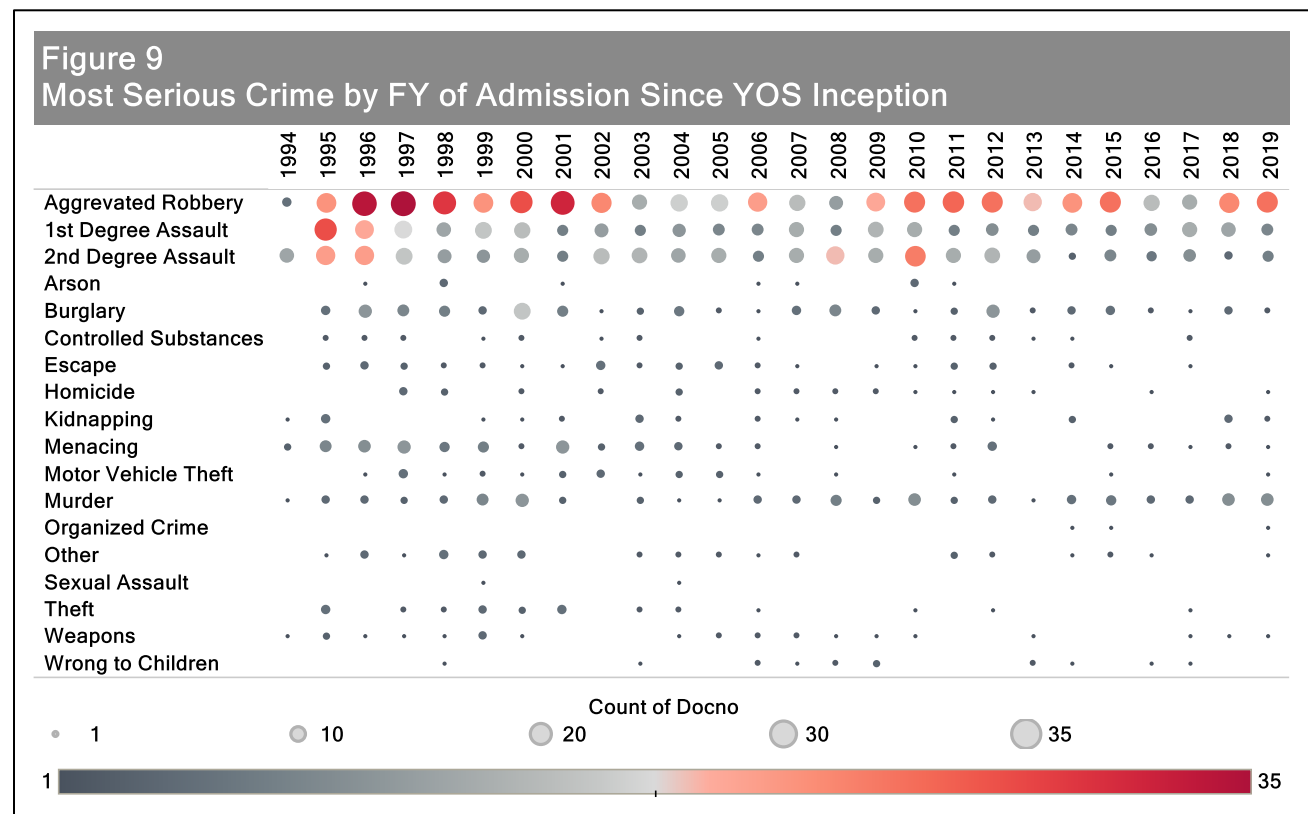


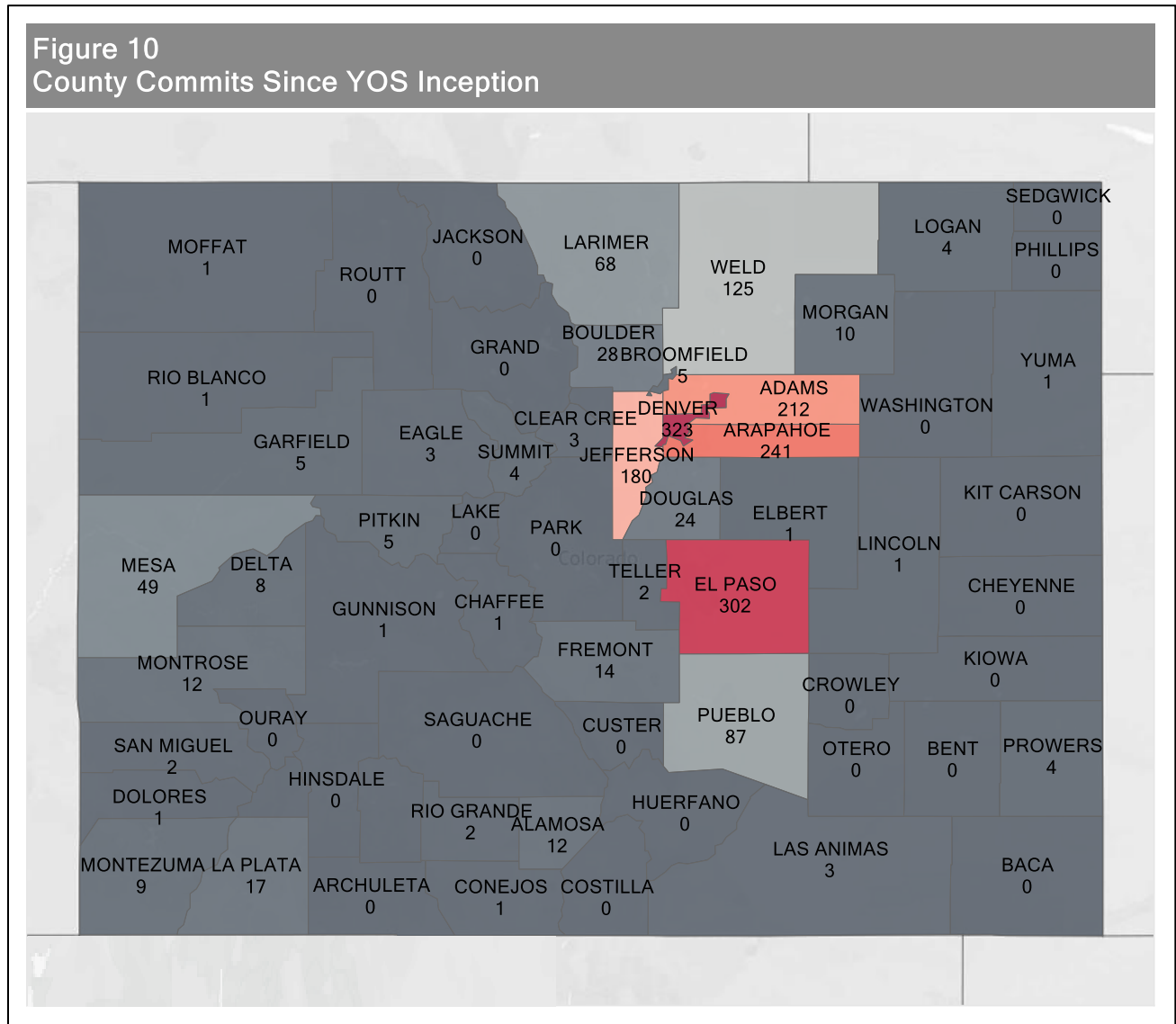
Figure 8 depicts the offense felony class of the most serious crime committed by offenders admitted to YOS. There was a sharp decrease (51% to 37%) in class 3 felonies from FY 2018 to FY 2019. There was also a fairly sharp increase (25% to 36%) in class 4 felonies from FY 2018 to FY 2019. Class 5 felonies increased from 3% to 7% from FY 2018 to FY 2019. The percentage of class 2 and class 6 felonies remained the same from FY 2018 to FY 2019.



As shown in **Figure 9**, aggravated robbery along with 1st and 2nd degree assault are the crimes most commonly committed by YOS offenders.

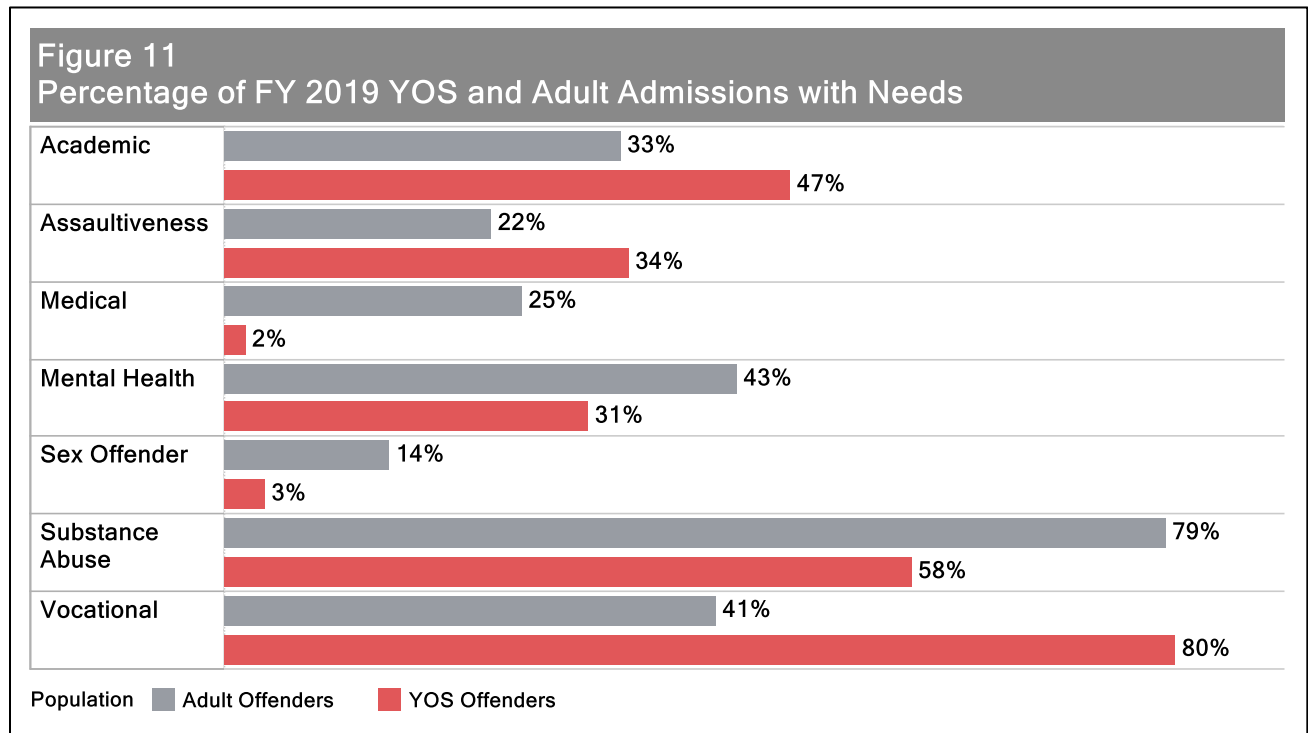


Denver and El Paso counties have the highest number of commitments to YOS with 323 and 302 respectively (Figure 10). Arapahoe (241), Adams (212) and Jefferson (180) counties have the next highest number of commitments, followed by Weld (125), Pueblo (87), Larimer (68), and Mesa (49).

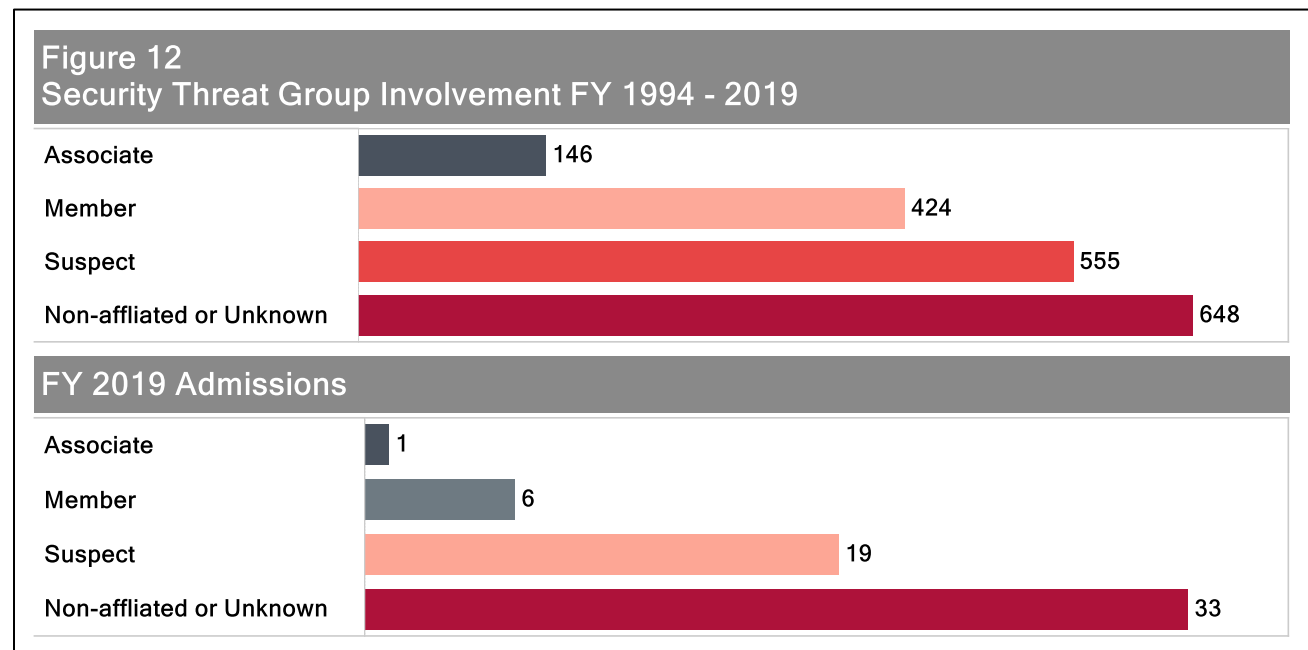


Risk and Needs: Criminal risk and need for YOS offenders is assessed by the LSI-R or Level of Supervision Inventory-Revised. YOS offenders are assessed on several dimensions to determine individual needs. Needs levels are rated on a 5-point scale where higher scores are indicative of more serious needs. Typically, offenders who score 3 or greater are identified as having more substantive treatment needs. Although the sex offender needs level is not rank-ordered in severity as are the other scales, a score of 5 triggers a sex offender treatment recommendation.

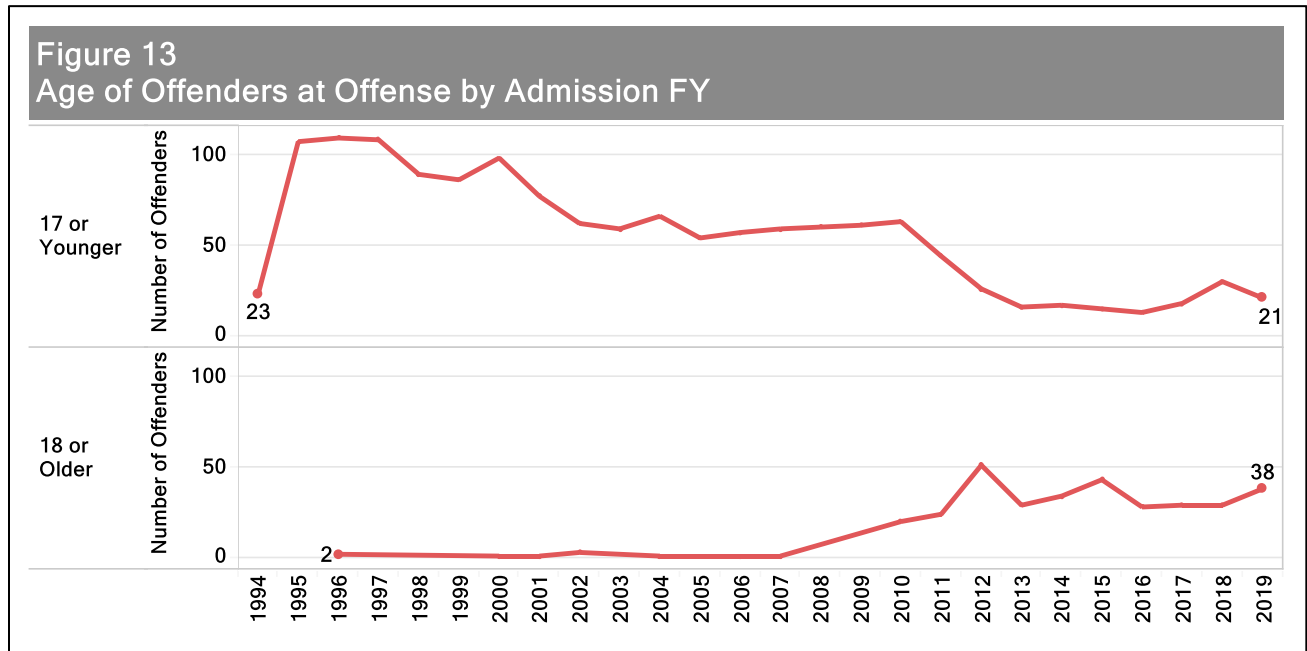
Figure 11 displays the percentage of new adult and YOS admissions with treatment needs in seven domains. In FY 2019, youth offenders more often demonstrated Vocational, Academic, and Assaultiveness needs, compared to adults. Adult offenders more often demonstrated Medical, Mental, Sex Offense, and Substance Abuse needs.



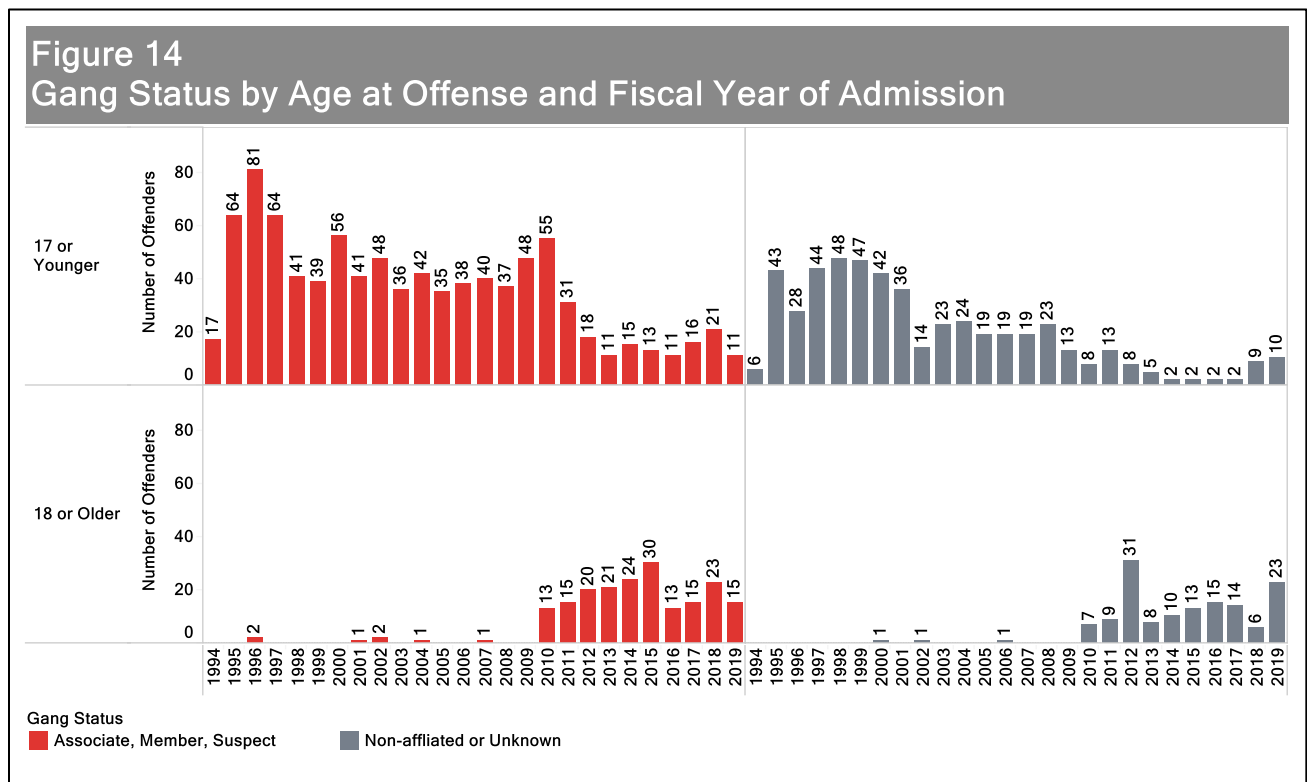
Security Threat Group Involvement: Offender involvement in security threat groups (STG) is ascertained by field intelligence officers who rate involvement across 11 items. There are three levels of STG involvement: member, associate, and suspect. In FY 2019, of the 59 new admissions, 6 were designated members, 1 an associate, 19 suspect, and 33 non-affiliated or unknown (**Figure 12**).



From FY 2012 to FY 2019 the majority of new admissions to the YOS program have been 18 or older, with the exception of FY 2018. During years prior, the majority had been aged 17 and younger. In FY 2019, 21 YOS-committed offenders were aged 17 years or younger at the time of their offense, while 38 were 18 years or older (Figure 13)

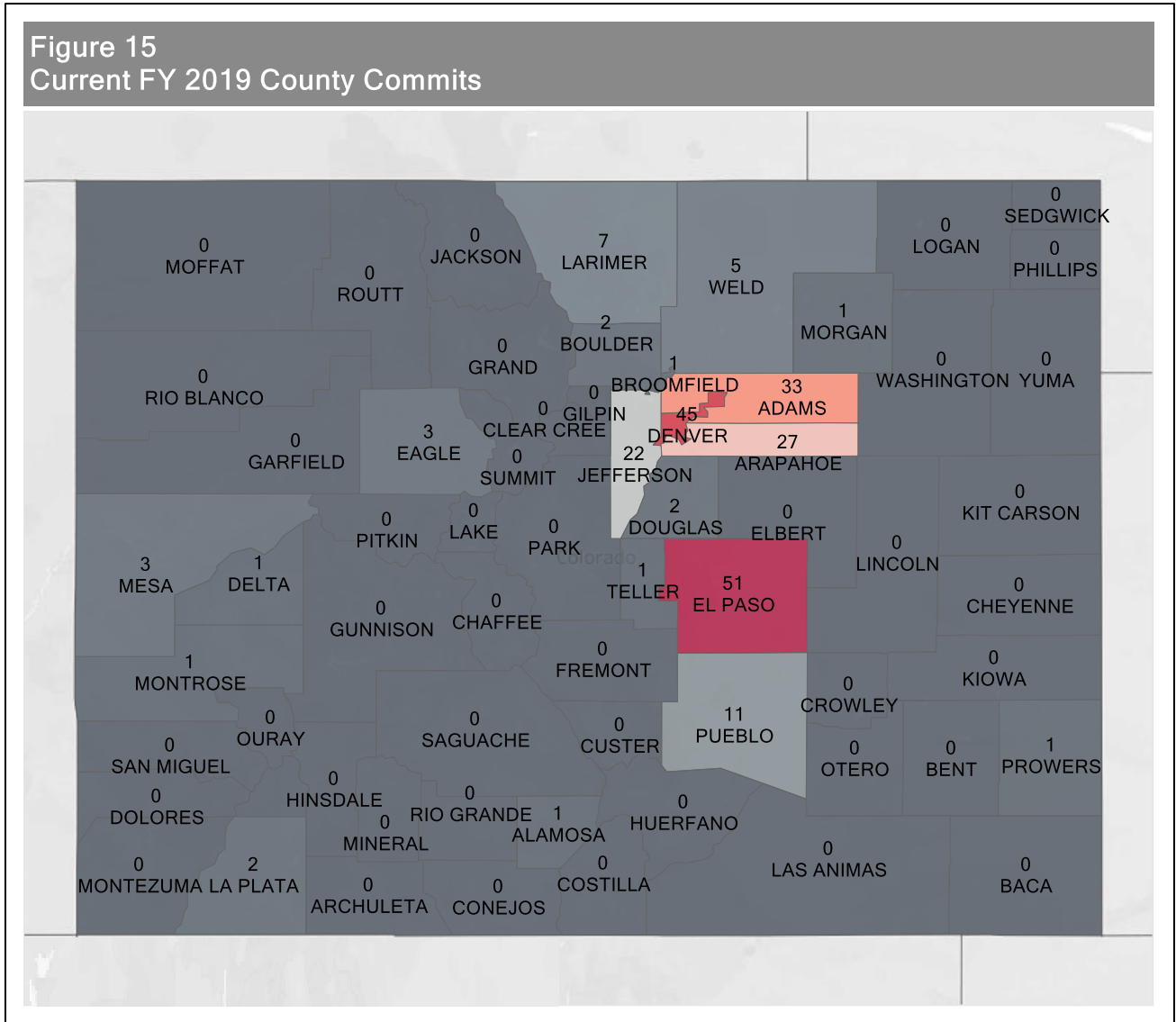


In Figure 14 gang status is compared between groups of offenders who committed their offense at 17 and younger versus 18 and older. The number of offenders identified as an associate, member, or suspected gang member (of both age groups) dropped from FY 2018 to FY 2019.



Year-End Population

At the end of FY 2019, there were a total of 220 offenders in YOS across all three phases. **Figure 15** details the originating county of current YOS offenders including El Paso (51), Denver (45), Adams (33), Arapahoe (27) and Jefferson (22) counties.

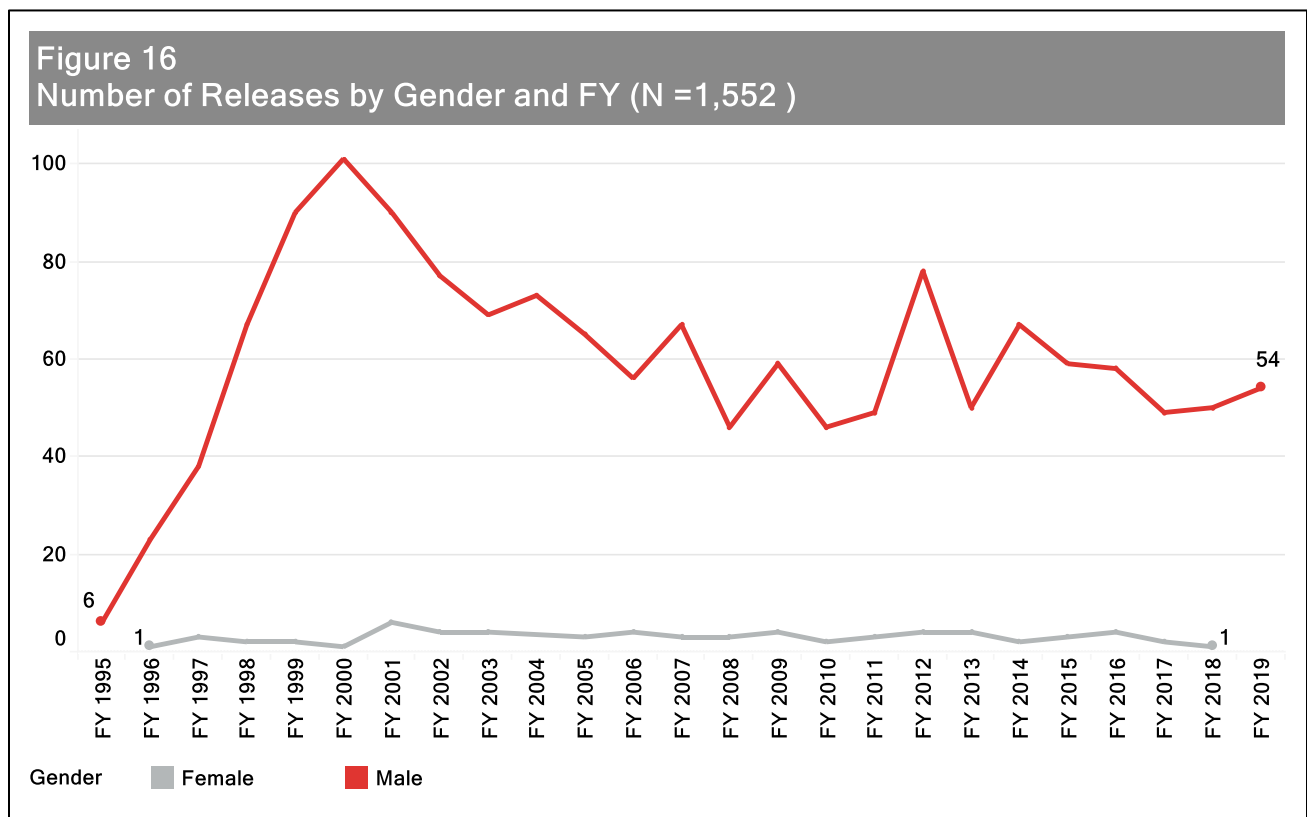


YOS Releases

One thousand, five hundred and fifty-two (1,552) offenders² have released from YOS since the program began. There are four primary release types: successful discharge, termination/revocation, reconsideration, and death.

Successful discharge describes offenders who successfully completed their YOS sentence. Termination or revocation includes offenders who were removed from YOS for: failure to meet the terms and conditions of their sentence, continuing violent or criminal behavior, quitting, failure to progress, or new criminal charges. Upon revocation, the original adult prison sentence is imposed by the courts. Reconsideration describes offenders sentenced to YOS who were removed by the courts through a court order discharge, released to appeal bond, or released to probation. Judicial reconsideration resulting in a transfer to adult prison may include an additional conviction that makes the offender ineligible for YOS, such as identification of the offender not meeting the age requirements.

In FY 2019, 39 offenders achieved a successful YOS sentence discharge, 3 released to probation and 12 offenders were terminated or revoked. **Figure 16** represents the number of releases by gender and by fiscal year. Since the beginning of YOS, the male offender population has been significantly larger than the female offender population. In FY 2019, there were 54 male offenders and 0 female offenders released from YOS.



² Two (2) offenders were removed from previous cohort as they were YOS Transfers – offenders with adult sentences housed at YOS.

From the inception of YOS through FY 2019, 1,164 offenders have achieved a successful YOS sentence discharge; 317 have received termination or revocation; 61 have received probation or reconsideration; and 10 are now deceased (Figure 17).

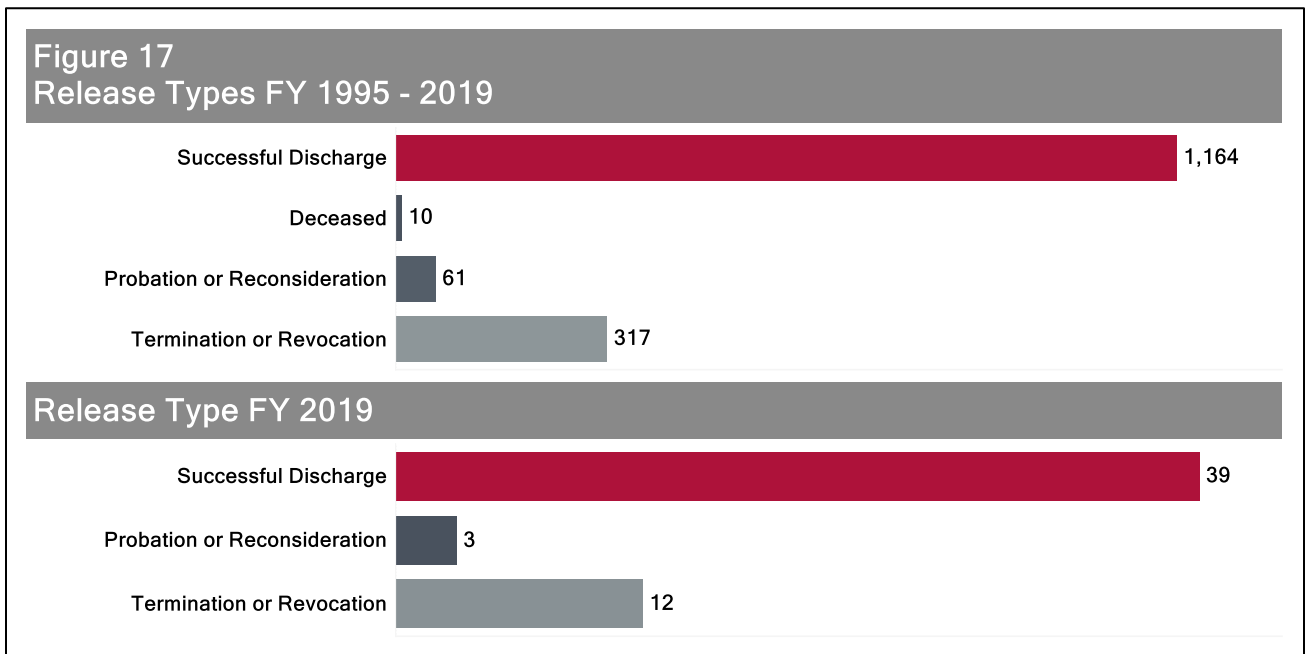


Figure 18 charts the release types across fiscal years for YOS offenders. Of the 54 male offenders that released in FY 2019, 39 of them (72%) successfully completed their sentence, 12 (22%) failed to complete their sentence, and 3 (5%) were court-order discharged.

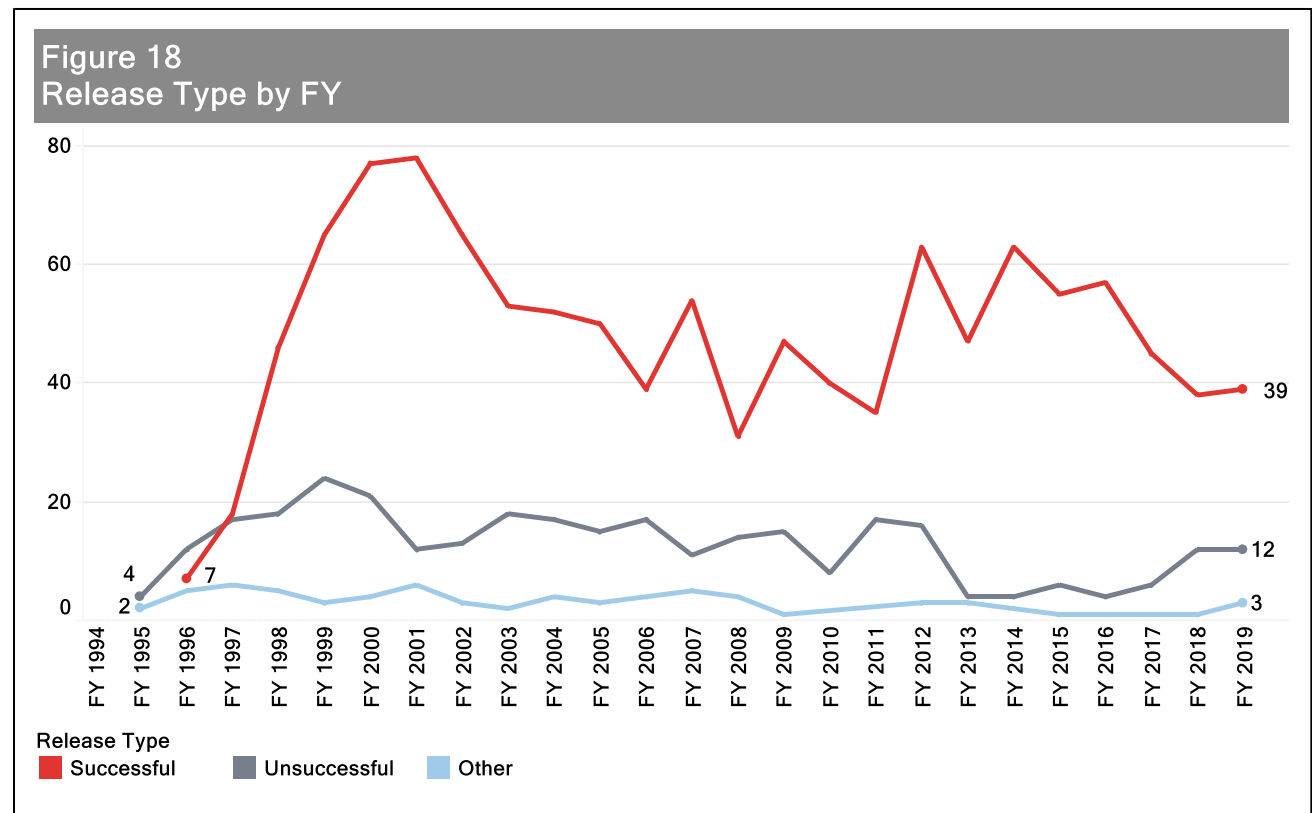
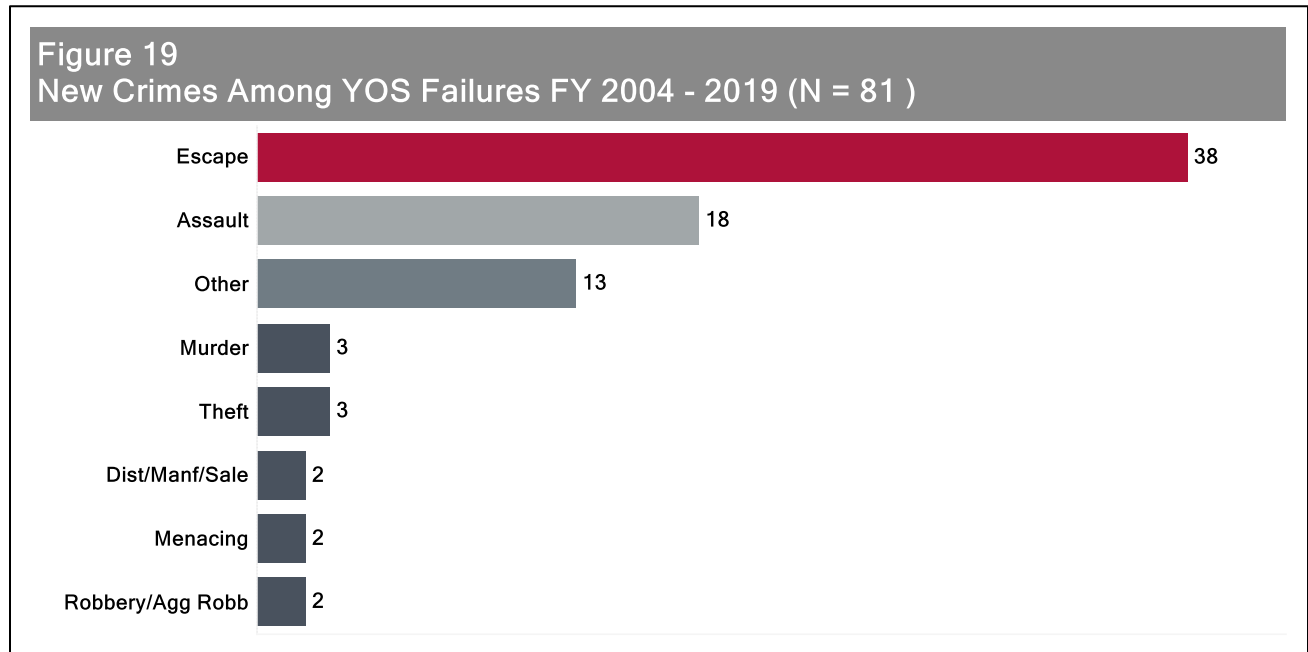
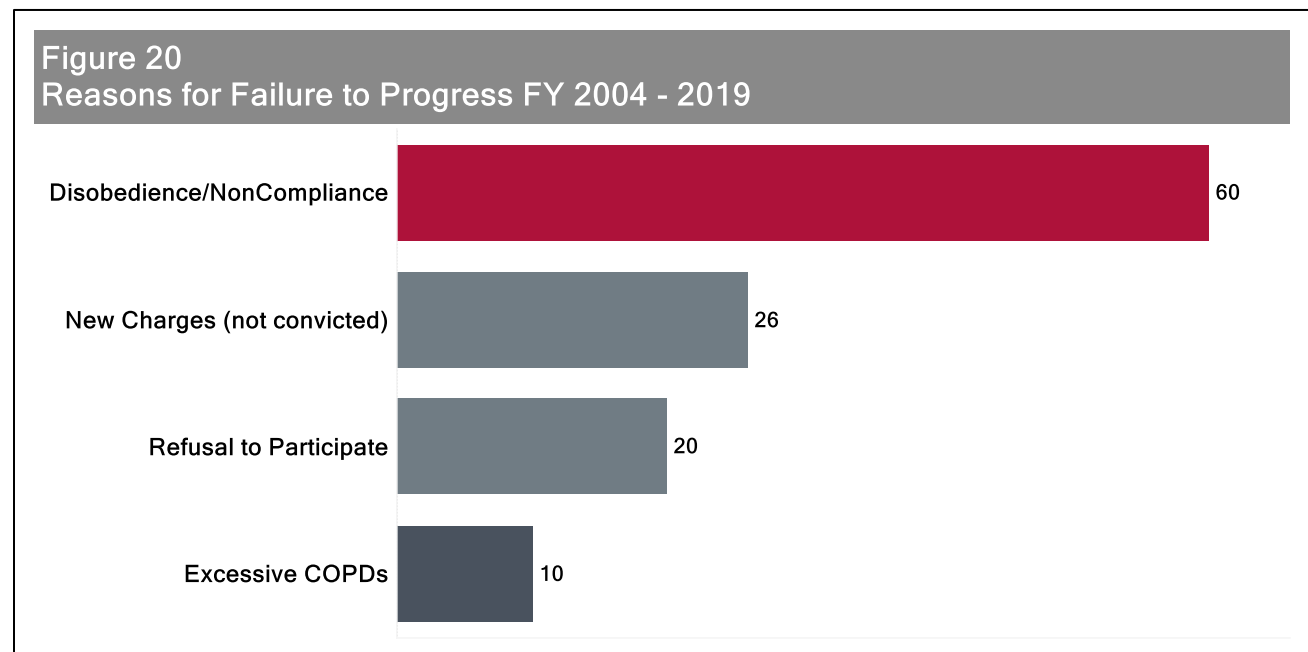


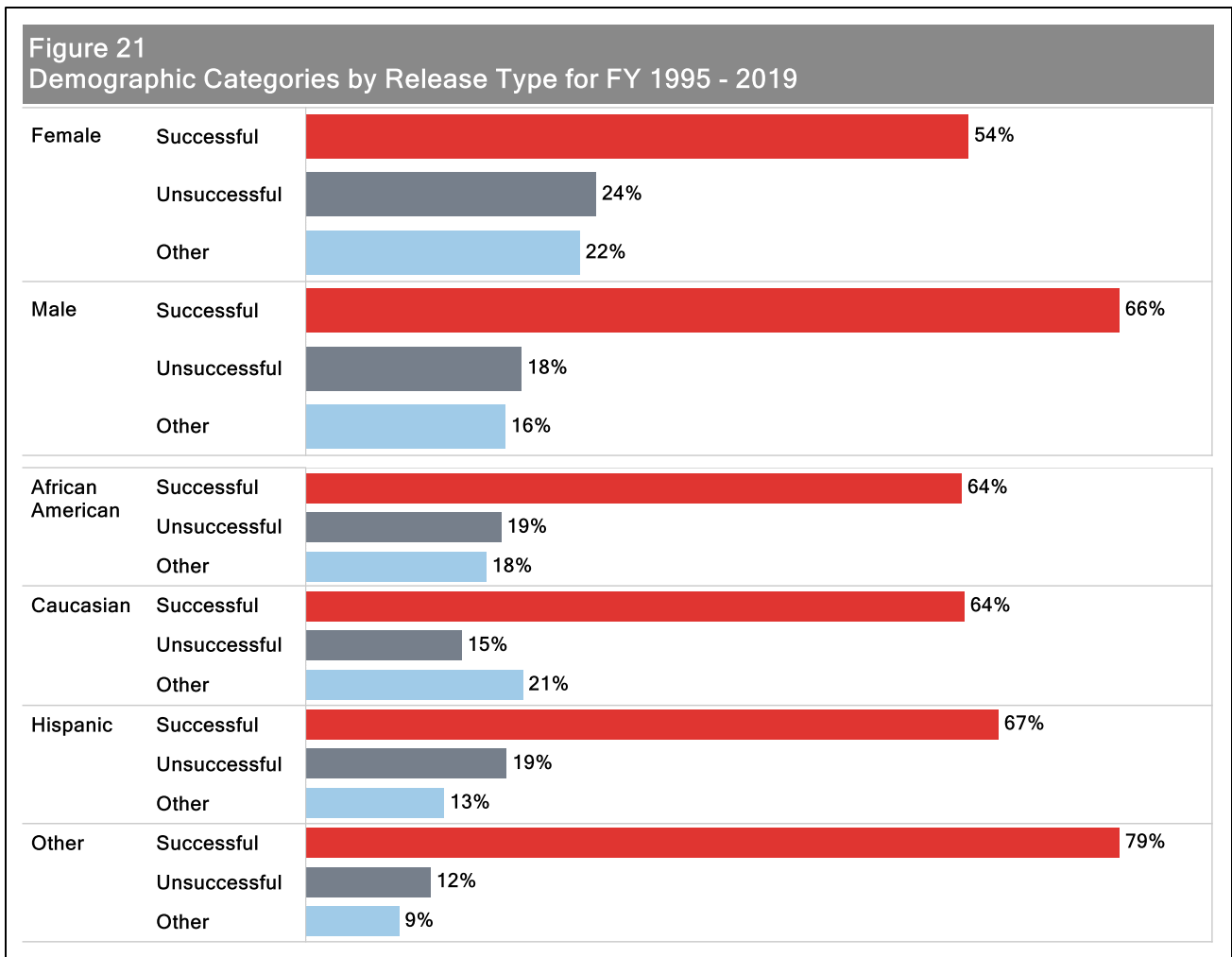
Figure 19 breaks out the different types of new crimes committed by YOS offenders since FY 2004 that contributed to their failure in the program. Escape is the most frequently occurring new crime among YOS failures (38), followed by assault (18).



Data from offenders released from fiscal years 2004 through 2019 were tracked to better understand the reasons they had their YOS sentence revoked. As **Figure 20** demonstrates, of the 116 offenders who were unsuccessful and terminated from YOS, 60 were non-compliant or disobedient, 26 had new charges, 20 refused to participate, and 10 had excessive Code of Penal Discipline violations (COPDs).

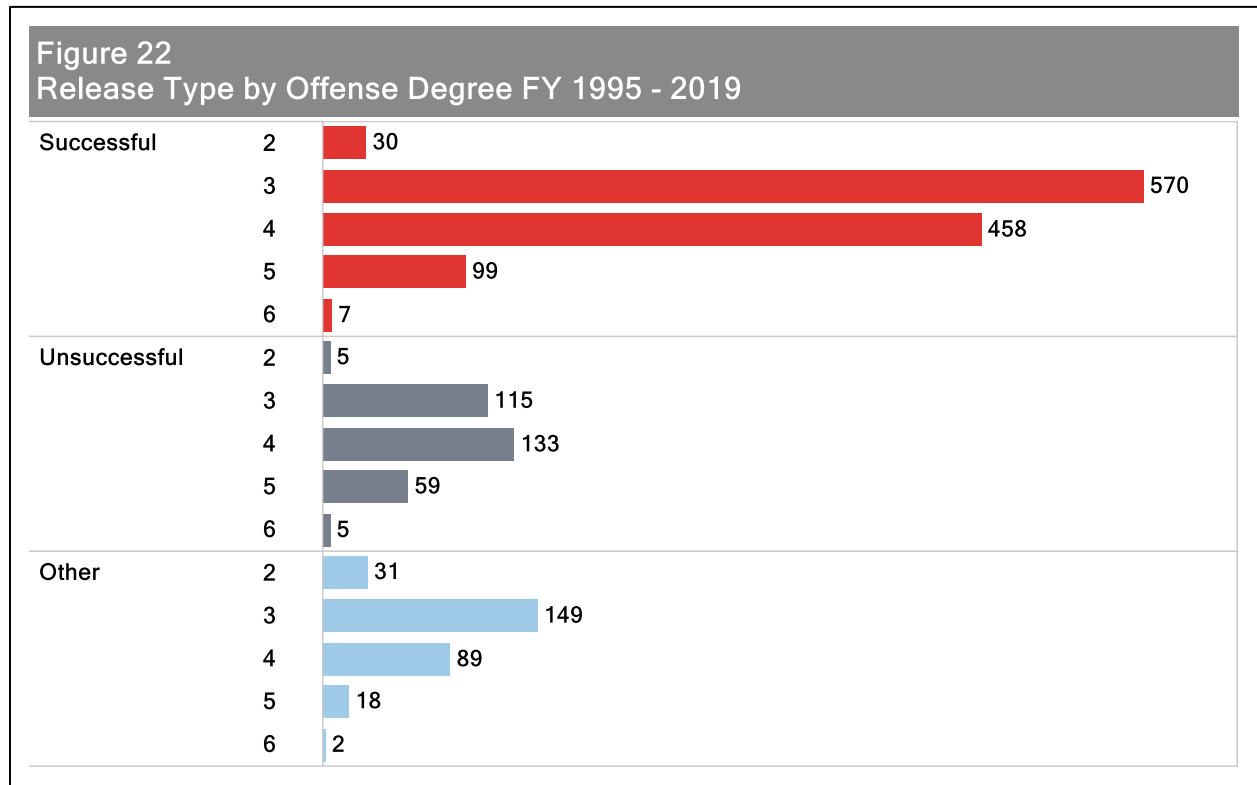


In **Figure 21**, offenders who successfully discharged their sentence are compared to those who were terminated. At least half of all groups successfully completed YOS. Successful completions differed slightly between ethnic groups* with 64% of African Americans, 64% of Whites, and 67% of Hispanics completing successfully. Those with the Other ethnic designation showed the highest rate of successful completion (79%).

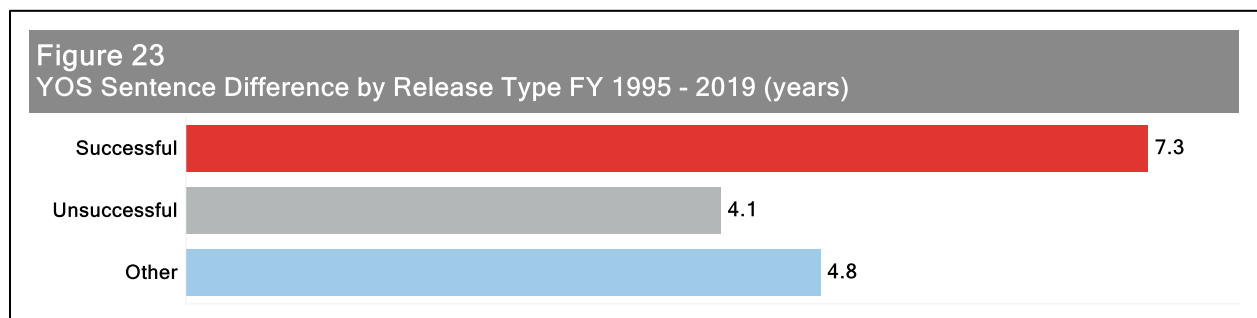


*These figures are not point-for-point comparable to those charted in previous reports due to changes in definitions (in FY 2019) of terms utilized in the chart. Due to rounding percentages may not equal 100%.

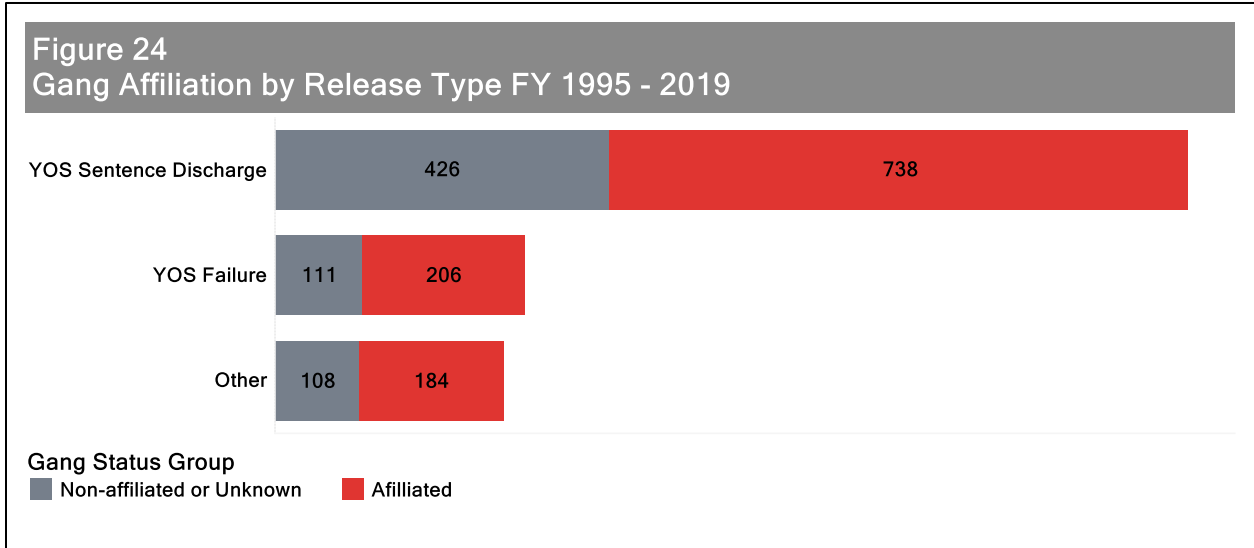
Figure 22 highlights that irrespective of the degree of their offense (2 - 6), YOS offenders tend to complete their sentences successfully. Interestingly, offenders with more serious offenses tend to successfully complete their sentences at higher frequency than those with less serious offenses.



Offenders who successfully complete the YOS program also receive more time off of their adult sentences than those who were unsuccessful (an average of 7.3 years off of their sentence versus 4.1 years off) (**Figure 23**).



As displayed in **Figure 24**, of the 1,164 successful YOS sentence discharges, 738 were affiliated with gangs and 426 were not affiliated or their status was unknown. Of the 317 YOS failures, 206 were affiliated with gangs and 111 were non-affiliated or unknown. Of the 292 with a release type of Other (which includes court ordered discharge, discharge to detainer, deceased, and probation), 184 of them were affiliated with gangs and 108 were non-affiliated or unknown.



RECIDIVISM

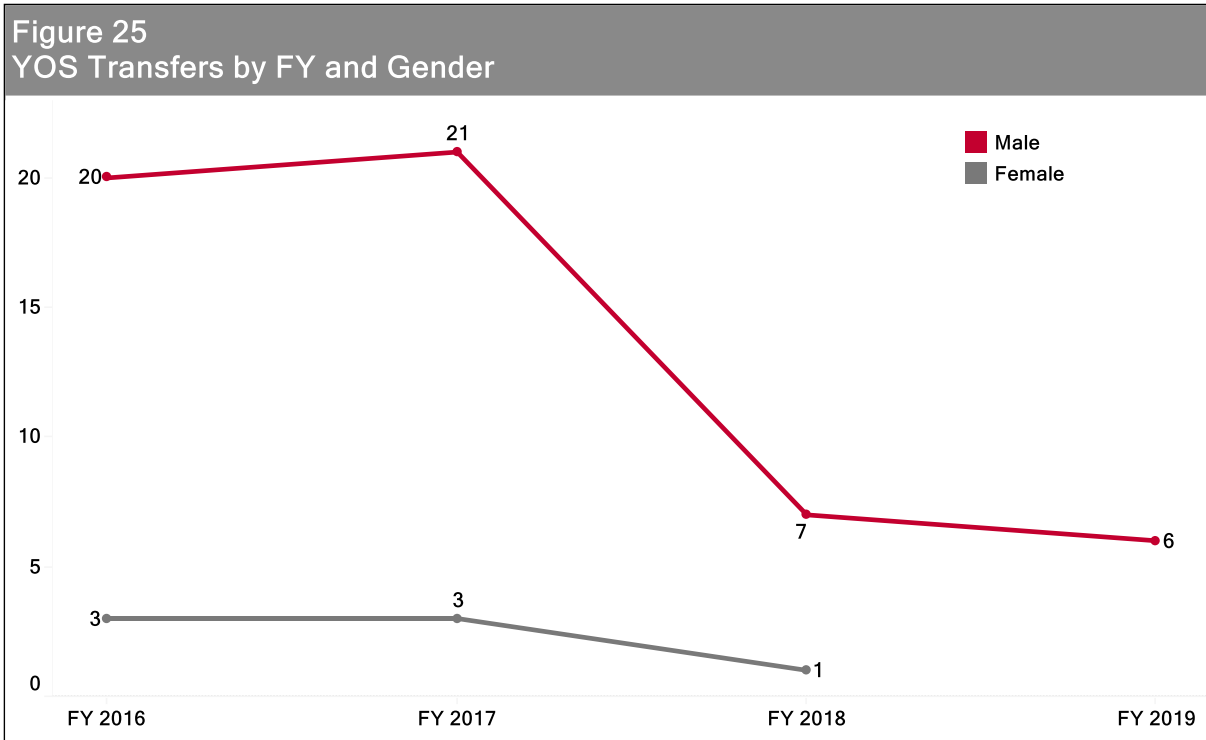
Pre-release and post-release recidivism were analyzed for YOS offenders (**Table 6**). Pre-release recidivism is defined as a new conviction for an offense that occurred during an offender's YOS sentence that resulted in his or her termination from YOS. Post-release recidivism is defined as new criminal activity that resulted in placement in the CDOC adult prison system following successful completion of the original YOS sentence.

Table 6
Cumulative Recidivism Rates

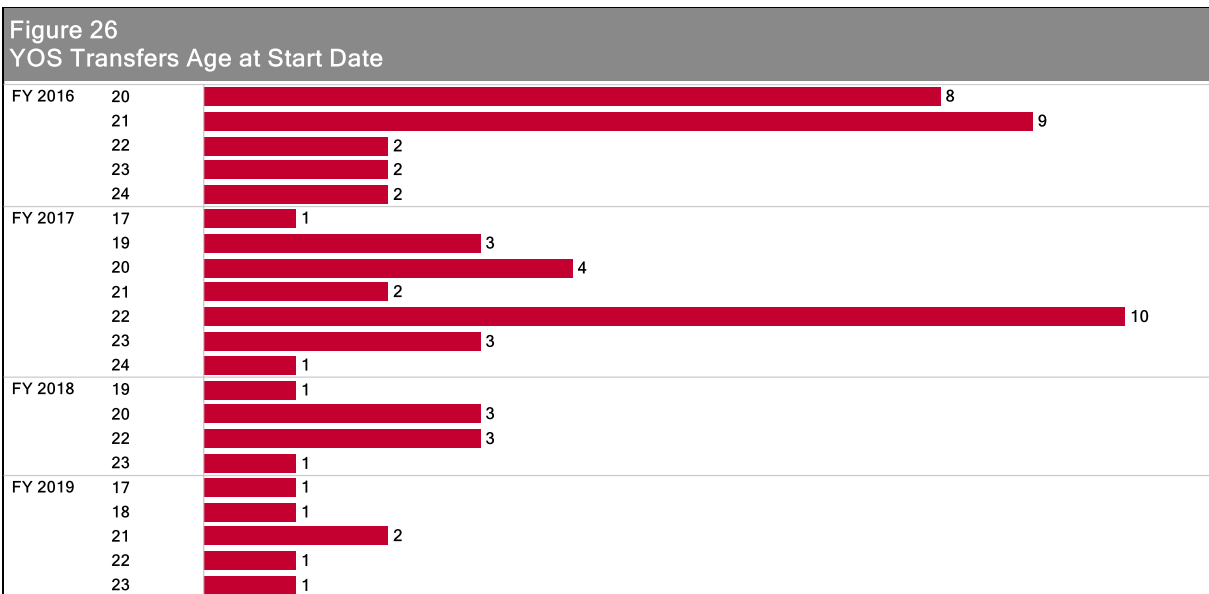
	Number at risk	Number of returns	Percent returned
Pre-Release Recidivism			
FY 1995-2019	1,552	95	6.1%
Post-Release Recidivism			
1 year	1,125	51	4.5%
3 year	1,042	195	18.7%
5 year	930	276	29.7%

YOS Transfers

With the passage of SB 15-182, any offender aged 24 years or younger, sentenced to the CDOC, can be transferred into or out of YOS for the purpose of public safety, academic achievement, and rehabilitation. YOS transfers are not included in other figures or tables in this report. In FY 2019, 6 offenders transferred to YOS for a cumulative total of 61 YOS transfers (Figure 25).



The average age of YOS transfers at start was 21.1 years (Figure 26), this is 2.0 years older than all other YOS participants (19.1) who started in FY 2019.



CONCLUSION

YOS continues to be a nationally recognized comprehensive “middle-tier” model of incarceration combined with rehabilitation programs and services designed to meet the unique needs of offenders who have been adjudicated and sentenced as adults to the CDOC. In accordance with C.R.S. 18-1.3-407, and C.R.S. 18-1.3-407.5, these offenders have been afforded the opportunity to complete a sentence with YOS and upon successful completion of the YOS sentence, the longer adult CDOC sentence is satisfied.

Whether offenders are sentenced to YOS as a result of direct file (C.R.S. 19-2-517), transfer hearing (C.R.S. 19-2-518), determination of eligibility to receive a YOS sentence (C.R.S. 18-1.3-407.5), or transferred (SB 15-182), they have been given the opportunity to participate in specialized programs and services specifically designed to address the criminogenic needs of a high-risk violent offender population through evidence-based practices.

YOS experienced an increased average daily population with the implementation of C.R.S. 18-1.3-407.5, which provided YOS sentencing consideration for certain 18- and 19-year-old offenders. However, HB 10-1314 removed 14- and 15-year-old juveniles from direct file consideration, with exceptions as noted in the legislative authority section. YOS was successful in having SB 13-216 reinstated in May 2013, which reauthorized C.R.S. 18-1.3-407.5 to allow 18- and 19-year-old young adults who commit violent and/or non-violent crimes the opportunity to be sentenced to YOS.

YOS will continue to develop academic, career, and technical education programs to meet the needs of the changing population and to ensure that cognitive education, therapeutic interventions, and specialized services remain relevant and available.