This file contains the following documents that were presented to the Joint Budget Committee:

- 1. FY 2009-10: Staff Supplemental Recommendations for the Department of Corrections
- 2. FY 2009-10: Staff Supplemental Comeback for the Department of Corrections
- 3. FY 2009-10: Staff Late Supplemental Recommendations for the Department of Corrections

COLORADO GENERAL ASSEMBLY JOINT BUDGET COMMITTEE



SUPPLEMENTAL REQUESTS FOR FY 2009-10

DEPARTMENT OF CORRECTIONS

JBC Working Document - Subject to Change Staff Recommendation Does Not Represent Committee Decision

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Prioritized Supplementals

Supplemental Request, Department Priority #ES-1 Eliminate Increase for Academic and Vocational Education Programs

	Request	Recommendation
Total	(\$3,023,021)	(\$3,023,021)
FTE	(34.8)	(34.8)
General Fund	(3,023,021)	(3,023,021)

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforseen contingency.]	

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: On August 24, 2009, the Department requested a FY 2009-10 supplemental reduction of \$3,023,021 General Fund and 34.8 FTE to the appropriations for academic and vocational education programs. The Department also requested that these reductions be made for the FY 2010-11 annualization of \$2,365,132 General Fund and 38.0 FTE as well.

During the 2009 session, the Joint Budget Committee and subsequently the General Assembly approved a decision item to add 17 General Education Diploma (GED) instructors and 21 vocational instructors. These additional education and vocational programs were intended to provide opportunities for offenders to gain knowledge and employment skills that would increase the likelihood of their success upon re-entry into the community. The Department indicates that this program expansion was expected to save 1,151 prison beds and \$11.6 million General Fund over five years. However, because of the economic downturn, the Department has not hired these additional employees; therefore, forgoing this program expansion will not cause layoffs or termination of state employees.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

1. Supplemental Criteria Met. Adjustments were requested based on the June 2009 Legislative Council Staff Revenue Forecast. Because this forecast is data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.

2. Useful to Save General Fund. Given the current economic projections, JBC staff believes it is useful for the Committee to save General Fund wherever possible. Although the expansion of vocational and education programs is projected to save prison beds in the long-term, the Department has not hired these employees to date. Because any expansion of these programs would be difficult to achieve in the current fiscal year at this point, it seems reasonable to reduce this appropriation as requested. For these reasons, staff believes this request is justified.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a reduction of \$3,023,021 General Fund and 34.8 FTE.

Supplemental Request, Department Priority #ES-2 Eliminate Appropriation for Parole Wrap-Around Services

appropriation was made.

	Request	Recommendation
Total	(\$1,800,000)	(\$1,800,000)
FTE	0.0	<u>0.0</u>
General Fund	(1,800,000)	(1,800,000)

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforseen contingency.]	
JBC staff and the Department agree that this request is the result of data that was not available when the	original

Department Request: On August 24, 2009, the Department requested a FY 2009-10 supplemental reduction of \$1,800,000 General Fund to eliminate the appropriation for parole wrap-around services. The Department also requested that these reductions be made for the FY 2010-11 annualization of \$2,400,000 General Fund as well.

As part of the FY 2008-09 Crime Prevention and Recidivism Reduction Package, the parole wrap-around services program was designed to provide comprehensive assistance, such as substance abuse treatment and job placement, through local community-based service providers for parolees transitioning from prison. The line item was intended to provide funding for approximately 200 parolees for a year-long program at up to \$9,000 per parolee as well as up to \$3,000 in follow-up services per parolee in the second year.

The parole wrap-around services were initially funded in FY 2008-09 and scheduled to begin in January 2009. However, the program was delayed as part of the FY 2008-09 budget balancing packed, and instead was to begin on July 1, 2009. Due to the economic downturn, the program was not commenced in July, and this request seeks to eliminate the appropriation altogether.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Adjustments were requested based on the June 2009 Legislative Council Staff Revenue Forecast. Because this forecast is data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.
- 2. Useful to Save General Fund. Given the current economic projections, JBC staff believes it is useful for the Committee to save General Fund wherever possible. Although parole wrap-around services could help reduce offenders' probability for recidivating, the program has not yet begun and thus the Department has determined it could be eliminated with lesser consequences to overall public safety than other programs. For these reasons, staff believes this request is justified.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a reduction of \$1,800,000 General Fund.

Supplemental Request, Department Priority #ES-3, ES-5 Accelerated Transition Pilot Program

	Request	Recommendation
Total	(\$4,643,764)	(\$4,643,764)
FTE	0.0	0.0
General Fund	(4,643,764)	(4,643,764)

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforseen contingency.]	

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: On August 24, 2009, the Department requested a FY 2009-10 supplemental reduction of \$18,941,238 General Fund related to a proposed accelerated transition pilot program for certain offenders transitioning from prison to parole and for certain offenders transitioning from parole to the community. However, because fewer actual offenders have been approved by the Parole Board for transition than initially projected, the Department has requested that this savings be reduced by 75 percent to \$4,643,764 General Fund. The Department also requested that these reductions be made for the FY 2010-11 annualization of \$5,906,291 General Fund as well.

The accelerated transition pilot program established an accelerated process for offenders convicted of a class 6, 5, 4, or 3 felony, currently parole eligible, and within six months of their mandatory release date to transition from prison to parole. In addition, the program allows for the transition of offenders from parole to the community once they have completed 50 percent of their mandatory parole term as long as they are in compliance with their parole conditions.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Adjustments were requested based on the June 2009 Legislative Council Staff Revenue Forecast. Because this forecast is data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.
- 2. Useful to Save General Fund. Given the current economic projections, JBC staff believes it is useful for the Committee to save General Fund wherever possible. Because the accelerated transition pilot program has already been implemented by the Department and savings have been accrued, it seems reasonable to make the requested adjustments. For these reasons, staff believes this request is justified.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a reduction of \$4,643,764 General Fund.

Supplemental Request, Department Priority #ES-4 External Capacity Caseload

	Request	Recommendation
Total	(\$1,157,869)	\$0
FTE	0.0	0.0
General Fund	(1,157,869)	0

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria? [An emergency or act of God; a technical error in calculating the original appropriation; data that was not available when the original appropriation was made; or an unforseen contingency.]

YES

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: On December 1, 2009, the Department requested a FY 2009-10 supplemental reduction of \$1,157,869 General Fund to reflect lower than projected prison populations. This reduction is one-time only and has no current FY 2010-11 impact.

The Department routinely updates its request for funding of private prison and county jail beds based on the most recent projections for inmate population growth. This request was based on the Division of Criminal Justice (DCJ) July 2009 Interim Adult Prison Population Projections. However, both DCJ and Legislative Council Staff updated their prison population projections in late December. As a result, the Department plans to replace this request with a late supplemental that takes into account the most recent projections.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Adjustments were requested based on the Division of Criminal Justice July 2009 Interim Adult Prison Population Projections. Because these projections are data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.
- 2. Useful to Wait for Updated Request. The Department plans to submit an updated external capacity request in late January that will incorporate the most recent prison population projections. For this reason, staff believes that the Committee should wait to make any adjustments to the external capacity appropriations.

Staff Recommendation: Staff <u>does not</u> recommend that the Committee approve the Department's request for a reduction of \$1,157,869 General Fund.

Supplemental Request, Department Priority #ES-6 ARRA Funds

	Request	Recommendation
Total	\$0	\$0
FTE	0.0	0.0
General Fund	(45,121,274)	(45,121,274)
Federal Funds	45,121,274	45,121,274

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?
[An emergency or act of God; a technical error in calculating the original appropriation; data that was
not available when the original appropriation was made; or an unforseen contingency.]

YES

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: On December 1, 2009, the Department requested a FY 2009-10 supplemental reduction of \$45,121,274 General Fund and an increase of \$45,121,274 federal funds associated with refinancing the Personal Services line item within the Housing and Security Subprogram with funding from the American Recovery and Reinvestment Act of 2009 (ARRA).

In June 2009, the Committee approved an interim supplemental request by the Department to refinance the Personal Services line item within the Housing and Security Subprogram with funding from ARRA. Specifically, the Committee approved refinancing \$24,600,000 General Fund in FY 2008-09 and \$45,400,000 General Fund in FY 2009-10 with ARRA funding. This request is for an additional refinancing of \$45,121,274 General Fund in FY 2009-10 with ARRA funding.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Adjustments were requested based on the availability of federal funds related to ARRA. Because the funding from this federal legislation is data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.
- 2. Useful to Allow Federal Funds Refinancing. Given the current economic projections, JBC staff believes it is useful for the Committee to save General Fund wherever possible. Because the ARRA funding is available for corrections spending, it seems reasonable to make the requested refinancing. For these reasons, staff believes this request is justified.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a reduction of \$45,121,274 General Fund and an increase of \$45,121,274 federal funds.

Supplemental Request, Department Priority #ES-7 Education Program Refinancing

	Request	Recommendation
Total	\$0	\$0
FTE	0.0	0.0
General Fund	(2,500,000)	(2,500,000)
Cash Funds	2,500,000	2,500,000

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that wa	S
not available when the original appropriation was made; or an unforseen contingency.]	

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: On December 1, 2009, the Department requested a FY 2009-10 supplemental reduction of \$2,500,000 General Fund and an increase of \$2,500,000 cash funds associated with refinancing the Personal Services line item within the Education Subprogram. The request seeks to refinance that line item with the FY 2009-10 projected unused cash funds balance in the Canteen Fund.

Inmates can purchase goods and services from the Canteen Operation with inmate pay and other funds that are deposited in their inmate bank accounts. The Canteen Fund contains cash funds associated with offender canteen purchase revenues. Net proceeds from the Canteen Fund are used to offset the need for General Fund in the Volunteers Subprogram, the Education Subprogram, and the Recreation Subprogram.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

1. Supplemental Criteria Met. Adjustments were requested based on the September 2009 Legislative Council Staff Revenue Forecast. Because this forecast is data that was not

available when the original appropriation was made, these adjustments meet the supplemental criteria.

- 2. Department Calculations. The Department has calculated the FY 2009-10 unused balance in the Canteen Fund to be \$2,500,000. Although the Department indicates that this is the available unused balance, the request does not contain an explanation as to how this figure was calculated.
- 3. Staff Calculations. JBC staff believes that the Department's calculation for the FY 2009-10 unused balance in the Canteen Fund is lower than the actual balance in the Fund. The Department's November budget submission contains a Schedule 9 for the Canteen Fund that shows the actual fund balance for prior years as well as the Department's estimates for future fund balances. For FY 2009-10, the Department estimated an end of year balance of \$5,192,035. Therefore, staff believes the Committee could refinance the Education Subprogram with a larger dollar amount from the Canteen Fund. The table below shows the Schedule 9 estimate for fund balance in the Canteen Fund in FY 2009-10.

Supplemental #ES-7 — Education Program Refinancing						
Canteen Fund Beginning Balance as of July 1, 2009	\$7,085,267					
Anticipated Collections for FY 2009-10	18,463,000					
Total FY 2009-10 Cash Flow	25,548,267					
Projected Cash Expenditures	(17,612,000)					
Available Balance Prior to New Requests	7,936,267					
CSP II In-Cell Services	(2,447,900)					
YOS Multi-Purpose Building Design	(296,332)					
FY 2009-10 Projected Canteen Fund Balance	\$5,192,035					

In addition, the estimated FY 2009-10 balance in the Canteen Fund includes reductions of \$2,447,900 for CSP II in-cell services and \$296,332 for the first phase of a Youthful Offender System multi-purpose building. These projects were funded with the Canteen Fund due to a lack of capital construction funding. However, it may also be possible to rescind the unused portions of funding for these two projects in the current fiscal year and thereby increase the amount available for refinancing.

Although there may be additional fund balance in the Canteen Fund to refinance education programs, the Department has indicated that without some balance it will be unable to meet its obligations in the next fiscal year to fund education programs. In addition, the Department has concerns about whether the inflow of cash funds into the Canteen Fund will keep up with historical trends given the current economic conditions. For these reasons, staff is not recommending a greater refinancing than requested by the Department; however, staff has included it as a balancing option for the Committee at the end of this document.

Staff Recommendation: Staff recommends that the Committee approve the Department's request to refinance \$2,500,000 General Fund within the Education Subprogram with \$2,500,000 cash funds from the Canteen Fund.

Supplemental Request, Department Priority #1 Miscellaneous Adjustments

	Request	Recommendation
Total	\$2,591,185	\$2,591,185
FTE	0.0	0.0
General Fund	0	0
Cash Funds	1,907,418	1,907,418
Reappropriated Funds	354,373	354,373
Federal Funds	329,394	329,394

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforseen contingency.]	

YES

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: The Department requests a FY 2009-10 supplemental appropriation of \$2,591,185, which includes increases of \$1,907,418 cash funds, \$354,373 reappropriated funds, and \$329,394 federal funds. The request seeks to correct technical errors, request cash funds spending authority for a newly acquired revenue source, adjust grant funding appropriations to better align

them with expected revenues, and reflect corresponding letternote adjustments. The Department's FY 2009-10 supplemental request is summarized in the following table:

	Supplemental #1 – Miscellaneous Adjustments										
Subprogram	General Reapprop. Federal Line Item Fund Cash Funds Funds Funds Total H						FTE				
	Payments to In-										
	State Private										
External Capacity	Prisons	\$0	\$1,690,915	\$0	\$0	\$1,690,915	0.0				
Inspector General	Personal Services	0	100,708	0	0	100,708	0.0				
	Operating Expenses	0	90,000	0	0	90,000	0.0				
	Inspector General Grants	0	0	136,755	7,361	144,116	0.0				
	MAINTENANCE GRANTS (NEW LINE										
Maintenance	ITEM)	0	0	47,465	0	47,465	0.0				
Education	Education Grants	0	0	62,675	187,033	249,708	0.0				
Drug and Alcohol											
Treatment	Treatment Grants	0	0	71,039	60,000	131,039	0.0				
Parole	Parole Grants	0	0	36,439	0	36,439	0.0				
	Community										
Community Re-	Reintegration	_	25.705	_	75.000	100.705	0.0				
entry	Grants	<u>0</u>	<u>25,795</u>	<u>0</u>	<u>75,000</u>	<u>100,795</u>	<u>0.0</u>				
Total Request		\$0	\$1,907,418	\$354,373	\$329,394	\$2,591,185	0.0				

External Capacity Subprogram

The Department requests an increase of \$1,690,915 cash funds due to greater funding from the State Criminal Alien Assistance Program (SCAAP). SCAAP is a federal program that provides funding to states to offset their costs of incarcerating individuals who are not legally in the country. The Department received additional funding in FY 2008-09 and is seeking to reflect this funding for FY 2009-10.

Inspector General Subprogram

The Department requests an increase of \$190,708 cash funds for additional inspector general services. Due to the slowing growth of Colorado's prison population, two private prison facilities have made arrangements to house prisoners from other states. Various statutory and contractual provisions require the Department to provide prison oversight and investigative services to all prison facilities operating in Colorado. For those private prison facilities that house prisoners from other states, the Department charges a fee to the private prison to cover the cost of oversight and investigative services.

The Huerfano County Correctional Facility was occupied with Arizona offenders beginning in April, 2009. The Department has negotiated a rate of \$0.41 per offender per day to provide these services. The newly constructed Hudson Correctional Facility began housing offenders from Alaska in November, 2009. The negotiated rate for oversight and investigative services at this facility is \$0.51 per inmate per day.

The Department also requests an increase of \$136,755 reappropriated funds and \$7,361 federal funds associated with higher than anticipated grant funding. Due to the law enforcement purpose of the Department's Inspector General Subprogram, the Inspector General's Office applies and qualifies for a variety of alternate funding sources for specific purposes. These increases represent the best estimate of the anticipated revenues.

Maintenance Subprogram

The Department requests an increase of \$47,465 reappropriated funds to reflect funding received from State Government Grants tax receipts. During FY 2009-10, the Department received grant funding to purchase an 80' x 50' ClearSpan building for the Sterling Correctional Facility recycling program. The new building will allow work to be done in all types of weather and will increase the volume of recycling. The supplemental request seeks to reflect this funding.

Education Subprogram

The Department requests an increase of \$62,675 reappropriated funds and \$187,033 federal funds associated with changes in grant funding. The Department applies for a variety of grants targeted for unique educational programs for incarcerated individuals and youth. The supplemental request seeks to reflect the projected grant funding for educational programs.

Drug and Alcohol Treatment Subprogram

The Department requests an increase of \$71,039 reappropriated funds and \$60,000 federal funds associated with increases in anticipated grant funding. The Department applies for grants targeted for offender treatment programs whenever possible. The supplemental request seeks to reflect the projected grant funding for drug and alcohol treatment.

The Department also requests a technical correction to add a letternote to the Contract Services line item within the Drug and Alcohol Subprogram. As part of the previous FY 2009-10 budget balancing plan, the General Assembly approved the refinancing of \$250,000 General Fund with \$250,000 cash funds from the Drug Offender Surcharge Fund. The addition of the requested letternote will reflect the source of cash funds in the appropriation.

Parole Subprogram

The Department requests an increase of \$36,439 reappropriated funds to more accurately reflect grants obtained related to parole. The Department applies for grants targeted for parole programs whenever possible. The supplemental request seeks to reflect the projected grant funding for parole programs.

Community Re-entry Subprogram

The Department requests an increase of \$25,795 reappropriated funds and \$75,000 federal funds associated with adjustments in grant funding. The Department applies for various grants aimed at treatment of offenders and programs to help them succeed in society. The supplemental request seeks to reflect the projected grant funding for community re-entry programs.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Adjustments were requested based on updated estimates of revenue. Because these estimates are data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.
- 2. Useful to Correct Technical Errors and Accurately Reflect Grant Funds in the Long Bill. JBC staff believes it is useful to correct technical errors made when drafting the Long Bill as well as to accurately reflect expected grant funds in the Long Bill. As such, staff believes the request is justified.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for an increase of \$1,907,418 cash funds, \$354,373 reappropriated funds, and \$329,394 federal funds.

Previously Approved Interim Supplemental ARRA Funds

	Previously Approved
Total	<u>\$0</u>
General Fund	(\$45,400,000)
Federal Funds	\$45,400,000

Description of Supplemental: The Committee approved an interim supplemental request by the Department to refinance \$45,400,000 General Fund within the Housing and Security Subprogram Personal Services line item with \$45,400,000 federal funds from the American Recovery and Reinvestment Act of 2009 (ARRA).

Non-Prioritized Supplementals

Supplemental Request, Department Priority #NP Budget Adjustment to Reflect FY 2009-10 Furloughs

	Request	Recommendation
Total	(\$101,855)	(\$101,855)
FTE	0.0	0.0
Cash Funds	(29,058)	(29,058)
Reappropriated Funds	(72,797)	(72,797)

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforseen contingency.]	

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: The General Assembly included a statewide personal services reduction equivalent to 1.82 percent of each agencies' appropriation in the FY 2009-10 Long Bill (S.B. 09-259). The net FY 2009-10 impact of the one-time reduction was \$26.5 million, of which \$16.1 million was General Fund. The executive branch was given the flexibility to develop and implement a plan to meet the mandated reduction. The Governor requests an adjustment to the personal services reductions within the FY 2009-10 Long Bill to reflect the actual staffing actions taken within each agency to achieve a decrease of 1.82 percent. The Department requests a FY 2009-10 supplemental reduction of \$29,058 cash funds and 72,797 reappropriated funds related to the furlough program. The Department's request is summarized in the following table:

	Non-Prioritize	ed Supplemen	tal – FY 2009	9-10 Furloughs			
Subprogram	Line Item	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	Total Funds	FTE
Executive Director's							
Office	Personal Services	(\$17,019)	\$0	(\$3,269)	\$0	(\$20,288)	0.0
	Short-term Disability	(8,798)	(524)	0	0	(9,322)	0.0
	Amortization Equalization Disb.	(113,520)	(6,761)	0	0	(120,281)	0.0
	Supp. Amort. Equalization Disb.	(73,079)	(4,352)	0	0	(77,431)	0.0
Private Prison Monitoring Unit	Personal Services	(18,134)	0	0	0	(18,134)	0.0
Inspector General	Personal Services	(29,582)	0	0	0	(29,582)	0.0
Utilities	Energy Management Program	(8,600)	0	0	0	(8,600)	0.0
Maintenance	Personal Services	(323,306)	0	0	0	(323,306)	0.0
Housing and Security	Personal Services	1,926,789	0	0	0	1,926,789	0.0
Medical Services	Personal Services	247,586	4,155	0	0	251,741	0.0
Superintendents	Personal Services	(224,325)	0	0	0	(224,325)	0.0
Case Management	Personal Services	(294,136)	0	0	0	(294,136)	0.0
Mental Health	Personal Services	(135,042)	0	0	0	(135,042)	0.0

	Non-Prioritized Supplemental – FY 2009-10 Furloughs									
Subprogram	General Cash Reapprop. Federal Funds Funds Funds Total F									
Business Operations	Personal Services	(79,189)	10,989	13	0	(68,187)	0.0			
Personnel	Personal Services	(31,360)	0	0	0	(31,360)	0.0			
Offender Services	Personal Services	(31,377)	0	0	0	(31,377)	0.0			
Communications	Personal Services	(18,695)	0	0	0	(18,695)	0.0			
Transportation	Personal Services	45,174	0	0	0	45,174	0.0			
Training	Personal Services	(24,720)	0	0	0	(24,720)	0.0			
Information Systems	Personal Services	(36,035)	0	0	0	(36,035)	0.0			
Facility Services	Personal Services	(26,294)	0	0	0	(26,294)	0.0			
Labor	Personal Services	(9,562)	0	0	0	(9,562)	0.0			
Education	Personal Services	(127,490)	16,356	0	0	(111,134)	0.0			
Drug and Alcohol Treatment	Personal Services	(119,352)	0	0	0	(119,352)	0.0			
Sex Offender Treatment	Personal Services	(122,846)	524	0	0	(122,322)	0.0			
Volunteers	Personal Services	0	(13,299)	0	0	(13,299)	0.0			
Parole	Personal Services	(147,275)	0	0	0	(147,275)	0.0			
Parole Intensive Supervision	Personal Services	(62,386)	0	0	0	(62,386)	0.0			
Community Intensive Supervision	Personal Services	(48,504)	0	0	0	(48,504)	0.0			
Community Supervision	Personal Services	(27,908)	0	0	0	(27,908)	0.0			
Youthful Offender System Aftercare	Personal Services	(18,178)	0	0	0	(18,178)	0.0			
Community Re- entry	Personal Services	(41,356)	0	0	0	(41,356)	0.0			

	Non-Prioritized Supplemental – FY 2009-10 Furloughs									
Subprogram	Line Item	General Cash Reapprop. Federal Funds Funds Funds Funds FTE								
Parole Board	Personal Services	(1,481)	0	0	0	(1,481)	0.0			
Correctional Industries	Personal Services	0	(25,302)	(69,541)	0	(94,843)	0.0			
Canteen Operation	Personal Services	<u>0</u>	(10,844)	<u>0</u>	<u>0</u>	(10,844)	0.0			
Total Request		\$0	(\$29,058)	(\$72,797)	\$0	(\$101,855)	0.0			

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Adjustments are requested based on the implementation of eight furlough days in FY 2009-10 in order to achieve the 1.82 percent decrease included in the Long Bill. Because these furlough days are data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.
- 2. Useful to Accurately Reflect Actual Staffing Actions in the Long Bill. JBC staff believes it is useful to accurately reflect the actual staffing actions taken within each agency to achieve a decrease of 1.82 percent in the Long Bill. As such, staff believes the request is justified.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a reduction of \$29,058 cash funds and \$72,797 reappropriated funds.

Statewide Common Policy Supplemental Requests

These requests are not prioritized and are not analyzed in this packet. The JBC has acted on these items regarding common policies; therefore, the numbers below represent the Committee's actions.

Department's Portion of Statewide Supplemental Request	Total	GF	CF	RF	FF	FTE
Risk Management Contract Review and Reduction	(\$89,895)	(\$87,063)	(\$2,832)	\$0	\$0	0.0
Capitol Complex Building Maintenance Reductions	(4,088)	(2,920)	(1,168)	0	0	0.0

Department's Portion of Statewide Supplemental Request	Total	GF	CF	RF	FF	FTE
Risk Management Reduction of Liability, Property and Workers' Compensation Volatility	(549,924)	(530,181)	(19,743)	0	0	0.0
Elimination of Noxious Weed Abatement	0	0	0	0	0	0.0
State Fleet Rebates - One Time Refinance	0	0	0	0	0	0.0
Annual Fleet Vehicle Replacement True-up	(74,244)	(71,779)	(2,465)	0	0	0.0
Mail Equipment Upgrade	(1,801)	(1,801)	0	0	0	0.0
OIT Personal Services Reduction Initiative	(7,467)	(7,467)	0	0	0	0.0
FY 2009-10 OIT Management and Administration One-time Adjustment	(21,147)	(21,147)	0	0	0	0.0
Department's Total Statewide Supplemental Requests	(748,566)	(722,358)	(26,208)	0	0	0.0

Staff Recommendation: Staff does not believe there is reason to deviate from the common policies approved by the Committee and will include the approved adjustments in the Department's supplemental bill.

Other Balancing Options

These options are presented without staff recommendation in order to maximize the Committee's choices. The Committee may wish to consider these options now or in the future.

Numbering does not indicate priority.

Options with Appropriation Impacts	GF	CF	RF	FF	Total	FTE		
1					0			
Increase the Canteen Fund R Education Subprogram	efinancing in t	he						
**	As discussed above under Supplemental #ES-7, the Canteen Fund has additional cash fund balance that may be available to refinance the Education Subprogram. Staff would need to analyze the current fund balance as							
it relates to the Department's pr indicated that it plans to use son	3		-	· · · · · · · · · · · · · · · · · · ·				
facility for the Youthful Offend current fiscal year, the construc	•		C		Fund occurs in	n the		

Options with Appropriation Impacts	GF	CF	RF	FF	Total	FTE
2					0	0.0
	·					

Reduce the Provider Rate to Private Prisons

The Committee could choose to reduce the provider rate paid to private prisons. For FY 2009-10, the rate was unchanged from FY 2008-09. Staff notes, however, that the private prison provider rate was decreased by 9.6 percent during the last economic downturn. The current department-requested rate of \$52.69 is below the FY 2001-02 rate of \$54.66. Staff has not calculated an estimated savings for this option because any savings will be impacted by the Department's caseload adjustments, which should be submitted later this month.

0 0.0

Reduce the Reimbursement Rate to Local Jails

Local jails are reimbursed for housing offenders who are awaiting prison beds. The Committee could choose to reduce the reimbursement rate paid to local jails. For FY 2009-10, the rate was unchanged from FY 2008-09. Staff notes, however, that the local jails reimbursement rate was decreased by 10.0 percent during the last economic downturn. The current department-requested rate of \$50.44 is below the FY 2001-02 rate of \$51.65. Staff has not calculated an estimated savings for this option because any savings will be impacted by the Department's caseload adjustments, which should be submitted later this month.

4

Reduce or Eliminate Community Services Programs

The Department's budget includes a number of community services programs whose appropriation levels are not mandated by statute. These include parole supervision, community corrections supervision, and community re-entry programs. The Committee could choose to reduce the appropriations for these programs or even eliminate some programs. Reductions would likely cause greater caseload ratios for parole and community corrections staff and/or reduced services available for offenders in the community. Staff notes, however, that many of these programs have been shown to improve offenders' chances for successfully reintegrating back into society. In addition, greater caseload ratios typically reduce the rate of success for parolees and community corrections offenders. Therefore, reductions to these programs could lead to increased costs in the Department if additional offenders fail in the community and are sent back to prison.

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		mental
	Actual	Annuanriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
	_				
DEPARTMENT OF CORRECTIONS					
Executive Director - Ari Zavaras					
Supplemental #ES-1 - Eliminate Increase fo	or Academic and	l Vocational Educ	ration Program	s.	
(1) Management	n meddenne und	· vocational Edu	cation i rogram	3	
(C) Inspector General Subprogram					
Operating Expenses	304,959	321,309	<u>(950)</u>	<u>(950)</u>	<u>320,359</u>
General Fund	299,999	316,349	(950)	(950)	315,399
Cash Funds	4,960	4,960	0	0	4,960
(3) Support Services					
(D) Communications Subprogram					
Operating Expenses - GF	1,501,168	1,542,125	(17,100)	(17,100)	1,525,025
(F) Training Subprogram					
Operating Expenses - GF	278,971	280,177	(760)	(760)	279,417
(G) Information Systems Subprogram					
Operating Expenses - GF	1,378,378	1,591,018	(7,600)	(7,600)	1,583,418
(4) Inmate Programs					
(B) Education Subprogram					
Personal Services	14,049,903	16,570,865	(2,056,747)	(2,056,747)	14,514,118
FTE	<u>215.5</u>	<u>284.1</u>	(34.8)	(34.8)	<u>249.3</u>
General Fund	12,265,337	15,687,276	(2,056,747)	(2,056,747)	13,630,529
Cash Funds	1,784,566	883,589	0	0	883,589

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Appropriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
Operating Expenses	1,541,903	<u>2,623,514</u>	(95,000)	(95,000)	<u>2,528,514</u>
General Fund	19,999	115,000	(95,000)	(95,000)	20,000
Cash Funds	1,064,485	1,897,499	0	0	1,897,499
Reappropriated Funds	457,419	611,015	0	0	611,015
Start-up Costs - GF	175,140	844,864	(844,864)	(844,864)	0
Total for Supplemental #ES-1	19,230,422	23,773,872	(3,023,021)	(3,023,021)	20,750,851
FTE	<u>215.5</u>	<u>284.1</u>	(34.8)	(34.8)	<u>249.3</u>
General Fund	15,918,992	20,376,809	(3,023,021)	(3,023,021)	17,353,788
Cash Funds	2,854,011	2,786,048	0	0	2,786,048
Reappropriated Funds	457,419	611,015	0	0	611,015
Supplemental #ES-2 - Eliminate Appropri (5) Community Services	ation for Parole	Wrap-Around Se	ervices		
(A) Parole Subprogram					
Wrap-Around Services Program - GF	0	1,800,000	(1,800,000)	(1,800,000)	0

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Appropriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
Supplemental #ES-3, ES-5 - Accelerated Tr	ansition Pilot P	rogram			
(1) Management					
(B) External Capacity Subprogram					
(2) Payments to House State Prisoners					
Payments to In-State Private Prisons at a					
Rate of \$54.93 Per Inmate Per Day	90,735,091	91,782,615	(4,973,916)	(4,973,916)	<u>86,808,699</u>
General Fund	86,202,698	89,423,908	(4,973,916)	(4,973,916)	84,449,992
Cash Funds	4,532,393	2,358,707	0	0	2,358,707
(2) Institutions					
(E) Medical Services Subprogram					
Purchase of Medical Services from Other					
Medical Facilities - GF	20,192,163	23,684,978	(112,018)	(112,018)	23,572,960
Catastrophic Medical Expenses - GF	8,970,755	11,165,514	(238,090)	(238,090)	10,927,424
(G) Superintendents Subprogram					
Dress Out - GF	949,076	1,046,627	33,200	33,200	1,079,827
(5) Community Services					
(A) Parole Subprogram					
Contract Services - GF	889,040	898,354	495,940	495,940	1,394,294
(D) Community Supervision Subprogram					
(1) Community Supervision					
Psychotropic Medication - GF	131,400	131,400	29,060	29,060	160,460
1 sychotropic Medication - Of	131,400	131,400	29,000	29,000	100,400

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	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Appropriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
(6) Parole Board					
Operating Expenses - GF	106,890	106,890	122,060	122,060	228,950
Operating Expenses - Of	100,870	100,070	122,000	122,000	220,730
Total for Supplemental #ES-3, ES-5	121,974,415	128,816,378	(4,643,764)	(4,643,764)	124,172,614
General Fund	117,442,022	126,457,671	$\overline{(4,643,764)}$	(4,643,764)	121,813,907
Cash Funds	4,532,393	2,358,707	0	0	2,358,707
	11				
Supplemental #ES-4 - External Capacity Ca	seioad				
(1) Management (B) External Capacity					
(2) Payments to House State Prisoners					
Payments to Local Jails at a Rate of \$50.44					
Per Inmate Per Day - GF	7,595,058	8,427,112	(715,240)	0	8,427,112
1 01 2 minute 1 01 2 mj	7,000,000	0,127,112	(, 15,210)	· ·	0,127,112
Payments to In-State Private Prisons at a					
Rate of \$54.93 Per Inmate Per Day	90,735,091	91,782,615	(1,886,786)	<u>0</u>	<u>91,782,615</u>
General Fund	86,202,698	89,423,908	(1,886,786)	0	89,423,908
Cash Funds	4,532,393	2,358,707	0	0	2,358,707
Dormante to Due Daleese Dougle Dave setter					
Payments to Pre-Release Parole Revocation Facilities at a Rate of \$54.93 Per Inmate Per					
Day - GF	13,588,203	12,885,340	1,705,101	0	12,885,340
Day - 01	13,300,203	12,003,340	1,703,101		12,003,340
Community Corrections Programs - GF	3,395,999	4,145,232	(260,944)	0	4,145,232

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		emental
	Actual	Appropriation	Requested Change	Recommended Change	New Total with Recommendation
Total for Supplemental #ES-4	115,314,351	117,240,299	(1,157,869)	<u>0</u>	117,240,299
General Fund	110,781,958	114,881,592	(1,157,869)	0	114,881,592
Cash Funds	4,532,393	2,358,707	0	0	2,358,707
Supplemental #ES-6 - AARA Funds					
(2) Institutions					
(C) Housing and Security Subprogram					
Personal Services	152,158,810	152,420,486	0	0	152,420,486
FTE	2,988.7	2,952.1	0.0	0.0	2,952.1
General Fund	127,558,810	152,017,716	(45,121,274)	(45,121,274)	106,896,442
Cash Funds	0	402,770	0	0	402,770
Federal Funds	24,600,000	0	45,121,274	45,121,274	45,121,274
Supplemental #ES-7 - Education Program	Refinancing				
(4) Inmate Programs					
(B) Education Subprogram					
Personal Services	14,049,903	16,570,865	0	0	16,570,865
FTE	<u>215.5</u>	<u>284.1</u>	<u>0.0</u>	<u>0.0</u>	<u>284.1</u>
General Fund	12,265,337	15,687,276	(2,500,000)	(2,500,000)	· · ·
Cash Funds	1,784,566	883,589	2,500,000	2,500,000	3,383,589

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Annuanviation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
Supplemental #1 - Miscellaneous Adjustme	ents				
(see narrative for more detail)					
TOTAL - Various Line Items	97,272,288	89,757,731	2,591,185	2,591,185	92,348,916
FTE	<u>49.2</u>	<u>53.2</u>	0.0	<u>0.0</u>	<u>53.2</u>
General Fund	90,912,629	86,680,017	0	0	86,680,017
Cash Funds	4,833,059	2,373,667	1,907,418	1,907,418	4,281,085
Reappropriated Funds	251,864	265,038	354,373	354,373	619,411
Federal Funds	1,274,736	439,009	329,394	329,394	768,403
Previously Approved Interim Supplementa (2) Institutions	al - ARRA Funds	S			
(C) Housing and Security Subprogram					
Personal Services	152,158,810	152,420,486	0	0	152,420,486
FTE	<u>2,988.7</u>	<u>2,952.1</u>	0.0	<u>0.0</u>	<u>2,952.1</u>
General Fund	127,558,810	152,017,716	(45,400,000)	(45,400,000)	106,617,716
Cash Funds	0	402,770	0	0	402,770
Federal Funds	24,600,000	0	45,400,000	45,400,000	45,400,000

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		mental
	Actual	Appropriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
Budget Adjustment to Reflect FY 2009-10	Furloughs				
(see narrative for more detail)					
TOTAL - Various Line Items	349,669,184	337,377,620	(101,855)	(101,855)	· · ·
FTE	<u>5,891.3</u>	<u>5,796.2</u>	<u>0.0</u>	0.0	<u>5,796.2</u>
General Fund	299,094,988	322,812,726	0	0	322,812,726
Cash Funds	11,294,096	7,206,056	(29,058)	(29,058)	7,176,998
Reappropriated Funds	14,680,100	7,358,838	(72,797)	(72,797)	7,286,041
Federal Funds	24,600,000	0	0	0	0
Totals Excluding Pending Items					
Department of Corrections					
Totals for ALL Departmental line items	733,074,221	761,146,881	(8,135,324)	(6,977,455)	754,169,426
FTE	<u>6,197.2</u>	<u>6,637.7</u>	(34.8)	(34.8)	<u>6,602.9</u>
General Fund	635,914,382	677,839,527	(103,645,928)	(102,488,059)	575,351,468
Cash Funds	35,901,676	40,369,505	4,378,360	4,378,360	44,747,865
Reappropriated Funds	35,184,480	42,342,342	281,576	281,576	42,623,918
Federal Funds	26,073,683	595,507	90,850,668	90,850,668	91,446,175
State-will Common Dalies Several and add to					
Statewide Common Policy Supplementals		NT A	(1,005,525)	(749.566)	TA T
(see narrative for more detail)	<u>N.A.</u>	<u>N.A.</u>	(1,005,535)	<u>(748,566)</u>	<u>N.A.</u>
General Fund			(968,381)	(722,358)	
Cash Funds			(37,154)	(26,208)	
Reappropriated Funds			0	0	
Federal Funds			0	0	

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Appropriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
-					
Totals Including Approved Items					
Department of Corrections					
Totals for ALL Departmental line items	733,074,221	761,146,881	(9,140,859)	(7,726,021)	753,420,860
FTE	<u>6,197.2</u>	<u>6,637.7</u>	(34.8)	(34.8)	<u>6,602.9</u>
General Fund	635,914,382	677,839,527	(104,614,309)	(103,210,417)	574,629,110
Cash Funds	35,901,676	40,369,505	4,341,206	4,352,152	44,721,657
Reappropriated Funds	35,184,480	42,342,342	281,576	281,576	42,623,918
Federal Funds	26,073,683	595,507	90,850,668	90,850,668	91,446,175

Key: N.A. = Not Applicable or Not Available

MEMORANDUM

TO: Joint Budget Committee

FROM: Patrick Brodhead, JBC Staff (303-866-4955)

SUBJECT: FY 2009-10 Staff Comeback for the Department of Corrections

DATE: January 26, 2010

This memorandum addresses one supplemental comeback requested by staff.

During last session, the appropriation for day reporting services was transferred from the Division of Criminal Justice in the Department of Public Safety to the Judicial Branch (Judicial). The appropriation for day reporting services is used to provide structured programs to monitor offenders in the community on a daily basis. The centers serve as a point for delivery of services such as employment assistance and substance abuse monitoring/treatment for offenders who are at risk of violating terms of community placement. Both parolees and probationers access the services provided by day reporting; however, the primary user of the services are probationers.

In January, 2010, the Department of Corrections (DOC) and Judicial signed a Memorandum of Understanding (MOU) with regard to the appropriation for day reporting services. This MOU specifies that Judicial will transfer \$75,000 to the Parole Subprogram within DOC for day reporting services for parolees. However, DOC currently does not have the spending authority the expend those transferred funds. Therefore, this supplemental comeback seeks to increase the FY 2009-10 appropriation to the Contract Services line item within the DOC Parole Subprogram by \$75,000 reappropriated funds in order to allow DOC to expend the transferred funds.

Staff recommends that the Committee approve staff's request to increase the FY 2009-10 appropriation to the Department of Corrections by \$75,000 reappropriated funds in order to provide spending authority for funds transferred from the Judicial Branch for day reporting services.

COLORADO GENERAL ASSEMBLY JOINT BUDGET COMMITTEE



LATE SUPPLEMENTAL REQUESTS FOR FY 2009-10

DEPARTMENT OF CORRECTIONS

JBC Working Document - Subject to Change Staff Recommendation Does Not Represent Committee Decision

> Prepared By: Patrick Brodhead, JBC Staff February 1, 2010

For Further Information Contact:

Joint Budget Committee Staff 200 E. 14th Avenue, 3rd Floor Denver, Colorado 80203 Telephone: (303) 866-2061 TDD: (303) 866-3472

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Totals for All Supplementals	N.A.	19

Prioritized Supplementals

Supplemental Request, Department Priority #2 External Capacity Caseload

	Request	Recommendation
Total	(\$2,493,209)	(\$2,493,209)
FTE	0.0	0.0
General Fund	(2,493,209)	(2,493,209)
Cash Funds	0	0

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?		
[An emergency or act of God; a technical error in calculating the original appropriation; data that was		
not available when the original appropriation was made; or an unforseen contingency.]		

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made. The request was based on the December 2009 Legislative Council Staff (LCS) prison population forecast, which was not available when the FY 2009-10 budget was established.

Background – **External Capacity Subprogram Adjustments:** Each year, the JBC typically adjusts the line items used to pay for inmates in external capacity, based on the most recent inmate population projection figures. As was discussed during the briefing for the Department of Corrections, the majority of state-owned and state-operated prison beds are full. Accordingly, fluctuations in the number of inmates directly affects the number of inmates (and the amount of resources) needed to reimburse local jails, private prisons, and community corrections placements for inmates whose parole has been revoked pursuant to the provisions of S.B. 03-252. For FY 2009-10, the Department's bed plan has included some double bunking options for male offenders housed in DOC facilities.

Department Request: The Department requests a FY 2009-10 supplemental reduction of \$2,493,209 General Fund based on the most recent inmate population projection figures. The request is summarized in the following table.

Supplemental #2 – External Capacity Caseload			
(1) Management(B) External Capacity Subprogram(2) Payments to House State Prisoners	FY 2009-10 Appropriation (Total Funds)	Supp. Request	Amended Total (w/Supp.)
Payments to local jails at rate of \$50.44 per inmate per day	8,427,112	473,176	8,900,288
Payments to private prisons at a rate of \$54.93 per inmate per day*	91,782,615	(3,779,665)	88,002,950
Payments to out-of-state private prisons at a rate of \$54.00 per inmate per day	0	0	0
Payments to pre-release parole revocation facility at a rate of \$54.93 per	10.005.240	1 0 40 502	10.004.000
inmate per day Community Corrections Programs	12,885,340 4,145,232	1,049,593 (236,313)	13,934,933 3,908,919
Total Funds	117,240,299	$\frac{(230,313)}{(2,493,209)}$	114,747,090

^{*} The appropriation for "Payments to private prisons at a rate of \$54.93 per inmate per day" includes \$89,423,908 General Fund and \$2,358,707 cash funds (federal funds credited to the State Criminal Alien Assistance Cash Fund). All other figures in this table reflect General Fund adjustments.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Given the changes in the Department's bed plan for FY 2009-10, and the updated projections from LCS, staff believes that the supplemental criteria has been met. In addition, the Department included actual data through December 2009 for its request, making the request as current as possible.
- 2. Useful to Save General Fund. The Department has identified potential savings in FY 2009-10, based on its revised bed plan. Staff believes that it is appropriate to adjust the appropriation to reflect the anticipated need for resources for the External Capacity Subprogram.
- 3. Revised Bed Plan Submitted. To justify the request for this supplemental, the Department has provided JBC staff with a revised bed plan to warrant changes in the appropriation for the External Capacity Subprogram in FY 2009-10. Although this plan is different from the one used to prepare the original budget for FY 2009-10, JBC staff believes that the revised plan is reasonable. Furthermore, JBC staff utilized this revised plan for purposes of calculating the estimated need for medical expenses. Those recommendations are discussed elsewhere in this document.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a supplemental reduction of \$2,493,209 General Fund (see the following table).

Supplemental #2 – External Capacity Caseload			
(1) Management(B) External Capacity Subprogram(2) Payments to House State Prisoners	Supp. Request	JBC Staff Recommendation	Difference
Payments to local jails at rate of \$50.44 per inmate per day	473,176	473,176	0
Payments to private prisons at a rate of \$54.93 per inmate per day	(3,779,665)	(3,779,665)	0
Payments to out-of-state private prisons at a rate of \$54.00 per inmate per day	0	0	0
Payments to pre-release parole revocation facility at a rate of \$54.93 per inmate per day	1,049,593	1,049,593	0
Community Corrections Programs	(236,313)	(236,313)	<u>0</u>
Total Funds	(2,493,209)	(2,493,209)	0

Community Corrections Impact in Division of Criminal Justice: The appropriation to the Transition Programs line item within the Division of Criminal Justice (DCJ) is based upon the assumption that a certain percentage of the DOC inmate population will be placed in community corrections. For FY 2009-10, the JBC approved a policy of placing 11.5 percent of the inmate population in community corrections (7.0 percent in residential community placements and 4.5 percent in non-residential community placements).

The appropriation to the Transition Programs line item was based upon the LCS December 2008 prison population forecast. Accordingly, the line item was set for a average daily population (ADP) of 23,733 total inmates. Under the assumption that 7.0 percent of the inmate population will be in community corrections, the appropriation was set for an ADP in residential community corrections of 1,661. However, based upon the LCS December 2009 prison population forecast there will be an ADP of only 22,910 total inmates in FY 2009-10. Therefore, under the 7.0 percent assumption, only 1,604 inmates will be in community corrections - a difference of 57 inmates from the appropriated level (see the following table).

Community Corrections Residential ADP			
	Dec. LCS Projection	Comm. Corr. ADP	Percent
June 30, 2009	23,186		
June 30, 2010	22,633		
Avg. Daily Pop. (ADP)	22,910	1,604	7.0%
Minus Additional Diversion Slot Bed Savings	0	0	7.0%
Recommended ADP	22,910	1,604	7.0%
Minus Current Allocation	(23,733)	<u>(1,661)</u>	
Net Change	(824)	(57)	

However, the Division of Criminal Justice has indicated that it has implemented an open allocation method for community corrections and is on target to utilize all of its appropriated community corrections beds for FY 2009-10. Because of the overall cost savings associated with community corrections beds, staff believes it is beneficial to maximize their use. Therefore, while staff would typically recommend reducing the Transition Programs line item appropriation in accordance with any reduction in prison ADP, staff is not recommending any reduction at this time.

Supplemental Request, Department Priority #3 Parole and Community Caseload

	Request	Recommendation
Total	(\$119,408)	(\$119,408)
FTE	(3.0)	(3.0)
General Fund	(119,408)	(119,408)

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforseen contingency.]	
-	

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made. The request was based on the December 2009 Legislative Council Staff (LCS) prison population forecast, which was not available when the FY 2009-10 budget was established.

Department Request: The Department requests a FY 2009-10 supplemental reduction of \$119,408 General Fund and 3.0 FTE for the Parole, Parole ISP, and Community Supervision Subprograms based on lower than anticipated caseload. The request is summarized in the following table.

Supplemental #3 – Parole and Community Caseload			
Subprogram	Line Item	Request FY 2009-10	
		General Fund	FTE
Executive Director	Leased Space	(21,083)	
Inspector General	Operating Expenses	(96)	
Communications	Operating Expenses	(1,725)	
Training	Operating Expenses	(77)	
Information Systems	Operating Expenses	(767)	
Drug and Alcohol	Contract Services	(15,722)	
Parole	Personal Services	(82,453)	(1.9)
	Operating Expenses	(7,033)	
	Contract Services	(12,744)	
	Subtotal Parole	(102,230)	(1.9)
Parole ISP	Personal Services	(47,904)	(1.1)
	Operating Expenses	(4,016)	
	Contract Services	(23,476)	
	Non-residential Services	(18,097)	

Supplem	ental #3 – Parole and Co	mmunity Caseload	
Subprogram	Line Item	Request FY	2009-10
		General Fund	FTE
	Subtotal Parole ISP	(93,493)	(1.1)
Community Supervision	Community Mental Health Services Psychotropic Medication	(6,708) 122,493	
	Subtotal Community Supervision	115,785	0.0
Grand Total	1	(119,408)	(3.0)

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Given the changes in the Department's bed plan for FY 2009-10, and the updated projections from LCS, staff believes that the supplemental criteria has been met. In addition, the Department included actual data through December 2009 for its request, making the request as current as possible.
- 2. *Useful to Save General Fund*. The Department has identified potential savings in FY 2009-10, based on its revised bed plan. Staff believes that it is appropriate to adjust the appropriation to reflect the anticipated need for resources for the Parole, Parole ISP, and Community Supervision Subprograms.
- 3. *Calculations*. The Department and JBC staff agree on the reduction for parole and community caseload. The following assumptions were used in developing the recommendation for this supplemental request:
 - a. Staff utilized the LCS December 2009 parole population projection;

Supplemental #3 – Average Parole Population		
	Average Daily Parole Population	
LCS Dec. 2009 Estimated ADP	8,928	
Minus Funded ADP in the Long Bill	<u>(9,329)</u>	
Change in ADP	(401)	
Percent Change in ADP	-4.3%	

b. Staff recommends reducing the FY 2009-10 funding for parole staff based on the change in parole ADP. Staff also recommends reducing the funding based on 85 percent of the parole population being placed on regular parole and 15 percent of the population being placed on parole ISP.

Recommended Staffing Ratios – Parole / Parole ISP				
	Regular Parole	Parole ISP		
Parole Officer per Supervisor	10	10		
Team Leader per Parole Officer	6	6		
Parolees per Team Leader	33.9	10.5		
Parolees per Parole Officer	67.9	20.9		
Parole Officer per Administrative Staff	4.9	4		

- c. Staff recommends reducing funding for Leased Space but not for Amortization Equalization Disbursement and Supplemental Amortization Equalization Disbursement;
- d. Staff recommends reducing funding based on four months of costs for personal services, operating expenses, and contract services.
- e. Staff recommends funding contract line items based on historical funding on a per offender basis (\$117.62 per ADP for drug and alcohol contract services, \$112.12 per ADP for parole contract services, \$1,173.82 per ADP for parole ISP contract services, and \$904.86 per ADP for non-residential services).

Using these assumptions, JBC staff makes the following recommendation:

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a supplemental reduction of \$119,408 General Fund and 3.0 FTE.

Supplemental Request, Department Priority #4 Medical POPM

	Request	Recommendation
Total	(\$5,061,649)	(\$5,061,649)
FTE	0.0	0.0
General Fund	(5,061,649)	(5,061,649)

	Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	YES
	[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
	not available when the original appropriation was made; or an unforseen contingency.]	
ŀ		

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made. The request was submitted based on revised estimates of costs per offender for the provision of medical services to the inmate population. Changes in the bed plan have also occurred.

Department Request: The Department requests a FY 2009-10 supplemental reduction of \$5,061,649 General Fund for various line items in the Medical Services Subprogram. These adjustments are requested to reflect two sources of new information:

- 1. Updated per offender per month (POPM) costs for the line items; and
- 2. Updated information regarding the number of eligible inmates covered by the respective line items.

See the following tables for a summary of the requested adjustments.

Supplemental #4 — Medical POPM			
Line Item	FY 2009-10 Appropriation	Supplemental Request	Amended Request
Purchase of Pharmaceuticals	10,489,712	(519,043)	9,970,669
Purchase of Medical Services from Other Medical Facilities	23,684,978	(1,251,798)	22,433,180
Purchase of Medical Services from State Hospital	327,485	(311,435)	16,050
Catastrophic Medical Expenses	11,165,514	(2,979,373)	8,186,141
Total Funds	45,667,689	(5,061,649)	40,606,040

Supplemental #4 — Medical POPM Summary of Requested Changes							
	Long Bill		Supplemental Request		Differen	ice	
Line Item	Per Offender Per Month	Eligible Inmates	Per Offender Per Month	Eligible Inmates	Per Offender Per Month	Eligible Inmates	Change Requested
Pharmaceuticals	\$60.24	14,511	\$56.50	14,706	(\$3.74)	195	(\$519,043)
Other Medical Facilities							
Base Cost	\$82.00		\$78.97		(\$3.03)		
Administrative Fee*	\$8.37		\$8.37		\$0.00		
Security Fee	\$2.93		\$2.93		<u>\$0.00</u>		
Other Med. Subtotal	\$93.30	20,366	\$90.27	19,894	(\$3.03)	(472)	(\$1,251,798)
State Hospital	\$4.02	20,366	\$0.79	19,894	(\$3.23)	(472)	(\$311,435)
Catastrophic Expenses	\$45.95	20,366	\$34.56	19,894	(\$11.39)	(472)	(\$2,979,373)
Total General Fund Change Requested				(\$5,061,649)			

^{*} The appropriation includes \$350,000 for a managed care incentive payment.

Staff Analysis: Staff makes the following observations regarding this supplemental base reduction.

1. Supplemental Criteria Met. Two factors contribute to the estimated change in funding needs for the provision of medical services to the inmate population - POPM rate changes and population changes. Each of these factors meets the supplemental criteria.

- a. POPM Rate Changes. The Department's requested supplemental appropriation reflects the per offender per month (POPM) costs as of December 2009. These POPM figures were used to calculate the staff recommended adjustments for the respective line items. Staff believes this portion of the request meets supplemental criteria. Staff recommends that the Committee utilize the adjusted POPM estimates provided by the Department.
- b. Population Changes. The original appropriation was based on the December 2008 LCS population projections and the Department's March 2009 bed plan. Based on the revised bed plan and the December 2009 LCS population projections, the number of inmates eligible to receive medical care from the Department has changed. As such, staff believes this portion of the request meets supplemental criteria. Staff recommends that the Committee use the adjusted estimates for the eligible population (see detailed calculations in Bullet Point #2).
- 2. *Eligible Population*. Based on the Department's revised bed plan and the LCS December 2009 population projections, staff estimates that the caseload of eligible offenders has changed. The change is reflected in the following table.

Summary of Inmate Population Estimates Used for Line Items in the Medical Services Subprogram			
Long Bill Revised Estimates Differ			
LCS June 2009 Projection	23,322	23,186	(136)
LCS June 2010 Projection (including actuals)	24,327	22,385	(1,942)
Avg. Daily Population (w/o YOS)	23,825	22,786	(1,039)
Plus Y.O.S. Population	<u>175</u>	<u>163</u>	<u>(12)</u>
DOC Jurisdictional Population	24,000	22,949	(1,051)
Jail Population	(458)	(138)	320
S.B. 03-252 Population	(260)	(297)	(37)
Minus Projected Cost Avoidance for Governor's Recidivism Reduction Package	(176)	0	176
Community Corrections Population (11.5%)	(2,740)	(2,620)	<u>120</u>
Medical Services Population	20,366	19,894	(472)
In-State Private Prison Population	(5,185)	(4,335)	850
Out-of-State Private Prison Population	0	0	0
Pre-release Parole Revocation Population	(670)	(677)	(7)
Double Bunking Caseload	<u>N.A.</u>	<u>(176)</u>	<u>(176)</u>
Pharmaceutical Population	14,511	14,706	195

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a supplemental reduction of \$5,061,649 General Fund.

Supplemental Request, Department Priority #5 Double Bunking Caseload

	Request	Recommendation
Total	(\$3,127,401)	(\$3,127,401)
FTE	(52.3)	(52.3)
General Fund	(3,126,438)	(3,126,438)
Cash Funds	(963)	(963)

ı	Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?
ı	[An emergency or act of God; a technical error in calculating the original appropriation; data that was
I	not available when the original appropriation was made; or an unforseen contingency.]

YES

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made. The request was submitted based on revised projections for the female inmate population as well as a renovation project that began after the original appropriation was made.

Department Request: The Department requests a FY 2009-10 supplemental reduction of \$3,126,438 General Fund, \$963 cash funds, and 52.3 FTE related to the double bunking of female inmates. The request seeks to return funding for double bunking 76 beds at the Denver Women's Correctional Facility (DWCF) and 100 beds at the Buena Vista Correctional Facility (BVCF). The request seeks a one-time reduction for FY 2009-10; therefore, funding for the double bunked beds will be requested for FY 2010-11.

During the 2009 legislative session, the General Assembly approved the Department's request to close the Colorado Women's Correctional Facility (CWCF). Included in that request was funding for the double bunking of 76 beds at DWCF to accommodate the offenders transferring from CWCF and future female population increases. However, because of the decrease in the female population, the Department was not required to double bunk those beds.

In addition, the BVCF received funding in FY 2006-07 to double bunk 100 beds at that facility. However, in July, 2009, the Department began renovation and remodeling of all the cell house shower areas at BVCF in order to meet American Correctional Association requirements as well as the sanitary standards for penal institutions as stated by the Department of Public Health and Environment. Due to several delays in the renovation as well as safety and efficiency issues associated with moving offenders from the cell house during renovation, the Department has not utilized the 100 double bunk beds since July, 2009.

The request and staff recommendation are summarized in the following table.

Supplemental #5 - Double Bunking Caseload							
Subprogram / Line Item		Request (General Fund	/ FTE)	Recommendation (General Fund / FTE)			
Executive Dir. Office	Health, Life and Dental	(329,445)		(329,445)			
	Short-term Disability	(2,848)		(2,848)			
Utilities	Operating Expenses	(18,012)		(18,012)			
Maintenance	Personal Services	(238,632)	(5.0)	(238,632)	(5.0)		
	Operating Expenses	(29,895)		(29,895)			
Housing and Security	Personal Services	(1,561,548)	(35.0)	(1,561,548)	(35.0)		
	Operating Expenses	(56,709)		(56,709)			
Food Service	Personal Services	(142,022)	(3.0)	(142,022)	(3.0)		
	Operating Expenses	(113,379)		(113,379)			
Medical Services	Personal Services	(288,213)	(5.3)	(288,213)	(5.3)		
Laundry	Operating Expenses	(15,154)		(15,154)			
Superintendents	Operating Expenses	(69,358)		(69,358)			
Case Management	Personal Services	(104,926)	(2.0)	(104,926)	(2.0)		
	Operating Expenses	(8,093)		(8,093)			
Mental Health	Personal Services	(50,314)	(1.0)	(50,314)	(1.0)		
Inmate Pay		(35,480)		(35,480)			
Training	Operating Expenses	(511)		(511)			
Labor	Operating Expenses	(1,105)		(1,105)			
Education	Personal Services	(59,046)	(1.0)	(59,046)	(1.0)		
	Operating Expenses	(1,748)		(1,748)			
Recreation	Operating Expenses*	<u>(963)</u>		<u>(963)</u>			
Total		(3,127,401)	(52.3)	(3,127,401)	(52.3)		

^{*} This is a cash funds adjustment rather than General Fund. All other figures in this table reflect General Fund adjustments.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Given the changes in the Department's bed plan for FY 2009-10, the updated projections from LCS, and the recent renovation at BVCF, staff believes that the supplemental criteria has been met.
- 2. Useful to Save General Fund. The Department has identified potential savings in FY 2009-10, based on its revised bed plan and the lack of need for beds due to renovation. Staff believes that it is appropriate to adjust the appropriation to reflect the anticipated need for resources for double bunking female inmates.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a supplemental reduction of \$3,126,438 General Fund, \$963 cash funds, and 52.3 FTE.

Supplemental Request, Department Priority #6 ARRA Funds

	Request	Recommendation
Total	\$0	\$0
FTE	0.0	0.0
General Fund	1,500,000	1,500,000
Federal Funds	(1,500,000)	(1,500,000)

YES

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?	
[An emergency or act of God; a technical error in calculating the original appropriation; data that was	
not available when the original appropriation was made; or an unforseen contingency.]	

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made. The request was based on the availability of federal funds related to ARRA, which was not known when the FY 2009-10 budget was established.

Department Request: The Department requests a FY 2009-10 supplemental reduction of \$1,500,000 federal funds and an increase of \$1,500,000 General Fund associated with refinancing the Personal Services line item within the Housing and Security Subprogram with funding from the American Recovery and Reinvestment Act of 2009 (ARRA).

In June 2009, the Committee approved an interim supplemental request by the Department to refinance the Personal Services line item within the Housing and Security Subprogram with funding from ARRA. Specifically, the Committee approved refinancing \$24,600,000 General Fund in FY 2008-09 and \$45,400,000 General Fund in FY 2009-10 with ARRA funding. Also, during the FY 2009-10 supplemental process, the Committee approved an additional refinancing of \$45,121,274 General Fund in FY 2009-10 with ARRA funding. This request seeks to reduce the FY 2009-10 refinancing by \$1,500,000 based on the most recent estimate of available ARRA funds.

Staff Analysis: Staff makes the following observations regarding this supplemental request.

- 1. Supplemental Criteria Met. Adjustments are requested based on the availability of federal funds related to ARRA. Because the funding from this federal legislation is data that was not available when the original appropriation was made, these adjustments meet the supplemental criteria.
- 2. Useful to Allow Federal Funds Refinancing. Given the current economic projections, JBC staff believes it is useful for the Committee to save General Fund wherever possible. However, if ARRA funding is not available for corrections spending, it seems reasonable to reduce the amount being refinanced. For this reason, staff believes the request is justified.

Staff Recommendation: Staff recommends that the Committee approve the Department's request for a reduction of \$1,500,000 federal funds and an increase of \$1,500,000 General Fund.

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	- Appropriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
	_				
DEPARTMENT OF CORRECTIONS					
Executive Director - Ari Zavaras					
	_				
Supplemental #2 - External Capacity Caselo	oad				
(1) Management					
(B) External Capacity					
(2) Payments to House State Prisoners					
Payments to Local Jails at a Rate of \$50.44					
Per Inmate Per Day - GF	7,595,058	8,427,112	473,176	473,176	8,900,288
Payments to In-State Private Prisons at a					
Rate of \$54.93 Per Inmate Per Day	90,735,091	91,782,615	(3,779,665)	(3,779,665)	88,002,950
General Fund	86,202,698	89,423,908	(3,779,665)	(3,779,665)	85,644,243
Cash Funds	4,532,393	2,358,707	0	0	2,358,707
Payments to Pre-Release Parole Revocation					
Facilities at a Rate of \$54.93 Per Inmate Per					
Day - GF	13,588,203	12,885,340	1,049,593	1,049,593	13,934,933
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Community Corrections Programs - GF	3,395,999	4,145,232	(236,313)	(236,313)	3,908,919
T		44-440-000	(2.402.200)	(2.402.200)	444 = 4= 000
Total for Supplemental #2	115,314,351	117,240,299	(2,493,209)	(2,493,209)	
General Fund	110,781,958	114,881,592	(2,493,209)	(2,493,209)	
Cash Funds	4,532,393	2,358,707	0	0	2,358,707

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Annyonviation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
Supplemental #3 - Parole and Community	Caseload				
(see narrative for more detail)					
TOTAL - Various Line Items	28,284,261	32,175,868	(119,408)	(119,408)	· · ·
FTE	<u>273.2</u>	<u>281.6</u>	<u>(3.0)</u>	(3.0)	<u>278.6</u>
General Fund	28,269,301	31,710,703	(119,408)	(119,408)	31,591,295
Cash Funds	4,960	465,165	0	0	465,165
Reappropriated Funds	10,000	0	0	0	0
Federal Funds	0	0	0	0	0
Supplemental #4 - Medical POPM (2) Institutions (E) Medical Services Purchase of Pharmaceuticals - GF	9,970,520	10,489,712	(519,043)	(519,043)	9,970,669
Purchase of Medical Services from Other Medical Facilities - GF	20,192,163	23,684,978	(1,251,798)	(1,251,798)	22,433,180
Purchase of Medical Services from State Hospital - GF	665,687	327,485	(311,435)	(311,435)	16,050
Catastrophic Medical Expenses - GF	8,970,755	11,165,514	(2,979,373)	(2,979,373)	8,186,141
Total for Supplemental #4 - GF	39,799,125	45,667,689	(5,061,649)	(5,061,649)	40,606,040

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Annuanuiation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
Supplemental #5 - Double Bunk Caseload					
(see narrative for more detail)					
TOTAL - Various Line Items	342,151,682	341,346,267	(3,127,401)	(3,127,401)	338,218,866
FTE	<u>4,590.1</u>	<u>4,575.5</u>	(52.3)	(52.3)	<u>4,523.2</u>
General Fund	313,088,634	336,351,714	(3,126,438)	(3,126,438)	333,225,276
Cash Funds	4,005,629	4,383,538	(963)	(963)	4,382,575
Reappropriated Funds	457,419	611,015	0	0	611,015
Federal Funds	24,600,000	0	0	0	0
Supplemental #6 - AARA Funds (2) Institutions (C) Housing and Security Subprogram					
Personal Services	152,158,810	152,420,486	0	0	152,420,486
FTE	· · ·	, , , , , , , , , , , , , , , , , , ,	· ·	· ·	· · · · ·
	<u>2,988.7</u>	<u>2,952.1</u>	<u>0.0</u>	1.500,000	<u>2,952.1</u>
General Fund	127,558,810	152,017,716	1,500,000	1,500,000	153,517,716
Cash Funds	0	402,770	0	0	402,770
Federal Funds	24,600,000	0	(1,500,000)	(1,500,000)	(1,500,000)

	FY 2008-09	FY 2009-10	Fiscal Year 2009-10 Supplemental		
	Actual	Appropriation	Requested Change	Recommended Change	New Total with Recommendation
Totals					
Department of Corrections					
Totals for ALL Departmental line items	733,074,221	761,146,881	(10,801,667)	(10,801,667)	750,345,214
FTE	6,197.2	<u>6,637.7</u>	(55.3)	(55.3)	<u>0.0</u>
General Fund	635,914,382	677,839,527	(9,300,704)	(9,300,704)	668,538,823
Cash Funds	35,901,676	40,369,505	(963)	(963)	40,368,542
Reappropriated Funds	35,184,480	42,342,342	0	0	42,342,342
Federal Funds*	26,073,683	595,507	(1,500,000)	(1,500,000)	(904,493)
*Although the FY 2009-10 recommendation shows a within the Department's supplemental bill will make t			appropriations		

Key:

N.A. = Not Applicable or Not Available