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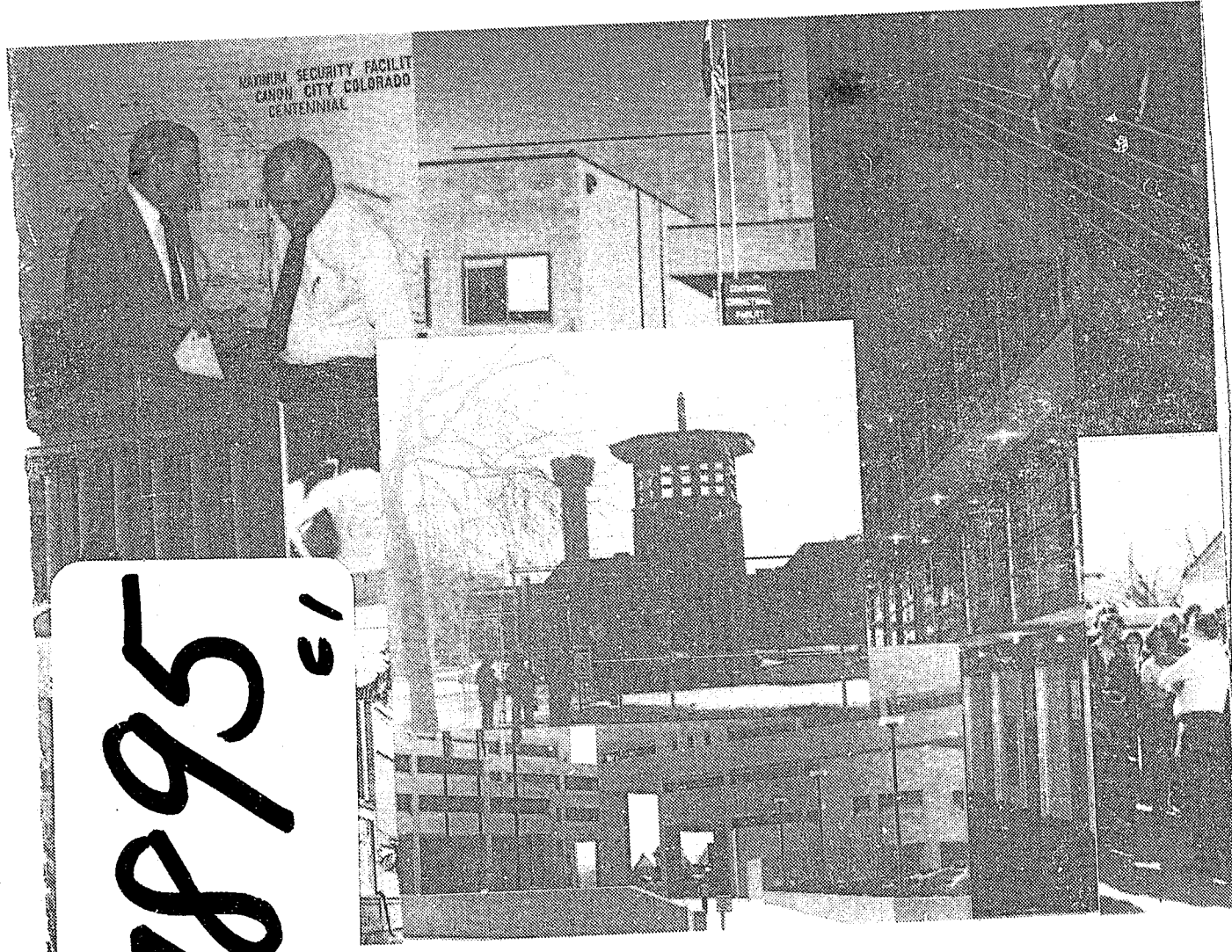
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W. H. McNichols Jr., Mayor

The Denver Community Corrections Program



Committee of the Denver Anti-Crime Council

January 1981

Edwin R. LaPedis, Chairman

Thomas A. Giacinti, Coordinator

77895'

Denver Community Corrections Board



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Refugee Resettlement, U.S.
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Defender



John Yurko
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Denver District Court

The Denver Community Corrections Program

January, 1981

A Subcommittee of the Denver Anti-Crime Council

U.S. Department of Justice
National Institute of Justice

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Acknowledgements

The Denver Community Corrections Program remains an active and viable service to the Denver Judiciary because nine expert criminal justice officials come together at least once each month on their personal time to serve as the Community Corrections Board for the Second Judicial District. It is hoped the results documented in this report partially honor their efforts. Recognition is due Carolyn Smith, Secretary to the Board, for reams of meeting minutes and considerable effort in the design and typing of this report. We also acknowledge the assistance of the Denver District Court Judges, their Probation Officers and the staff of the Colorado Department of Corrections. Throughout the year personnel from those organizations have served key roles in the City/State partnership in community corrections.

The respective staff of the Denver Sheriff's Department, the Mountain Parks Work Project, Emerson House, Independence House Family, Walden Community Treatment Center, Williams Street Center, Freedom Ministries, Peer I, Bails Hall and Fort Logan Community Correctional Center are appreciated. The quality of service by these facilities has guaranteed the survival of community corrections in Denver and sustained the confidence of our Judges.

Recognition is due two persons whose dedicated service guided the program to success from the early stages. Ms. Katherine Bennett was principally responsible for designing and implementing the client evaluation procedure used for all admissions to the program. Ms. Bennett retired from city service at the end of 1979. Mr. W. Scott Moore, Chairman of the Denver Anti-Crime Council, was also the first Chairman of the Denver Community Corrections Board. In this dual capacity, Mr. Moore provided the Board and the Corrections Program the personal strength and professional leadership necessary to develop and sustain a community based program.

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Introduction
Denver Community Corrections Program

The Community Corrections partnership between the City of Denver and the State Department of Corrections marked the end of the fourth year of operation on June 30, 1980. Under the auspices of the Denver Community Corrections Board, program progress was distinguished by major accomplishments during the 1979-80 fiscal year.

The Denver program began in August of 1976. A directive of the Mayor identified the Denver Anti-Crime Council responsible for community corrections policy setting for the City of Denver. A standing subcommittee of the Anti-Crime Council was created to serve as the Denver Community Corrections Board. The Denver Community Corrections Board has guided the development and growth of the Program since its inception. The Mayor charged the Board with the responsibility to review, evaluate and coordinate the development and operations of the Denver Community Corrections Program. In his directive, Mayor McNichols stated that the Denver Board's supervision of the program and decision making was to be guided by the following objectives:

- a) "To ensure the protection of the community",
- b) "To safeguard the rights of our residents",
- c) "To provide for the needs of the offenders who will be supervised under this program."

In keeping with this mandate, fiscal year 1979-80 saw the Denver program expand its activities and responsibilities. Prior to this year, the Board's primary concern was review of placement of felons referred to the Denver Program by the District Court Judges. New community corrections statutes extended this review

and acceptance authority to felons referred to Denver by the Colorado Department of Corrections. Denver's community correctional facilities now accept felons referred from both sources and each program is reimbursed separately for clients referred as a "transition" client coming out of a State institution, or a "diversion" client referred directly from a felony sentencing court, as an alternative to state institutional incarceration. During the first 3 years of the program, Denver Judges relied upon residential facilities at the County Jail, Emerson House, Independence House, Williams Street Center, and Walden Community Treatment Center. During 1980, the Walden facility closed due to an inability to establish a solid financial footing, or any guarantee of future funding commitments.

As a response to dialogue on several issues identified as critically important to Community Corrections in 1980, the Chairman of the Denver Community Corrections Board addressed the Joint Committee on Corrections of the Colorado State Legislature. State Legislative representatives have been responsive and interested in the procedures, policies and organization of the Denver Program, and on occasion, Denver has been promoted as a model for other jurisdictions in the State.

This Final Report provides description of the Denver Community Corrections Program in Fiscal Year 1979-80. It is organized into four sections which describe the progress of clients through the program, the activities of the Denver Board, staff activities, and the status of client-serving projects, as of June 30, 1980.

Community Correctional Clients Referred July 1, 1979 - June 30, 1980

There were a total of 362 admissions to the Denver Community Correctional Program in the state fiscal year 1979-80. Of this total there were 59 referrals from the Denver District Court to the Denver Mountain Parks Work Project, and 303 admissions to the Sheriff's Department Phase I Facility and the four private community correction programs serving Denver under contract. These clients received 25,167 days of community correctional services under the auspices of the Denver Program. The distribution of the total days of service provided is identified in Table 1 below.

Table 1
Source and Extent of Denver Community Corrections Services
in Fiscal Year 1979-80 By Project

Project	Days of Services	Clients* Served
Mountain Parks Work Project (Percent of Total)	4,190 (16.6%)	59 (11.7%)
Phase I (Percent of Total)	7,516 (29.9%)	226 (44.9%)
Emerson House (Percent of Total)	5,902 (23.4%)	95 (18.9%)
Independence House Family (Percent of Total)	3,084 (12.2%)	47 (9.3%)
Walden Community Treatment Center (Percent of Total)	773 (3.1%)	12 (2.5%)
Williams Street Center (Percent of Total)	3,702 (14.7%)	64 (12.7%)
TOTAL	25,167 (100.0%)	503 (100.0%)

*Clients identified in this category are clients who entered and received services in each of the projects listed. In many cases clients are transferred progressively from one program to the next, so individual clients are counted more than once in the "clients served" category.



*Denver Sheriff's Department Phase I
10500 Smith Road
Captain J. B. Palmer, Director*

The Denver Sheriff's Department has been a leader in the application of community corrections sentencing options for over twenty-five years. Sheriffs Officers working at the County Jail have maintained a continuous work/educational release program. In 1976, the Denver Sheriffs Department expanded their efforts by obtaining federal grant funds to build a residential facility on the grounds of the County Jail. The initial staff and program inside the new building was supported by federal funds from the Law Enforcement Assistance Administration. By the end of the first year and the termination of the LEAA staffing grant, the County Jail had developed the program to be financially self supporting from State contract revenues provided for services rendered, and the facility continues to operate in that manner. The Phase I facility has 6 two man rooms, a day room and kitchen/mess hall facilities. It is staffed with eleven full time positions including correctional officers, clinical psychologists and family and employment counselors. The average length of stay in the Phase I part of the Denver program is less than 40 days. The emphasis of the Sheriff's Phase I program is to isolate, evaluate and stabilize a community corrections client in preparation for a move to a Phase II facility. Most offenders spend their first month of placement in the Phase I concentrating on testing, developing employment opportunities and resolving legal holds from other jurisdictions. Subsequently, clients receive an evaluation and personal treatment plan and most are found a job placement. The successful completion of the Phase I experience makes each client more likely to be fully prepared to meet the challenges that will confront them when they are transferred to a Phase II community residential facility.

The Denver Sheriffs Department accounted for the greatest number of clients served, and days of services rendered, during the 1980 fiscal year. With a total of 11,706 days of service for 285 placements in the Mountain Parks Work Project and Phase I Facility, the Denver Sheriffs Department provided over 46% of the total days delivered and served 56% of the total clients referred. Emerson House was the next largest contributor with 5,902 days of services delivered to 95 placements during the year. Williams Street Center and Independence House were the next greatest contributors to the project in FY 1980. Walden Community Treatment Center which terminated provision of services halfway through the fiscal year, delivered 3% of the total community corrections services. On June 30, 1980, there were 90 clients active in the Denver Community Corrections Program.

Community Corrections Client Referral Process

"Diversion clients" are referred to and admitted to the Denver Community Corrections Program by order of a District Court Judge for a specified number of days. The District Court Probation Department serves as the Judge's liaison and monitor of legal and logistical arrangements to effect a client placement. The Community Corrections Board sits as a case review, and policy formulation group representing the public interests of the community. In this capacity, the Board accepts all court referrals who meet certain criteria measuring non-violence, without any formal case review. In these non-violent cases the Probation Department simply notifies the selected facility to secure their acceptance of the client, physically arranges for the client to appear at the community correctional facility (which most frequently is the Phase I facility located on the grounds of the County Jail), and notifies the Court of the custody status and location of the client. In a

few cases, the Judge will by-pass the County Jail Phase I facility and sentence the defendant directly to one of the private residential centers. However, this practice is discouraged because experience suggests most clients benefit from the brief period spent being tested and under intensive supervision at the Phase I facility.

Once the client is formally accepted by the community correctional program, the Probation Department continues to monitor the client's progress with the supervision of the facility/program staff. At the completion of the court-ordered sentence, the Probation Department advises the Judge of client progress and the Judge may then conduct a hearing to consider discharging the client from the residential facility and place the client under routine probation supervision. There were an average of 70 diversion clients in the Denver program everyday during the 80 fiscal year.

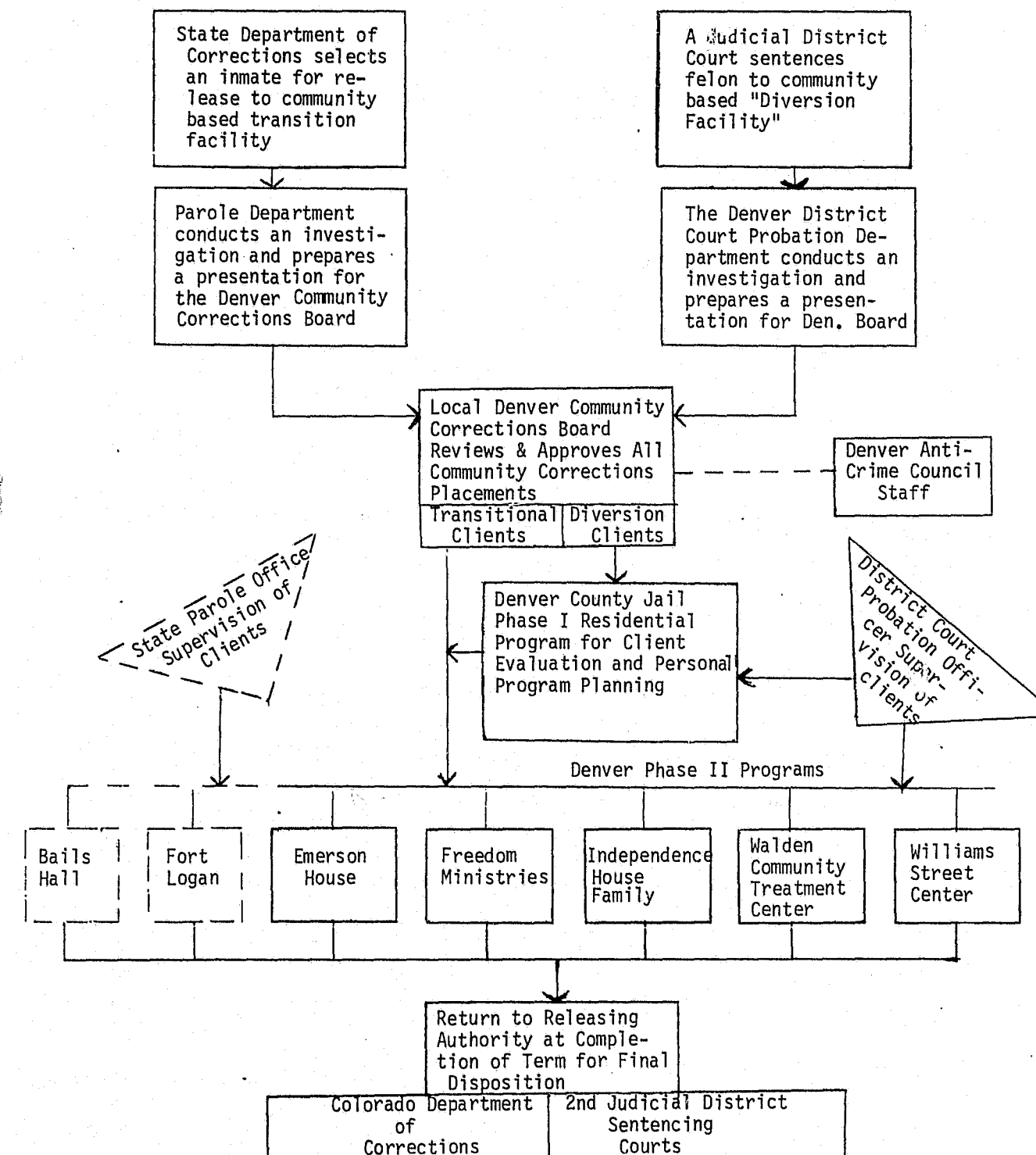
Transitional clients are those persons referred to the Community Corrections Board by the State Department of Corrections. These clients are all leaving a correctional institution and seeking placement in a community facility (either State operated or privately operated under contract to the State) as part of a gradual release community reintegration program. The inmate usually is discharged from the community correctional facilities and placed under non residential parole supervision, similar to the diversion clients progressing to non residential probation supervision. During the 1980 State Fiscal Year, there were an average of 35 such clients in the Denver Program everyday during the year in addition to the 70 diversion clients, excluding transitional clients residing at the two State operated residential centers.

The Denver Community Corrections Board individually reviews every judicial diversion referral and every State Department of Corrections transitional referral

Figure 1

1979-80

Community Corrections Client Referral Process



where the clients behavioral record appears to be an exception to the Board's non violence criteria. In most cases, these exceptions, even though they may represent the potential for serious violent behavior, are accepted by the Board, if the program staff of the community correctional facilities indicate they have the wherewithal to serve the needs of the offender and still protect the community. In most such cases the inmate will soon be released to the community as a result of having completed his sentence, so the structured and gradual return to freedom which these residential centers offer is, in effect, an added instrument of public safety for the community.

The verticle flow chart that appears in Figure 1 illustrates the two possible paths of admissions to the program through review by the Denver Community Corrections Board. This flow chart also depicts the tremendous amount of cooperation provided the Board by the Colorado State Department of Corrections and the Denver District Court Probation Department. The chart reflects State and City/County Government working arrangements, Executive and Judicial Branch working agreements, and city, state and judicial personnel cooperatively making the program functionally effective.

Average Length of Client Participation

Each correctional client diverted to community programs in lieu of state institutional incarceration participated in Denver's Residential Correctional Program an average of 75.9 days. The range of participation was 3 days to 249 days. Usually, the court refers the client through the Probation Department to Denver's Phase I facility at the County Jail where the average length of stay at this program is 33.5 days. After this diagnostic and stabilizing period the client is transferred

to one of the four Phase II community residences under contract to the City. The client's average length of stay in one of these facilities is 68.9 days.

An analysis of those clients who successfully completed the Phase I - Phase II Community Correctional Program in Denver reveals that an average of 94 days of service was rendered to the client. On the other hand, clients who absconded from the program usually did so before their 51st day in the program. Clients who made contact with law enforcement and were arrested usually did so within the first 47 days in the program. Finally, clients who found it difficult to comply with the demands of the program, or for other maladjustment factors, had to be returned to court with a petition to be removed from the program, usually had their placement terminated within 60 days of their admission to the program.

Client Capacity of the Denver Program

The average daily attendance, commonly referred to as "ADA", ranged from 45 clients to 100 clients. On June 30, 1980, the fiscal year ADA for the Denver Program was 70. Some clients come through the program more than once, or by court order have returned to a residential facility or program after having been previously discharged. Therefore, the 70 ADA does not always reflect unique individuals. However, it is estimated that only 25 clients were admitted, transferred, discharged and reentered the program more than once during the year. The ADA figure accurately represents a number of persons receiving services each day, 365 days a year.

It is also a fact that each of the community based Phase II centers had many vacant beds each month, even during peak workload periods where the ADA approached 100. It is also true that in years past, the ADA for the Mountain Parks Work



Emerson House, Inc.
1420 Logan Street
Sonny Emerson, Director

Emerson House is the largest and most active of the Phase II community correctional facilities in the Denver Program. The facility was opened in May of 1975 as a private endeavor and in 1976 the receipt of an LEAA grant allowed the program to expand and to become fully operational. Part of the expansion of the program included the purchase and refurbishing of the 170 room Ohlin Hotel as a base of operation. With a central location immediately adjacent to the Denver Central Business District, the Emerson House facility has developed a complex program offering a wide range of treatment and supervisory services to a diverse population of community corrections clients. In 1977, Emerson House began providing residential services under contract to clients referred by the United States Bureau of Prisons. This same year, the founders won a federal grant to train 40 ex-offenders to be Solar Energy Technicians. Further expansion within the rather large physical structure of the hotel resulted in the creation of a closed federal detention center for juveniles. Also, annual contracts have been negotiated with the Colorado Department of Corrections to provide residential and community placement services to "transition" clients released from State correctional institutions. The City of Denver contracts with Emerson House to provide residential treatment services to felony "diversion" clients referred by the Denver District Courts in lieu of a commitment to the Colorado Department of Corrections. The 47 staff members of Emerson House are capable of managing a full treatment, education, counseling or employment program for clients referred. Individual and group counseling, psychological diagnosis, substance abuse screening, monitoring of antabuse and medication, social-cultural education, motivation and personal development classes, ex-offender survival sessions, money management, employment and aptitude screening and job coaching are examples of the range of services offered all of which can be initially offered in a 24 hour a day closed environment or in an open-door program according to the client's needs.

Project has exceeded 35, which is 3 times the 12 ADA which this project posted for the fiscal year. Emerson House, a converted hotel, has the capacity for several dozen more diversion clients in the event that the Court ever found a need to dramatically increase the number of referrals to community residential facilities. In summary, the client capacity of the Denver program is well in excess of 70 ADA and twice this number of clients could probably be easily served, if the centers had notice to recruit and train staff. The Table below lists the actual client attendance averages for the Denver Program Center.

Table 2
Average Daily Diversion Client Attendance by Project
July 1, 1979 - June 30, 1980

Project	FY ADA	Percent of Total	Bed Capacity*
Mountain Parks Work Project	12	17.1	35
Sheriff's Phase I Facility	21	30.0	32
Emerson House	16	22.9	240
Independence House	9	12.9	24
Williams Street Center	10	14.2	45
Walden CTC (Terminated Services)	2	2.9	32
TOTAL	70	100.0	408*

*Note: Two more residential programs (Freedom Ministries and Peer I) are currently operational and petitioning the Denver Community Corrections Board to utilize their residential treatment services.

The bed space capacity reflected in Table 2 at 408 community residential beds plus another dozen or so from additional programs, able and willing to provide services, does not suggest that only 70 of these beds are utilized. State transitional clients referred to the private contractors utilize about 35 beds

per day. Additionally, the Federal Bureau of Prisons utilizes approximately 45 beds per day for referrals from the Federal Court and Penal System. However, it is a fact that the Denver Community Corrections Program could easily produce another 100 beds per day if called upon to do so and if the community could safely absorb that many more criminal felons in their midst.

Denver Community Corrections Program Goal

The stated goal of the Denver Community Corrections Board and all of the Denver correctional facilities offering residential services to diversion clients is:

"...To treat, provide support and deliver residential services to judicially referred non violent felons in such a manner that 60% of the individuals referred successfully complete the program."

This goal was arbitrarily established by interviewing each of the facility directors and asking, prior to contracting for services, what a reasonable rate of success would be given their past experience with the type of offenders being referred by the Courts. From July 1, 1979 to June 30, 1980, the Denver Program achieved an overall "successful termination" percentage of 53, somewhat less than the goal of 60%. It has been suggested that the clientele referred during this period became progressively a higher risk population as the State's Correctional Institutions became more crowded and as a Federal District Court highlighted inadequacies of certain State Correctional facilities, thus increasing the sentencing judges' concern in marginal cases.

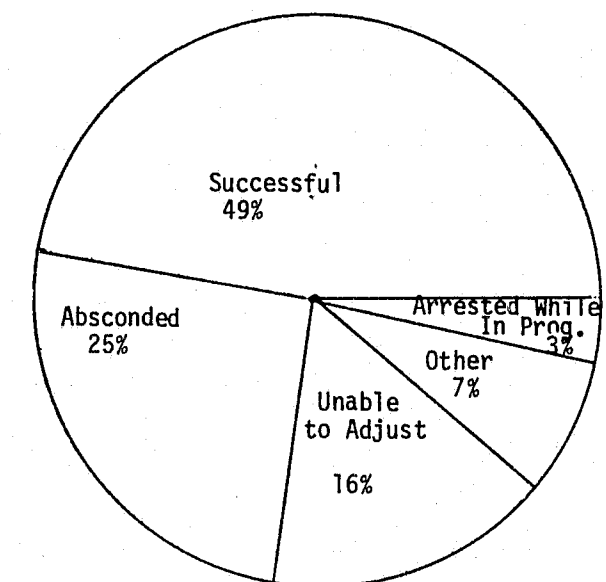
Client Success - Client Failure - Program Effectiveness

During the fiscal year, there were 233 community correctional placements which were terminated. The bulk of these terminations were recorded as "successful"

treatment conclusions for the 114 clients so recorded. There were 57 of the placements that were terminated because the client absconded. Only 8 clients were actually rearrested while actively in the program. As one might expect, there were 38 terminations due to the client's inability to adjust or conform to the minimum rules of the program. These cases resulted in the Probation Department petitioning the Court to remove the client from the program for some other more suitable disposition. Sixteen other terminations occurred for reasons not related to client performance, usually the result of some changing legal status of the client.

Figure 2

Percentage and Type of Client Program Terminations
For Diversion Clients July 1, 1979 to June 30, 1980



In the three tables that follow, the type of placement terminations are presented for each community corrections residential facility. In each of these Tables the category "other termination" has been eliminated.

Table 3 depicts the type of placement terminations which occurred in the Sheriff's Department Phase I program. In addition, the Table provides summary data for all the clients who were initially placed in Phase I, transferred to one of the Phase II programs and subsequently terminated during the fiscal year.

Table 3

Community Corrections Placement Terminations for Clients Placed in the Sheriff's Department Phase I Community Corrections Program in FY 1979-80

Client Location at Termination	Successful	Absconded	Rearrested	Unsuccessful	Total
Termination in Phase I	7 (18.4%)	22 (57.9%)	0 (0%)	9 (23.7%)	38 (100.0%)
Transferred from Phase I and Terminated in Phase II	69 (60.0%)	22 (19.1%)	5 (4.4%)	19 (16.5%)	115 (100.0%)
Total Frequency	76 (49.7%)	44 (28.8%)	5 (3.3%)	28 (18.3%)	153 (100.0%)

Most of the corrections program placements were referred to the Denver Sheriff's Department Phase I program first. In FY 1979-80, 153 clients entered and terminated, or were transferred to Phase II facilities. The mission of the Phase I component of the Denver Program is to provide an initial client evaluation, develop a treatment plan, and observe and stabilize the client; most of the placements here

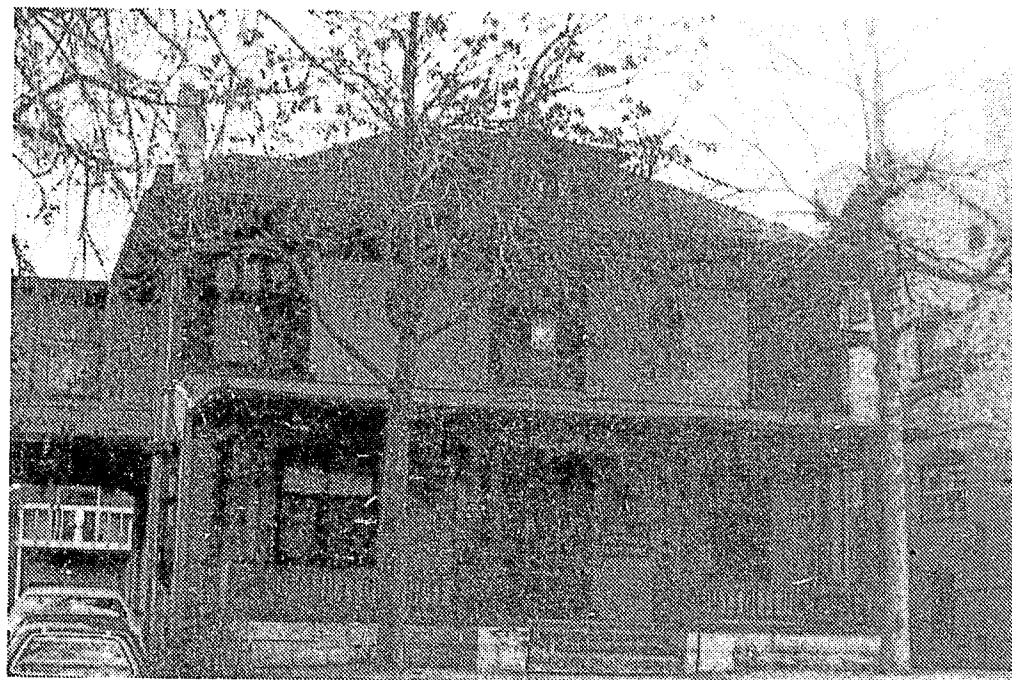
spend less than 33 days in the Phase I facility. Client placements which show the greatest potential for successful treatment are transferred to one of the four privately operated Phase II facilities. In FY 1979-80, 115 of the 153 placements were initially admitted to Phase I, then subsequently transferred to Phase II. Most of the 38 client program terminations who were not transferred out of Phase I, were unsuccessful or negative terminations.

Table 4 depicts similar placement termination information for the four private community corrections projects under contract to the City of Denver.

Table 4

Community Corrections Placement Terminations for Clients Placed Directly or Transferred to one of the Four Phase II Community Correction Projects in FY 1979 - 1980

Project	Termination Status				
	Successful	Absconded	Rearrested	Unsuccessful	Total
Emerson House					
Direct Placement	21	10	0	8	39
Transfers	21	6	0	10	37
Total	42 (55.0%)	16 (21.0%)	0 (0.0%)	18 (24.0%)	76 (100%)
Independence House					
Direct Placement	7	0	0	1	8
Transfers	23	7	1	1	32
Total	30 (75.0%)	7 (17.5%)	1 (2.5%)	2 (5.0%)	40 (100%)
Walden CTC					
Direct Placement	2	0	0	0	2
Transfers	6	1	0	3	10
Total	8 (66.7%)	1 (8.3%)	0 (0.0%)	3 (25.0%)	12 (100%)
Williams Street Center					
Direct Placement	8	3	3	1	15
Transfers	19	8	4	5	36
Total	27 (53.0%)	11 (22.0%)	7 (13.0%)	6 (12.0%)	51 (100%)



Independence House Family
1760 Gaylord Street
Jose Rodriquez, Director

Independence House Family was initiated in 1971 as an intense long-term "therapeutic community" treatment option for clients of the United States Veterans Administration. It was originally designed to rehabilitate drug and alcohol dependent Viet Nam veterans. With the end of the Viet Nam War and a diminished demand for services, Independence House turned their attention to providing services to substance abusing ex-offenders. The program established its present halfway house location at 1760 Gaylord in July of 1978 when it became one of the treatment options under Phase II of the Denver Community Corrections Program. The facility is a 24 bed converted inner city mansion which is staffed by 7 professionals. The Independence House program philosophy is based on a concept of a shared community responsibility in a therapeutic environment. The "community" formed by the staff and residents of the Independence House program is designed to reinforce the living and self survival responsibilities of the larger community of metropolitan Denver. The program incorporates mandatory group encounter sessions, psychodrama, transactional analysis and drug and alcohol education in its four stage treatment regime.

Client Costs vs Client Earned Income

In the 79-80 fiscal year, the Denver Program utilized \$422,768 to support community correctional residential and treatment services for diversion clients. These funds were appropriated by the Colorado State Legislature from the State's General Fund and allocated to the Colorado Department of Corrections for this purpose. That Department in turn contracted with the City and County of Denver to provide said services. The \$422,768 provided 25,167 days of residential care at an average reimbursement of \$16.80 per day. With an average placement of 76 days duration, it cost \$1,275 to successfully treat a client in residence in the Denver program.

Each client is required to search for, obtain and retain employment if he is physically capable of doing so. The program has been successful in employment counseling and placement, with 95% of the clients actually employed at the time of a successful termination.

An annual summary of the income, taxes and subsistence payments to the program of all the Denver clients is identified in Table 5 below.

Table 5
Community Correctional Client Earnings and Taxes Paid

Community Correctional Project	Gross Earnings	Federal Taxes	State Taxes	Subsistence
Phase I	63,854.44	15,131.23	2,693.45	6,132.00
Emerson House*	73,082.93	6,700.07	1,426.78	9,561.49
Independence House	26,466.45	4,360.35	468.37	11,369.10
Walden CTC*	6,738.00	1,213.76	214.62	1,801.16
Williams St. Center	33,607.50	2,966.62	810.65	15,824.24
TOTAL	207,749.22	30,372.03	5,614.07	44,687.99

*Estimates based on a random sample of clients.



Williams Street Center
1768 Williams Street
Bill Acree, Director

The Williams Street Center began operations in February of 1977. The staff were formerly associated with the Veterans Administration Drug and Alcohol Rehabilitation Program, and they launched Williams Street Center as a new project to serve community corrections clients referred to Phase II of the Denver Community Corrections Program. The Williams Street Treatment Center is a forty-five bed residential program designed to assist ex-offenders in building and maintaining worthwhile community ties and personal life style objectives. The major focus of the Program is to provide offenders with a stable and structured environment, while facilitating their reintegration back into community life and stable employment. Accountability and responsibility are of primary importance and these attributes are stressed throughout the duration of the program. The Program supports the clients in gaining employment, resolving substance abuse problems and establishing responsible self sufficiency as a citizen contributing to his community. The Williams Street Center staff of fourteen are composed of persons with experience and training in the fields of community corrections, drug therapeutic communities and alcohol rehabilitation programs. The center is capable of monitoring distribution of antabuse, screening drug urines, organizing group therapy for drug abuse clients and alcoholics, providing psychodrama group therapy and vocational training. The Williams Street Center has an established plan with the Denver Vocational Rehabilitation Department to help clients become productive in the community. The Center is conveniently located in Central Denver at 1768 and 1776 Williams Street. The recently renovated facilities are comprised of several fully equipped apartment units. Each individual apartment accommodates three to four clients. Also located in the facility are the administrative offices and space for recreation, day-room relaxation.

Gross client earnings totaled \$207,749.32. This roughly amounts to an average income of \$684 for the two and one-half months stay per client. The total federal income tax paid out by the clients was \$30,372.03 and total state income taxes paid were \$5,614.07. Each client is required to contribute to their subsistence while in the Denver Program. The contribution of client subsistence amounted to \$44,687.99 for the year. This was an average of \$2.13 subsistence collected for each client day of service (excluding Mountain Parks clients who are required to work maintaining City and State property).

In March of 1980, the staff of the Denver Community Corrections Board audited the fiscal records of the private non-profit corporations providing community corrections services. It was determined at that time that the actual costs of delivering community corrections services ranged from \$36 to \$47 per day depending on which project provided the services. Costs per client day of service at the Denver Sheriff's Department were assessed at \$26.00 by Department personnel. A comparison of state fund contribution plus client subsistence contribution, to average actual costs shows a significant disparity. The income produced from these two sources is approximately two-thirds of what it costs to provide the service. The most commonly used method for a privately operated facility to recover these costs is through reduction of staff time supervising clients, and increased reliance on the larger dollar contribution provided by Federal clients.

Program Absconders

As indicated earlier, of the total community program placements, 24.4% of the clients referred, illegally departed the program by absconding. A client is presumed to have absconded upon his unexplained absence for 24 hours from being present at a previously agreed upon location. In fiscal year 80, this amounted

to 1,765 days of service rendered clients who subsequently absconded at an average cost of \$869. More than half of all those who absconded, had previously failed once before in a community correctional placement. It appeared that the months of greatest frequency for absconding were December and January. Generally, 21% of those who abscond are subsequently arrested and sentenced to State institutions, 10% are rearrested and placed under probation supervision, 8% are returned to a community corrections program and 5% are sentenced to the Mountain Parks Work Project for a 90 day period before the Judge considers a final disposition. About half of the absconders were still unaccounted for at the end of the fiscal year.

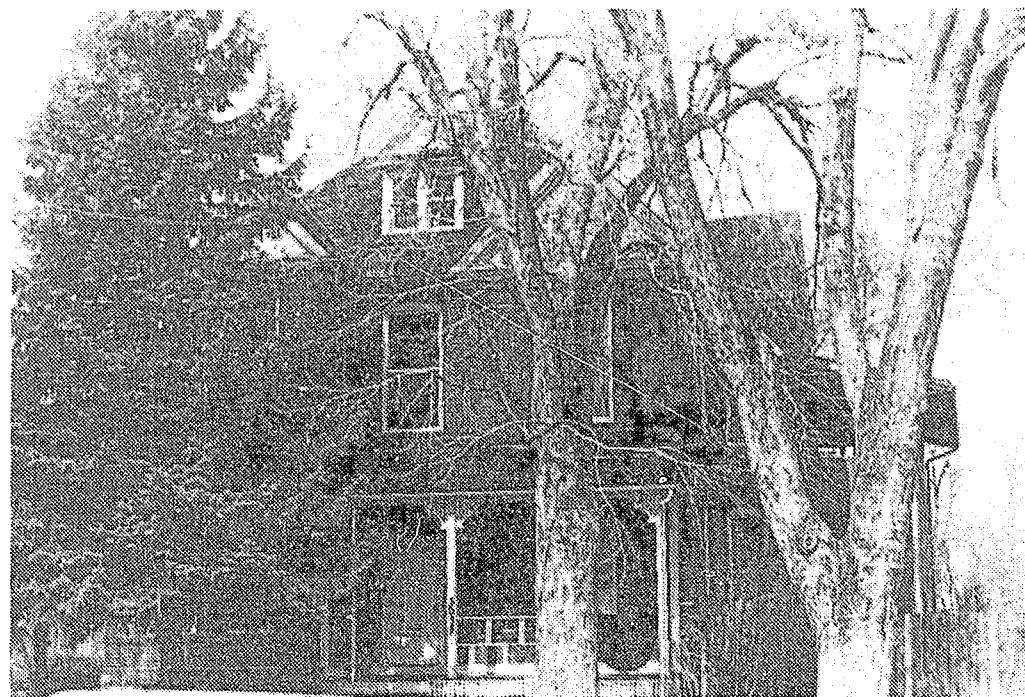
The Denver Community Corrections Board

The almost annual passage of supplementary community corrections legislation by the Colorado Legislature for the last 6 years is demonstrative evidence of legislative faith in some type of statewide community corrections program. Unfortunately, whenever public policy evolves unplanned, over a series of years, the anticipated result is one of complication, conflict and lack of clear purpose. This probably characterizes Colorado's Community Corrections Program in 1980. However, the Legislature's insight in statutorily encouraging the creation of local policy boards four years ago, has added an ingredient to the environment that has held an otherwise disjointed program together. As the Denver Community Corrections Board became familiar with the complexities of the legislation, the contractual requirements of the Colorado Department of Corrections, the program needs of sentencing judges, and the community's residential and treatment resources, the Board has risen to the challenge of making wise decisions, promoting uniform policies, cooperating with the Judiciary and the Legislature, and successfully advancing the strength of community corrections in Colorado.

Initially, the role of the Board was simply one of reviewing diversion client cases and expressing community acceptance for placement. Subsequently, the Board launched an active program of education for Judges assigned to hear criminal cases. In partnership, the Directors of each of the private facilities and Board Members sought every opportunity to explain the purpose, policy and procedures of the Board and the City's residential center programs. Formal policy and procedural manuals were developed. Criteria for Board decision making was established. Each facility was monitored by a team of experts to determine compliance of the facility to standards proposed by the American Correctional Association. Uniform rate structures for reimbursement were debated annually and cooperatively agreed upon. Testimony was offered to Legislative Committees still concerned about the effectiveness of community corrections programs. The Board frequently requested the ear of the State Director of Corrections and advocated improvements in contract terms, accounting procedures, reimbursement limits, and cooperative public education efforts. Today the Board is recognized and respected as a professional correctional policy resource.

Corrections Board Review of Clients Referred

The Denver Community Corrections Board established written standards and criteria for acceptance of correctional clients referred. These policy guidelines (which also allowed for exceptions for good cause) were promulgated and distributed to all those interested. The standards and criteria established were based upon the offender's propensity for violence, and this specific Board policy can be found in Appendix A of this report. If a referred offender's behavioral record included violence, weapon use, etc., and he therefore could not meet the standards set by the Board for acceptance to a community residential facility, then the Probation Department or the Parole Department retained the prerogative of coming



Freedom Ministries
3035 West 25th Avenue
Gail Silvers, Director

The newest of the Community Corrections projects participating in the Denver Community Corrections Program is Freedom Ministries, Inc. This project officially initiated operations in November of 1978. Funding for this facility was initially derived from charitable donations. Subsequently, contracts from the Federal Bureau of Prisons and the Colorado Department of Corrections have allowed Freedom Ministries to become self supporting. Freedom Ministries has requested, and was granted, authority to accept a limited number of diversion clients as a contributor to Phase II of the Denver Community Corrections Program. Existing fiscal resources have precluded an active utilization of Freedom Ministries as a Phase II subcontractor of the Denver Community Corrections Board. Priority will be given to this project in the event of an increase in state contract monies for community corrections in the future. Freedom Ministries is a Christian affiliated residential and outreach program of exoffenders. The project staff of 12 provides full psychological services, testing, individual counseling, group therapy, vocational counseling, job placement and on the job training in addition to room and board at their residential facility at 3035 West 25th Avenue. A unique characteristic of the Freedom Ministries project is their outreach services. Freedom Ministries staff contacts, visits and begins developmental work with inmates on a regular basis at the institutions of the Department of Corrections and the Federal Institution at Englewood, Colorado.

before the Board and orally presenting the case, as an exception to Board policy. Cases that routinely met the standards of the Board did not require specific Board review and individual case approval. In this manner, the Board cut down on bureaucratic delays for routine cases, and devoted its professional review and attention to the violent offenders who were exceptions to the Board's acceptance policy. Both types, transitional clients and diversion clients, who do not meet the Board's standards must be individually reviewed and approved.

During the 79-80 fiscal year, the Denver Board had 44 violent diversion clients referred to it by the Judges who strongly felt the defendant would benefit best from a community corrections placement. Of these 44, the Board only rejected 4 of the referrals and 5 of the 6 deferred cases were eventually accepted by the Board. During the same time period, the State Department of Corrections referred 80 violent transitional clients who did not meet the Board's standards. Of this total, only 5 were rejected by the Board, and 14 were deferred for more information or awaiting Parole Board decisions. It is estimated that at least half of these 14 cases were eventually accepted by the Board as exceptions, but the Board does not keep detailed data on the transitional clients. Table 6 below portrays the number and type of "exceptional" cases which the Board reviewed in this fiscal year. It must be remembered that the program provides services to several hundred "acceptable" clients not statistically represented in this Table.

The Role of the Denver Anti-Crime Council

The Legislation authorizing the creation of local community corrections board does not speak to the issue of staffing the Board, or where the Board should be organizationally located in local government. Denver has supported and enjoyed

Table 6
Number and Type of Exceptional Client Reviews
FY 1979-80

Date of Board Review	District Court Placements				Colo. Dept. of Corrections Placements				
	Exceptional Client Reviews				Exceptional Client Reviews				Total Such Referrals
	Accepted	Rejected	Deferred	Total	Accepted	Rejected	Deferred	Total	
August 7	1	0	0	1	18	0	0	18	19
Sept. 11	2	0	0	2	4	0	1	5	7
Oct. 2	0	0	0	0	2	0	0	2	2
Nov. 6	2	0	0	2	7	0	0	7	9
Dec. 5	6	0	0	6	5	0	1	6	12
Jan. 9	3	0	1	4	4	0	2	6	10
Feb. 6	6	3	1	10	5	0	5	10	20
March 5	2	0	0	2	5	0	1	6	8
April 2	10	0	2	12	2	0	1	3	15
May 20	0	0	3	3	6	4	0	10	12
June 26	2	1	0	3	3	1	3	7	10
TOTAL	34	4	6	44	61	5	14	80	124

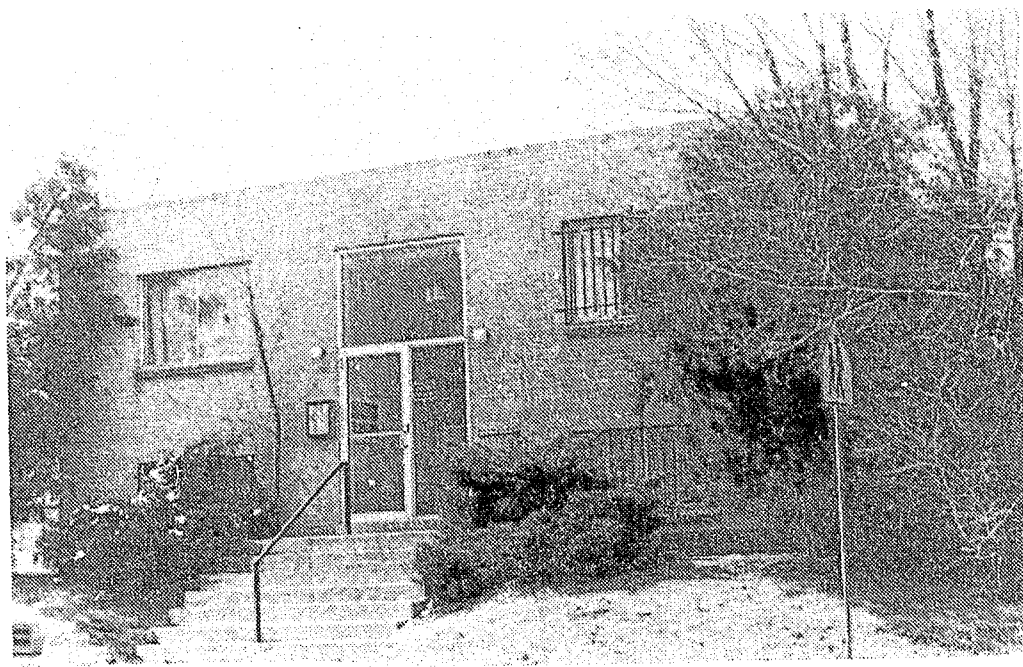
the benefits of a local "criminal justice coordinating council" (The Denver Anti-Crime Council) composed of all criminal justice agency administrators, budget officials, the judiciary, business executives, and citizens since 1972. When the local corrections board legislation was passed, Mayor William H. McNichols directed the Chairman of the Denver Anti-Crime Council (DACC) to appoint a Denver Community Corrections Board and have it serve as a subcommittee of the Anti-Crime Council. Furthermore, DACC staff were to provide staff support to the Board until such time as additional resources were identified for this purpose. It is estimated that Denver Anti-Crime Council staff support in the

form of Board meetings logistics, planning, financial records keeping, vouchering for reimbursement, contract negotiations, client status tracking, standards monitoring at each residential facility, liaison with Probation Officers, liaison with parole officials, liaison with 2nd Judicial District Judges, and public education efforts results in staff service cost of \$35,000 per year. The decision by State Correctional officials to allow local boards 5% of total contract costs for reimbursement of administrative staff support (\$25,000 in 1980) has helped Denver considerably in offsetting this expenditure.

Staff Activities for Community Corrections

In fiscal year 1979-80 the activities of the Denver Anti-Crime Council's staff in support of the Denver Community Corrections Board increased significantly. A major contribution of staff time was committed to developing an automated client records keeping system. This required the design and programming of a data storage and retrieval system using DACC data processing capabilities. All client data which had been previously stored in manual files were transferred to the automated system. The Board's staff also provided the design and testing of data analysis and reporting programs. By December 1979, the majority of this work had been accomplished. The present Community Corrections Information System holds in excess of 500 cases and new client data is added monthly.

A major advantage of this mini-information system is its ability to generate reports. One report provides current summary statistics on the diversion clients who have been served by the Denver program to date. It identifies the client by program status or client status at termination. A second report provides an alphabetical listing of all clients who have entered the Denver



Walden Community Treatment Center
(Closed)
Andrea Griffith, Director

Walden Community Treatment Center was established by the Southwest Denver Community Mental Health Services Incorporated as a small residential program for criminal offenders with substance abuse problems. The Center was the outgrowth of an outpatient day-care drug treatment program for Federal Bureau of Prisons clients. It began in 1973 and was fully operational before Denver initiated the current community corrections program in 1976. The program was staffed by eight full time professionals and included psychological services available from the Southwest Mental Health Center. The treatment emphasis of the program was aimed at the individual and his social system. The program's goal was to help each individual offender establish a healthy, supportive living and family environment in the community. The program concentrated on using the family and friends of the client in the setting of the home, place of employment, and community in general, to effect positive change in the offenders life style patterns. Walden CTC was located at 265 South Yuma in a 32 bed converted apartment building. The program had residential and outpatient treatment services which included individual and group counseling, family counseling, vocational and educational guidance, job development, outpatient detoxification, alcohol treatment services and urine analysis testing. The Walden Community Treatment Center served the needs of offenders and provided such services through the Denver Community Corrections Board from 1976 to 1980. During the last year facility officials determined that the Center could not continue with the then limited revenue projections available and the facility was closed. However, the staff of the Southwest Mental Health Center and Walden Center deserve commendation for the years of service delivered to the State's Community Corrections Program.

program, their present status, date of entry, date of release, and the sentencing judge. A third report listing each client by name and the Judge who made the referral is generated on a quarterly basis for each Judge of the Denver District Court as well as a summary of all judges referrals. This report provides each judge with an alphabetical list of the clients they have placed, the client's present status, the number of days of services they have received, and the number of days of services they have yet to serve. The fourth report generated by the system identifies expenditures to date and predicts program costs for the remainder of the fiscal year. The potential for applied research utilizing this system is limited only by the available staff time to analyze the data. In future years progressively more detailed program evaluation may be possible.

A second major staff contribution to the Denver Community Corrections Program was the scheduling, preparation, and support of fourteen Community Corrections Board Meetings and several subcommittee meetings of the Board. During the course of the fiscal year, staff support provided for the regular client review meeting on the first Wednesday of each month, and convened two special meetings to resolve pressing contractual issues. The staff was called upon several occasions to represent the Board in policy negotiations with the State of Colorado's Department of Corrections. In these situations the staff acted as an information source at the meetings and reported to the Board on the decisions or progress which occurred. On two separate occasions, the staff of the Denver Board was invited to make presentations to the Community Corrections Boards in other counties. The staff of the Denver Board was asked to act in a technical assistance role to those counties and their Community Corrections Programs.



Bails Hall Work Release Center
1735 York Street



Fort Logan Mental Health Center
3630 West Princeton Circle

The Colorado Department of Corrections administers two community based facilities in the City and County of Denver which are staffed by 18 Department of Corrections personnel. These facilities provide for the transitional release of inmates of the Department of Corrections institutions. The services at the State facilities include 24 hour a day supervision of the resident offender, employment placement and counseling, and group or individual counseling for offenders with histories of drug or alcohol abuse. In addition, the facilities offer the offender the opportunity to reunite with his family and provide for family counseling when a need is indicated. The facilities are Bails Hall Work Release Center at 1735 York Street and Fort Logan Community Corrections Center at 3630 West Princeton Circle. Bails Hall is a three building complex which has the capacity to house forty male residents. The facility is located close to public transportation and shopping centers. Food services along with transportation to and from this residence for employment purposes are provided to the inmates by the facility staff. There is a monitored antabuse and urinalysis program at this facility. In addition, ancillary services such as mental health, alcohol and drug treatment and educational counseling are provided through referrals to existing community agencies. Fort Logan Community Corrections Center is a two story brick residence which was formerly senior officers quarters on the grounds of the Fort Logan Mental Health Center. This is a coeducational facility that has the capacity for twenty-seven offenders. The facilities of the mental health center include food services, recreation, vocational and educational training. Emphasis is placed on employment and pre-employment preparation. Urine Screening, antabuse monitoring, individual and group counseling are available to the clients.

Two additional responsibilities accomplished by staff of the Denver Board during the fiscal year were fiscal management of the program and the annual contract and subcontract negotiations. Twice monthly the staff receives billings (vouchers requesting reimbursement for days of service to each client) from the community residential centers. Staff reviews each voucher for accuracy and prepares, approves and submits reimbursement claims to the City Auditor for a warrant to reimburse the subcontractors.

Although the majority of the activities in support of the Denver Community Corrections Board are performed by the staff of the Denver Anti-Crime Council, a significant contribution to the Denver Program is provided by the Probation Officers of the Denver District Court and the Parole Agents of the Denver Office of the Colorado Parole Department. Personnel in these two agencies retain direct responsibility for continued supervision of the clients who enter the community facilities. They arrange placement opportunities for the Board in all routine cases except those which violate the Board's placement criteria. The Probation and Parole Officers are required to function as a communication and coordination link between the Denver District Court Judges, Colorado State Parole Board, the Colorado Department of Corrections and the Division of Community Services, in addition to these agencies normal responsibility for client supervision. These correctional professionals are the principal information source to the Board and staff on client progress, and the adequacy of the services provided for each client by the community corrections projects. The Probation and Parole Officers also assist the staff in performing evaluations of the community corrections facilities services and assessment of client progress while in the program.

The Future - A 1980 Look at 1985

The Colorado Community Corrections Program completes a decade of service statewide this June 30, 1985. In the 1984-85 State Fiscal Year, 27 of the States 63 counties have established community corrections boards and contractually provide residential and nonresidential client services to their Judicial District and to the State Department of Corrections. In 1984-85, there were 1,560 correctional clients diverted to community placements from State Institutional incarceration by the sentencing Judges. Since 1980, the cost of each of these placements have increased from \$1,275 to \$2,300 still \$12,000 per year less than what would be expended if the defendant were sentenced to prison.

The Denver Community Corrections Program accounted for 635 of the total diversion clients in 1984-85. This is 40% of the State total, a figure that appears to remain relatively static since 1980. The Community Corrections Program in Denver received \$1,350,000 from the State Judicial Department to provide diversion client residential care. The City now has 10 different residential programs to which offenders can be referred, each of which is under contract to the City, and each of which also accepts transition clients from the State Department of Corrections. (The Judicial Department assumed control of the Diversion aspects of the program in late 1981.) The Phase I facility at the County Jail, the Public Lands Improvement Project, the Violent Offenders Close Security Project and the Central Diagnostic Unit provide the largest contribution of community correctional client services. The majority of the 635 diversion referrals were first admitted and processed through the above city operated programs, and were then transferred to one of the 6 privately operated residential facilities.

Client participation and employment activities in these privately operated community corrections projects provided the greatest ex-offender produced fiscal return to the citizens of Denver. The total community corrections client employment generated \$600,000. Of this figure, 35% was used to reimburse community corrections projects for client subsistence, 30% (\$180,000) provided support for the children and families of the clients, 20% (\$120,000) was paid in state and local taxes, and 15% (\$90,000) was contributed to the Denver City/County Victim Restitution project.

In FY 84-85 the Colorado Department of Corrections completed the final phase of the "Front Range" correctional complex in cooperation with the City and County of Denver. The completion of this final phase provides the Department a 200 bed minimum security facility to complement the Department's Diagnostic Center and Psychological Treatment Unit and the Wayne K. Patterson Preparole Center on the grounds adjacent to the Denver County Jail.

Appendix A

Denver Community Corrections Board
Client Acceptance Policy

Denver Community Corrections Board
Client Acceptance Policy

Diversion Clients Referred by the Courts

Offenders, when lawfully sentenced or assigned, shall be accepted in community corrections facilities and programs in Denver without further action of the Community Corrections Board or its staff, except that persons charged with or convicted of the following shall not be accepted:

- . Murder, first or second degree assault, kidnapping, sexual assault, robbery, first degree arson, first or second degree burglary, escape or criminal extortion, in which the defendant used, or possessed and threatened the use of a deadly weapon during the commission of any such crime or crimes, or during the immediate flight therefrom.
- . A Class 1 misdemeanor in which a deadly weapon is used.
- . Sale, dispensing, manufacturing or possession for sale of any narcotic or dangerous drug.
- . Any felony charge under the Bribery and Corrupt Influences and Abuse of Public Office provisions of the Colorado Criminal Code, namely 18-8-301 through 18-8-407, inclusive, CRS (1973), as amended.
- . Offenders who have been convicted of, or who have had their parole revoked for commission of a crime while on parole (including crimes committed while placed in a community correctional facility) or while in escape status.
- . Persons charged with crimes who have not either pled guilty or been found guilty, except those placed pursuant to an order of the court for deferred prosecution or deferred sentence.
- . Offenders sentenced directly to community corrections for a period of time greater than one year. (It is expected that offenders sentenced to community corrections for a year or less will receive good time credit of one day for each day served.)

Transitional Clients Referred by the Colorado Department of Corrections

All candidates recommended by the Colorado Department of Corrections for community corrections placement will be acceptable for placement in the Denver Community Corrections program with the exception of those candidates who violate two or more of the following conditions:

- . A person serving a sentence for the commission of a Class 1, 2 or 3 felony (or an unclassified felony which has a statutory maximum potential sentence in excess of 15 years).
- . A person convicted of, or who has had his parole revoked for, commission of a crime while on parole, while in the custody of the Department of Corrections (including while serving in a community corrections facility).
- . A person serving a sentence for a crime in which a deadly weapon was used or possessed, or use of a deadly weapon was threatened.
- . A person who has been convicted of escape or who has had parole revoked for absconding.

All offenders ineligible for placement in the Denver Community Corrections Program according to the criteria stated above, may be accepted for placement for good cause through formal action of the Denver Community Corrections Board.

END