Colorado Violation Decision Making Process (CVDMP)
Pilot Study

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EXECUTIVE SUMMARY

❖ In keeping with both evidence based practices and the legislative mandate from HB10-1374, the CDOC has developed a structured decision making tool for responding appropriately to parole violations.

The Instrument

❖ The Colorado Violations Decision Making Process (CVDMP) uses a matrix of the parolee's criminal risk and severity of the parole violation to derive an appropriate level of response.

❖ Criminal risk is measured using the Level of Service Inventory-Revised (LSI-R) for all offenders and both the LSI-R and the Static-99 for sex offenders.

❖ Violations have been classified in severity from Type IA (most severe) to Type IV (least severe) offenses.

❖ If there are mitigating or aggravating circumstances, the officer can ask for an override or underride of the presumptive response range by a supervisor.

❖ This ensures that the sanction imposed is proportional to both the risk posed to the community by the parolee and to the severity of the violation committed.

The Pilot

❖ From November 8th, 2010 to February 4th, 2011, the CVDMP was pilot-tested at multiple parole offices across the state. In total 1,986 forms were submitted from 79 different officers participating in the pilot.

❖ Overall, the instrument seems to be working well for the parole and ISP-I population, with overrides and underrides requested in only 19% (345) of CVDMPs done on this population.

❖ The current CVDMP is not as well suited for use with residential populations with overrides and underrides requested in 40% (86) of CVDMPs done on this population.

❖ The most commonly used responses within each level were:
 ❖ Low = verbal reprimands, loss of earned time, and increased urinalyses and blood tests.
 ❖ Medium = loss of earned time and increased urinalyses and blood tests.
 ❖ High/high jail = jail, but for some of the violations, jail was mandated.

Implementation and Future Directions

❖ On April 4, 2011, the CVDMP was implemented statewide for all CPOs working with non-residential parolees to record violations of parole and corresponding sanctions.

❖ The form was automated and loaded onto the computer information system, CWISE, and can now be completed electronically.

❖ Ongoing quality assurance will be conducted of the CVDMP data. At least one year after full implementation, an outcome study will be conducted to detect any changes in revocation or recidivism rates.

❖ Different CVDMP forms will be developed to meet the needs of other populations such as offenders in residential settings (CRCFs) and YOS offenders in Phase III Community.

❖ The revocation rate for technical violations was 37% in FY11. It is expected that after full implementation of the CVDMP, the revocation rate will decrease by 5% in the next fiscal year.

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INTRODUCTION

In recent years, there has been growing recognition that merely incarcerating offenders without addressing their criminogenic needs does little to change their criminal behavior, thus creating a "revolving door" of re-entry and reincarceration (Bonta, 2002; Petersilia, 2003). In fiscal year 2010, technical parole violators comprised 39% of Colorado prison admissions (Barr, Gilbert, & O'Keefe, 2011). Additionally, parolees who had committed a new crime made up 10% of total admissions (Barr et al., 2011). With this realization, there has been renewed interest in rehabilitation and in effecting positive change in offender behavior. The revolving door phenomenon is epitomized in parole revocations, thus it becomes particularly crucial to ensure that responses to parole violations are interventions to encourage pro-social behavior and not simply opportunities for reincarceration. In an effort to both make the best use of available resources and to provide meaningful responses to parole violations, parole agencies have begun to employ structured decision making tools. These tools are a standardization of the decision making process in terms of determining appropriate sanctions for parole violations. In keeping with the rehabilitative ideal and the move to best practices, the Colorado Legislature passed HB10-1374, mandating implementation of an instrument to be used to address violations of parole. A brief explanation of relevant theory and Colorado's development and pilot testing of this instrument follow.

Structured Decision-Making

Structured decision making is the standardization of a decision-making process. This is usually achieved by utilizing an instrument to record and weigh influencing factors and derive a conclusion or course of action. Many states have sought to implement structured decision-making tools with individuals who have violated their parole in an effort to both standardize the responses to parole violations and to increase the range of responses to violations committed. The Colorado Department of Corrections (CDOC) also recognized the need to implement a standardized decision-making tool within the Division of Adult Parole, Community Corrections and the Youthful Offender System (APCC/YOS); drawing from established best practices and the experience of other states, the Colorado Violations Decision Making Process (CVDMP) was developed and pilot-tested for a 90-day period. The purpose of the CVDMP is to increase the use of intermediate sanctions and to produce greater consistency of sanctions based on the severity of parole violations and an offender's criminal risk. Though statute has mandated the jailing of offenders in response to some violations, there have been few guidelines for responding to violations of parole that include an assessment of offender risk. The CVDMP introduces the standardized evaluation and structured response to violations committed by parolees. Such standardized assessment tools follow the principles of fourth generation assessment instruments, aimed at increasing efficacy of supervision while protecting public safety (Andrews, Bonta, & Wormith, 2006). To better understand the theory behind structured decision-making tools, it is useful to first understand the history of risk assessment tools.

History of Risk Assessments

The first generation of risk assessment made predictions of future criminal behavior and risk to reoffend solely based on professional judgment. As outlined in Bonta and Andrews (2007), professionals such as psychologists, social workers, and prison staff made assessments of criminal risk based on their education and professional experience. However, this method had limitations, leading to the production of the second generation of risk assessments in the 1970s. These assessments were based on actuarial evidence, assessing individual characteristics or traits that research had shown to predict criminality (Bonta & Andrews, 2007).

However, many of the elements assessed in these instruments were static factors, such as gender or prior criminal history. One example of a second generation risk assessment is the Static-99. The Static-99 was designed to assess the risk of sex-offenders re-offending. The instrument has 10 items related to historical sexually deviant behavior (Looman, 2006). The administrator of the Static-99 is asked to merely indicate the presence or absence of factors and sum the total of factors identified. The total score is then used to classify the degree of risk.

The approach of second generation risk assessments, too, had disadvantages because they did not assess dynamic factors (i.e., those which change over time) that have a potential influence on future criminal risk. The inclusion of both static and dynamic factors in assessing the risk of criminal behaviors characterizes the third generation of risk assessment instruments (Bonta & Andrews, 2007), which is also in line with the reemerging goal of rehabilitation in the criminal justice system. Dynamic risk factors serve as targets for treatment as well as measures of treatment progress (Bonta, 2002). For instance, if an offender's behavior or circumstances deteriorated, this would be reflected by an increase of his or her risk score. By the same token, if an offender made positive changes or improved his or her life circumstances, this would be shown by a lower risk score. The fourth and most recent generation of risk assessment tools (still in development) has added another dimension to criminal risk assessment. Beyond assessing future criminal risk, the newer instruments also provide suggestions for potential interventions geared toward the specific risk areas identified (Andrews et al., 2006).

Decision-making models using criminal risk factors and targeted interventions risk are driven by the Risk-Need-Responsivity (RNR) model (Gendreau, Goggin, French, & Smith, 2006, as cited in Campbell, French, & Gendreau, 2009). The RNR model is based on data that show individuals at the highest level of risk should receive the greatest level of intervention (Bonta & Andrews, 2007). Additionally, these interventions should be cognitive behavioral, be tailored to the individual characteristics of the offender, and address criminogenic needs that have the greatest chance of improving offender outcomes (Bonta & Andrews, 2007).

The Level of Service Inventory (LSI) is a third generation risk assessment instrument (Andrews et al., 2006) that utilizes the RNR model. This 54-item measure, first developed in the 1970s and later updated to become the Level of Service Inventory-Revised (LSI-R), is used to evaluate 10 different areas of risk. The LSI-R is perhaps one of the most well-known and well-studied risk instruments and has been utilized in over 15 states (Weber, DeLaCerda, & O'Keefe, 2010). Though the items on the LSI-R are well defined with detailed rules for scoring, researchers have noted issues with general reliability and inter-rater reliability because of administrator's lack of adherence to these rules (Austin, Coleman, Peyton, & Johnson, 2003; Weber et al., 2010). However, this can be mitigated with improved training of staff, including refresher trainings (Austin et al., 2003).

Lessons from Other States

As prisons populations grew and facilities became overcrowded, researchers began to examine reasons for the influx in the offender population. Travis and Lawrence (2002) reported over one-third of prison admissions in 2000 were due to parole violations. In an effort to reduce the number of offenders within penitentiaries and to limit re-incarceration to only those who pose a risk to public safety, criminal justice agencies in many states began to examine the way in which parole officers responded to various violations of parole. As part of this process, new guidelines and instruments that use the structured decision-making approach have been developed in some states. This is reflective of the move toward a case management approach to su-

pervision as opposed to strict surveillance. Newer approaches to supervision are similar to case management in that there is a focus on addressing areas of need or risk through appropriate interventions such as mental health treatment, substance abuse treatment, and job placement services.

In 2001, the National Institute of Corrections (NIC) accepted four states (Georgia, Kansas, New Jersey, and Rhode Island) into a project designed to improve processes and policies related to parole violations. Change teams were formed, mission statements and policies were rewritten, and instruments were created or refined (Burke, 2004). Georgia implemented the Behavior Response and Adjustment Guide, which provides examples of parolees' behaviors and suggested responses based on these behaviors. The Behavior Response and Adjustment Guide also provides for reinforcement of positive behavior versus merely issuing sanctions. Though Kansas's parole officers were using an instrument to rate the severity of a violation, it did not include a measure of the parolees' criminal risk. During their involvement with the NIC project, policy makers implemented the LSI-R as a measure of future criminal risk. Additionally, they outlined some outcome measures and modified their data system to ensure information on criminal risk was recorded so that reports detailing the established outcome measures could be generated. New Jersey adopted a training program aimed at enabling staff to use the LSI-R effectively and to target interventions to the identified criminogenic needs from a case management standpoint. Rhode Island instituted a matrix of violation responses, taking into account both the severity of violations and the dangerousness of an offender. In addition to all of the procedural changes implemented in the four states, a need to improve information systems and data tracking to measure the impact of changes and to gauge how violations were handled became apparent.

Even policy makers in states not participating in the NIC project have recognized the need for reform. Officials from California's Department of Corrections and Rehabilitation recognized the need for changes to the way parole violations were addressed. The California penal system is currently "in crisis" and as noted by Murphy and Turner (2009), "expenditures are among the highest in the nation – per inmate, per staff and as a share of overall state budget" (p. vi). Recognizing the sizeable contribution of parole violators to the prison population, the Center for Effective Public Policy (CEPP) was contracted. Following the direction established by earlier NIC programs, consultants and parole staff developed a tool utilizing a decision matrix that would take into account both the severity of the violation and the offender's risk level to encourage an individualized approach to deciding a sanction as well as encourage the use of intermediate sanctions. This Parole Violation Decision-Making Instrument (PVDMI) was then tested at four pilot sites across the state. Thus, there was an opportunity to gather feedback from line staff and analyze collected data to maximize the efficacy of the instrument before statewide implementation.

Though long-term effects of implementation are not yet known, the pilot project was deemed a success (Murphy & Turner, 2009). The pilot study was conducted over a 90-day period with no substantial disruptions, despite the fact that the state was in a budget crisis. Agents were trained and though there were some errors made in completing forms, the PVDMI was generally considered easy to use. Researchers found that the instrument was overridden in 17% of cases and underridden in 14% of cases, indicating staff followed the PVDMI recommendation 70% of the time. The most common reason for underriding the instrument was lack of program availability, particularly with the most intensive responses and those related to substance abuse. California's Department of Corrections and Rehabilitation felt that the collaboration with CEPP was productive. Though line staff did not appear to have a full understanding of the principles behind the PVDMI, staff indicated they were willing to use evidence-based practices.

Given their experience with the PVDMI, the leadership of APCC/YOS contracted with the CEPP to develop a structured decision making tool to address parole violations. The development of this tool would be guided by California's experience, but it would be tailored to Colorado's policies, procedures, resources and offender population.

Parole in Colorado

Currently, in the state of Colorado, the vast majority of prison sentences carry a term of mandatory parole. It is also possible for offenders to be released onto parole by Parole Board discretion between the parole eligibility date and mandatory parole date. Release onto parole provides access to support services such as substance abuse and mental health treatment, housing, and vocational assistance and offers offenders a gradual decrease in supervision. The community parole officer (CPO) assesses the offender's criminogenic needs and then connects the offender with services and resources to meet these needs, such as mental health or substance abuse treatment and vocational or educational training. Additionally, the CPO ensures the offender meets the stipulations and conditions of his or her parole and issues consequences for parole violations. Each offender must abide by his or her parole conditions, known as the parole agreement or parole orders. Within each agreement there are 10 conditions for every offender. The first nine are standard for all parolees. The Parole Board individualizes the 10th condition by adding any number of stipulations such as avoiding liquor establishments or successfully completing treatment. These conditions are the basic rules of parole; a failure to submit to these conditions is termed a violation.

After a violation has been committed, the CPO has traditionally had a great deal of discretion in meting out sanctions. The sanction could be anything from a verbal reprimand to jailing the parolee and asking the Parole Board to review his or her case for possible revocation. Essentially, all sanctions except those resulting in jail are considered intermediate sanctions. Imposition of these sanctions allows the CPO to address the offender's behavior, encourage pro-social behavior, and intervene in ways or with resources that might aid the offenders' re-entry. If the violation is severe, a CPO has the option to file a parole complaint, which triggers the Parole Board to review the parolee's case. At that point, the Parole Board could decide to revoke the offender's parole, continue the offender's parole, alter the parole agreement and conditions, or remand the offender to a community return to custody facility (CRCF). A CRCF is similar to a halfway house placement in that the offender is housed in a community corrections center and is allowed to go off property to work, but must report back to the placement and follow all rules of the facility.

To take full advantage of the rehabilitative potential of parole while providing safeguards for public safety, policy makers determined that it would be beneficial to standardize the way in which parole violations were addressed. By implementing standardized decision making, reincarceration can be reserved for parolees who are considered high risk to reoffend or have committed the most serious of parole violations, while suggesting an array of other sanctions for offenders who pose less of a danger to the community. Allowing for intermediate sanctions in response to violations encourages CPOs to address the criminogenic needs of the offender without automatically reverting to incarceration. Additionally, the standardization can lead to greater consistency between CPOs, increasing the credibility of the agency. The core group developed the following long term goal and project mission statement:

Long term goal: Promote successful reentry by improving our assessment process, addressing offenders' criminogenic needs, employing effective supervision practices, providing a structured response to viola-

tions, promoting interagency alignment and clarifying staff roles and responsibilities to reduce victimization, violations and post-release recidivism.

Project mission statement: Provide a framework, based upon evidence-based practices for responses to non-compliant behavior that will lead to an increase in offender compliance and post-release successful outcomes.

METHOD

Development of the Process

In an effort to both guide decision-making in terms of parole sanctions and to encourage the use of intermediate sanctions (responses that do not result in a return to prison), it was decided that an instrument should be developed. Using the structured decision making process would encourage CPOs to issue sanctions in accordance with an offender's level of risk to re-offend and the severity of his or her parole violation. In order to develop the Colorado parole violation assessment tool, a core group was formed consisting of parole managers, executives, and a researcher.

The core group developed a project plan, which included a pilot study prior to full implementation of the structured decision making instrument. The purpose of the pilot study was to identify and address any problems prior to full implementation of the developed instrument. The core group selected a larger working group from all organizational levels of parole as well as representatives from the Parole Board and the Division of Probation Services in order to better anticipate the consequences of implementing the structured decision making instrument. The core group selected pilot participants from each parole region. Thus all regions would become familiarized with the structured decision making process and would have the opportunity to test it on their unique population of offenders.

The core group named the structured decision making instrument the CVDMP. It was called a process rather than a tool or instrument in order to emphasize that successful implementation of the CVDMP would require not only using a new form but also changing the way that many CPOs interact with offenders. CPOs would have to spend more time administering the LSI-R and discussing offenders' criminogenic needs than they had previously because the LSI-R is a crucial element of the CVDMP. In order to accomplish this, parole's culture would need to change from a focus on surveillance and jailing offenders to a focus on addressing criminogenic needs in order to prevent violations before they occur.

The working group began developing the CVDMP in early 2010 and was responsible for steering the development and testing of the new instrument. Madeline Carter of the CEPP and Thomas Hoffman, former Director of Parole for the State of California, were brought in as experts to consult in the process and to draw upon their experiences with implementation of the PVDMI in California.

Sub-committees comprised of parole staff ranked violations on severity, identified and ranked sanctions, identified destabilizing and stabilizing factors, determined which policies and procedures would need to be modified, created flowcharts of the current process for parole revocations, and developed a communication plan. A draft version of the instrument was created by the core group and the process for data collection was established via a joint effort between research and parole staff.

The Instrument

See Appendix A for the CVDMP instrument used in the pilot study. Parole officers recorded parolee information and assigned a tracking number to each form submission.

Risk

CPOs recorded offenders' criminal risk levels (low, medium, high) as determined by the LSI-R. Because utilization of the Static-99 had not yet been implemented, the core group decided that all sex offenders would

be considered a high risk, though there was a place on the CVDMP form to record parolees' scores from the Static-99.

Violations

CPOs described the specific violations committed by parolees and rated their severity on the form. Violations had been categorized into five severity levels (Types IA, IB, II, III, and IV) by a subcommittee comprised of parole staff prior to the pilot study. The list of violations with the level of severity is available in Appendix B.

Matrix

Criminal risk and severity of violations form the basis of the presumptive response levels matrix (i.e., low, medium, high, high-jail). For each derived response level, an array of possible sanctions was listed. It should be noted that Type IA violations required a jail response according to statute. For all Type IB violations, regardless of offender risk level, jail was the recommended response, although the CPO could underride the presumptive response level if sufficient mitigating factors were present.

Presumptive Response Level Grid			
L	M	H	HJ
L	M	M	HJ
L	L	M	HJ
Type IV	Type III	Type II	Type I

Risk Level: High / Med / Low

Violation Severity

Note. L=Low, M=Medium, H=High, HJ=High Jail

Overrides

CPOs indicated if their sanction responses fell within the presumptive range or if they were requesting to lower (i.e., underride) or raise (i.e., override) parolees' violation and risk-based sanctions. CPOs' denoted their responses (sanctions) to the violations. It was possible to select multiple sanctions that did not fall in the same level. However, if the highest level of indicated sanction fell outside of the presumptive response level, the officer requested an override or underride and was required to indicate any destabilizing or stabilizing factors that would justify departure from the presumptive response level. At this point, the CPO portion of the form was complete and it was sent to supervisors.

The supervisors indicated whether they approved or denied any overrides, underrides or high-jail responses and had the option to provide reasons for their responses. Supervisors also indicated whether an administrative override had been performed. Such an override was completed if external factors made the endorsed or desired responses to the violations impossible, such as an offender being rejected by a recommended treatment program or a jail refusing to hold an offender.

Data Collection

The CVDMP pilot study ran for a 3-month period and participating CPOs were recruited from all offices across the state of Colorado. It should be noted that not all officers from a given office participated in the pilot study. During the course of the pilot, 79 officers (and 12 supervisors) submitted CVDMPs. The study included offenders who were parolees and inmates in the community (intensive supervision program [ISP] inmates, CRCF, community corrections). A CVDMP was completed for every violation immediately after its discovery, although multiple violations discovered on the same day were listed on the same form. CPOs submitted completed forms to both researchers and supervisors. Supervisors had to check all forms that included an over- or underride or high-jail response and also audited a number of random CVDMPs that fell within the presumptive range. Supervisors then submitted the form to researchers.

Parole officers sent Parole Board mittimuses and parole complaints to the researchers as offenders who had been recommended for jail by the CVDMP were seen by the Board. Three internal reports were completed during the pilot study in order to monitor use of the CVDMP and identify problems prior to the completion of the pilot study. Additionally, research staff generated reports that detailed the number of CVDMPs submitted and the number of over- and underrides completed by each CPO. These reports were distributed to executive staff, managers, and supervisors.

How Debriefings Were Conducted

After approximately 90 days of the pilot study, the CVDMP study respondents were invited to discuss their experiences and thoughts surrounding use and application of the instrument. During this meeting, parole management staff provided timelines to move the CVDMP to state-wide implementation. Preliminary data, such as frequency of violations, over- or underrides per violation and open-ended responses, were presented with the intent of determining if there was a need for changes in the CVDMP. After presentation of the data and clarification of future directions for the implementation of violation-appropriate sanctions, parole staff broke into smaller discussion groups of about 15 to 20 people each. Following this discussion, the groups were asked to report any identified issues or problems with the CVDMP.

RESULTS

Results of the Debrief

During the report-out, several major themes emerged. Some questions were raised about how the CVDMP would be used in interacting with the Parole Board. A member of the Parole Board who was present took questions and provided assurances that the Parole Board supported the project. Additionally, there was some confusion about how the CVDMP modifies existing policies and procedures. Management clarified that actions outside of the purview of the CVDMP, such as issuing warrants, should not be impeded by the CVDMP. Additionally, some staff expressed feeling overwhelmed with new tasks while still meeting existing responsibilities. There was some confusion about priorities and if participation in new projects (LSI-R, CVDMP, motivational interviewing, etc.) was more important than meeting contact standards (required numbers and type of offender visits). Management responded to staff that both of these responsibilities are important pieces of supervision. Furthermore, some challenges with specific parole populations were identified. Finally, there were suggestions to modify the form, add items, and change classifications.

Results of the Pilot Study

CPOs and supervisors submitted 1,986 unique CVDMP forms between November 8, 2010, and February 4, 2011. While data is grouped by office, it should be noted that the number of offenders and officers who participated in the pilot from each office were not the same. Therefore, it is difficult to make comparisons by office. Analyses were conducted separately for parolees and ISP inmates vs. community transition and CRCF inmates. This was done because feedback from CVDMP pilot study participants indicated that the violations and sanctions on the CVDMP were not as appropriate for the offenders in residential settings as for the parole and ISP inmate population. A breakdown of the CVDMPs received for both Parole and ISP and Residential and CRCF offenders is contained in Appendix C.

Parole and ISP
Demographics. CVDMPs were completed for 1,097 parolees and ISP inmates, although some had multiple CVDMPs during the pilot for a total of 1,771 submitted forms. Age, gender, and ethnicity data for the sample are generally comparable to Colorado's larger parole population (Barr, Gilbert, & O'Keefe, 2011).

Age Ranges of Parolees and ISP Inmates (*N*=1,097)

Parole Office	Under 30		30-39		40-49		50-59		60 and Older	
Alamosa	4	24%	9	53%	2	12%	2	12%	0	0%
Canon City	6	30%	10	50%	3	15%	1	5%	0	0%
Englewood	31	25%	44	35%	38	30%	8	6%	4	3%
Fort Collins	26	30%	29	33%	25	29%	6	7%	1	1%
Grand Junction	10	32%	11	35%	7	23%	3	10%	0	0%
Greeley	14	50%	9	32%	4	14%	1	4%	0	0%
La Junta	7	35%	8	40%	3	15%	2	10%	0	0%
Lincoln	49	26%	47	25%	55	30%	26	14%	8	4%
Longmont	5	38%	2	15%	5	38%	1	8%	0	0%
Pueblo	44	32%	55	40%	29	21%	9	7%	1	1%
Sherman (Denver)	15	25%	18	30%	15	25%	11	18%	2	3%
Sinton (CO Spgs)	58	33%	68	38%	34	19%	15	8%	3	2%
Sterling	3	23%	4	31%	4	31%	2	15%	0	0%
Westminster	50	28%	64	35%	49	27%	15	8%	3	2%
Total	**322**	**29%**	**378**	**34%**	**273**	**25%**	**102**	**9%**	**22**	**2%**

Note. Total reflects number of offenders in CVDMP pilot and not number of CVDMPs completed.

Race/Ethnicity of Parolees and ISP Inmates (*N*=1,097)

Parole Office	White		African American		Hispanic		Asian/ Pacific Islander		Native American	
Alamosa	6	35%	0	0%	10	59%	0	0%	1	6%
Canon City	18	90%	0	0%	1	5%	0	0%	1	5%
Englewood	67	54%	36	29%	18	14%	1	1%	3	2%
Fort Collins	66	76%	4	5%	15	17%	0	0%	2	2%
Grand Junction	28	90%	0	0%	2	6%	0	0%	1	3%
Greeley	7	25%	1	4%	18	64%	0	0%	2	7%
La Junta	9	45%	0	0%	10	50%	0	0%	1	5%
Lincoln	62	34%	46	25%	66	36%	3	2%	8	4%
Longmont	9	69%	1	8%	2	15%	0	0%	1	8%
Pueblo	34	25%	9	7%	89	64%	1	1%	5	4%
Sherman (Denver)	26	43%	14	23%	18	30%	0	0%	3	5%
Sinton (CO Spgs)	78	44%	55	31%	39	22%	1	1%	5	3%
Sterling	10	77%	0	0%	3	23%	0	0%	0	0%
Westminster	100	55%	25	14%	49	27%	1	1%	6	3%
Total	**520**	**47%**	**191**	**17%**	**340**	**31%**	**7**	**1%**	**39**	**4%**

Note. Total reflects number of offenders in CVDMP pilot and not number of CVDMPs completed.

Gender of Parolees and ISP Inmates (*N*=1,097)

Parole Office	Male		Female	
Alamosa	16	94%	1	6%
Canon City	15	75%	5	25%
Englewood	102	82%	23	18%
Fort Collins	82	94%	5	6%
Grand Junction	29	94%	2	6%
Greeley	26	93%	2	7%
La Junta	18	90%	2	10%
Lincoln	160	86%	25	14%
Longmont	13	100%	0	0%
Pueblo	124	90%	14	10%
Sherman (Denver)	60	98%	1	2%
Sinton (CO Spgs)	160	90%	18	10%
Sterling	12	92%	1	8%
Westminster	152	84%	29	16%
Total	**969**	**88%**	**128**	**12%**

Note. Total reflects number of offenders in CVDMP pilot and not number of CVDMPs completed.

Risk Scores. LSI data were missing in 4 of the 1,771 CVDMPs received. Two-thirds of offenders who had violations scored in the *high risk* range on their LSIs.

LSI Scores during the Reporting Period (*N*=1,767)

Parole Office	Low Risk		Medium Risk		High Risk	
Alamosa	1	6%	4	25%	11	69%
Canon City	1	3%	3	9%	29	88%
Englewood	9	5%	71	37%	111	58%
Fort Collins	2	2%	41	37%	67	61%
Grand Junction	1	3%	17	43%	22	55%
Greeley	0	0%	6	12%	46	88%
La Junta	0	0%	4	13%	27	87%
Lincoln	16	5%	65	22%	215	73%
Longmont	0	0%	0	0%	21	100%
Pueblo	7	3%	48	20%	181	77%
Sherman (Denver)	1	1%	2	2%	95	97%
Sinton (CO Spgs)	2	1%	94	31%	206	68%
Sterling	0	0%	5	21%	19	79%
Westminster	43	14%	143	45%	131	41%
Total	**83**	**5%**	**503**	**28%**	**1,181**	**67%**

Note. Total does not equal 1,771 because 4 CVDMPs were submitted without LSI scores.

Violations Incurred During the Pilot. Parole officers were able to endorse multiple violations on a single CVDMP form and a total of 2,277 violations were recorded over the pilot period. There were 77 CVDMPs submitted with missing violation data. Additionally, some CPOs indicated the severity of the violation (e.g., Type IV violation) without specifying the actual violation. The most common violations were those related to substance abuse (e.g., missed drug tests, positive drug tests, multiple missed drug tests, multiple positive drug tests).

Violations Recorded During the Pilot Study (*N*=2,277)

Violations	Number
Absconder apprehended out of state	1
Absconder less than 30 days (confirmed residence and report violations)	44
Absconder more than 30 days (confirmed residence and report violations)	16
All felonies	52
Any contact with a minor age victim	1
Any offender who violates a special condition set specifically to address an individualized risk situation	21
Association – Non STG	32
Association – STG	7
Child support	1
Consensual contact with a victim/person with whom the offender has a restraining order	1
COPD Class 1	3
COPD Class 2A	13
COPD Class 2B	6
Crimes of violence (CRS 16-1-104b(8.5))	4
Curfew violation (more than 2 hours but less than 4)	29
Curfew violations (more than 4 hours but less than 12)	25
Curfew violations more than 12 hours	24
CWISE – 3 consecutive missed calls	21
Directly refusing to provide a UA (not a missed UA)	6
Driving without permission	31
Employment	27
Entering into a bar or liquor store	6
Failing to report police contact (first time)	16
Failure to allow search of person, residence, vehicle	3
Is or has been in possession of a deadly weapon (CRS 18-1-901)	6
Leaves State without permission	2
Misdemeanor assaults involving a deadly weapon or serious bodily injury	4
Misdemeanor violations – No weapon	55
Missed Antabuse or BAC	14
Missed case management on ISP	41
Missed drug/alcohol tests	507
Missed polygraph	1
Missed treatment sessions	136
Multiple missed drug/alcohol tests	230
Multiple positive drug/alcohol tests	171
Municipal code - petty offenses	11
Municipal violations involving assaults	10

Violations (cont'd)	Number
Non-compliance with supervision plan unless it involves a violation otherwise listed	59
Not taking psych meds	1
Out of area paroled to without permission	16
Out of area paroled to without permission (first time)	3
Positive drug/alcohol tests	266
Possession of alcohol	41
Possession of drug paraphernalia	11
Possession of gang paraphernalia	3
Release violation (more than one week)	3
Report only	89
Residence	59
Restitution – Non-payment for 90 days	21
Sex offender 'cruising'	3
Sex offender against a child having contact with a minor (non-incidental)	4
Sex offender having contact with victim (non-incidental)	1
Sex offender possession binoculars	1
Sex offender termination from treatment	18
Sex offender with adult pornography	4
Sex offender with photo equipment without permission	1
Sex offender with unauthorized internet	1
Sex offender with undisclosed adult relationship	5
Termination from treatment	14
Traffic Offenses	43
--Type I–A Violations--	9
--Type III Violations--	6
--Type IV Violations--	5
Weapon (or ammunition other than a firearm and not used to threaten or arm) (non Type II weapons)	3
Weapon: any BB or pellet gun, knives, pepper mace/spray, tasers, bows & arrows, explosive devices or ammunition	9
Total	**2,277**

Note. Though 77 CVDMPs were submitted without violations, multiple violations could be captured on the same form, thus the total number of recorded violations was 2,277.

Although only 5% of violations were Type I (A or B), high-risk offenders were responsible for a clear majority (77%) of these violations. Type IV violations were the most common, comprising 57% of all violations recorded. Because some regions had such small sample sizes, it is difficult to make meaningful comparisons between offices.

Violations Incurred *During the Reporting Period* by Violation Severity and Site (*N*=2,277)

| Parole Office | Violation Type | | | | | | | | | | Total |
	Type IV		Type III		Type II		Type IB		Type IA		
Alamosa	12	60%	5	25%	0	0%	1	5%	2	10%	20
Canon City	30	56%	13	24%	5	9%	0	0%	6	11%	54
Englewood	169	65%	66	25%	16	6%	1	0%	7	3%	259
Fort Collins	69	45%	47	31%	23	15%	5	3%	9	6%	153
Grand Junction	31	61%	13	25%	4	8%	0	0%	3	6%	51
Greeley	37	59%	25	40%	1	2%	0	0%	0	0%	63
La Junta	14	33%	17	40%	4	10%	1	2%	6	14%	42
Lincoln	204	56%	123	34%	23	6%	2	1%	12	3%	364
Longmont	14	52%	6	22%	2	7%	0	0%	5	19%	27
Pueblo	124	49%	84	33%	29	12%	2	1%	13	5%	252
Sherman (Denver)	81	64%	29	23%	8	6%	2	2%	6	5%	126
Sinton (CO Spgs)	221	50%	166	37%	34	8%	6	1%	18	4%	445
Sterling	22	58%	12	32%	3	8%	0	0%	1	3%	38
Westminster	268	70%	93	24%	14	4%	2	1%	6	2%	383
Total	**1,296**	**57%**	**699**	**31%**	**166**	**7%**	**22**	**1%**	**94**	**4%**	**2,277**

Violations Incurred *During the Reporting Period* by Violation Severity and Risk Group (*N*=2,272)

| Violation Type | Violation Type | | | | | | | | | | Total |
	Type IV		Type III		Type II		Type IB		Type IA		
Low Risk	68	78%	12	14%	2	2%	0	0%	5	6%	87
Medium Risk	378	64%	161	27%	33	6%	1	0%	20	3%	593
High Risk	847	53%	525	33%	131	8%	20	1%	69	4%	1592
Total	**1,293**	**57%**	**698**	**31%**	**166**	**7%**	**21**	**1%**	**94**	**4%**	**2,272**

Note. Though the total number of recorded violations was 2,277, five violations are not represented here because they were submitted without LSI scores.

Overrides and Underrides. Overrides were requested when the presence of destabilizing or aggravating factors warranted a more severe sanction than within the presumptive range. Conversely, an underride was requested when existing stabilizing or mitigating factors warranted a less severe sanction than available within the presumptive range. It is noteworthy that there were more than five times as many overrides (16% of all submitted CVDMPs) than underrides (3% of all CVDMPs). However, for offenses designated as Type IA, an officer is statutorily mandated to send the offender to jail and does not have the option of an underride. Although Type IB offenses result in a recommendation to jail the offender, regardless of his or her risk, these offenses can be underridden. For 66% of jail recommendations, CPOs overrode the suggested—originally lower—response to *high jail*. In other words, for those CVDMPs recommending jail, only 34% had jail as the presumptive response.

Types of Overrides by Site (*N*=288)

Parole Office	From Low to Medium	From Low to High	From Low to HJ	From Medium to High	From Medium to HJ	From High to HJ	Total
Alamosa	1	1	0	0	0	1	3
Canon City	6	0	3	0	1	2	12
Englewood	11	0	11	2	14	4	42
Fort Collins	6	0	0	5	4	6	21
Grand Junction	1	4	1	0	3	2	11
Greeley	2	0	0	0	3	1	6
La Junta	0	0	0	0	1	2	3
Lincoln	8	0	1	1	10	15	35
Longmont	2	0	1	0	2	2	7
Pueblo	10	1	4	10	4	17	46
Sherman (Denver)	1	1	0	1	4	2	9
Sinton (CO Spgs)	5	2	1	8	11	21	48
Sterling	1	0	0	2	0	3	6
Westminster	13	3	3	4	8	8	39
Total	**67**	**12**	**25**	**33**	**65**	**86**	**288**

Officers were able to designate multiple destabilizing factors for each override. This information was pro-vided consistently, with only 5% of override requests missing these data. In many cases, officers designated destabilizing factors even when their response was presumptive or an underride. Officers were given the opportunity to write in additional destabilizing factors as an open-ended response; of these, new crimes/charges were the most frequently listed write-in responses, followed by positive or missed UAs and absconding. Officers were also able to indicate if they felt the best response to a violation was a sanction unavailable in their region, and to then record what the CPO response would have been, had the option been available. Two responses indicated that the jail was unable to hold an offender, three referenced treatment or community corrections, two indicated that it was an interstate parole case, and in the rest of the responses CPOs provided additional information about the case, albeit not related to unavailable re-sources.

Overrides by Violation and Risk (*N*=277)

Legend: ☐ Low Risk ■ Medium Risk ■ High Risk

Violation	Values
Absconder less than 30days	6, 29
Absconder more than 30days	2
All felonies	1
Any offender who violates a special condition	5
Association – Non STG	2
COPD Class 2A	2
Curfew violation (> 2 hours but < 4)	1
Curfew violations (> 4 hours but < 12)	3
Curfew violations > 12 hours	1, 12
CWISE – 3 consecutive missed calls	1, 1
Directly refusing to provide a UA	1
Driving without permission	1
Failure to allow search	1
Misdemeanor assaults w/deadly weapon or SBI	1
Misdemeanor violations – No weapon	6, 17
Missed Antabuse or BAC	2
Missed case management on ISP	3
Missed drug/alcohol tests	1, 7, 19
Missed polygraph	1
Missed treatment sessions	2, 5
Multiple missed drug/alcohol tests	2, 3, 27
Multiple positive drug/alcohol tests	3, 27
Municipal code - petty offenses	1
Municipal violations involving assaults	1
Non-compliance with supervision plan	1
Out of area paroled to without permission	4
Positive drug/alcohol tests	7, 31
Possession of alcohol	1, 2
Possession of drug paraphernalia	1, 2
Release violation	1
Report only	5
Residence	1, 2
SXO 'cruising'	1
SXO against child having contact w/minor	1
SXO possession binoculars	1
SXO termination from treatment	10
SXO with undisclosed adult relationship	1
Termination from treatment	2
Traffic Offenses	2
Weapon	4

Note. Eleven overrides were submitted without violation descriptions and were not included in this graph.

CPO Reasons for Overrides by Site (*N*=1,693)

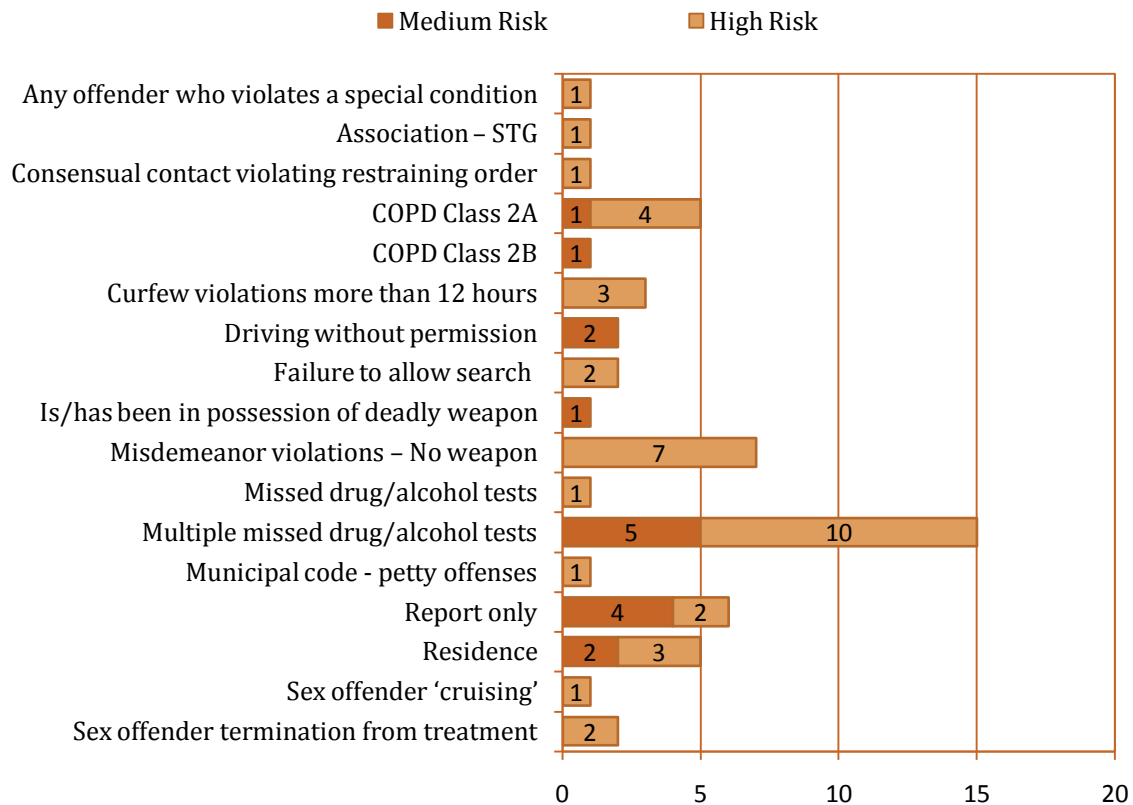| Reasons for Override	Alamosa	Canon City	Englewood	Fort Collins	Grand Junction	Greeley	La Junta	Lincoln	Longmont	Pueblo	Sherman	Sinton	Sterling	Westminster	Total
Negative Support	1	20	20	12	10	1	1	14	1	21	9	23	6	15	**154**
Lack of Pro-Social Activities	3	30	29	22	13	2	3	20	3	51	16	37	6	35	**270**
Violation Related to Current Conviction and Criminal Hist.	4	29	9	13	2	1	1	17	2	29	6	23	1	20	**157**
Increase/Continued Substance Abuse	2	22	20	12	5	2	2	21	3	35	11	26	2	24	**187**
Unwillingness to Participate or Poor Performance in Tx	2	12	8	6	5	2	3	18	2	21	6	24	4	24	**137**
No Appropriate/Affordable Treatment Available	0	2	5	0	0	1	1	1	0	1	4	6	0	8	**29**
Mental Health Instability	0	7	3	1	2	1	1	3	1	4	3	2	0	4	**32**
Minimizing Responsibility	0	22	27	8	5	0	1	9	0	22	10	24	5	26	**159**
Repeating/Escalating Violations Under Supervision	2	22	22	10	1	1	1	15	3	16	9	29	4	27	**162**
Under 6 Months of Supervision in the Community	0	20	20	10	5	2	1	19	1	16	18	24	1	21	**158**
Instability of Residence	1	13	15	11	3	1	0	15	1	23	15	30	2	19	**149**
Best Response to Violation Not Available in My Region	0	0	1	2	1	0	0	0	0	1	0	2	0	4	**11**
Other	1	7	12	6	3	1	0	6	2	20	2	14	3	11	**88**

Note. Some overrides were submitted without destabilizing factors indicated and other were submitted with multiple factors endorsed.

There was one underride from *high jail* to *low*. The officer provided rationale for this decision, indicating that the offender had committed a Type IB violation (eligible for underride) and noted that his contact with a victim was unintentional, occurring through a third party. There was no rationale provided for the one underride from *high jail* to *medium*.

Types of Underrides by Site (*N*=57)

Parole Office	From High to Medium	From High to Low	From Medium to Low	From High Jail to Medium	From High Jail to Low	Total
Alamosa	0	0	0	0	1	1
Canon City	0	0	0	0	0	0
Englewood	3	1	8	1	0	13
Fort Collins	4	0	1	0	0	5
Grand Junction	0	0	0	0	0	0
Greeley	0	0	0	0	0	0
La Junta	0	0	0	0	0	0
Lincoln	3	0	4	0	0	7
Longmont	0	0	0	0	0	0
Pueblo	3	0	2	0	0	5
Sherman (Denver)	2	0	0	0	0	2
Sinton (CO Spgs)	3	1	7	0	0	11
Sterling	1	0	0	0	0	1
Westminster	0	0	12	0	0	12
Total	**19**	**2**	**34**	**1**	**1**	**57**

Underrides by Violation and Risk (*N*=55)

■ Medium Risk   ■ High Risk

Violation	Medium Risk	High Risk
Any offender who violates a special condition		1
Association – STG		1
Consensual contact violating restraining order		1
COPD Class 2A	1	4
COPD Class 2B		1
Curfew violations more than 12 hours		3
Driving without permission	2	
Failure to allow search		2
Is/has been in possession of deadly weapon		1
Misdemeanor violations – No weapon		7
Missed drug/alcohol tests		1
Multiple missed drug/alcohol tests	5	10
Municipal code - petty offenses		1
Report only	4	2
Residence	2	3
Sex offender 'cruising'		1
Sex offender termination from treatment	2	

Note. One underride was submitted without risk level and one was submitted without a description of the violation. These were not included above.

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Forty-six percent of CVDMP underrides were submitted without any mitigating factors identified. However, stabilizing factors were identified in many cases in which the responses were presumptive or designated as overrides. CPOs had the option to complete an open-ended response indicating any *other* applicable stabilizing/destabilizing factors. These were later grouped for analyses. Common write-in reasons for underrides were offenders' previous positive performance under supervision, and that this was the first violation or the offender was new to parole.

CPO Reasons for Underrides by Site (*N*=708)

Reasons for Underride	Alamosa	Canon City	Englewood	Fort Collins	Grand Junction	Greeley	La Junta	Lincoln	Longmont	Pueblo	Sherman	Sinton	Sterling	Westminster	Total
Pro-Social Support	2	14	18	10	8	1	0	16	2	16	16	7	0	26	**136**
Provides Financial Support	0	1	2	2	1	0	0	7	0	3	4	1	1	5	**27**
Participation in Employment/Edu Programs	1	11	10	4	5	0	0	13	0	4	8	9	3	19	**87**
Residence Stability	2	19	20	9	10	1	3	17	2	18	21	15	4	28	**169**
Participation in Treatment	1	9	10	8	5	0	0	5	1	4	8	5	3	10	**69**
Mental Health Stability	0	20	2	2	0	0	0	3	0	0	2	4	0	7	**40**
Takes Responsibility	1	9	10	8	8	2	0	9	2	9	8	13	1	15	**95**
Positive Supervision	0	14	12	2	2	0	1	5	0	9	2	7	1	7	**62**
Other	0	2	4	0	4	0	0	1	1	1	3	3	0	4	**23**

Note. Some underrides were submitted without destabilizing factors indicated and others were submitted with multiple factors endorsed.

Supervisor decisions were only available in 48% of cases in which CPOs requested an override or underride. Supervisors denied an override in five cases. Two of these denials were the result of officer errors, such as a CPO requesting an override but issuing sanctions within the presumptive range and thus were not recorded in the table on the following page. On one occasion, the CPO requested an override to *medium* level sanctions, but then issued sanctions that were available in the *low* sanction level. In one case, the supervisor indicated that the offender would not be jailed, but that staff would proceed with a summons to the parole board. In the remaining case, the CPO had requested an override, asking to send the offender to long-term inpatient treatment, but the supervisor denied the request and instead recommended the offender complete short-term inpatient treatment.

Supervisors were asked to provide their reasons for approving or denying an override or underride; these reasons were also grouped by category for analyses. In some cases these reasons were a restatement of the violation(s) or destabilizing factors, but in some circumstances, supervisors provided additional information relevant to their decisions to approve or deny over- or underrides. Supervisors were able to provide more than one reason for approval or denial.

Supervisor Approval/Denial by Site (*N*=345)

Parole Office	Total Requested	Approval of Overrides	Approval of Underrides	Denial of Overrides	Denial of Underrides	Missing Response
Alamosa	4*	3	2	0	0	0
Canon City	12	8	0	0	0	4
Englewood	55	17	7	0	0	31
Fort Collins	26	16	4	0	0	6
Grand Junction	11	3	0	1	0	7
Greeley	6	1	0	0	0	5
La Junta	3	2	1	0	0	0
Lincoln	42	10	5	0	0	27
Longmont	7	1	0	0	0	6
Pueblo	51	32	3	0	0	16
Sherman(Denver)	11	3	0	0	0	8
Sinton (CO Spgs)	59	17	4	1	0	37
Sterling	7	5	1	0	0	1
Westminster	51	9	6	1	0	35
Total	**345**	**127**	**33**	**3**	**0**	**183**

Note. Supervisor decision data was not available for all over/underrides submitted by CPOs.
*One officer failed to indicate the violation, but requested an override. This CVDMP was not included in the override data.

Supervisor Reasons for Approval or Denial of Over- or Underrides

Supervisor Reasons	Number
Absconder	8
Code Violation	1
Continue Supervision/Sanction Appropriate/Recommendation for Txt	22
Continued Violations/Non-Compliance	41
Destabilizing Factors	34
Jail Appropriate	1
Less than 30 Days on Parole	4
Missed Office Visit/Failure to Report	5
New Crime	8
Public Safety/High Risk	4
Stabilizing Factors	7
Substance Abuse Related	32
Treatment Related (options exhausted/discharged)	8
Violation Related to Conviction	2
Warrant Issued/Requested	6
Total	**183**

Note. Not all supervisors provided the reasoning for their approvals/denials.

Additionally, supervisors were able to indicate if an administrative override had been performed. An administrative override would be done if external circumstances interfered with the sanctions recommended by the CPO and/or supervisor (e.g., treatment program did not accept offender). There were a total of 18 administrative overrides indicated. In two cases, an offender refused intermediate sanctions. In two other cases, the reasons given for the administrative override (medium sanction appropriate, multiple uses of alcohol) suggested that there may have been some confusion about what constitutes an administrative override. In 14 cases, the administrative override did not amend the original CVDMP and no reasoning for the override was given. It is possible that these 14 cases were the result of a misunderstanding.

Which Responses were Chosen? To further understand how CPOs responded to violations, the most severe or serious response was grouped by the type of violation committed by the parolee. As expected, the sanction of jail was most commonly used for more serious violations (Type I and II) and low level violations most commonly received a low level sanction.

Response Level by Violation Type (*N*=1,678)

Response Level	Violation Type				Total
	Type IV	Type III	Type II	Type IA & IB	
Low Response	50%	3%	<1%	<1%	53%
Medium Response	5%	21%	2%	<1%	28%
High Response	1%	2%	1%	<1%	3%
High Jail	1%	3%	5%	5%	15%
Total	57%	29%	8%	6%	100%

Note. Percents may not total 100% due to rounding error.

Because CPOs could impose multiple sanctions/responses, it was important to look at all sanctions (and not just the most severe) to determine which were most commonly utilized. For the low responses by CPOs, verbal reprimand, loss of earned time, and increased urinalyses/breathalyzers (UAs/BAs) were by far the most common sanctions. Loss of earned time and increased UAs/BAs were also the most frequent responses for medium level sanctions; however, there was a greater use of the other sanction options. Jail was the most common high level sanction, imposed in 265 cases. Other high level sanctions do not appear to be as frequently utilized.

Low Responses (*N*=2,195)

Low Response	Alamosa	Canon City	Englewood	Fort Collins	Grand Junction	Greeley	La Junta	Lincoln	Longmont	Pueblo	Sherman	Sinton	Sterling	Westminster	Total
Verbal Reprimand	11	25	130	47	18	31	11	179	8	157	64	193	13	242	**1,129**
Curfew Restrictions	0	8	8	5	2	1	5	15	0	8	1	9	2	5	**69**
Increased UAs/BAs	4	9	17	6	8	4	7	12	0	19	3	27	5	19	**140**
Loss of Time	6	21	64	19	7	7	0	90	5	96	28	90	9	124	**566**
Refer to Collections	0	0	4	0	0	0	0	0	0	0	0	8	0	0	**12**
Refer to Comm. Support	1	0	0	1	2	0	0	1	0	0	0	0	0	1	**6**
Refer to Cognitive Program	0	1	0	0	1	0	0	5	0	0	0	0	0	1	**8**
Refer to Education Program	0	0	0	0	0	0	0	0	0	0	0	0	0	0	**0**
Refer to Re-Entry	0	0	0	1	2	0	0	0	0	0	1	0	0	1	**5**
Increased Phone Check-in	0	0	5	0	0	0	0	0	0	0	0	3	0	15	**23**
Written Homework	0	12	3	1	2	0	0	7	0	0	1	3	0	3	**32**
Intervention w/Employer	0	0	0	0	0	0	0	0	0	0	0	0	0	1	**1**
Intervention w/Family	0	6	3	0	0	0	0	3	0	5	1	0	0	2	**20**
Intervention w/ Parole Supervisor	0	0	0	0	0	0	0	0	0	0	0	1	0	1	**2**
Refer to AA/NA	0	2	4	4	0	0	1	4	0	1	0	6	2	7	**31**
Safety Plan	0	11	0	0	0	0	0	0	0	0	4	0	1	2	**18**
Geographical Restriction	0	2	0	1	0	0	0	0	0	0	0	0	0	1	**4**
Daily Reporting to PO	1	1	2	0	0	0	0	1	0	0	0	1	0	9	**15**
Increased Therapy	0	6	7	10	7	2	0	6	0	5	1	14	2	2	**62**
Outpatient Therapy	0	0	1	2	3	1	2	4	0	9	3	16	0	6	**47**
Residential Sanctions	0	2	0	0	0	0	0	3	0	0	0	0	0	0	**5**

Note. Multiple responses may be selected for a single incident.

Medium Responses (*N*=1,043)

Medium Response	Alamosa	Canon City	Englewood	Fort Collins	Grand Junction	Greeley	La Junta	Lincoln	Longmont	Pueblo	Sherman	Sinton	Sterling	Westminster	Total
Increased UAs/BAs	1	8	17	7	7	2	2	20	1	28	2	24	1	16	**136**
Loss of Time	1	10	37	21	2	17	1	77	5	67	14	100	6	48	**406**
GPS/ISP/SCRAM	0	4	3	7	0	0	1	10	0	6	2	4	2	7	**46**
Weekend Restrictions	0	10	10	4	1	4	3	15	0	12	3	7	5	12	**86**
Antabuse	0	0	2	0	0	0	0	1	0	1	0	0	0	1	**5**
Victim Mediation	0	0	0	0	0	0	0	0	0	0	0	0	0	0	**0**
Increase Supervision	0	2	8	5	1	1	2	3	0	34	3	6	0	18	**83**
Daily Office Check-in	0	1	1	0	0	1	0	0	0	4	2	5	0	4	**18**
Day Reporting Center	0	0	1	0	0	0	0	0	0	0	0	0	0	5	**6**
Loss of Driving Priv.	1	0	4	2	0	1	0	2	3	1	1	4	0	5	**24**
Specific Issue Polygraph	0	0	0	1	0	0	0	0	0	5	0	0	1	0	**7**
Increased Therapy	1	6	6	3	4	3	0	0	0	3	3	6	3	14	**52**
CBT	0	1	0	1	0	1	0	3	0	6	0	6	0	2	**20**
Short-term Inpatient Tx	0	4	2	4	1	1	5	15	0	16	0	9	0	8	**65**
Outpatient Therapy	0	2	1	5	0	9	2	4	0	7	4	17	0	3	**54**
Intensive Outpatient	0	4	4	0	0	6	0	4	0	8	0	4	0	1	**31**
Residential Sanctions	0	1	0	0	0	0	0	0	0	0	0	0	0	3	**4**

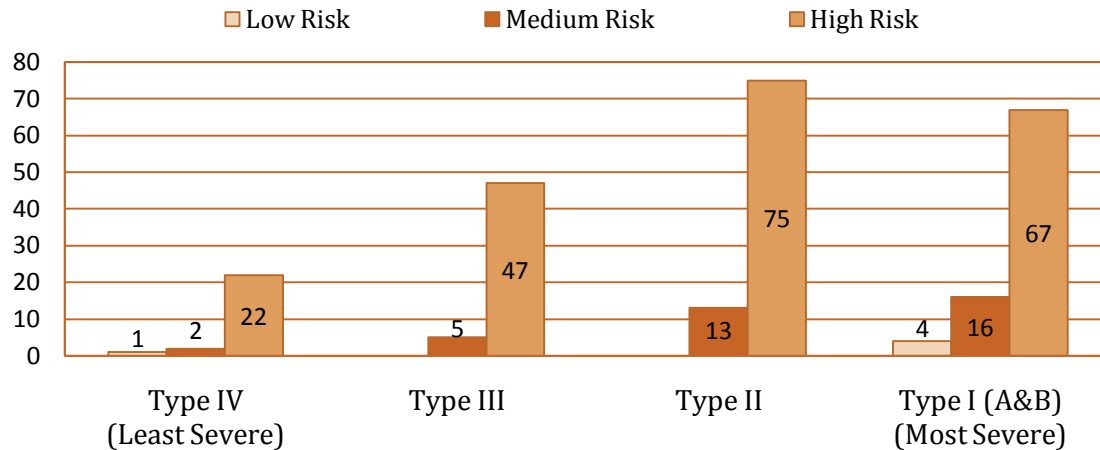*Note.* Multiple responses may be selected for a single incident.

High Responses and High Jail (*N*=333)

High Response	Alamosa	Canon City	Englewood	Fort Collins	Grand Junction	Greeley	La Junta	Lincoln	Longmont	Pueblo	Sherman	Sinton	Sterling	Westminster	Total
Short-term Inpatient Treatment	0	0	0	1	0	0	0	0	0	7	0	3	0	0	**11**
Long Term Residential	1	0	0	6	3	0	1	2	0	8	1	9	0	4	**35**
Remediation to Community Corrections	0	0	2	1	2	0	0	0	0	1	2	9	2	3	**22**
Work Release Program	0	0	0	0	0	0	0	0	0	0	0	0	0	0	**0**
Jail	4	8	37	24	9	4	10	37	9	37	11	44	4	27	**265**

Note. Multiple responses may be selected for a single incident.

It should be noted that over half (66%) of recommendations to jail required an override. For CVDMPs on which the CPO recommended jail, 28% of violations were a new crime. Similarly, the most common reason for a supervisor approving a CPO's jail recommendation was a new crime. Other common reasons for approval were supervisors' concurrence with CPOs' decisions, issues related to treatment and continued violations, or non-compliance.

Jail Response by Severity and Risk (N=252)

Legend: ☐ Low Risk ☐ Medium Risk ☐ High Risk

Type	Low Risk	Medium Risk	High Risk
Type IV (Least Severe)	1	2	22
Type III		5	47
Type II		13	75
Type I (A&B) (Most Severe)	4	16	67

Note. CVDMPs submitted without LSI scores or violation descriptions were omitted above.

Most Serious Violations Resulting in Jail Response (*N*=252)

Most Serious Violations	Number
Absconder apprehended out of state	1
Absconder less than 30 days (confirmed residence and report violations)	36
Absconder more than 30 days (confirmed residence and report violations)	13
All felonies	44
Any offender who violates a special condition set specifically to address an individualized risk situation	3
Association – Non STG	1
COPD Class 1	3
COPD Class 2A	2
Crimes of violence (CRS 16-1-104b(8.5))	1
Curfew violations (more than 4 hours but less than 12)	3
Curfew violations more than 12 hours	13
CWISE – 3 consecutive missed calls	2
Directly refusing to provide a UA (not a missed UA)	4
Failure to allow search of person, residence, vehicle	1
Is or has been in possession of a deadly weapon (CRS 18-1-901)	5
Misdemeanor assaults involving a deadly weapon or serious bodily injury	4
Misdemeanor violations – No weapon	23
Missed case management on ISP	1
Missed drug/alcohol tests	10
Missed treatment sessions	1
Multiple missed drug/alcohol tests	17
Multiple positive drug/alcohol tests	15
Municipal code - petty offenses	1

26

Most Serious Violations (cont'd)	Number
Municipal violations involving assaults	8
Out of area paroled to without permission	2
Positive drug/alcohol tests	7
Possession of alcohol	2
Possession of drug paraphernalia	1
Release violation (more than one week)	1
Report only	4
Residence	3
Sex offender 'cruising'	1
Sex offender against a child having contact with a minor (non-incidental)	3
Sex offender having contact with victim (non-incidental)	1
Sex offender termination from treatment	9
Termination from treatment	2
Weapon	4
Total	**252**

Community Corrections and CRCF

CPOs and supervisors submitted 215 unique CVDMP forms between November 8, 2010, and February 4, 2011. Not all of the regions that participated in the pilot had residential programs and thus not all regions are represented in these analyses.

Demographics. Although there were 215 forms submitted in total, these were completed for 159 separate offenders in a residential setting. This is because some offenders had multiple CVDMPs completed by their parole officers during the study period.

Age Ranges of Residential Offenders (*N*=159)

Parole Office	Under 30		30-39		40-49		50-59		60 and Older	
Canon City	0	0%	0	0%	1	100%	0	0%	0	0%
Englewood	8	40%	5	25%	4	20%	3	15%	0	0%
Fort Collins	9	31%	12	41%	5	17%	3	10%	0	0%
Pueblo	2	50%	1	25%	1	25%	0	0%	0	0%
Westminster	37	35%	35	33%	27	26%	5	5%	1	1%
Total	**56**	**35%**	**53**	**33%**	**38**	**24%**	**11**	**7%**	**1**	**1%**

Note. Total reflects number of offenders in CVDMP pilot and not number of CVDMPs completed.

Race/Ethnicity of Residential Offenders (N=159)

Parole Office	White		African American		Hispanic		Asian/Pacific Islander		Native American	
Canon City	1	100%	0	0%	0	0%	0	0%	0	0%
Englewood	7	35%	8	40%	4	20%	0	0%	1	5%
Fort Collins	15	52%	3	10%	8	28%	0	0%	3	10%
Pueblo	1	25%	0	0%	3	75%	0	0%	0	0%
Westminster	47	45%	24	23%	31	30%	0	0%	3	3%
Total	**71**	**45%**	**35**	**22%**	**46**	**29%**	**0**	**0%**	**7**	**4%**

Note. Total reflects number of offenders in CVDMP pilot and not number of CVDMPs completed.

Gender of Residential Offenders (*N*=159)

Parole Office	Male		Female	
Canon City	1	100%	0	0%
Englewood	20	100%	0	0%
Fort Collins	27	93%	2	7%
Pueblo	4	100%	0	0%
Westminster	97	92%	8	8%
Total	**149**	**94%**	**10**	**6%**

Note. Total reflects number of offenders in CVDMP pilot and not number of CVDMPs completed.

Risk Scores. LSI data were recorded for all of the 215 CVDMPs received. Over three-fourths of offenders who had violations scored in the *high risk* range on their LSIs.

LSI Scores during the Reporting Period (*N*=215)

Parole Office	Low Risk		Medium Risk		High Risk	
Alamosa	0	0%	0	0%	0	0%
Canon City	0	0%	0	0%	1	100%
Englewood	0	0%	3	13%	20	87%
Fort Collins	0	0%	17	39%	27	61%
Pueblo	0	0%	1	25%	3	75%
Westminster	1	<1%	24	17%	118	83%
Total	**1**	**<1%**	**45**	**21%**	**169**	**79%**

Note. Total reflects number of offenders in CVDMP pilot and not number of CVDMPs completed.

Violations Incurred During the Pilot. Parole officers were able to endorse multiple violations on a single CVDMP and a total of 234 violations were recorded over the pilot period. On two forms, the officer indicated the severity of the violation with a checkbox, without using the drop-down menu to record the actual violation.

Violations Recorded During the Pilot Study

| Violation Type	Number
All felonies	8
Association – STG	1
COPD Class 1	24
COPD Class 2A	61
COPD Class 2B	129
Curfew violations (more than 4 hours but less than 12)	2
Misdemeanor violations – No weapon	1
Multiple missed drug/alcohol tests	1
Multiple positive drug/alcohol tests	1
Municipal violations involving assaults	1
Non-compliance with supervision plan unless it involves a violation otherwise listed	1
Positive drug/alcohol tests	3
--Type I–A Violations--	1
Total	**234**

Note. Multiple violations could be captured on the same form, and some forms were submitted missing violation data. The total number of recorded violations was 234.

Of the 15% of violations that were Type I (A or B), high-risk offenders were responsible for a clear majority (85%) of these violations. Type III violations were the most common, comprising 57% of all violations recorded. This is in contrast to the non-residential offenders, for whom the most common violation was Type IV.

Violations Incurred *during the Reporting Period* by Violation Severity and Site (*N*=234)

Parole Office	Violation Type										Total
	Type IV		Type III		Type II		Type IB		Type IA		
Canon City	0	0%	0	0%	0	0%	0	0%	1	100%	1
Englewood	0	0%	11	46%	8	33%	0	0%	5	21%	24
Fort Collins	0	0%	27	60%	14	31%	0	0%	4	9%	45
Pueblo	3	100%	0	0%	0	0%	0	0%	0	0%	3
Westminster	1	1%	96	60%	40	25%	0	0%	24	15%	161
Total	**4**	**2%**	**134**	**57%**	**62**	**26%**	**0**	**0%**	**34**	**15%**	**234**

Note. Multiple violations could be captured on the same form, and some forms were submitted missing violation data. The total number of recorded violations was 234.

Violations Incurred *during the Reporting Period* by Violation Severity and Risk Group (*N*=234)

Risk Level	Violation Type										Total
	Type IV		Type III		Type II		Type IB		Type IA		
Low Risk	0	0%	0	0%	0	0%	0	0%	1	100%	1
Medium Risk	1	2%	30	63%	13	27%	0	0%	4	8%	48
High Risk	3	2%	104	56%	49	26%	0	0%	29	16%	185
Total	**4**	**2%**	**134**	**57%**	**62**	**26%**	**0**	**0%**	**34**	**15%**	**234**

Note. Multiple violations could be captured on the same form, and some forms were submitted missing violation data. The total number of recorded violations was 234.

Overrides and Underrides. There were over twice as many overrides than underrides. This difference is not as great as compared to the overrides and underrides for the parole population where the ratio was approximately one to five. However, for offenses designated as Type IA, an officer is statutorily mandated to send the offender to jail and does not have the option of an underride. Although Type IB offenses result in a recommendation to jail the offender, regardless of his or her risk, these recommendations can be underridden. There was one underride from high-jail. In this case, the officer had some discretion to classify the violation (i.e., COPD or missed UA) and chose to classify it as a higher level violation, but then issued a sanction appropriate for the lower level violation.

Types of Overrides by Site (*N*=61)

Parole Office	From Low to Medium	From Low to High	From Low to HJ	From Medium to High	From Medium to HJ	From High to HJ	Total
Canon City	0	0	0	0	0	0	0
Englewood	0	0	0	0	1	2	3
Fort Collins	0	0	0	2	14	4	20
Pueblo	0	0	0	0	0	1	1
Westminster	0	0	0	0	17	20	37
Total	**0**	**0**	**0**	**2**	**32**	**27**	**61**

Overrides by Violation (*N* = 60)
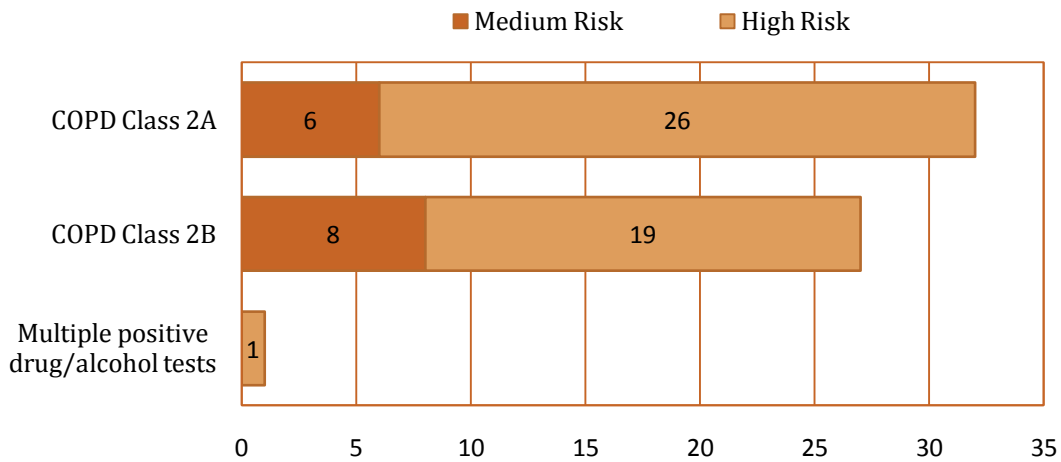
Note. One override was submitted without violation data and was thus not included above.

CPOs appear to be appropriately indicating destabilizing factors in the case of overrides, with only two forms submitted without these data. CPOs had the option to complete an open-ended response, indicating any *other* applicable stabilizing/destabilizing factors. These were later grouped for analyses. The most common write-in responses for the destabilizing factors were absconding, continued substance use, and non-compliance. There were no cases in which a CPO indicated that the best response to a violation was unavailable.

CPO Reasons for Overrides by Site (*N*=324)

Reasons for Override	Canon City	Englewood	Fort Collins	Pueblo	Westminster	Total
Negative Support	1	0	4	1	28	**34**
Lack of Pro-Social Activities	1	3	11	1	45	**61**
Violation Related to Current Conviction and Criminal Hist.	1	0	5	0	10	**16**
Increase/Continued Substance Abuse	1	2	9	0	5	**17**
Unwillingness to Participate or Poor Performance in Tx	1	0	8	1	6	**16**
No Appropriate/Affordable Treatment Available	0	0	0	0	1	**1**
Mental Health Instability	0	1	1	0	1	**3**
Minimizing Responsibility	1	3	16	0	23	**43**
Repeating/Escalating Violations Under Supervision	1	0	12	0	24	**37**
Under 6 Months of Supervision in the Community	1	2	12	1	43	**59**
Instability of Residence	1	0	0	1	0	**2**
Best Response to Violation Not Available in My Region	0	0	0	0	0	**0**
Other	1	4	15	0	15	**35**

Note. Some overrides were submitted without destabilizing factors indicated and other were submitted with multiple factors endorsed.

Types of Underrides by Site (*N*=25)

Parole Office	From Medium to Low	From High to Low	From High to Medium	From HJ to Medium	Total
Canon City	0	0	0	0	0
Englewood	0	0	2	0	2
Fort Collins	2	0	1	1	4
Pueblo	0	0	0	0	0
Westminster	6	7	6	0	19
Total	**8**	**7**	**9**	**1**	**25**

Underrides by Violation Type (*N* = 25)
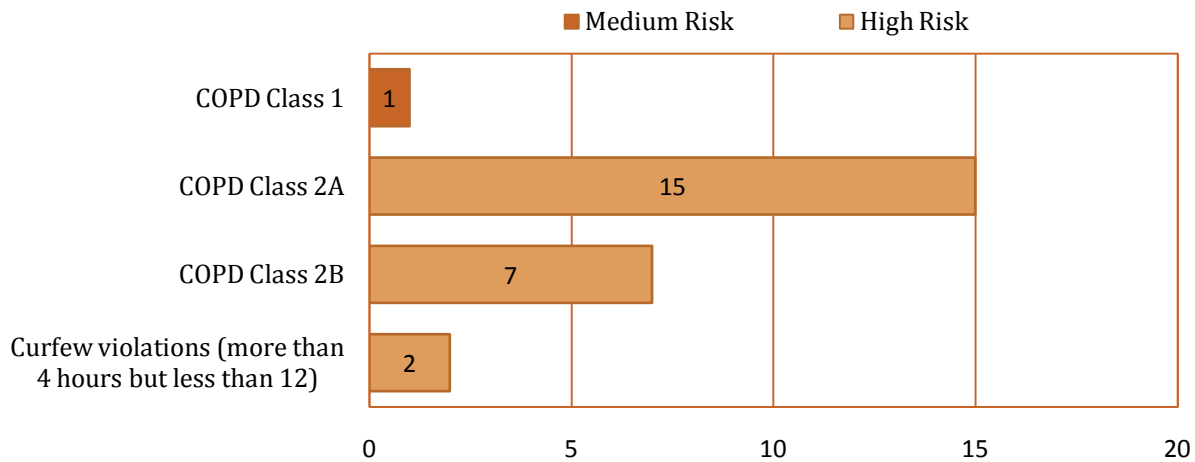
Although destabilizing factors were routinely endorsed for overrides, over half of the underrides submitted (15) did not have any stabilizing factors endorsed. CPOs had the option to complete an open-ended *other* response, indicating any other applicable stabilizing/destabilizing factors not listed. These were later grouped for analyses. The most common write-in response was the offender was taking responsibility. There were no cases in which a CPO indicated that the best response was unavailable. Supervisors did not deny any overrides or underrides. No residential CVDMPs were indicated as administrative overrides.

CPO Reasons for Underrides by Site (*N*=117)

Parole Office	Canon City	Englewood	Pueblo	Fort Collins	Westminster	Total
Pro-Social Support	0	2	0	2	6	**10**
Provides Financial Support	0	0	0	0	0	**0**
Participation in Employment/Edu Programs	0	1	0	4	7	**12**
Residence Stability	0	4	0	11	31	**46**
Participation in Treatment	0	4	0	4	6	**14**
Mental Health Stability	0	0	0	0	2	**2**
Takes Responsibility	0	4	0	1	10	**15**
Positive Supervision	0	2	0	7	1	**10**
Other	0	4	0	0	4	**8**

Note. Some underrides were submitted without stabilizing factors indicated and others were submitted with multiple factors endorsed.

Supervisor Approval/Denial by Site (*N*=45)

Parole Office	Approval of Overrides	Approval of Underrides	Denial of Overrides	Denial of Underrides
Canon City	0	0	0	0
Englewood	1	2	0	0
Fort Collins	13	1	0	0
Pueblo	1	0	0	0
Westminster	22	5	0	0
Total	**37**	**8**	**0**	**0**

Note. Supervisor decision data were not available for all under/overrides submitted by CPOs.

Reasons for Approval of Over- or Underrides (*N*=42)

Reasons for Approval	Number
Community Corrections Not Willing to Work with Offender	2
Community Corrections Willing to Work with Offender	5
Continued Violations/Non-Compliance	23
Destabilizing Factors	5
Substance Abuse	5
Unwilling to Participate/Comply	2
Total	**42**

Note. Not all supervisors provided their reasons for approvals/denials, while others provided multiple reasons that were listed separately.

Which Responses were Chosen? As expected, the most severe violations (Type IA and IB) most commonly resulted in high jail responses and the low level violations (Type IV) most commonly received a low level sanction. Across all violation types, high level responses were the least common, comprising only 3% of all responses.

Response Level by Violation Type (*N*=208)

Response Level	Violation Type				Total
	Type IV	**Type III**	**Type II**	**Type IA & IB**	
Low Response	2%	4%	3%	0%	9%
Medium Response	0%	41%	7%	1%	50%
High Response	0%	0%	3%	0%	3%
High Jail	0%	13%	14%	11%	38%
Total	**2%**	**59%**	**27%**	**12%**	**100%**

Note: Percents may not total 100% due to rounding error.

For the responses within the low category, *verbal reprimand* (31, 53%), *residential sanctions* (10, 17%), and *loss of earned time* (7, 12%) were the most popular. *Residential sanctions* (105, 64%) was the option most commonly selected for medium level responses. Just as with the non-residential offenders, *jail* was the most common sanction imposed among high level responses. Other high level sanctions do not appear to be high-ly utilized.

Low Responses (*N*=59)

Low Responses	Canon City	Englewood	Fort Collins	Pueblo	Westminster	Total
Verbal Reprimand	0	0	2	3	26	**31**
Curfew Restrictions	0	0	2	2	0	**4**
Increased UAs/BAs	0	0	0	3	0	**3**
Loss of Time	0	0	0	2	5	**7**
Refer to Collections	0	0	0	0	0	**0**
Refer to Comm. Support	0	0	0	0	0	**0**
Refer to Cognitive Prog.	0	0	0	0	0	**0**
Refer to Education Prog.	0	0	0	0	0	**0**
Refer to Re-Entry	0	0	0	0	0	**0**
Increased Phone Checkin	0	0	0	0	0	**0**
Written Homework	0	0	0	0	0	**0**
Intervention w/Employer	0	0	0	0	0	**0**
Intervention w/Family	0	0	0	0	0	**0**
Intervention w/ Parole Supervisor	0	0	0	0	0	**0**
Refer to AA/NA	0	0	0	0	0	**0**
Safety Plan	0	0	0	0	0	**0**
Geographical Restriction	0	0	0	1	0	**1**
Daily Reporting to PO	0	0	0	0	0	**0**
Increased Therapy	0	0	0	3	0	**3**
Outpatient Therapy	0	0	0	0	0	**0**
Residential Sanctions	0	0	0	1	9	**10**

Note. Multiple responses may be selected for a single incident.

Medium Responses (*N*=165)

Medium Responses	Canon City	Englewood	Fort Collins	Pueblo	Westminster	Total
Increased UAs/BAs	0	12	0	0	0	**12**
Loss of Time	0	14	8	0	3	**25**
GPS/ISP/SCRAM	0	0	0	0	0	**0**
Weekend Restrictions	0	11	0	0	3	**14**
Antabuse	0	0	0	0	0	**0**
Victim Mediation	0	0	0	0	0	**0**
Increase Supervision	0	4	0	0	0	**4**
Daily Office Check-in	0	0	0	0	0	**0**
Day Reporting Center	0	0	0	0	0	**0**
Loss of Driving Priv.	0	0	0	0	0	**0**
Specific Issue Polygraph	0	0	0	0	0	**0**
Increased Therapy	0	2	0	0	0	**2**
CBT	0	0	0	0	0	**0**
Short-term Inpatient Tx	0	0	1	0	0	**1**
Outpatient Therapy	0	1	0	0	0	**1**
Intensive Outpatient	0	1	0	0	0	**1**
Residential Sanctions	0	14	17	0	74	**105**

Note. Multiple responses may be selected for a single incident.

High Responses and High Jail (*N*=87)

High Responses	Canon City	Englewood	Fort Collins	Pueblo	Westminster	Total
Short-term Inpatient Tx	0	0	0	0	0	**0**
Long Term Residential	0	0	6	0	0	**6**
Remediation to Community Corrections	0	0	0	0	0	**0**
Work Release Program	0	0	0	0	0	**0**
Jail	1	7	20	1	52	**81**

In cases where *jail* was the recommended response, the most common violations were those related to code of penal discipline violations (COPDs) and those related to substance abuse.

Jail Response by Severity and Risk (*N* = 80)

Legend: □ Low Risk ■ Medium Risk ■ High Risk

Type III: Medium Risk 8, High Risk 20
Type II: Medium Risk 4, High Risk 26
Type I (Most Severe): Low Risk 1, Medium Risk 2, High Risk 19
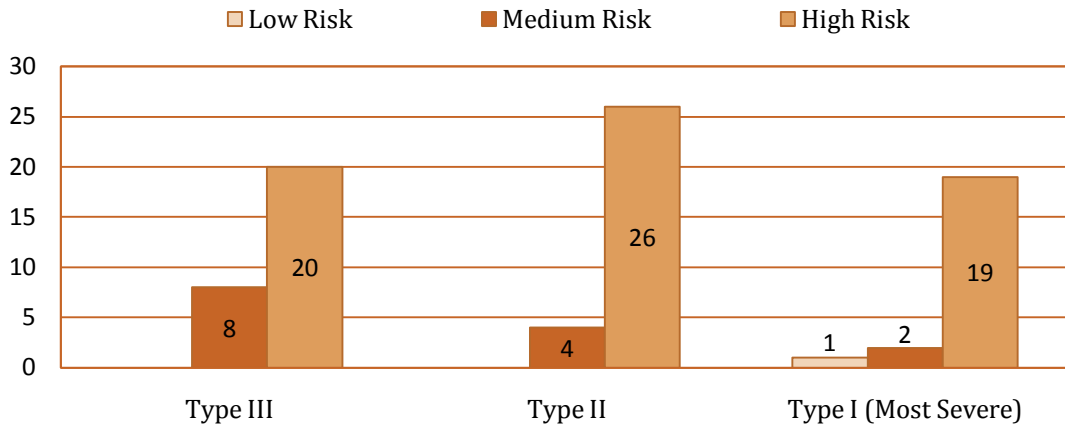
Note. One CVDMP was submitted without violation data and was thus not included above.

Most Serious Violations Resulting in Jail Response (*N*=80)

Most Serious Violations	Number
All felonies	4
COPD Class 1	17
COPD Class 2A	30
COPD Class 2B	27
Multiple positive drug/alcohol tests	1
Municipal violations involving assaults	1
Total	**80**

Note. In 1 case where jail was recommended, violation data were missing.

Supervisor Reasons for Approval/Denial of High Response (*N*=21)

Reasons for Approval/Denial	Number
Community Corrections Center Not Willing to Work with Offender	4
Continued Violations	13
Continue Supervision in Community	1
Stabilizing Factors	2
Unwilling to Participate	1
Total	**21**

Note. Supervisor reasons for approval were not provided in all cases. Additionally supervisor approval/denial information was not available for all cases in which a CPO recommended jail.

Parole Board

In total, 346 CVDMPs recommended jailing 323 offenders (some were recommended to jail on multiple CVDMPs). After a CPO files a parole complaint on cases recommended for revocation, the parolee has a hearing with the Parole Board, which has the authority to revoke or continue the offender's parole term. Whether a parolee is revoked to prison or CRCF is determined by Colorado statute, as is the length of revocation. If the parolee is potentially facing new criminal charges, the Parole Board can continue the parole hearing, awaiting the charges to be made. In the event the offender had absconded from parole, the board would issue a warrant for the offender's arrest. Also, an offender can also self-revoke his or her parole, choosing to return to CDOC prison to serve his/her parole sentence, although offenders may be denied this request.

For all paroled offenders who had a CVDMP with a jail recommendation, subsequent parole board actions were analyzed. The data will inform on the degree of agreement between the CPO recommendation and the response of the parole board. Overall, 264 non-residential parolees received a recommendation for jail from their CPO on the CVDMP. For those offenders who were recommended to jail and received a parole board hearing, data is presented below. However, not all recommendations to jail result in a hearing.

Recorded Parole Board Decisions as a Result of the CVDMP

Disposition of Hearing	Number of Decisions
Revoked	87
Continued on Parole	19
Hearing Continued*	15
Revoked to CRCF	51
Revoked to Prison	1
Warrant Issued	53
Self-Revoked	9
Total Number of Hearings as a result of the CVDMP	**235**

Note. At the end of Fiscal Year 2011, 15 hearings had been continued and had no resolution.

Offenders still on inmate status (residential and ISP offenders) are subject to the code of penal discipline. Violations of this code (COPDs) can also result in sanctions, culminating in a return to prison. During the pilot, 59 of these offenders received a recommendation from their CPO to be sent to jail, with 16 offenders being convicted of COPDs.

CONCLUSIONS

The primary goal of the pilot study was to identify any problems with the CVDMP prior to full implementation. This section first reviews key findings of the pilot study, followed by lessons learned over the course of the pilot that led to modifications of the instrument or the training on the use of the instrument.

Key Findings

Parole

Because the demographics of the pilot study participants are similar to the demographics of the larger non-residential parole population, it is likely that the results and the findings of the CVDMP will be generalizable to the Colorado parole population. The most commonly endorsed violation was missed/drug alcohol tests (507), comprising 22% of all recorded violations. Combined, all substance use related violations totaled 1,252, or 55% of all violations. The prevalence of substance use related violations is not surprising when 77% of the inmate population on June 30, 2010, was identified with having moderate to severe substance abuse needs (Barr et al., 2011).

Although sex offender-specific violations comprised less than 2% of the recorded violations, they merit inclusion in the CVDMP because of the highly specialized nature of sex offender supervision. Sex offenders are subject to greater and more specific restrictions, such as the required reporting of romantic relationships and the restriction on owning binoculars. To allow for greater and more comprehensive documentation as well as standardization of sanctions, the sex offender violations were included in the CVDMP and listed separately.

Of all violations incurred during the reporting period, Type IV violations were the most common, making up 57% of violations. As would be expected, low level sanctions were also the most common (61%). Overall, 15% of CVDMPs had jail as the recommended response. Type I (A & B) violations comprised approximately one-third of the CVDMPs where jail was recommended and the severity of violation was recorded. The remaining recommendations to jail were the results of overrides.   A response outside the presumptive range was chosen in only 19% of cases. When pilot tested in California, a similar instrument (PVDMI) was found to have an acceptable concurrence rate when overrides and underrides were done for 31% of the total sample (Murphy & Turner, 2009).

Residential

In regards to the results from the residential population, Type III violations were the most common (57%) type of violation. Within this category, class 2B (e.g., unauthorized absence, disobeying a lawful order) disciplinary violations were the most commonly endorsed violation, making up 55% of the total recorded violations. Across violation types, disciplinary violations (Class 1, 2A, 2B) comprised 91% of all recorded violations. Of the 81 CVDMPs on which jail was the recommended response, 22 were Type I (A and B) violations (27%) with the rest being the result of overrides. Of the 215 CVDMPs received for this population, 61 were overrides and 25 were underrides. CPOs sought to impose a sanction outside the presumptive range in 40% of residential cases. It should be noted that this is dramatically higher than the 19% variance from the presumptive range of the parole population. It is also higher than the 31% of overrides and underrides found in California's evaluation of the PVDMI.

Overall Conclusions

For the non-residential parole populations, lower level sanctions are most commonly being imposed for lower level violations while offenders who commit more serious offenses are receiving higher level sanctions, notably jail. This suggests that the CVDMP is functioning as intended. However, it must be noted that well over half of the offenders that were sanctioned to jail, received this sanction as the result of an override. Although the same basic correlation for violation severity and level of response is also apparent for the residential CVDMPs, the higher rate of overrides and underrides suggests that the sanctions, as classified, may not be as useful for this population, though the overall principle of basing sanctions on violation severity and offender risk is still applicable. The data from the CVDMP, as well as the qualitative information from CPOs participating in the pilot, suggest that the CVDMP will function as designed addressing parole violations with non-residential parolees. However, concerns about the instrument and the process warrant extra examination and evaluation before implementation with a residential population.

Lessons Learned

During the course of the pilot study, several challenges presented themselves. Overall, the main problems encountered during the CVDMP pilot were missing or contradictory data from the CVDMP forms and issues with the assignment of tracking numbers.

LSI-R scores were not indicated for some offenders, which limited analyses and made it impossible to verify the presumptive range of response. A few participating staff members confused the LSI with the Static-99—the risk assessment designed to be used with sex offenders—and endorsed a risk level on the Static-99 when they should have endorsed one for the LSI. As a matter of procedure, participating CPOs were instructed to consider sex offenders as high risk. However, the CVDMP form did not allow for the designation of an offender as a sex offender. Thus, when the presumptive response level, as derived from the LSI-R score and violation severity, did not coincide with the presumptive level endorsed on the grid, it was impossible to determine if the CPO considered the offender a sex offender or had made an error on the form. Additionally, some CPOs did not indicate if their responses fell within the presumptive range or whether they were overrides or underrides.

Soon after the pilot study began, the CDOC research staff discovered that it was difficult for CPOs to indicate the violation(s) an offender had committed. The original CVDMP form was then modified and drop down boxes were added to replace the scroll bar. The revised version of the form was distributed on the third day of the pilot and was easier to use. CVDMPs submitted using the original forms were transcribed into the revised version. Unfortunately, the violations had the most missing data due to the initial problems encountered with the CVDMP form submissions. In some cases, even when an officer specified the kind of violation, he or she did not indicate the severity of the violation in the checkboxes preceding the dropdown boxes in which they would indicate the specific violations. Within the dropdown list of violations, headers of violation severity were used to organize the violations (e.g., Type IA Violations). Rather than endorsing a specific violation, occasionally some CPOs endorsed these headers (e.g., Type IV Violation vs. Missed UA). In some cases, CPOs failed to indicate stabilizing or destabilizing factors, although they endorsed an over- or underride. On some forms, even when the response fell within the presumptive range, parole officers chose to endorse stabilizing and destabilizing factors.

There was a great deal of variance in the information recorded within open-ended response fields. In regards to stabilizing and destabilizing factors, the open-ended answers ranged from restating stabilizing or

destabilizing factors to detailed descriptions of an offender's individual situation. Similarly, supervisors' reasons for approvals of overrides and high jail responses predominantly restated information already captured by either the CPO or the listed stabilizing and/or destabilizing factors. Although 18 CVDMP forms were marked as an administrative override by supervisors, the reason for the override was listed in only six cases. It appeared that in two of the cases, the CVDMPs were standard underrides. In two cases the jail refused to hold the offender and two cases specified that the offender refused intermediate sanctions. No reasons were given in the remaining 12 CVDMPs designated as administrative overrides. It seems likely that there was some confusion and that these CVDMPs were not actual administrative overrides. Occasionally, officers noticed an error following the submission of a form, subsequently submitting a corrected CVDMP with an identical tracking number as the one that was previously submitted in error. Research staff sought to identify and eliminate these duplicate forms, leaving the final form submitted for analysis.

It also became apparent in the debriefing that there had been some confusion about when to complete a CVDMP form. Some CPOs questioned how many CVDMPs should be completed before seeking a parole revocation. Parole management staff provided clarification on this issue, and it is anticipated that the pilot participants will become resources for officers who have not had exposure to the CVDMP. During the debriefing, some CPOs relayed that they had not completed an instrument for every violation discovered due to forgetfulness. While this was likely an oversight, it is possible that some CPOs were hesitant about switching to a new process. There is no indication that hesitancy or reluctance were widespread issues, though, as only a few CPOs were voicing problems in these areas.

Future Directions

Taking into account lessons learned from the pilot study, several alterations have been made to the CVDMP form and process. The CVDMP was implemented statewide on April 4th, 2011. There are also plans to measure outcomes and impacts of the utilization of the CVDMP.

In regards to changes and alterations, the most dramatic and helpful has been the automation of the CVDMP form. Now, when a parole officer completes a CVDMP form for a parolee, he or she uses the electronic information system C-WISE to access the respective offender's records and completion of offender-specific information is automated. After conclusion of the pilot study, CPOs who participated in the pilot began testing the electronic, automated form, and it is this form that was used when the CVDMP was implemented statewide. The form automatically populates with the offender's name, DOC number, current date, and the offender's most recent LSI score. Violations are grouped by type (e.g., absconding, substance abuse) and the severity level of each violation is not be visible on the form. After the violation is entered, the presumptive range is automatically calculated for the officer, eliminating the need for him or her to provide this response manually within the matrix. By automating the calculation of the violation severity and presumptive range, it encourages officers to enter the applicable violation without the temptation to choose a violation based on where it will place the presumptive response for a particular offender. This automation also ensures proper designation of overrides and underrides. Because the form has been uploaded on C-WISE, an e-mail is automatically sent to supervisors to inform them if they need to approve or deny overrides, underrides, or high-jail responses. After the CPO submits a CVDMP, supervisors also are able to complete their portion of the form electronically.

By keeping electronic records, there is greater accountability as supervisors are able to easily review forms completed by any parole officer and it is more likely that better records will be kept of offender supervision.

Additionally, the automation of the form should limit or eliminate problems with missing data and incorrect usage of the instrument, as calculation is not vulnerable to human error.

By improving the usability of the CVDMP form (with automation and uploading to C-WISE), CPOs might find it easier to use and by improving the quality of the data, it will be easier to derive more meaningful analyses. Now that the CVDMP has been fully implemented, a quality assurance (QA) process has begun. QA reports that will track the usage of the CVDMP will be regularly generated. Additionally, after 6 to 12 months of consistent use, researchers will begin collecting data for an outcome study, which will examine recidivism and revocation rates of parolees pre- and post-implementation of the CVDMP.

Another long-term goal is to create versions of the CVDMP for use with other offender populations to include residential inmates, CRCF inmates, and YOS phase III offenders. During the course of the pilot study, it became clear that the CVDMP, in its original form, was not as useful with residential offenders who were included in the pilot study, as the violations listed and associated classifications did not appear applicable to this population. In addition, there were some concerns that the expectation of completing a CVDMP for each violation was overly demanding for CPOs. Currently, staff members who work with this population are looking at potential modifications to both the form and process that would increase the utility and ease of use with this population. At this point, it has not been decided what the implementation, testing, or QA for additional populations would look like. After the form has been modified to better accommodate offenders in a residential setting, the next step would be to design a CVDMP form tailored to those on parole from the Youthful Offender System (YOS). YOS offenders were convicted as adults, although they could have been minors at the time of the offense. These offenders complete Phase I and II of YOS in the YOS facility and are then released on parole to complete Phase III of YOS in the community. YOS offenders on parole are still expected to adhere to conditions like in the adult parole system, thus introducing a standardized decision-making tool to use in standardizing the response to violations within the YOS parole population would be both appropriate and useful.

The CVDMP is the result of an effort to bring evidence-based practices to the sanctioning of parole violations. In line with the philosophy of evidence-based practices, implementation of the CVDMP is only the first step, to be followed by research of its efficacy. By evaluating the CVDMP's efficacy, policy makers and parole management staff can ensure the process is functioning as intended. We expect that statewide implementation of the CVDMP will lead to a more judicious allocation of resources in addressing parole violations, while responding to offenders' criminogenic needs. With the emphasis on early, consistent intervention and the encouragement of the use of intermediate sanctions, we expect to see a decrease in the rate of revocations for technical violations. In FY11, the rate of technical revocations was 37%; for FY12, a 5% reduction is expected. Public safety is the paramount goal of parole supervision. Addressing violations in a manner that incorporates factors driving criminal behavior and doing so with consistency and fairness, as well as having the willingness to remove an offender from society when he or she has shown an unwillingness to adopt pro-social norms, offers both the greatest opportunity for reforming offender behavior and protecting the public.

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CVDMP Instrument

COLORADO VIOLATION DECISION MAKING PROCESS (CVDMP) INSTRUMENT

Tracking #: CV-_____   Offender Name: _____

CPO Name: _____   Offender DOC #: _____

Supervisor Name: _____   Date Violation Discovered: _____

1. Determine the offender's risk level based upon LSI score.

a.) Select the LSI Risk Level and, for sex offenders, also review and record their STATIC-99 scores. For purposes of the CVDMP, the higher of the two risk scores, either the LSI or the STATIC-99, prevails. However, if the current offense is a sex offense, the offender needs to be considered a *High* risk during this pilot study.

LSI Risk Level			STATIC-99 Risk Level		
☐ Low	☐ Medium	☐ High	☐ Low	☐ Moderate	☐ High

2. Determine the severity of the violation. (Refer to the accompanying Violation Severity Scale.)

Severity of Violation (as determined by the most severe violation selected on the *Violation Severity Scale*)

☐ Type I–A — High Jail—Under Ride Not Applicable   ☐ Type I–B — High Jail—Under Ride Optional

☐ Type II — High Level Violations   ☐ Type III — Medium Level Violations

☐ Type IV — Low Level Violations

Please select the applicable violation(s) this offender engaged in. If there are multiple violations, please select one violation per box.

_____

_____

_____

_____

_____

3. Mark the risk level and violation severity on the Presumptive Response Level Grid. Check the presumptive response level (L, M, H).

Presumptive Response Level Grid			
☐ L	☐ M	☐ H	☐ HJ
☐ L	☐ M	☐ M	☐ HJ
☐ L	☐ L	☐ M	☐ HJ
Type IV	*Type III*	*Type II*	*Type I*
Violation Severity			

Risk Level: Low / Med / High

4. Based on the particular circumstances for this Offender, select the most appropriate response(s) to the violation behavior. Indicate whether the response(s) selected are from the presumptive range or an Underride/Override.

Recommended Responses

Check the box(es) based upon the *Presumptive Response Level* that will most likely effectively address the violation behavior. The selected response is: ☐ Presumptive ☐ Override ☐ Underride

Response Level: Low	Response Level: Medium	Response Level: High
☐ Verbal Reprimand	☐ Increased UAs and BAs	☐ Short-Term Inpatient Treatment Program
☐ Curfew Restrictions	☐ Withhold Earned Time	☐ Long-Term Residential Therapy
☐ Increased UAs and BAs	☐ ISP-EM/TMS/GPS	☐ Remediation to Community Corrections
☐ Withhold Earned Time	☐ SCRAM	☐ Work/Release Program
☐ Refer to Collection	☐ Curfew Restrictions	
☐ Referral to Community Support Program	☐ Antabuse	
☐ Referral to Cognitive Program	☐ Victim Mediation Process	**Response Level: High–Jail**
☐ Referral to Educational Program	☐ Increase/Extend Level of Supervision	☐ Jail–Seek Revocation/Regression
☐ Referral to Reentry Specialist	☐ Daily Office Check-In	
☐ Increased Check-In by Phone	☐ Day Reporting Center	
☐ Written Homework	☐ Loss of Driving Privileges	
☐ Intervention with Employer	☐ Specific Issue Polygraph	
☐ Intervention with Family	☐ Increased Therapy	
☐ Intervention with Supervisor	☐ Cognitive Behavioral Therapy (CBT)	
☐ Referral to AA/NA	☐ Short-Term Inpatient Treatment Program	
☐ Safety Plan	☐ Outpatient Therapy	
☐ Geographical Restrictions	☐ Intensive Outpatient Therapy	
☐ Daily Reporting to CPO	☐ Residential In-House Sanctions	
☐ Increased Therapy		
☐ Outpatient Therapy		
☐ Residential In-House Sanctions		

Tracking #: CV-_____

5. Underride/Override (Optional)

If there are compelling circumstances that would justify consideration of an under/override of the Presumptive Response Level, indicate which factors are present that may justify such an adjustment.

<table>
<tr><th>Stabilizing Factors</th><th>Destabilizing Factors</th></tr>
<tr><td>☐ Pro-Social Support (Family/Peer/Community)</td><td>☐ Negative Support (Family/Peer/Community)</td></tr>
<tr><td>☐ Provides Financial Support (family)</td><td>☐ Lack of Pro-Social Activities</td></tr>
<tr><td>☐ Participation in Employment/Educational Programs</td><td>☐ Violation Related to Current Conviction and Criminal History</td></tr>
<tr><td>☐ Residence Stability</td><td>☐ Increase/Continued Substance Abuse</td></tr>
<tr><td>☐ Participation in Treatment</td><td>☐ Unwillingness to Participate or Poor Performance in Treatment</td></tr>
<tr><td>☐ Mental Health Stability (medications/treatment options)</td><td>☐ No Appropriate/Affordable Treatment Available</td></tr>
<tr><td>☐ Takes Responsibility (accountable for own actions)</td><td>☐ Mental Health Instability (Lack of medications/ treatment options)</td></tr>
<tr><td>☐ Positive Supervision (6 months or more in the Community)</td><td>☐ Minimizing Responsibility (Lack of appropriate response to violation)</td></tr>
<tr><td>☐ Other (explain)</td><td>☐ Repeating/Escalating Violations Under Supervision (other than substance abuse)</td></tr>
<tr><td>_____</td><td>☐ Under 6 months of Supervision in the Community</td></tr>
<tr><td></td><td>☐ Instability of Residence</td></tr>
<tr><td></td><td>☐ Best response to violation not available in my region: (explain)</td></tr>
<tr><td></td><td>_____</td></tr>
<tr><td></td><td>☐ Other: (explain)</td></tr>
<tr><td></td><td>_____</td></tr>
</table>

Submit to Supervisor

Print

45

6. Supervisor Review Section

Supervisor checked ☐

If there is an under/override: Supervisor   approves ☐ or denies ☐ Date _____

Reason(s): _____

If there is a high response: Supervisor   approves ☐ or denies ☐ Date _____

Reason(s): _____

If there is an administrative reason to under/override the response level, select from the drop down:

Reason   [_____]   _____

Does this administrative override amend the original CVDMP?   Yes ☐   No ☐

Select the response(s) from the Final Response grid that will be utilized to address the violation:

Final Response(s)

Check the box(es) that will most effectively address the violation behavior.

Response Level: Low	Response Level: Medium	Response Level: High
☐ Verbal Reprimand	☐ Increased UAs and BAs	☐ Short-Term Inpatient Treatment Program
☐ Curfew Restrictions	☐ Withhold Earned Time	☐ Long-Term Residential Therapy
☐ Increased UAs and BAs	☐ ISP-EM/TMS/GPS	☐ Remediation to Community Corrections
☐ Withhold Earned Time	☐ SCRAM	☐ Work/Release Program
☐ Refer to Collection	☐ Curfew Restrictions	☐ Jail
☐ Referral to Community Support Program	☐ Antabuse	
☐ Referral to Cognitive Program	☐ Victim Mediation Process	
☐ Referral to Educational Program	☐ Increase/Extend Level of Supervision	**Response Level: High–Jail**
☐ Referral to Reentry Specialist	☐ Daily Office Check-In	☐ Jail–Seek Revocation/Regression
☐ Increased Check-In by Phone	☐ Day Reporting Center	
☐ Written Homework	☐ Loss of Driving Privileges	
☐ Intervention with Employer	☐ Specific Issue Polygraph	
☐ Intervention with Family	☐ Increased Therapy	
☐ Intervention with Supervisor	☐ Cognitive Behavioral Therapy (CBT)	
☐ Referral to AA/NA	☐ Short-Term Inpatient Treatment Program	
☐ Safety Plan	☐ Outpatient Therapy	
☐ Geographical Restrictions	☐ Intensive Outpatient Therapy	
☐ Daily Reporting to CPO	☐ Residential In-House Sanctions	
☐ Increased Therapy		
☐ Outpatient Therapy		
☐ Residential In-House Sanctions		

07-13-2011 _____   [**Submit Completed Instrument**]   [**Print**]

APPENDIX B

Violation Type and Level of Severity

Type IA: Statutorily Mandated; Underride Not Applicable
- Is or has been in possession of a deadly weapon (CRS 18-1-901)
- All felonies
- Crimes of violence (CRS 16-1-104b[8.5])
- Misdemeanor assaults involving a deadly weapon or serious bodily injury
- Sex assault in third degree
- Municipal violations involving assaults
- Directly refusing to submit to a drug/alcohol test
- COPD Class 1
- Refuses to provide a DNA sample

Type IB: Not Statutorily Mandated; Underride Optional
- Sex offender against a child/contact with minor (non-incidental)
- Sex offender/contact with victim
- Absconder more than 30 days (confirmed residence and report violations)
- Absconder apprehended in another State

Type II Violations
- Weapon: any BB or pellet gun, knives, pepper mace/spray, tasers, bows & arrows, explosive devices or ammunition
- Absconder (confirmed residence and report violations) less than 30 days
- Sex offender termination from treatment
- Misdemeanor violations – No weapon
- Sex offender in internet chat rooms
- Sex offender on school grounds
- Failure to allow search of person, residence, vehicle
- Curfew violations more than 12 hours
- COPD Class 2A

Type III Violations
- Multiple missed drug/alcohol tests
- Multiple positive drug/alcohol tests
- Leaves State without permission
- Release violation (more than one week)
- Non-consensual contact with an adult victim
- Any contact with a minor age victim
- Residence
- Report only
- Weapon (or ammunition other than a firearm and not used to threaten or harm) (non Type II weapons)
- Termination from treatment
- Curfew violation more than 4 hours but less than 12
- Consensual contact with a victim/person with whom the offender has a restraining order
- Municipal code – Petty Offenses

- GPS hot zone violation
- Tamper with electronic monitoring
- Loitering near a victim residence
- Sex offender volunteering in child related locations
- Sex offender having personal ads/dating service
- Sex offender picking up hitchhikers
- Sex offender 'cruising'
- Any offender who violates a special condition set specifically to address an individualized risk situation
- COPD Class 2B
- Association – STG
- Driving without permission

Type IV Violations
- Association – Non STG
- Out of area paroled to without permission
- CWISE – 3 consecutive missed calls
- Employment
- Child support
- Restitution – Non-payment for 90 days
- Curfew of more than 2 hours, but less than 4
- Positive drug/alcohol test
- Missed drug/alcohol test
- Missed antabuse or BAC
- Missed case management on ISP
- Missed polygraph
- Missed treatment sessions
- Not taking psych meds
- Sex offender with adult pornography
- Sex offender with unauthorized internet
- Sex offender with undisclosed adult relationship
- Possession of alcohol
- Possession of gang paraphernalia
- Possession of drug paraphernalia
- Out of area paroled to without permission (first time)
- Failing to report police contact (first time)
- Having financial transaction devices without permission
- Non-compliance with supervision plan unless it involves a violation otherwise listed
- Installation of surveillance equipment at residence of record
- Entering into a bar or liquor store
- Cell phone or pager possession if possession is prohibited
- Sex offender in a porn shop
- Sex offender possession binoculars
- Sex offender with photo equipment without permission
- Traffic Offenses

Number of Parole and ISP CVDMPs by Category

Offenders by Risk	Low 83	Med 503	High 1,181	Missing LSI 4		

Violations by Type	Type IV 1,296	Type III 699	Type II 166	Type IB 22	Type IA 94	Missing 77

Response Levels	Low 2,195	Med 1,043	High 68	High Jail 265	Missing Sanction 16	

Overrides	Low to Med 67	Low to High 12	Low to HJ 25	Med to High 33	Med to HJ 65	High to HJ 86

Underrides	Med to Low 34	High to Low 2	High to Med 19	HJ to Low 1	HJ to Med 1	HJ to High 0

Number of Community and CRCF CVDMPs by Category

Offenders by Risk	Low 1	Med 45	High 169	Missing 0	

Violations by Type	Type IV 4	Type III 134	Type II 62	Type IB 0	Type IA 34	Missing 2

Response Levels	Low 59	Med 165	High 6	High Jail 81	Missing 5	

Overrides	Low to Med 0	Low to High 0	Low to HJ 0	Med to High 2	Med to HJ 32	High to HJ 27

Underrides	Med to Low 8	High to Low 7	High to Med 9	HJ to Low 0	HJ to Med 1	HJ to High 0

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Office of Planning & Analysis

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