

# JOINT BUDGET COMMITTEE



## STAFF BUDGET BRIEFING FY 2020-21

## DEPARTMENT OF CORRECTIONS

JBC WORKING DOCUMENT - SUBJECT TO CHANGE  
STAFF RECOMMENDATION DOES NOT REPRESENT COMMITTEE DECISION

PREPARED BY:  
VANCE ROPER, JBC STAFF  
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JOINT BUDGET COMMITTEE STAFF  
200 E. 14TH AVENUE, 3RD FLOOR • DENVER • COLORADO • 80203  
TELEPHONE: (303) 866-2061 • TDD: (303) 866-3472  
<https://leg.colorado.gov/agencies/joint-budget-committee>

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# DEPARTMENT OF CORRECTIONS

## DEPARTMENT OVERVIEW

The Department of Corrections (DOC) is responsible for:

- Managing, supervising, and controlling the correctional facilities that are owned and operated by the State.
- Paying for privately operated prison facilities that house state prisoners and monitoring contract compliance.
- Operating programs for offenders that provide treatment and services that improve the likelihood of successfully reintegrating into society following release.
- Supervising and counseling inmates in community corrections programs and offenders who have been placed on parole.
- Developing and operating correctional industries within the institutions that have a rehabilitative or therapeutic value for inmates and which also supply products for state institutions and the private sector.
- Operating the Youthful Offender System (YOS), which serves as a middle tier sentencing option (between the juvenile system and the adult system) for violent youthful offenders who would otherwise be sentenced to the adult prison system.

## DEPARTMENT BUDGET: RECENT APPROPRIATIONS

FUNDING SOURCE	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21 *
General Fund	\$778,298,230	\$829,097,218	\$885,094,026	\$904,550,401
Cash Funds	39,182,940	40,610,054	47,619,442	47,322,148
Reappropriated Funds	51,620,128	54,336,517	51,757,665	51,660,507
Federal Funds	4,167,290	4,004,817	3,575,312	3,487,462
<b>TOTAL FUNDS</b>	<b>\$873,268,588</b>	<b>\$928,048,606</b>	<b>\$988,046,445</b>	<b>\$1,007,020,518</b>
Full Time Equiv. Staff	6,247.0	6,247.4	6,279.3	6,495.0

\*Requested appropriation.

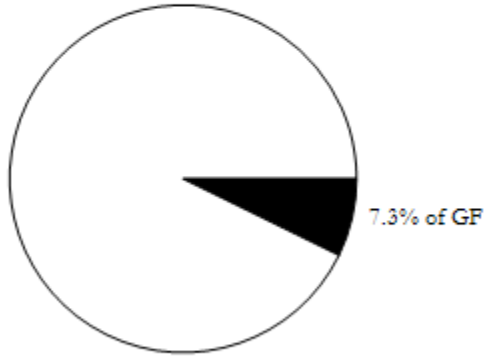
\*Requested appropriation. Of this request, \$380,688 General Fund has already been appropriated in the five year appropriation clauses of criminal sentencing bills enacted during prior sessions. The FY 2020-21 General Fund appropriations from these bills, and their locations in statute, follow:

H.B. 16-1080	\$170,900	ASSAULT BY STRANGULATION	Section 17-18-123, C.R.S.
H.B. 18-1200	34,677	CYBERCRIME CHANGES	Section 17-18-124, C.R.S.
S.B. 18-119	39,334	FALSE IMPRISONMENT OF A MINOR	Section 17-18-125, C.R.S.
H.B. 18-1077	69,856	Penalty For Burglary Of Firearms	Section 17-18-126, C.R.S.
S.B. 19-172	26,220	Protect From Unlawful Abandonment And Confinement	Section 17-18-127, C.R.S.
H.B. 19-1250	39,701	Sexual Assault While In Custody Or Detained	Section 17-18-128 C.R.S.
<b>Total</b>	<b>\$380,688</b>	<b>GF</b>	

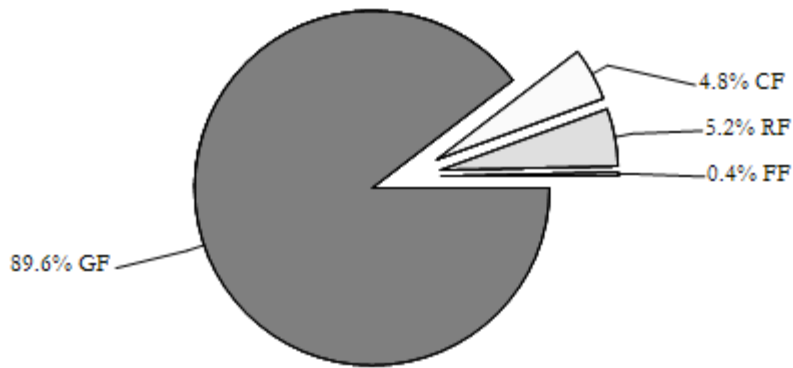
Thus the Department's requested General Fund appropriation for the Long Bill is \$904,550,401 - \$380,688 = \$904,169,713.

# DEPARTMENT BUDGET: GRAPHIC OVERVIEW

**Department's Share of Statewide General Fund**

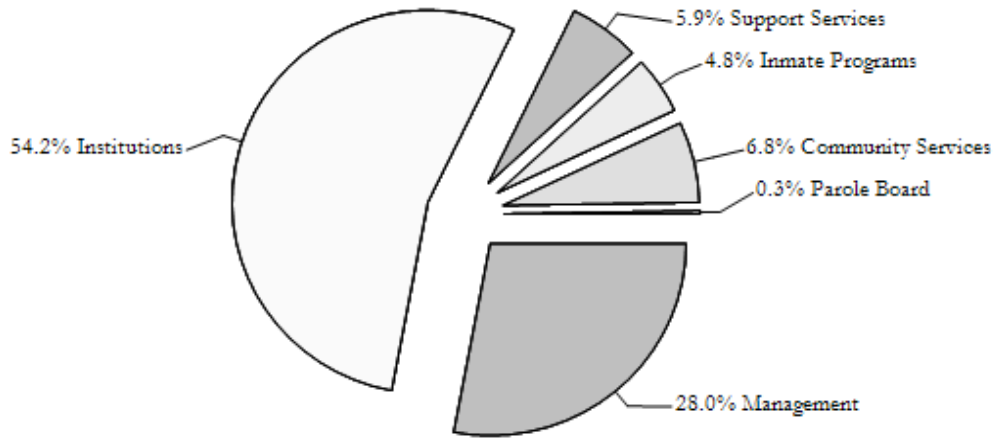


**Department Funding Sources**

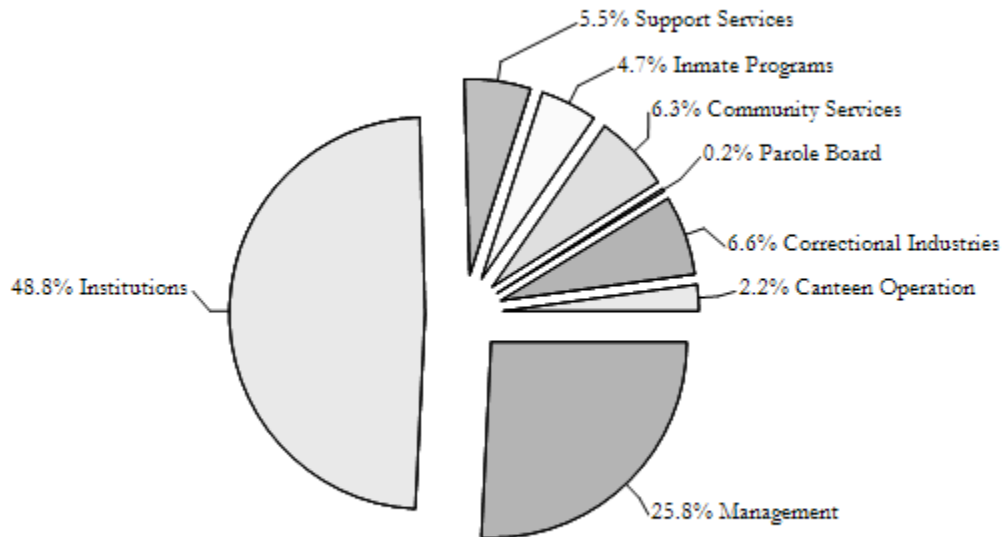


All charts are based on the FY 2019-20 appropriation.

### Distribution of General Fund by Division



### Distribution of Total Funds by Division



All charts are based on the FY 2019-20 appropriation.

# GENERAL FACTORS DRIVING THE BUDGET

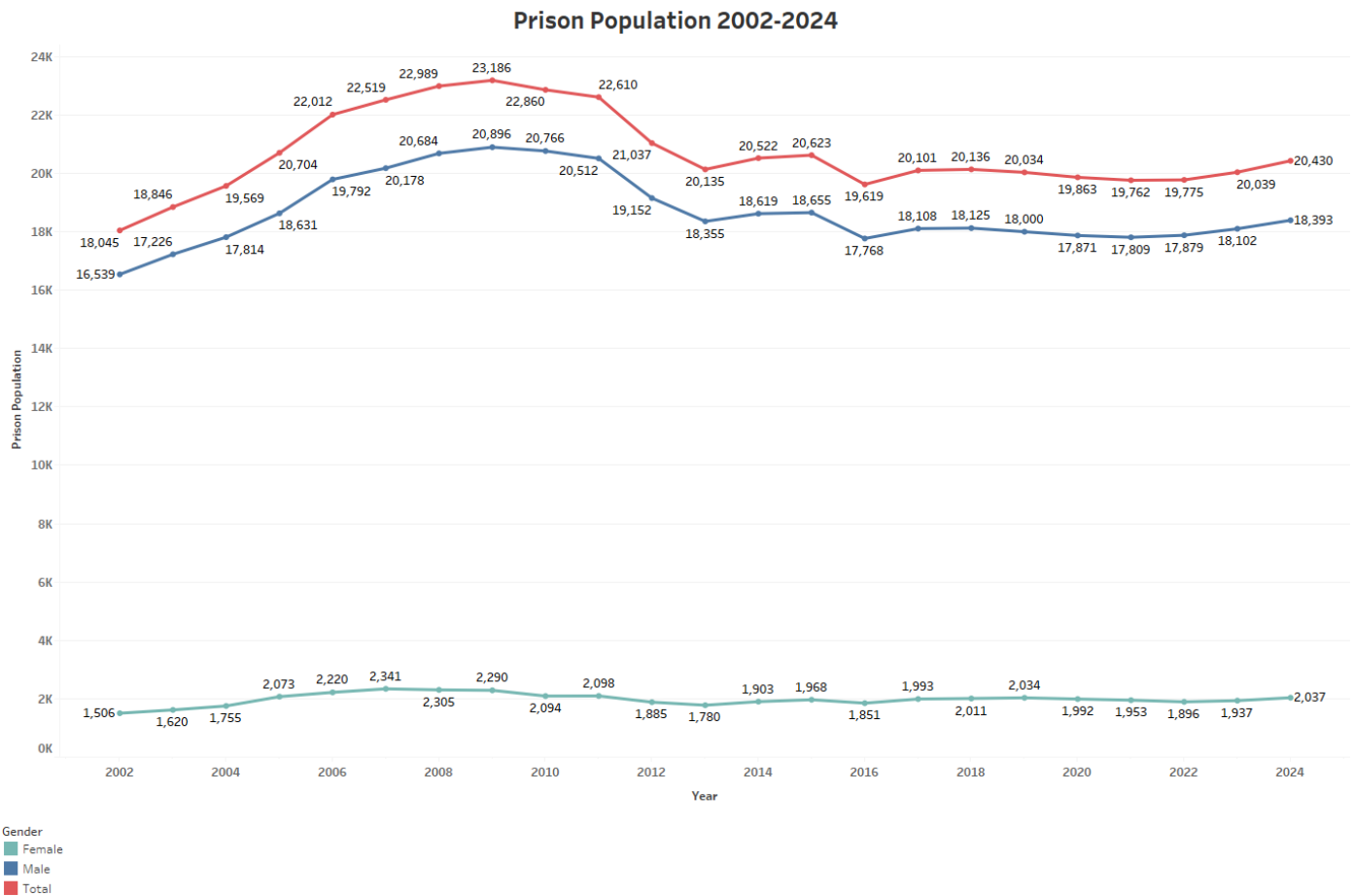
## OPERATING APPROPRIATIONS

Appropriations for operating costs to the Department of Corrections (DOC) are primarily dependent upon two key components of prison caseload:

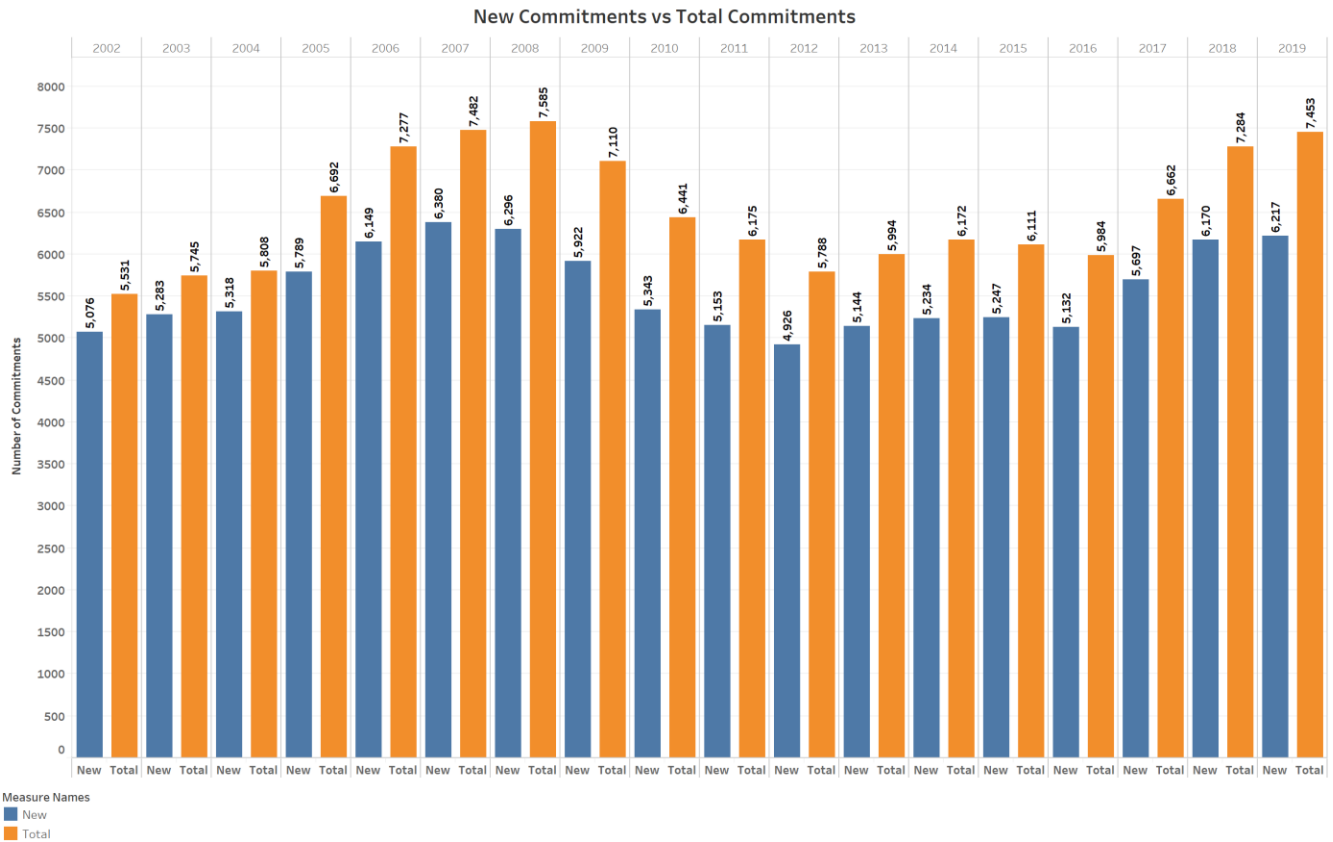
- The DOC inmate population, which consists of DOC offenders with "inmate" status. These offenders have been sentenced to the DOC and are not on parole. They are housed in state-operated prisons, private prisons, county jails, and community corrections facilities; a small portion live independently in the community under intensive supervision.
- The DOC parole population, which consists of DOC offenders who have been paroled but have not yet reached the end of their parole term. Parolees whose parole has been revoked are classified as inmates until re-paroled.

## INMATE POPULATION

The following chart, *Prison Population 2002-2024*, shows the prison population from June 2002 to June 2024. The chart is broken down by male, female, and total population. Males make up the vast majority of the total prison population.



The next chart, *New Commitments vs Total Commitments*, displays the new court commitments to DOC compared to total court commitments to DOC. New commitments make up the majority of all commitments, and are on the rise.



## DOC OFFENDERS IN COUNTY JAILS

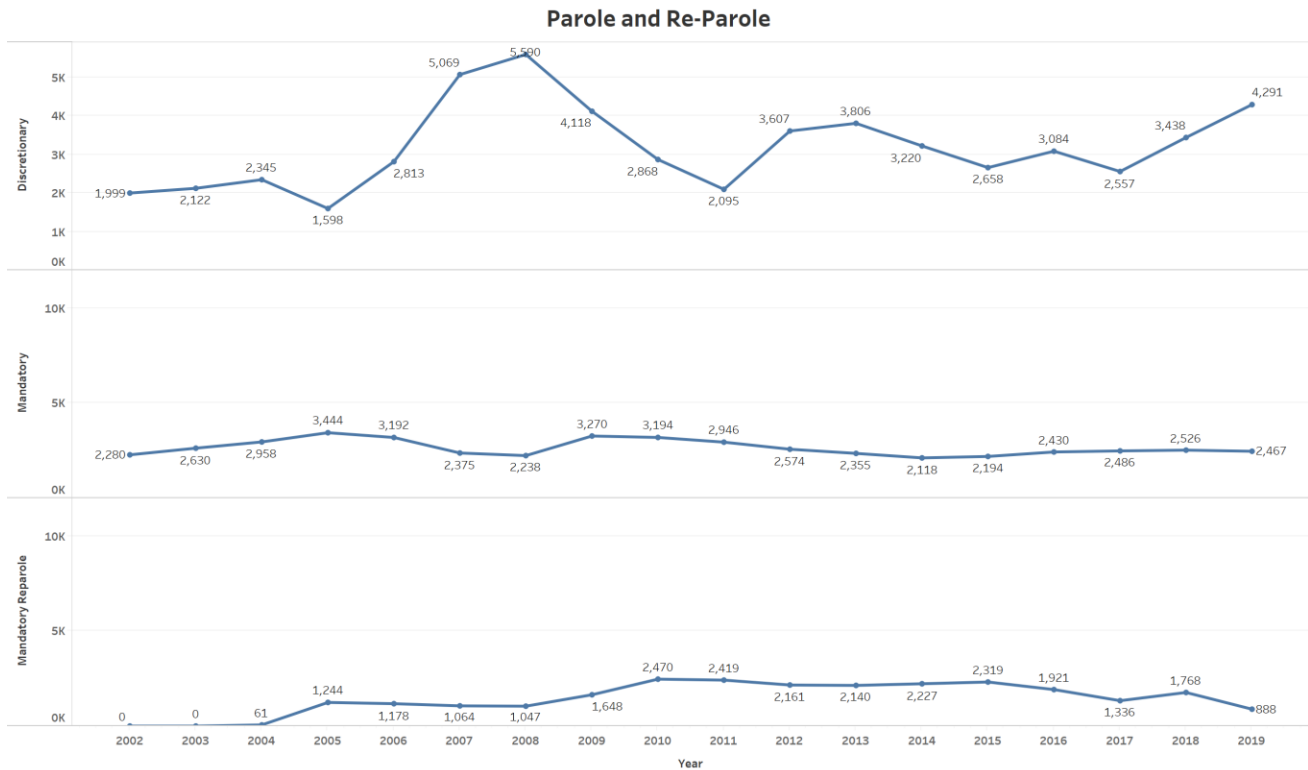
At any given time, there are department inmates and parolees housed in county jails. Some are newly sentenced by a court to the Department and await transfer from jail to the Denver Reception and Diagnostic Center. Other offenders were paroled and, following a parole violation, have been placed in jail to deter further misbehavior. Individuals with more severe parole violations are awaiting a parole revocation hearing or are awaiting trial for a new crime. If parole is revoked, the parolee remains in jail until transferred to another facility.

Additionally, DOC offenders may have been transported from prison to a jail on a writ from a judge who needs them to appear in court. The DOC sometimes contracts with county jails and places offenders in these facilities on a long term basis. The DOC pays jails to house some, but not all, of the DOC offenders who are in jail.

## TRANSITION AND PAROLE – COSTS OF RETURNING OFFENDERS TO THE COMMUNITY

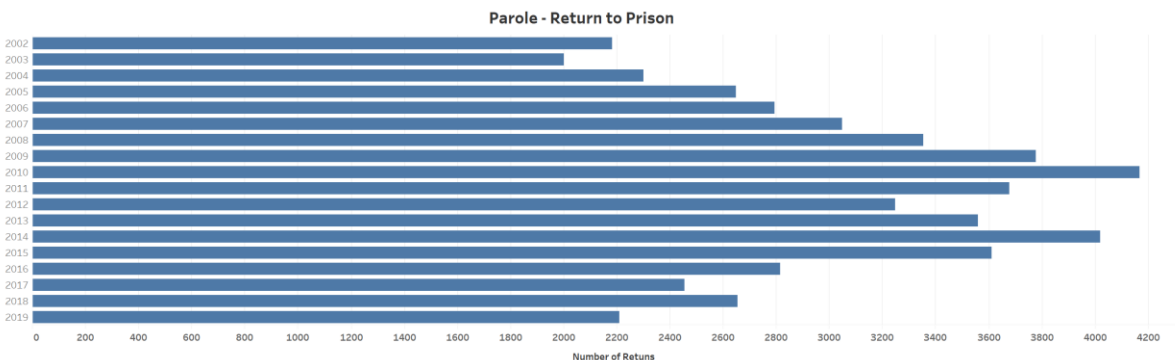
The process of returning an offender to the community almost always involves a period of parole. The process may include placement in a community corrections facility (previously known as a halfway house) and a period of intensely supervised independent living in the community before parole begins (known as the *Intensive Supervision Program-Inmate* or *ISP-I* Program). Inmates living in halfway houses or participating in the *ISP-Inmate* Program are often referred to as "transition" offenders.

The costs of returning offenders to the community are shared by the DOC and the Division of Criminal Justice (DCJ), which is part of the Department of Public Safety. The DCJ is responsible for payments to community corrections facilities, which are operated by private entities, non-profits, and local governments. The DOC shares responsibility with the community corrections facilities for oversight of DOC offenders in community corrections. The DOC alone is responsible for oversight of parolees and ISP-I offenders. In addition, the DOC pays (1) some of the jail costs that arise when community-corrections offenders, ISP-I offenders, and parolees are jailed for violations, and (2) all the incarceration costs following revocation. The following chart show the discretionary, mandatory, and mandatory re-parole from June 2002 to June 2019.



## PAROLE RETURNS (RECIDIVISM)

The last factor driving the budget that is discussed in this document is parole returns. These are individuals who are on parole and return to prison, which is known as recidivism. The State's recidivism rate is just shy of 50 percent. The chart below shows the returns to parole in the state. The trend has been a sharp decline over the last few years, with the exception of 2018.





## SUMMARY: FY 2019-20 APPROPRIATION & FY 2020-21 REQUEST

DEPARTMENT OF CORRECTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
<b>FY 2019-20 APPROPRIATION:</b>						
S.B. 19-207 (Long Bill)	975,865,876	872,913,457	47,619,442	51,757,665	3,575,312	6,266.8
Other legislation	12,180,569	12,180,569	0	0	0	12.5
<b>TOTAL</b>	<b>\$988,046,445</b>	<b>\$885,094,026</b>	<b>\$47,619,442</b>	<b>\$51,757,665</b>	<b>\$3,575,312</b>	<b>6,279.3</b>
<b>FY 2020-21 REQUESTED APPROPRIATION:</b>						
FY 2019-20 Appropriation	\$988,046,445	885,094,026	\$47,619,442	\$51,757,665	\$3,575,312	6,279.3
R01 Medical caseload	4,217,490	4,217,490	0	0	0	0.0
R02 Nurse staffing pilot program	216,919	216,919	0	0	0	1.9
R03 Reducing private prison use	7,201,864	7,037,544	164,320	0	0	210.4
R04 Hepatitis C treatment cost reduction	(10,145,760)	(10,145,760)	0	0	0	0.0
R05 Jail bed caseload reduction	(1,004,497)	(1,004,497)	0	0	0	0.0
R06 Realign funding for offender services	(4,581,144)	(4,581,144)	0	0	0	0.0
R07 CCI raw materials adjustment	(937,085)	0	(655,567)	(281,518)	0	0.0
R08 Reduce reversions in multiple programs	(350,000)	(350,000)	0	0	0	0.0
R09 Line item funding adjustments	0	0	0	0	0	1.0
R10 Reduce unused spending authority	(228,887)	0	(228,887)	0	0	0.0
R11 Radio replacement cancellation	(1,875,000)	(1,875,000)	0	0	0	0.0
R12 Provider rate increase	669,163	657,952	0	11,211	0	0.0
Non-prioritized request items	35,304	37,000	(1,696)	0	0	0.0
Centrally appropriated line items	15,247,893	14,857,717	387,708	2,468	0	0.0
Annualize prior year budget actions	10,751,777	10,480,442	27,600	243,735	0	0.9
Annualize prior year legislation	(168,125)	(168,125)	0	0	0	1.5
Indirect cost adjustment	(75,839)	75,837	9,228	(73,054)	(87,850)	0.0
<b>TOTAL</b>	<b>\$1,007,020,518</b>	<b>\$904,550,401</b>	<b>\$47,322,148</b>	<b>\$51,660,507</b>	<b>\$3,487,462</b>	<b>6,495.0</b>
<b>INCREASE/(DECREASE)</b>	<b>\$18,974,073</b>	<b>\$19,456,375</b>	<b>(\$297,294)</b>	<b>(\$97,158)</b>	<b>(\$87,850)</b>	<b>215.7</b>
Percentage Change	1.9%	2.2%	(0.6%)	(0.2%)	(2.5%)	3.4%

**R01 MEDICAL CASELOAD:** The Department requests an increase of \$4.2 million General Fund for adjustments to medical caseload.

**R02 NURSE STAFFING PILOT PROGRAM:** The Department requests an increase of \$216,919 General Fund and 1.9 FTE for a nurse pilot program with the intent to reduce rising health care costs for the Department.

**R03 REDUCING PRIVATE PRISON USE:** The Department requests an increase of \$7.2 million total funds, including \$7.0 million General Fund and 210.4 FTE, to close the Cheyenne Mountain Reentry Center (CMRC), which is a private prison, and open the Centennial Correctional Facility-South (CCF-S), which is a state prison. This request is discussed below in *Issue: R03 Reducing Private Prison Use*.

**R04 HEPATITIS C TREATMENT COST REDUCTION:** The Department requests a decrease of \$10.1 million General Fund to account for the reduced need of Hepatitis C treatment funding. This decrease will not impact treatment or services.

**R05 JAIL BASED CASELOAD REDUCTION:** The Department requests a decrease of \$1.0 General Fund to account for the decreased use of jail beds, which are used for prison population overflow.

**R06 REALIGN FUNDING FOR OFFENDER SERVICES:** The Department requests a decrease of \$4.6 million General Fund. This comes from the cancelation of the contract for parolee’s mental health and substance abuse needs assessment and transferring those functions to parole officers. The Department states that this will not have an adverse effect on services; However, Staff disagrees with the Department’s assessment on the effects of this request.

**R07 CCI RAW MATERIALS ADJUSTMENT:** The Department requests a decrease of \$937,085 total funds, including \$655,567 cash funds and \$281,518 reappropriated funds, for adjustments to the raw material needs for Colorado Correctional Industries (CCI).

**R08 REDUCE REVERSIONS IN MULTIPLE PROGRAMS:** The Department requests a decrease of \$350,000 General Fund to reduce reversions in psychotropic medication, community supervision support services, YOS aftercare, and parole contract services.

**R09 LINE ITEM FUNDING ADJUSTMENT:** The Department requests net zero funding change and 1.0 FTE for line item funding adjustments to better align funding with sub-programs. This also includes movement of the work release program that was funded in FY 2019-20.

**R10 REDUCE UNUSED SPENDING AUTHORITY:** The Department requests a decrease of \$228,887 cash fund spending authority to reduce unused spending authority in the private prison monitoring unit, Inspector General Subprogram, and the Community Re-entry Subprogram.

**R11 RADIO REPLACEMENT CANCELLATION:** The Department requests a decrease of \$1.9 million General Fund as savings from canceling radio replacements in the Department. This request is discussed below in *Issue: Radio Replacement Cancellation*.

**R12 PROVIDER RATE INCREASE:** The Department requests an increase of \$669,163 total funds, of which \$657,952 is General Fund, for a 0.5 percent community provider rate increase. This amount is base building. This issue will be discussed during the common policy discussion on provider rate increases.

**NON-PRIORITIZED REQUEST ITEMS:** The Department requests an increase of \$35,304 total funds, including \$37,000 General Fund, for the following non-prioritized items:

NON-PRIORITIZED REQUEST ITEMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
OIT Budget request package	\$172,477	\$171,543	\$934	\$0	\$0	0.0
DPA Annual fleet vehicle request	(137,173)	(134,543)	(2,630)	0	0	0.0
<b>TOTAL</b>	<b>\$35,304</b>	<b>\$37,000</b>	<b>(\$1,696)</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0</b>

**CENTRALLY APPROPRIATED LINE ITEMS:** The Department request includes adjustments to centrally appropriated line items for the following: state contributions for health, life, and dental benefits; short-term disability; supplemental state contributions to the Public Employees' Retirement Association (PERA) pension fund; shift differential; salary survey; workers' compensation; legal services; administrative law judges; payment to risk management and property funds; vehicle lease payments; Capitol complex leased space; payments to the Governor's Office of Information Technology (OIT); and CORE operations.

CENTRALLY APPROPRIATED LINE ITEMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Salary survey adjustment	\$21,798,513	\$21,203,440	\$595,073	\$0	\$0	0.0
Paid family leave	3,671,815	3,568,417	103,398	0	0	0.0
SB18-200 PERA	2,894,359	2,833,986	60,373	0	0	0.0
Legal services adjustment	244,228	235,932	8,296	0	0	0.0
Leased space adjustment	160,396	148,803	11,593	0	0	0.0
CORE adjustment	38,116	33,342	2,306	2,468	0	0.0
Annualize prior year salary survey	(10,496,927)	(10,179,695)	(317,232)	0	0	0.0
Payment to risk management / property funds adjustment	(1,461,222)	(1,403,499)	(57,723)	0	0	0.0
Payments to OIT adjustment	(1,040,568)	(1,035,133)	(5,435)	0	0	0.0
Workers' compensation adjustment	(397,236)	(384,683)	(12,553)	0	0	0.0
Depreciation lease equivalent payments	(162,223)	(162,223)	0	0	0	0.0
Capitol Complex leased space adjustment	(1,358)	(970)	(388)	0	0	0.0
<b>TOTAL</b>	<b>\$15,247,893</b>	<b>\$14,857,717</b>	<b>\$387,708</b>	<b>\$2,468</b>	<b>\$0</b>	<b>0.0</b>

**ANNUALIZE PRIOR YEAR BUDGET ACTIONS:** The Department request includes adjustments for the future year impact of prior year budget actions.

ANNUALIZE PRIOR YEAR BUDGET ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Staff retention	\$10,972,429	\$10,701,094	\$27,600	\$243,735	\$0	0.0
La Vista Staff Increase	42,406	42,406	0	0	0	0.9
Leap year adjustments	(263,058)	(263,058)	0	0	0	0.0
<b>TOTAL</b>	<b>\$10,751,777</b>	<b>\$10,480,442</b>	<b>\$27,600</b>	<b>\$243,735</b>	<b>\$0</b>	<b>0.9</b>

**ANNUALIZE PRIOR YEAR LEGISLATION:** The Department request includes adjustments for future year impact of prior year legislation.

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
SB 19-008 Substance Use Disorder Treatment	\$75,593	\$75,593	\$0	\$0	\$0	0.4
SB 19-165 Increase Parole Board Membership	0	0	0	0	0	0.0
HB 19-1064 Victim Notification Criminal Proceedings	(190,994)	(190,994)	0	0	0	0.9
SB 19-165 Increase Parole Board Membership	(52,724)	(52,724)	0	0	0	0.2
<b>TOTAL</b>	<b>(\$168,125)</b>	<b>(\$168,125)</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>1.5</b>

**INDIRECT COST ASSESSMENT:** The Department request includes a net decrease in the Department's indirect cost assessment.

## ISSUE: R03 REDUCE PRIVATE PRISON USE

This issue discusses the executive branches R03 Reduce Private Prison Use request item. The issues discusses the request and Staff's analysis of that request.

### SUMMARY

This issue discusses the executive branches R03 Reduce Private Prison Use request item. This issue discusses the request and Staff's analysis of that request, to include calculations of costs differences between use of the Cheyenne Mountain Reentry Center (CMRC) and the Centennial Correctional Facility-South (CCF-S).

### RECOMMENDATION

Staff recommends denial of this request. The budget process requires current law be followed and Centennial South can not be used in the manner that is requested in this request item under current statute. This means it will require legislation to use CCF-S prison. Legislation carries its own appropriation meaning any legislation opening CCF-S should carry the appropriation. Furthermore, there is no data that shows the state will receive a return on the \$11.2 million General Fund it will require annually to make the switch from CMRC to CCF-S. With many programs that are known to reduce recidivism in need of funding, Staff cannot recommend appropriating \$11.2 million annually with no change to recidivism or improved outcomes. This funding equates to over \$33.5 million General Fund in the three-year timeframe recidivism is counted in.

### DISCUSSION

In the 1980's the prison population started to exceed the Department's ability to house inmates. This left the Department with using the options of keeping offenders in local jails, sending offenders to prisons in other states, and building prisons. The Department added 12 facilities between 1979 and 1999. The first private prison in Colorado opened in 1993 (Bent County Correctional Facility). Over the succeeding years more private prisons opened. In addition to Colorado state inmates, some private prisons also held offenders from other states.

The Private Prisons Monitoring Unit (PPMU) was created in FY 1999-00 to ensure that private prisons adhere to DOC policies, to American Correctional Association standards, and to contract requirements. The Monitoring Unit staff consists of facility monitors and program specialists. The facility monitors spend almost all of their work days in their assigned facility. The program specialists rotate among facilities, visiting them regularly to observe their medical, mental health, and food services. In 1995, statute was changed to add sections governing the relationship of the Department of Corrections and private prisons.

The Department is requesting that the Committee approve funding for transferring inmates from a private prison to several public prisons. The request would also transfer close custody inmates from several public prisons to CCF-S, which would be opened as part of this request. In essence, this process would see the closing of Cheyenne Mountain Reentry Center and the opening of Centennial Correctional Facility-South.

In reviewing the information from the request, many concerns have arisen on both the claims made in the request and the calculations used in the funding. These concerns led Staff to ask multiple questions to determine what data was used to back up the claims made in the request. The first claim

in the request was improved re-entry outcomes from using public prisons as opposed to private prisons (see below – bolded items were bolded by Staff):

The Department is committed to reducing recidivism. State facilities offer a broader variety of programming opportunities for offenders than what is offered at private facilities. Successful completion of multiple types of programming, including basic life skills, educational achievement, and specific job training have been linked to higher chances of success at reintegrating into society. **Closing the Cheyenne Mountain Re-entry Center by opening two towers in CCF-S will reduce the State's reliance on private prisons and enable improved re-entry programming for offenders who are at a higher risk of returning to prison.**<sup>1</sup>

It was known prior to the submission of this request that no data exists that shows a difference between the results in private prison versus public prison. This has been a subject over many years and the question about data on this area has been asked many times. The response has been the same each time; no data exists that shows a difference in the recidivism rates or program outcomes between public prisons and private prisons. The executive even went as far as to have the Department of Corrections conduct a study on this topic in 2014, which showed no statistical difference between the outcomes of public prisons versus private prisons.

In fact, JBC Staff did a briefing on this very topic in FY 2017-18, which was just three years ago. In that issue, staff stated:

The General Assembly does not have enough information to decide how Colorado's private prisons compare to their public counterparts, despite twenty years of experience with private facilities. Nor does it have enough information to decide if Colorado's private prisons have gotten better or worse over time...

The effectiveness report submitted in December 2013 was a major step forward. It contained a study that compared recidivism rates for offenders who spent most of their sentence in private prisons with recidivism rates for inmates who spent most of their sentence in DOC prisons. To control for the differences in the average characteristics of the populations, the study analyzed matched groups of inmates. For each offender in the private prison group, the study found a matching offender in the DOC group. i.e. found a similar offender based on a variety of characteristics such as needs levels, offense degree, Code of Penal Discipline violations, age, etc. Offenders who were ineligible to be housed in private prisons due to their custody level, gender, needs levels (medical, mental health, and developmental disability), life without parole sentence, or disability were excluded.<sup>2</sup>

The 2013 Report named above, *Annual Report Concerning the Status of Private Contract Prisons*<sup>3</sup>, did an analysis of the results seen from private and public prisons. This report looked at outcomes and recidivism rates between the two types of entities. As can be seen below, this is not an easy task to accomplish.

Unfortunately, little is known about the extent to which recidivism patterns vary among offenders sentenced to private prisons compared to offenders sentenced to public prisons. Moreover, several methodological issues underlie the analyses and conclusions that emerge from these investigations. For example, prisoners are not randomly assigned to private or public prisons; existing studies tend to disregard the type of offender (e.g., violent, drug) or type of facility (e.g., minimum, medium, maximum) in recidivism analyses; information regarding offenders' in-prison treatment typically is not collected, reported upon, or analyzed; and finally, most research conducted on the private and public prison issue has been focused on offender databases from the state of Florida.

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<sup>1</sup> FY 2020-21 Budget Request – Department of Corrections – Request R03 Reduce Private Prison Use

<sup>2</sup> Joint Budget Committee Staff Briefing on Department of Corrections for FY 2017-18

<sup>3</sup> Wells, Heather, O'Keefe, Maureen and Allen, Bobby; Annual Report Concerning the Status of Private Contract Prisons; Department of Corrections; December 2013

In short, it is difficult to generalize the results of private prison studies conducted in one state to another state, due to differences in the way private prisons are operated between states. In addition, the extant knowledge base is too small and methodological weaknesses too great (with the exception of Bales et al., 2005) to reach any firm conclusion regarding the recidivism patterns of public and private facilities.

The process used for the analysis of the private prison versus public prison followed acceptable guidelines to ensure that the study focused on the appropriate metrics to determine any differences between the two entities being discussed. In order to demonstrate the efficacy of the analysis used, Staff has included a somewhat lengthy description of the metrics used (below). A fuller description is contained as an excerpt in Appendix J.

Outcomes for state and private prisons. Offenders who spent at least 75%, 85%, and 90% of their incarceration in private prisons were compared to a matched comparison group of offenders in state prisons (n = 1,526, 968, and 756, respectively). Each of the three matched comparison group of state prisoners was created using propensity score matching to ensure that the groups were highly similar on the following variables:

- Needs levels (sex offender, mental health, medical, vocational, anger, substance abuse, developmental disability, self-destructiveness)
- Level of Supervision Inventory-Revised (LSI-R)
- Offense degree (felony class 1 – 6)
- Release type (e.g., discretionary parole, sentence discharge)
- Class 1 and 2 Code of Penal Discipline violations during incarceration
- Ever in administrative segregation this incarceration
- Gang status
- Age
- Ethnicity
- High school diploma or GED

In several preliminary analyses, a logistic regression was used to examine the effects of the percent of time in private prisons on recidivism, controlling for variables that might vary between state and private prisons, including the percent of their incarceration that offenders spent in community corrections. Percent of time spent in community corrections was not a significant predictor of recidivism, therefore it is not included in the present analyses. In addition, the Colorado Actuarial Risk Assessment Scale (CARAS) used by the Parole Board for making release decisions was not included due to large amounts of missing data prior to FY 2012.

Throughout this report, an alpha level of .05 will be used as the standard for considering a result to be statistically significant. This means that the null hypothesis (that recidivism rates do not vary by prison type) will only be rejected if the observed data would have occurred by chance at most 5% of the time if the null hypothesis was true. Although this cutoff is arbitrary, it has been commonly used by researchers since Fisher published *Statistical Methods for Research Workers* in 1925 (Bross, 1971).

A chi-squared analysis showed no significant difference in overall recidivism within 1, 2, or 3 years for any of the three comparisons between the offenders who spent 75%, 85%, or 90% of their incarceration in private prisons and the matched comparison group of state prisoners. Likewise, there was no difference in returns to prison for technical violations, new crimes, or new violent crimes between offenders incarcerated in private prisons and the matched comparison group of state prisoners (only 10 offenders in the sample returned to prison for violent crimes). Similarly, there was no significant difference in how long offenders remained in the community before returning to prison for offenders who spent 75%, 85%, or 90% of their incarceration in private prisons and the matched comparison group of state prisoners.<sup>4</sup>

To ensure that none of this information has changed, Staff submitted questions to the Department on this topic. The two components that would indicated a difference would be programmatic outcome and recidivism. If there was a difference between the two entities then this would show as improved

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<sup>4</sup> Wells, Heather, O’Keefe, Maureen and Allen, Bobby; Annual Report Concerning the Status of Private Contract Prisons; Department of Corrections; December 2013

re-entry outcomes in public vs private prison. To no surprise, the department responded that they do not track recidivism rates or outcomes by program or facility. In essence, there is no data to establish that this transfer will result in improved outcomes. Staff then asked directly for the data that was used to determine that outcomes would be improved. The question and the response are below:

**Staff Question:** Please provide the empirical analysis and statistical results used to determine that moving inmates from private to public facilities in the State of Colorado will lead to improved re-entry programming. If using comparison groups, please provide the analysis used to determine an appropriate comparison group match.

**Response:** The Department does not have empirical analysis and statistical results that shows moving offenders from private to public prison facilities will lead to improved re-entry programming<sup>5</sup>.

There were additional concerning statements in the request on the benefits of the transfers. One of them concerned the removal of close custody inmates from Buena Vista Correctional Facility (BVCF), Sterling Correctional Facility (SCF), and Limon Correctional Facility (LCF). It was stated by the executive branch that this would attract more Correctional Officers to work in these facilities, but there is no intent to permanently make these facilities free of close custody inmates<sup>6</sup>. Staff fails to see how the temporary removal of these classes of inmates will produce long term increases in staffing at these facilities. This also fails to address one of the biggest concerns on working in these locations, which is the cost of living and long travel times.

Another concern is the choice of CMRC rather than a general reduction. The Department lists several reasons for the choice of CMRC for closure, rather than just a general reduction of private prison use. The responses are contained below:

- First, the number of beds currently utilized in this facility equates to the number of beds made available by opening two towers of CCF-S.
- Second, CMRC's location in a metropolitan area provides the facility's staff with greater opportunities to find alternative employment than the private prisons located in rural areas.
- Finally, this facility has struggled to maintain a stable workforce and, in the past six months, has also struggled with maintaining clinical and substance use disorder treatment licensure<sup>7</sup>.

The location of CMRC would allow for the full closure of one private prison in its entirety. Staff is unclear how this has any practical change, as private prisons will still be used in numbers exceeding 3,000 inmates. This location would allow for the CRMC employees to find work, but it does nothing to address the state's staffing issues at remote locations. Furthermore, closure of CMRC will also remove a sex offender maintenance program in the state.

The response also indicates that CMRC has an issue with maintaining a workforce at the facility. This response make little sense to Staff as the state's public facilities have a difficult time maintaining a workforce. The executive branch has submitted several requests surrounding the issues of maintaining workforce, so how that could be a determining factor in closing CMRC is puzzling. In fact, the *Turnover History* table below (from FY 2019-20 Staff Briefing on R01 Staff Retention request) highlights the staffing issues in just one area of the state run prisons. The analysis showed high turnover rates and staffing vacancies in state prisons, with turnover being as high as 25.5% for Correctional Officers I.

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<sup>5</sup> Departmental responses to staff questions

<sup>6</sup> Departmental responses to staff questions

<sup>7</sup> Departmental responses to staff questions

## TURNOVER HISTORY

Classification Title	FY 2015-16			FY 2016-17			FY 2017-18		
	Active Employees	Separated Employees	Turnover Rate	Active Employees	Separated Employees	Turnover Rate	Active Employees	Separated Employees	Turnover Rate
CO I	2,296	427	18.6%	2,219	528	23.8%	2,194	560	25.5%
CO II	720	64	8.9%	719	73	10.2%	722	91	12.6%
CSTS I	507	57	11.2%	477	63	13.2%	498	70	14.1%
<b>DOC Total</b>	<b>6,189</b>	<b>925</b>	<b>14.9%</b>	<b>6,016</b>	<b>1,033</b>	<b>17.2%</b>	<b>6,083</b>	<b>1,131</b>	<b>18.6%</b>

### Funding Component of the Request

The request is for an initial appropriation of \$7.2 million total funds (\$7.0 million General Fund) that annualizes to \$6.1 million total funds (\$5.96 million General Fund). This funding level would equate to a daily rate of \$77.56 minus the savings received from closing CMRC. The daily bed rate of \$77.56 is not a blended rate for prison levels 3-5, so Staff inquired about that rate. The Department responded that:

**Response:** The Department used planned staffing patterns for the Centennial Correctional Facility-South (CCF-S) to determine personal services expenses. DOC also used per offender operating costs in the various funding lines that support daily prison operations. The Department believes this approach is a better projection of required funding rather than rates from its historical cost-per-day report as it can factor in facility-unique characteristics such as the shared operations the CCF-South will have with the CCF-North facility. In addition, historical cost-per-day information does not reflect compensation changes (e.g., PERA contribution increases, salary range increases, insurance increases, etc.) nor the recent in-range salary increases given to Correctional Officer I and II staff as well as Correctional Support Trades Supervisor I staff; the Department's request reflects these updated rates.

The Department is using the Direct Facility Cost Per Day from the FY 2018-19 Cost per Offender by Facility Report as a comparison point to the FY 2020-21 CCF-S request. This rate was chosen over the Facility Cost Per Day rate as all Clinical Services costs (FTE, operating, contracts, pharmaceuticals and external care costs) are included in that rate. Because pharmaceuticals and external care costs were not part of the CCF-S request, DOC is excluding the Medical, Mental Health, and Drug & Alcohol FTE and operating components that were in the CCF-S request to arrive at a comparable Direct Facility Cost for CCF-S.

FY 2018-19 Cost per Day:	Direct Facility Cost	
	Lowest	Highest
Level III	\$59.70	\$75.29
Level IV	\$80.92	
Level V	\$70.32	\$201.96
DOC Average	\$75.69	
FY 2020-21 Budget Request:		
CCF-S Two Towers	\$77.56 <sup>8</sup>	

The average used by the Department in its calculations is based on some of the lowest average direct facility cost per day rates. This is not an accurate portrayal of the costs, but rather the least amount of

<sup>8</sup> Departmental responses to staff questions



money it could costs per bed. As can be seen in the *Average Direct Facility Costs* table below, the actual average direct facility cost per day rate is \$91.12, a difference of \$13.56 per bed per day from the departmental calculations. That is a total cost difference of \$3.1 million General Fund per year.

Average Direct Facility Costs	
FACILITY LEVEL	DIRECT FACILITY COSTS
Level 3	\$67.13
Level 4	80.92
Level 5	125.31
<b>Blended Average</b>	<b>\$91.12</b>

The other problem with these calculations are that they exclude additional costs not captured in the direct facility costs. The Department stated that one of the reasons for this request was to offer more programing than is currently available to these inmates and opportunities for skills training. These come with an expense that needs to be captured if the actual costs of the transfer are being considered.

Another hidden cost from this request is the administrative costs. CMRC does not have an administrative cost outside the daily bed rate. DOC has an administrative cost of \$8.69 per day. This would equate to another \$2.0 million General Fund per year to the cost of the transfer.

For all of the reasons mentioned above, Staff analyzed the costs and based the calculations on that analysis. Using the average daily cost information provided by the Department, staff did an analysis of the fully burdened cost per bed per day. This cost includes:

- Direct Facility Cost;
- Centralized Cost Per Day;
- Administrative Cost Per Day

Staff excluded the clinical services cost per day to accommodate the Departments attempt to negate the medical component, which is appropriate in this aspect because medical costs are not included in the private prison rate. Staff also added the above list of burdened costs to the private prison rate. The *Burdened Costs* table below shows a blended daily bed rate of \$103.53.

BURDENED COSTS			
FACILITY LEVEL	TOTAL DAILY COST	CLINICAL COSTS	DAILY MINUS CLINICAL
3	\$102	\$25	\$77.39
	98.90	20.28	78.62
	129.77	42.09	87.68
	96.38	24.28	72.10
	106.95	25.11	81.84
<b>Level 3 Average</b>			<b>\$79.53</b>
<b>4</b>	<b>\$115.90</b>	<b>\$22.58</b>	<b>\$93.32</b>
5	\$254.86	\$61.65	\$193.21
	152.01	25.20	126.81
	224.85	104.66	120.19
	119.84	30.57	89.27
	304.25	89.90	214.35
	104.54	21.82	82.72
<b>Level 5 Average</b>			<b>\$137.76</b>
<b>Blended Average</b>			<b>\$103.53</b>

Using the figures above, the annual increase in costs for the transfer of CMRC and CCF-S would be \$11.2 million General Fund (see *Increase in Appropriation for CMRC CCF-S Transfer* table below).

<b>INCREASE IN APPROPRIATION FOR CMRC CCF-S TRANSFER</b>	
<b>FACILITY</b>	<b>COST</b>
CCF-S	\$103.53
CMRC	\$64.59
Difference between burdened costs	\$38.94
Difference x 632 Beds	\$8,982,679
80 additional beds	\$2,194,155
<b>Total additional costs</b>	<b>\$11,176,834</b>

These numbers are approximate as several factors are difficult to include (such as recent salary and PERA increase and the savings from shared services with CCF-N). However, these should mostly counteract each other leaving minimal changes to the numbers presented. The *Cost Comparison Over Three Fiscal Years* table below shows the three-year request cost at roughly \$19.5 million General Fund with Staff calculations showing a cost of roughly \$33.5 million General Fund over the same period, which is nearly double the cost of the request.

<b>Cost Comparison Over Three Fiscal Years</b>		
<b>FISCAL YEARS</b>	<b>REQUEST CALCULATIONS</b>	<b>STAFF CALCULATIONS</b>
FY 2020-21	\$7,201,864	\$11,176,834
FY 2021-22	6,124,180	11,176,834
FY 2022-23	6,124,180	11,176,834
<b>3-Year Total</b>	<b>\$19,450,224</b>	<b>\$33,530,501</b>

### **STAFF RECOMMENDATION**

To be clear, nothing in the staff recommendation is based on the political discussion of public versus private prison. The results are based on the data available and an analysis of that data. The philosophical and political discussion on the use of private prison is better left to a political discussion. None of the statements in the staff briefing issue should be construed to support one position or the other in this debate.

This request presents as an answer looking for a problem rather than a discussion on the merits of the concept of private versus public prison. This request makes multiple statements that are not supported by the data or fact. This leaves questions as to the reasons for this request and the outcomes expected to be achieved. It is difficult to analyze a request that does not contain information that supports the stated purposes in the request. This leaves staff to look at the totality of the issue and analyze the information that was presented, as well as information from additional staff research.

The information presented in the request was severely lacking. The combination of demonstratively false statements and funding calculations that fail to capture all the adequate costs makes Staff question the premise of this request and all the data contained within. As such, Staff used analysis based on non-biased reports and data, as well as, Staff's calculations based on the executive branch cost submittals.

The costs for this request item is far greater than the executive branch has indicated. The three-year cost for the request was \$19.5 million General Fund. However, Staff's calculation was \$33.5 million General Fund, which is close to double the cost. The difference in cost will have a large impact on out-year budget costs. If the figures provided by the executive branch were used and are incorrect, the legislature has little recourse but to fund the added costs as the facility would already be open.

The return on investment for this request is zero as there is no improved outcomes that will be achieved by spending \$11.2 million additional General Fund per year. These funds could be applied to areas of the budget that have been shown to reduce recidivism and have data and fact backing up the efficacy of these areas. Spending this money in an area that reduces recidivism would ultimately lower the prison population and save the state funding. This is in contrast to spending money in an area that returns no monetary benefit for the amount of tax payer funds being spent.

This is not to say that benefits are not present with the use of CCF-S. The facility offers non-monetary benefits such as security improvements, the ability to better segregate populations based on known concerns and emergent issues, and the ability to staff the facility as it is on the Centennial Correctional Complex.

In conclusion, Staff recommends denial of this request. The budget process requires current law be followed and Centennial South can not be used in the manner that is requested in this request item under current statute. This means it will require legislation to use CCF-S prison. Legislation carries its own appropriation meaning any legislation opening CCF-S should carry the appropriation. Furthermore, there is no data that shows the state will receive a return on the \$11.2 million General Fund it will require annually to make the switch from CMRC to CCF-S. With many programs that are known to reduce recidivism in need of funding, Staff cannot recommend appropriating \$11.2 million annually with no change to recidivism or improved outcomes. This funding equates to over \$33.5 million General Fund in the three-year timeframe recidivism is counted in.

## ISSUE: RADIO REPLACEMENT CANCELLATION

This issue discusses the Department's request to reduce line items by \$1.9 million General Fund in order to remove the funding for radio replacements and Staff's analysis of that request.

### SUMMARY

This issue discusses the Department of Corrections R11 Radio Replacement request. The result of this request would be to remove the funding for radio replacements in the Department of Corrections. Staff has analyzed this request and the following briefing issue reflects that analysis.

### RECOMMENDATION

Staff recommends the Committee deny this request. Removal of this funding would reduce safety for departmental employees, inmates, and parolees. Staff recommends that radio replacements be added as a line item and funded from the line items listed in this request, plus the additional amounts indicated in Staff's calculations.

### DISCUSSION

The R11 Radio Replacement request was submitted with a decrease of \$1.9 million General Fund for FY 2020-21 and future years. To be clear, this request does not actually replace radios; in fact, this request is just the opposite as it removes the funding for radio replacements.

This issue most recently came up in the FY 2015-16 budget year. In that year, the Department submitted a request item for radio replacements due to the need to have functioning radios. The request was *R04 Radio Replacement Plan*. That budget request stated:

Since the Department does not have a dedicated fund source, lack of radio repair could pose serious security and safety issues for staff and offenders in the custody of DOC....

The Department is proposing an annual 15 percent replacement cycle for radios beginning in FY 2015-16. The batteries for the radios have a useful life of one year and need to be replaced annually. The Department requests \$2,081,665 General Fund (GF) annually and continued funding in the Superintendents operating expense line to support the 15 percent radio replacement plan (a seven-year replacement plan) and an annual battery replacement.<sup>9</sup>

The safety issues concerns from the FY 2015-16 request are still prevalent in FY 2020-21. The original replacement plan resented in the FY 2015-16 request was successful in updating old radios on a rotating annual basis. The plan envisioned a seven-year rotation which would prevent the radio from passing the end of life usage point.

Staff sent several questions to the Department in regard to this issue. One of the questions was related to the FY 2015-16 request for radio replacements where the request discussed concerns about old and non-functioning radios. Staff inquired on whether the Department still had safety concerns if radios are not replaced. The Department shared the following concerns:

Yes, the Department is still concerned about safety issues if there are not sufficient quantities of working radios in facilities. Having said that, the Department is in a better position today compared to FY 2015-16 when it began replacing significant quantities of aged radios. Since that time, DOC has replaced 2,943 radios or 90% of

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<sup>9</sup> FY 2015-16 Budget Request – Department of Corrections – R04 Radio Replacement Plan

the radio inventory over five years. The useable life of these radios is 7- to 10-years. The Department will continue to replace radios on an emergency basis utilizing available funding. Having a radio allows staff to address the situation while alerting other staff to respond to the area to assist. In many cases, when other staff members arrive, their presence deescalates the situation. A radio is staff's only means of communication in many situations as they are frequently moving amongst the offender population and not all areas within facilities have cameras or monitoring equipment. Without the use of the radio, staff would have to leave the area to alert other staff and ask for assistance.<sup>10</sup>

The second question was in regard to any safety issues and radios. Staff inquired about any safety concerns and any incidents where a radio use was necessary for safety. The Department responded that:

Radios are an important component of maintaining staff and offender safety. The Department will continue to replace radios on an emergency basis utilizing available funding. Multiple staff and offender assaults that occurred during the past three years had a common theme: a radio was used to call for additional assistance to address the situation at hand. Due to the fact that staff are circulating among offenders throughout the day, the primary and many times only means of communication they have for assistance is the radio that is provided to them. The number of incidents in which this occurred is hard to specify; however, it can be said with confidence that in any staff classification, the radio is and has been the biggest tool contributing to staff safety and the ability to communicate dangerous and disruptive situations throughout all facilities in the state. Examples of these incidents are outlined below:

- Assault on staff occurred at Sterling Correctional Facility on 4/17/2017 – This incident involved a correctional series staff that was assaulted by an offender as the offender came out of his living unit to the vestibule. In this situation, the staff would have been away from any other means of communication and was assaulted without warning. Another staff in the area was able to call for responders to the area over the radio and then assist the staff. If the staff were unable to conduct this call over the radio, the situation could have escalated since there were other offenders in the area. The staff that was assaulted required stitches above his eye as a result of the assault.
- Assault on offender occurred at Limon Correctional Facility on 1/8/2019 – This incident involved an offender-on-offender assault that took place in the laundry area of the facility. At the time of the assault, there were approximately 13 offenders working in the area and only one staff member present. When the assault occurred, staff made a call over the radio while providing verbal commands to the offenders. Had the radio not been available, the staff would have had to leave the area to alert additional staff to assist with the incident, which would have left all of the offenders in the area with an injured offender on the floor. As a result of the radio call, additional staff arrived and the issue was resolved without additional injury to the offender.<sup>11</sup>

This response highlights the critical nature of radios in the safety of officers, inmates, and parolees. In some cases, the radio may be the only item a staff member has for protection. Lack of a functioning radio is a large issue. The response to these, and the other questions on this topic sent to the Department, has left two specific concerns:

- The Department does not supply radios to all staff members due to finite financial resources. This requires alternative measures (like roving patrols) to try and mitigate the risks of not having a radio.
- There is no funding source for radio replacements so future replacements would be done on an emergency basis. Funding for these replacements would have to be found.

If there is already finite resources preventing all staff from having radios, how does reducing the funding for replacements increase or even maintain current safety levels? The only end result from this path would be additional staff not having assigned radios when the stock of radios runs low. Staff

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<sup>10</sup> Departmental responses to staff questions

<sup>11</sup> Departmental responses to staff questions

is also concerned on how realistic finding funding within existing resources would be. Staff is concerned that this situation will become urgent in future years as the number of functioning radios drop to a critical level. What this ultimately leads to is the need for a large amount of replacements in future years when the wear and tear is so bad, it cannot be delayed any longer. This will result in a large hit to the budget in an out-year for small savings now.

Staff reviewed the replacement costs and age of the department’s current stock of radios. Staff analyzed the cost and timeframe to replace all the radios as they pass the seven year mark. The *Radio Replacement at 7 Years* table below displays the results of this analysis. The average cost per year to replace all the department’s stock of radios would be \$2.6 million. The cost for FY 2020-21 in the table below includes all the radios in the Department that are 7+ years old.

<b>RADIO REPLACEMENT AT 7 YEARS</b>			
<b>FISCAL YEAR</b>	<b>NUMBER OF RADIOS</b>	<b>COST PER RADIO</b>	<b>TOTAL COST</b>
FY 2020-21	280	\$4,678	\$1,309,840
FY 2021-22	599	4,678	2,802,122
FY 2022-23	650	4,678	3,040,700
FY 2023-24	612	4,678	2,862,936
FY 2024-25	581	4,678	2,717,918
FY 2025-26	559	4,678	2,615,002
<b>Average</b>	<b>547</b>		<b>\$2,558,086</b>

Using the average replacement figures from the table above, even if the Department’s requested reductions were denied, the current funding wouldn’t cover the needs for radio replacements in any of the next five fiscal years. Staff is concerned that the annual funding need will not be found in the DOC budget from year to year.

**STAFF RECOMMENDATION**

In order to mitigate safety concerns and to provide reliable radios to employees of the Department of Corrections, staff recommends a seven-year rotating funding plan to replace radios at the Department. This would require an appropriation of \$2.2 million General Fund per year and would keep the Department with a plan to have radios replaced annually when the radio lifespans are at the end of the span.

This plan is based on the *Rotating Radio Replacement Plan Average Costs* table below which displays costs in current dollars (the calculations in the table are not adjusted for inflation). The plan would replace 469 radios in the FY 2020-21 budget cycle. This would be the average number of yearly replacements in the department. The plan would see the radios purchased in FY 2020-21 replaced in the FY 2026-27 budget cycle. This rotation cycle would keep the radios in the department within the lifespan of the equipment. The costs and inflationary pressures would need to be address periodically to maintain the functionality of the plan.

<b>Rotating Radio Replacement Plan Average Costs</b>			
<b>Fiscal Year</b>	<b>Number of Radios</b>	<b>Cost Per Radio</b>	<b>Total Cost</b>
FY 2020-21	280	\$4,678	\$1,309,840
FY 2021-22	599	4,678	2,802,122
FY 2022-23	650	4,678	3,040,700

<b>Rotating Radio Replacement Plan Average Costs</b>			
<b>Fiscal Year</b>	<b>Number of Radios</b>	<b>Cost Per Radio</b>	<b>Total Cost</b>
FY 2023-24	612	4,678	2,862,936
FY 2024-25	581	4,678	2,717,918
FY 2025-26	559	4,678	2,615,002
FY 2026-27	0	0	0
<b>Average</b>	<b>469</b>		<b>\$2,192,645</b>

In conclusion, Staff recommends the Committee deny this request. Removal of this funding would reduce safety for departmental employees, inmates, and parolees. Staff recommends that radio replacements be added as a line item and funded from the line items listed in the decision items, plus the additional amounts indicated in Staff's calculations.

## ISSUE: CORRECTIONAL OFFICER AND PAROLE OFFICER PAY AND COMPRESSION

This issue looks at correctional officer and parole officer compensation, salary changes made from the previous fiscal year, and the compensation compression in the ranks of lieutenant and above.

### SUMMARY

This issue looks at correctional officer and parole officer compensation from the FY 2019-20 session and the compensation compression in the ranks of lieutenant and above. In the FY 2019-20 budget cycle, the Committee asked the Department to present some options on decompression of correctional officer compensation and adjustments to parole officer compensation. These options were not provided; however, this briefing issues discusses those topics.

### RECOMMENDATION

Staff recommends decompression of correctional officer compensation and adjustments to the pay of parole officers. Staff will provide funding recommendations during figure setting after consultation with the Department and Committee common policy staff.

### DISCUSSION

In FY 2019-20, the Committee approved funding for correctional officer compensation increases. The intent of these increases were to move Correctional Officer I, Correctional Officer II (CO2), and Correctional Support Trade Supervisor I (CSTS I) to the mid-range of the pay range and to decompress the salaries. The *Quartiles* table below shows an example of compression. Before the action on correctional officer compensation, a majority of officers were in the first quartile of the pay ranges. This meant that most of the staff was squeezed together at the front of the pay range with movement only happening as the pay scales moved.

QUARTILES				
	QUARTILE 1	QUARTILE 2	QUARTILE 3	QUARTILE 4
DOC Wide	72.2%	11.8%	9.4%	6.7%
CO I	93.4%	2.3%	2.6%	1.7%
CO II	70.6%	7.8%	11.5%	10.1%
CSTS I	76.1%	7.7%	8.7%	7.5%

This led to the departmental request last year for staff retention funding. The departmental request and Staff recommendation differed slightly with the only difference between the request and the recommendation being the timing of the funds and the use of the State Employee Reserve Fund (which is a cash fund). This change decompressed the current employee pay scale faster and brought new hires three-fourths of the way towards the mid-point. Both the Department's request and staff recommendation met at the same point after two years with a total funding of \$38.3 million General Fund. The *Department Request VS Staff Recommendation* table below displays the differences between the two methods. The Committee went with staff's recommendation and funded just over \$27.3 million in the first year. The remainder of the funding was annualized into FY 2020-21.



DEPARTMENT REQUEST VS STAFF RECOMMENDATION			
Request	FY 2019-20	FY 2020-21	Total
Department Request	\$17,543,420	\$20,733,130	\$38,276,550
Staff Recommendation	\$27,304,122	\$10,972,428	\$38,276,550

The pay scale changes that were enacted in FY 2019-20 will be completed with the annualization of the *R01 Staff Retention* request from that year. The changes that will be realized with the enactment of the FY 2020-21 budget (assuming the annualizations are approved) can be seen below in the *Compression Schedule for Existing Staff* table.

COMPRESSION SCHEDULE FOR EXISTING STAFF WITH SATISFACTORY PERFORMANCE EXPECTED DPA FY 2019-20 PAY PLAN W/2% ATB								
	YEARS OF EXPERIENCE	0-1 YEAR - MIDPOINT	1 YR +1 DAY TO 2 YRS - MIDPOINT +0.5%	2YRS +1 DAY TO 3 YRS - MIDPOINT +1.0%	3 YRS +1 DAY TO 4 YRS - MIDPOINT +1.5% DAY AND	4 YRS +1 DAY TO 5 YRS - MIDPOINT +2.0%	5 YRS TO 10 YEARS - MIDPOINT +2.5%	10 YRS + 1 DAY BEYOND - MIDPOINT +3.0%
Midpoint Schedule	Midpoint Annual Salary <sup>1</sup>	Monthly Midpoint Salary	Compression Wage (If current wage below, they are brought to this wage, if current wage above, no action on salary will be taken, but a communication with employee will be required )					
CO I	\$53,508	\$4,459	\$4,481	\$4,504	\$4,526	\$4,548	\$4,570	\$4,593
CO II	\$58,980	\$4,915	\$4,940	\$4,964	\$4,989	\$5,013	\$5,038	\$5,062
CSTS I	\$58,980	\$4,915	\$4,940	\$4,964	\$4,989	\$5,013	\$5,038	\$5,062

1 Midpoint is the midpoint of the expected DPA's FY 2019-20 Pay Plan range for each job classification. Midpoint of the job classification pay range, as shown in DPA's pay plan is considered to be the "prevailing market wage" for similar jobs outside of the State Personnel system.

Staff also asked the the Department if any improvements have been noticed with the compensation changes. The Department highlighted several changes:

- A significant increase in applications received for Correctional Officer I (CO I) job postings since the higher salaries went into effect on July 1, 2019. DOC received 997 applications for CO I job announcements from July – September 2019 compared to 785 applications for the January – March 2019 period.
- A significant decrease in the number of CO I vacancies. In April 2019, the Department was trying to fill 144 CO I vacant positions. Since July 2019, there has been a steady decline in vacancy numbers with the CO I vacancy number standing at 42 as of November 1, 2019.
- The Department has also experienced a number of staff returning to the ranks of the CO I, CO II, and CSTS I job classes as well as agency transfers from the Division of Youth Services (DYS):

These improvements would indicate that the changes made in compensation had the desired effect with the results being surprisingly good in the first year of the two-year phase in.

The Committee asked the Department to present some options on decompression of correctional officer pay and adjustments to parole officer pay. The Department submitted the requested information but it was ultimately decided funding would need to come from internal sources to address the issues of pay compression. Staff inquired about how much has been funded and how future amounts would be funded. According to the Department:

The Department has approximately \$1.5 million available in FY 2019-20 General Fund (GF) personal services appropriations to begin in-range salary movements. This amount is 0.3% of the Department's \$541.9 million GF personal services appropriations. The funds will be used to move staff in the supervisor job classes (Lieutenants – Majors) that are paid less than the Quartile 2 minimum (half-way to range midpoint) to this new minimum salary. This ensures that supervisors receive a minimum salary that is higher than the minimum salary paid to the staff they supervise. In addition, the Community Parole Officers, Parole Team Leaders, and Parole Supervisors that are below the Quartile 2 minimum will be increased to this amount.

The FY 2019-20 increases will be funded with existing personal services appropriations. The Department will look at reducing historical personal services expenses in order to offset future salary increases in FY 2020-21. Areas of review include overtime, incentives, and tuition reimbursement. The Department expects to need resources beyond what is available within existing personal services appropriations to move the targeted staff to range midpoint plus an additional amount based on years of service. This remaining shortfall will be addressed in the FY 2021-22 budget request, including any program impacts if it is determined that funds will need to be redirected from non-personal services appropriations.<sup>12</sup>

These actions were taken during the past month and the officers have started to see the results in the most recent pay period. While this did not fully decompress the ranks above lieutenant, it was a good first start to prevent junior staff from making more money than the individuals that supervise them.

The executive branch also reached out to Staff to discuss this issue and the lack of submittal of a new request. The executive branch stated that they did not want to do one-offs with compensation increases, but would rather approach this as a statewide basis. They also stated that they rely on Department of Personnel and Administration (DPA) to perform these evaluations and that the executive branch follows that guidance. The problem with this is that DPA sets the pay ranges but is not analyzing how employees are stratified through the quartiles. This leaves a problem where employees are stacked at the front of the quartiles, placing them far from the mid-point. So while the range by be in an acceptable area, the movement through that range, or lack thereof is problematic.

It would take roughly \$7.6 million General Fund to decompress the pay ranges for lieutenants and above. The Department has been able to reduce personal services to come up with \$1.5 million, which leaves roughly \$6.1 million to fully decompress to the mid-way point of the pay ranges. Staff acknowledges that it is difficult to find funds in a tight budget, and commends the Department for looking at existing ways to accomplish this task. However, the options the Department mentioned above to come up with additional funding would lead to reduced incentives and benefits for departmental staff. This is essentially a tradeoff of benefits for additional pay. This is not an additive but rather a swap between types of compensation. This may be a pay increase but it would not be a compensation increase.

The increase in funding mentioned above has been recent (within the last month) and included supervisor levels in the parole officer ranks. This has led to altered calculations for decompression and parole officer pay. Staff will need to account for the current changes and provide final funding recommendations during figures setting for the Department.

One area of funding worth exploring coincides with the executive branch request, R06 Realign Funding for Offender Services. This request includes a decrease of \$4.6 million General Fund, which comes from the cancelation of the contract for parolee's mental health and substance abuse needs assessment and transferring those functions to parole officers. Since these functions are being

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<sup>12</sup> Departmental responses to staff questions

transferred to parole officers, the funding could also be transferred to the parole line items to cover a large portion of the costs in adjustments to parole officer pay.

In conclusion, Staff recommends decompression of correctional officer pay and adjustments to the pay of parole officers. Staff will provide funding recommendations during figure setting after consultation with the Department and Committee common policy staff.

## ISSUE: PAROLE CASELOAD

This issue discusses parole caseload, the different types of case categorization, and a study which analyzed all of these issues.

### SUMMARY

The current level of parole caseload does not provide for an effective situation for the officer or the parolee. It does not provide for the level of supervision that many assume is being provided. This is not due to a lack of effort, but rather the amount of time it takes to manage cases.

### RECOMMENDATION

Staff recommends adopting the caseload numbers listed below with a two-year phase in period.

### DISCUSSION

The amount of individuals on parole that a parole officer has responsibility for is called the caseload. The caseload for an officer has a large effect on the success of those offenders. The higher the caseload an officer has, the less likely that officer will make regular contact with a parolee. Parole officers play multiple roles for the parolee so this contact can make a big difference. The Department currently basis caseload on funding levels. The current departmental caseload standards are:

- Standard Parole - 68.7
- Community - 60
- ISP-Parole - 22.8
- ISP-Inmate - 25

The realities of the job make frequent contact hard as any one event can take the day in all sorts of directions. One ankle monitor with a dead battery or introduction of new information can take over an entire day. This can take what was supposed to be a day where an officer was going to make contact with ten parolees to a day where only two people are contacted and a large amount of overtime is spent on paperwork.

One way to address this is shifting resources to those that pose the most risk and have the highest likelihood to recidivate. This can be accomplished by evaluating current standards of risk to determine if additional individuals can move to administrative review, thereby reducing the cases requiring a parole officer contact.

Another way to address caseload is to have an appropriate number of officers for the type of caseload that exists. The National Center for State Courts did a study of parole officer workload in 2014 in the State of Colorado. This study was titled *Colorado Community Parole Officer Time and Workload Assessment Study*<sup>13</sup>.

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<sup>13</sup> Tallarico, Suzanne; Colorado Community Parole Officer Time and Workload Assessment Study; National Center for State Courts; May 9, 2014 (revised May 15, 2014); Denver Colorado.  
<https://ncsc.contentdm.oclc.org/digital/collection/ctadmin/id/2069>

This study looked at multiple components of a parole officers job to determine the appropriate caseload for the work being done. In reviewing this study, several charts stood out that captured the representation of the study. The first chart was the *Colorado Community Parole Officer Workload Values and Caseload Standards* report. According to the study, the caseload for regular parole would be 59 cases. The specialized cases have varying caseload with the lowest being YOS-Phase 3 at 11 cases. This chart also breaks out the workload hours per case type. This allows for calculations for mixtures of cases that could be assigned to a parole officer. However, staff would not recommend assigning multiple types of cases to one officer. More efficiency can be found when officers specialize in cases, such as gang or sex offender caseloads.

**Figure 9: Colorado Community Parole Officer Workload Values and Caseload Standards**

Case Category	Monthly Workload Value (hours)	Caseload Standards
Regular parole	1.58	59
ISP – Parole	3.07	30
ISP – Inmate	2.68	35
YOS – Phase 3	8.24	11
Community Corrections	1.59	59
Community Return to Custody Facilities (CRCF)	1.00	93
Gang affiliated parolees	1.86	50
Sex offenders	4.90	19
Mentally ill offenders (OMI)	4.27	22
Compound specialized	3.79	25
Interstate out	.25	380
Jail (detainer/custody)	1.88	50

caseload for the work being done. In reviewing this study, several charts stood out that captured the representation of the study. The first chart was the *Colorado Community Parole Officer Workload Values and Caseload Standards* report. According to the study, the caseload for regular parole would be 59 cases. The specialized cases have varying caseload with the lowest being YOS-Phase 3 at 11 cases. This chart also breaks out the workload hours per case type. This allows for calculations for mixtures of cases that could be assigned to a

parole officer. However, staff would not recommend assigning multiple types of cases to one officer. More efficiency can be found when officers specialize in cases, such as gang or sex offender caseloads.

The two images below, *Figure 5: Calculating Parole Officer Work Year* and *Figure 6: Average Community Parole Officer Value Calculations* show two of the main calculations used in the caseload figures. These calculations were used to determine how much time an officer spends per day and per year doing the different functions of the job. A description of these measures can be found in Appendix H.

**Figure 5: Calculating the Community Parole Officer Work-Year**

PO Year	Days
Total days per year	365
<b>Subtract non-working Days:</b>	
Weekends	- 104
Holidays	- 10
Vacation, sick & other leave	- 21 <sup>38</sup>
Training	- 5 <sup>39</sup>
<b>Total Working Days per Year</b>	<b>225</b>

**Figure 6: Average Community Parole Officer Year Value Calculations**

Total Hours per Day	8.0
<b>Subtract</b>	
Travel time <sup>41</sup>	- .83
Other non-case related time	- 1.50
<b>Total Case-Related Hours per Day</b>	<b>5.67</b>

## STAFF RECOMMENDATION

The study discussed in this area was a well done time-motion study to determine the workload indicators, time spent doing work related activities, and providing an understanding of how that affects caseload. The report provided the methodology, the process used, the data used, and the outcome of the study.

From what Staff can see, the study has all the hallmarks of a well designed and implemented study in a difficult area to research. While the report is a bit dated (May 2014), Staff feels the concepts and general calculations hold up to current times. It would be beneficial to replicate this study to update the caseload levels.

In conclusion, Staff recommends that the Committee adopt the caseload metrics in the *Colorado Community Parole Officer Time and Workload Assessment Study* for funding levels of the Long Bill and appropriations containing additional parole officers.

## ISSUE: 5-YEAR SENTENCING

This issue discusses the five-year sentencing requirement, how it interacts with the annual budget process, and the total appropriation for the Department.

### SUMMARY

This issue discusses the five-year sentencing requirement, how it interacts with the annual budget process, and the total appropriation for the Department of Corrections. The sentencing requirement is statutory in nature and requires that any bill that increases the prison population appropriate the five-year costs for the population increase. This is done through statutory appropriations and requires the line item that funds the bulk of prison beds to move up and down to counter the statutory appropriations.

### RECOMMENDATION

Staff recommends that the Committee sponsor legislation to adjust the five-year sentencing mechanism to make transfers to a cash fund, with that cash fund being annually appropriated in the Long Bill. Staff also recommends that the Committee discuss thresholds for transfers in bills that involve criminal justice appropriations.

### DISCUSSION

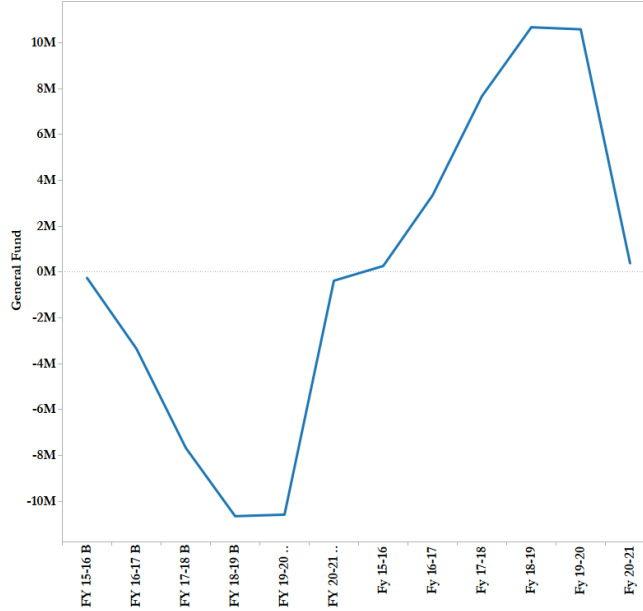
In the FY 1990-91 session, Section 2-2-703, C.R.S. was enacted which required any bill that increases the prison capacity to fund the Department of Corrections for the cost of that bill for five years. The statute states:

**2-2-703. General assembly - bills which result in a net increase in periods of imprisonment in state correctional facilities - funding must be provided in the bill**

On and after July 1, 1991, a bill may not be passed by the general assembly which would result in a net increase in periods of imprisonment in state correctional facilities unless, in such bill, there is an appropriation of money which is sufficient to cover any increased capital construction costs, any increased operating costs, and increased parole costs which are the result of such bill for the department of corrections in each of the first five years following the effective date of the bill. Money sufficient to cover such increased capital construction costs and increased operating costs for the first five fiscal years following the effective date of the bill must be estimated by the appropriations committee, and after consideration of such estimate the general assembly shall make a determination as to the amount of money sufficient to cover the costs, and such money must be appropriated in the bill in the form of a statutory appropriation from the general fund in the years affected. Any such bill which is passed on or after July 1, 1991, which is silent as to whether it is intended to be an exception to this section, shall not be deemed to be such an exception. Any bill which is enacted which is intended to be an exception to this section must expressly state such exception in such bill.

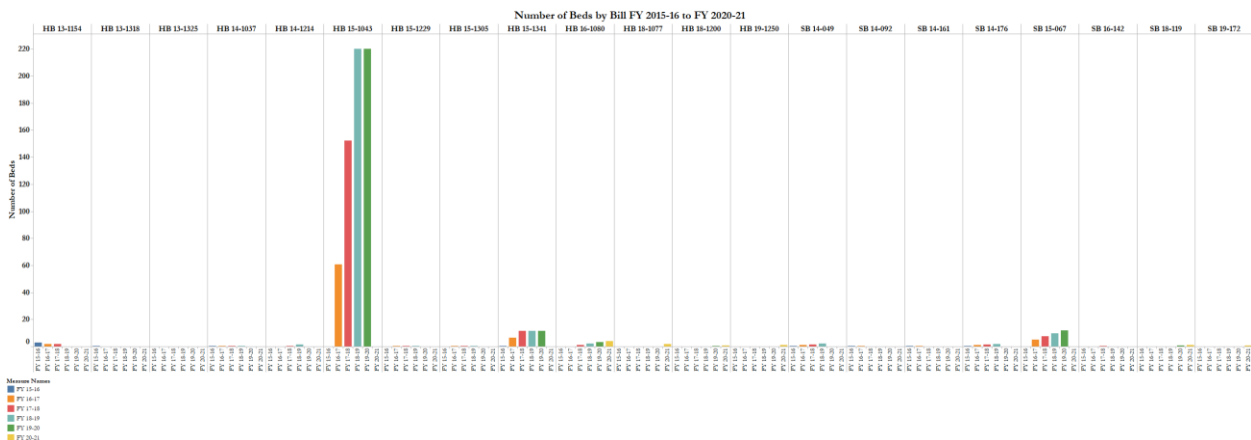
*The General Fund Statutory Appropriations and Long Bill Appropriations Fluctuations* image below displays the contrasting nature of the statutory appropriation and long bill appropriation. The images are an inverse of each other when split down the middle. The way the process works is that each year, several bills that passed in previous fiscal years provide General Fund for the Department (statutory appropriation). The Long Bill is adjusted up and down each year to account for the statutory appropriation.

General Fund Statutory Appropriation and Long Bill Appropriation Flucuations



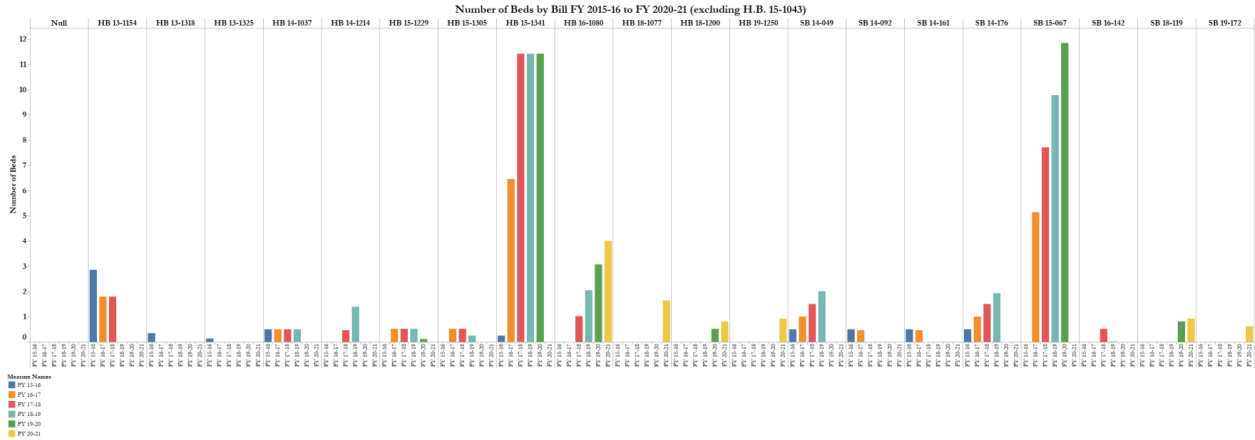
What this means is that the total amount of General Fund appropriation is the same, the only difference is how much is appropriated through statute and how much is appropriated through the Long Bill. The intent of this was to prevent ballooning costs of legislation for an area of the budget that takes multiple years to reduce. For example, a new law that creates a new crime with sentences of 20-30 years creates an expense each year of \$42,665 (which is the average daily bed rate for FY 2018-19). The expense does not diminish for a long period of time making it easy to have large budgetary impacts in out-years.

The *Number of Beds by Bill FY 2015-16 to FY 2020-21* image below displays the bills and the number of beds that those bills funded over the last six fiscal years. This image is also contained in a larger format in Appendix I.

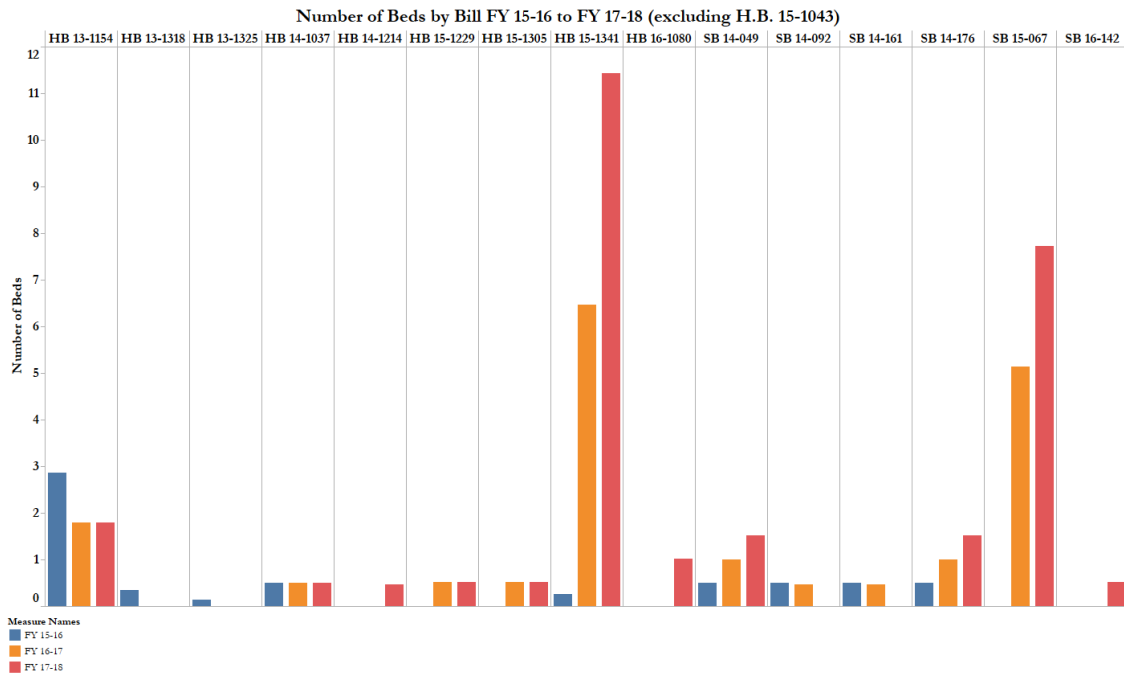


The following table, *Number of Beds by Bill FY 2015-16 to FY 2020-21 (excluding H.B. 15-1043)*, displays the same information as the table above but removes House Bill 15-1043. This was done as the number of beds from that bill skewed the visuals and made the relations between all the other bills

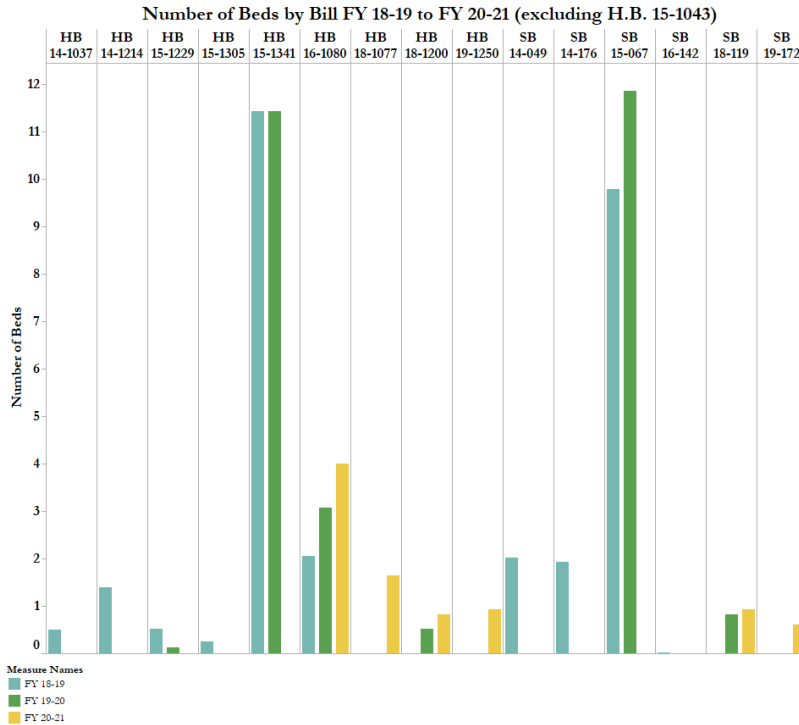
hard to see. This does not change the calculations, just the views the bills are seen in. This image is contained in larger form in Appendix I.



The next two tables show the number of beds per bill (just as the previous image), but reduces the fiscal years to cover three-year periods. The first image is *Number of Beds by Bill FY 2015-16 to FY 2017-18 (excluding H.B. 15-1043)*, which shows the same data as above but in the first three fiscal years. The second image is *Number of Beds by Bill FY 2015-16 to FY 2017-18 (excluding H.B. 15-1043)*, which shows the same data as above but in the last three fiscal years. The reasons for the inclusion of these images are to provide a clearer view of the beds changes through statutory appropriations.







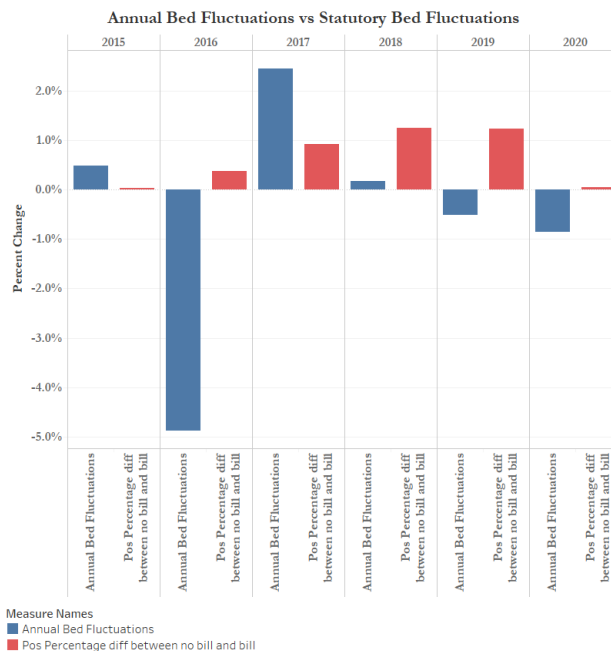
Yet another way to view this data would be in table format. The *Statutory Bed Changes Table Format* table below displays the bed increases by bill and by fiscal year. The table also shows the total bed increase by bill and by fiscal year. Over the six fiscal years in the table, nearly 772 beds have been added through statutory means. If H.B. 15-1043 is removed, that numbers drops down to 118 beds or roughly 20 beds per year.

STATUTORY BED CHANGES TABLE FORMAT								
C.R.S	Bill	FY 15-16	FY 16-17	FY 17-18	FY 18-19	FY 19-20	FY 20-21	Total by Bill
17-18-108	HB 13-1154	2.9	1.8	1.8				6.4
17-18-109	HB 13-1318	0.4						0.4
17-18-110	HB 13-1325	0.1						0.1
17-18-111	SB 14-049	0.5	1.0	1.5	2.0			5.0
17-18-112	SB 14-161	0.5	0.5					1.0
17-18-113	SB 14-092	0.5	0.5					1.0
17-18-114	HB 14-1037	0.5	0.5	0.5	0.5			2.0
17-18-115	HB 14-1214			0.5	1.4			1.9
17-18-116	SB 14-176	0.5	1.0	1.5	1.9			5.0
17-18-117	HB 15-1229		0.5	0.5	0.5	0.1		1.7
17-18-118	HB 15-1305		0.5	0.5	0.3			1.3
17-18-119	HB 15-1341	0.3	6.5	11.4	11.4	11.4		41.0
17-18-120	HB 15-1043		60.5	152.3	220.3	220.3		653.3
17-18-121	SB 15-067		5.1	7.7	9.8	11.9		34.5
17-18-122	SB 16-142			0.5	0.0	-		0.5
17-18-123	HB 16-1080			1.0	2.0	3.1	4.0	10.2
17-18-124	HB 18-1200					0.5	0.8	1.3
17-18-125	SB 18-119					0.8	0.9	1.7
17-18-126	HB 18-1077						1.6	1.6
17-18-127	SB 19-172						0.6	0.6
17-18-128	HB 19-1250						0.9	0.9
<b>Total by Fiscal Year</b>		<b>6.1</b>	<b>78.4</b>	<b>179.8</b>	<b>250.2</b>	<b>248.1</b>	<b>8.9</b>	<b>771.5</b>

The number above can be compared to the annual fluctuations that are dealt with through caseload adjustments in the Long Bill and supplemental bills. The comparison can help determine how much of an impact statutory bills have. As can be seen in the *Annual Bed Fluctuations* table below, the annual caseload fluctuations change significantly from year to year, and at much greater magnitudes as compared to statutory fluctuations.

ANNUAL BED FLUCTUATIONS	
Fiscal Year	Bed Fluctuation
2015	101
2016	(1,004)
2017	482
2018	35
2019	(102)
2020	(171)

The final table, *Annual Bed Fluctuations vs Statutory Bed Fluctuations*, is a comparison of the annual fluctuations in annual bed changes as compared to statutory bed changes. For four of the six years, the annual fluctuations greatly outpaced the statutory fluctuations.



The problem with the current method and the fluctuations is that some of the costs needed to fund the Department of Corrections are not clearly identifiable. Looking in the Long Bill will only get the amounts funded through that bill and not cover any of the statutory appropriations. There are some options to resolve these issues. The first option is to do nothing and let the current method continue.

Another option is to create a cash fund and have the five-year appropriations transfer into that fund. That keeps the original intent of not blowing up the budget in out-years due to annualizations of criminal justice related bills. It also allows for those cash funds to be appropriated in the Long Bill. This makes all of the appropriations visible in one location.

Yet another option would be to follow the path discussed above, but make a threshold where the amounts of the bill do not need to be accounted for in the bill as they fall below a number that does not impact the costs vis a vis the natural movement of the prison population.

**STAFF RECOMMENDATION**

Staff recommends that the Committee sponsor legislation to adjust the five-year sentencing mechanism to make transfers to a cash fund, with that cash fund being annually appropriated in the Long Bill. Staff also recommends that the Committee discuss thresholds for transfers in bills that involve criminal justice appropriations.

## ISSUE: PAROLE BOARD GENERAL DISCUSSION

The Parole Board, while contained within the Department of Corrections, has specific duties and responsibilities that the Joint Budget Committee discusses. This issue covers these duties and other issues with regard to the Parole Board.

### SUMMARY

Each year the Committee sets aside time in the schedule for a hearing with the Parole Board (Board). In Fiscal Year 2020-21, this time is scheduled for December 10, 2019 at 4:30 PM, which is the conclusion of the hearing process for the Department of Corrections. This issue covers these duties and other issues with regard to the Parole Board.

### RECOMMENDATION:

Staff recommends the Committee discuss current staffing needs with the Parole Board and whether those needs meet the current workflow. Staff also recommends that the committee discuss the parole process and whether moving that process forward to the intake process of inmates would lead to better outcomes.

### DISCUSSION

#### WHAT IS THE PAROLE BOARD

The Parole Board (Board) members are appointed by the Governor and confirmed by the Senate for three-year terms. Members must have at least five years of education and/or experience with knowledge about parole, rehabilitation, correctional administration, and how the criminal justice system functions. The Board is charged with evaluating an inmate's ability to re-integrate into society and balancing that ability against the need to ensure public safety. The Board accomplishes this through discretionary and mandatory parole releases.

#### TYPES OF PAROLE DATES

There are two types of parole dates, the Parole Eligibility Date (PED) and the Mandatory Release Date (MRD). The PED is the first date an offender is eligible to see the Board. The Parole Board generally conducts initial parole application hearings approximately three months prior to an offender's PED. If an offender is deferred at the time of the application hearing (i.e. not given a discretionary release), they are typically seen by the Board one year from the time of the deferral action.<sup>14</sup>

Any discretionary release of an inmate that has been convicted of a violent or sexual crime is required to be reviewed by the Full Board. An offender seen by the Full Board requires at least four affirmative votes to be released discretionarily. The Parole Board sits as a Full Board at least once a week.<sup>15</sup>

#### CHALLENGES FACING THE PAROLE BOARD

Several problems have been persistent in the area of the Board. These items have been challenging to address and take systematic changes in order to see improvement. These challenges are described below.

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<sup>14</sup> [https://www.colorado.gov/pacific/sites/default/files/01-17\\_Joint%20Budget%20Committee.pdf](https://www.colorado.gov/pacific/sites/default/files/01-17_Joint%20Budget%20Committee.pdf) Page 11

<sup>15</sup> [https://www.colorado.gov/pacific/sites/default/files/01-17\\_Joint%20Budget%20Committee.pdf](https://www.colorado.gov/pacific/sites/default/files/01-17_Joint%20Budget%20Committee.pdf) Page 13

- Individuals are not getting the treatment they need prior to leaving the facilities. Offenders seen by the Board can have significant criminogenic needs that require intervention but remain untreated in prison. The Parole Board has experienced numerous hearings with offenders who are at facilities which lack the services offenders require (based on their criminogenic needs and intervention requirements). Completing treatment is a factor in the decision to release an offender to parole and lack of treatment can delay parole. Furthermore, lack of treatment contributes to recidivism.
- Lack of complete data packets on offenders at the time of hearing is a problem. Information lacking from data provided to the Parole Board includes the amount and effectiveness of treatment, community correction referrals and refusals, parole plan details, and recent Code of Penal Discipline (COPDs) violation. This appears to be systematic errors rather than individual errors.
- A lack of programs to address domestic violence while in prison despite a need for these programs.
- The inability for offenders to receive programming based on cutoff factors causing unintended consequences. This means there is no treatment history for the Board to consider with regard to release.
- Certain current functions of the Board could be transferred to administrative functions, making the Board more efficient.
- The Board currently uses a system called the PBRGI version 1. There is a second version of this software that would improve the system by focusing on current programming as opposed to static scores.

#### *PAROLE PROCESS*

The next area of discussion is the parole process. States have been trying several different approaches to dealing with reintegration and the timing of it. One interesting concept is having a Board member review the case of an incoming offender. A representative of the Board would then meet with inmates early on and discuss the Board members review. The new inmates can go over what items they would need to complete in order to be paroled on the parole eligibility date.

The concept is an incentive model that gives a specific list of items an offender must complete to be paroled. The inmate knows what she or he must do in order to be paroled by the Board on their PED. The Department would know what activities the inmate would need to have access to in order to move the person onto parole.

Staff has done some preliminary research on this topic in an attempt to model what this system would look like in Colorado. Unfortunately, Staff was not able to obtain all the necessary data points prior to this presentation. Staff still intends to gather data, research this area further, and provide additional information on this topic.

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### DEPARTMENT OF CORRECTIONS Dean Williams, Executive Director

#### (1) MANAGEMENT

Primary Functions: Central management, appropriations for private prisons, and the Inspector General's Office.

#### (A) Executive Director's Office, Subprogram

Primary Function: Provide oversight and develop policies for the entire Department.

Personal Services	<u>3,045,511</u>	<u>181,217</u>	<u>4,059,263</u>	<u>4,210,242</u>	
FTE	26.8	29.1	35.9	36.8	
General Fund	2,801,706	56,456	3,815,458	3,966,437	
Reappropriated Funds	243,805	0	243,805	243,805	
Federal Funds	0	124,761	0	0	
Restorative Justice Program with Victim-Offender Dialogues in Department Facilities	<u>75,000</u>	<u>75,000</u>	<u>75,000</u>	<u>75,000</u>	
FTE	1.2	1.2	1.2	1.2	
General Fund	75,000	75,000	75,000	75,000	
Health, Life, and Dental	<u>54,108,968</u>	<u>55,775,527</u>	<u>60,376,258</u>	<u>65,556,300</u>	*
General Fund	52,536,256	54,092,443	58,561,755	63,649,939	
Cash Funds	1,572,712	1,683,084	1,814,503	1,906,361	
Short-term Disability	<u>628,089</u>	<u>557,869</u>	<u>613,889</u>	<u>655,859</u>	*
General Fund	610,911	541,742	596,142	637,969	
Cash Funds	17,178	16,127	17,747	17,890	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
S.B. 04-257 Amortization Equalization Disbursement	<u>16,892,514</u>	<u>16,792,133</u>	<u>18,302,638</u>	<u>19,636,103</u>	*
General Fund	16,439,123	16,314,855	17,782,744	19,109,386	
Cash Funds	453,391	477,278	519,894	526,717	
S.B. 06-235 Supplemental Amortization Equalization Disbursement	<u>16,892,514</u>	<u>16,792,133</u>	<u>18,302,638</u>	<u>19,636,103</u>	*
General Fund	16,439,123	16,314,855	17,782,744	19,109,386	
Cash Funds	453,391	477,278	519,894	526,717	
PERA Direct Distribution	<u>0</u>	<u>0</u>	<u>9,854,160</u>	<u>9,388,586</u>	
General Fund	0	0	9,569,276	9,128,730	
Cash Funds	0	0	284,884	259,856	
Salary Survey	<u>6,294,313</u>	<u>10,825,001</u>	<u>10,973,701</u>	<u>8,013,331</u>	
General Fund	6,122,116	10,516,363	10,656,469	7,787,754	
Cash Funds	172,197	308,638	317,232	225,577	
Parental Leave	<u>0</u>	<u>0</u>	<u>0</u>	<u>3,671,815</u>	
General Fund	0	0	0	3,568,417	
Cash Funds	0	0	0	103,398	
Shift Differential	<u>8,125,195</u>	<u>8,070,903</u>	<u>9,264,502</u>	<u>9,313,886</u>	
General Fund	8,085,286	8,015,331	9,210,052	9,260,190	
Cash Funds	39,909	55,572	54,450	53,696	
Workers' Compensation	<u>6,857,483</u>	<u>7,416,989</u>	<u>5,943,515</u>	<u>5,546,279</u>	
General Fund	6,640,787	7,182,613	5,755,701	5,371,018	
Cash Funds	216,696	234,376	187,814	175,261	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Operating Expenses	<u>357,759</u>	<u>370,374</u>	<u>376,351</u>	<u>376,801</u>	
General Fund	267,759	267,759	286,351	286,801	
Reappropriated Funds	5,000	5,000	5,000	5,000	
Federal Funds	85,000	97,615	85,000	85,000	
Legal Services	<u>1,890,448</u>	<u>2,029,901</u>	<u>2,390,373</u>	<u>2,634,601</u>	
General Fund	1,826,938	1,961,613	2,309,875	2,545,807	
Cash Funds	63,510	68,288	80,498	88,794	
Payment to Risk Management and Property Funds	<u>5,020,275</u>	<u>5,177,747</u>	<u>4,388,047</u>	<u>2,926,825</u>	
General Fund	4,822,476	4,973,743	4,214,706	2,811,207	
Cash Funds	197,799	204,004	173,341	115,618	
Leased Space	<u>4,841,708</u>	<u>5,026,564</u>	<u>5,490,810</u>	<u>5,741,667</u>	*
General Fund	4,572,941	4,746,907	5,200,104	5,439,368	
Cash Funds	268,767	279,657	290,706	302,299	
Capitol Complex Leased Space	<u>63,551</u>	<u>56,421</u>	<u>56,871</u>	<u>55,513</u>	
General Fund	45,398	40,305	40,626	39,656	
Cash Funds	18,153	16,116	16,245	15,857	
Planning and Analysis Contracts	<u>82,410</u>	<u>82,410</u>	<u>82,410</u>	<u>82,410</u>	
General Fund	82,410	82,410	82,410	82,410	
Payments to District Attorneys	<u>681,102</u>	<u>619,694</u>	<u>681,102</u>	<u>681,102</u>	
General Fund	681,102	619,694	681,102	681,102	



## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Payments to Coroners	<u>32,175</u>	<u>32,175</u>	<u>32,175</u>	<u>32,175</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	32,175	32,175	32,175	32,175	
Annual depreciation-lease equivalent payments	<u>0</u>	<u>0</u>	<u>235,033</u>	<u>72,810</u>	
General Fund	0	0	235,033	72,810	
Start-up Costs	<u>0</u>	<u>0</u>	<u>47,030</u>	<u>0</u>	
General Fund	0	0	47,030	0	
Merit Pay	<u>2,777,553</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	2,711,425	0	0	0	
Cash Funds	66,128	0	0	0	
<b>SUBTOTAL - (A) Executive Director's Office,</b>					
<b>Subprogram</b>	128,666,568	129,882,058	151,545,766	158,307,408	4.5%
FTE	<u>28.0</u>	<u>30.3</u>	<u>37.1</u>	<u>38.0</u>	<u>2.4%</u>
General Fund	124,792,932	125,834,264	146,934,753	153,655,562	4.6%
Cash Funds	3,539,831	3,820,418	4,277,208	4,318,041	1.0%
Reappropriated Funds	248,805	5,000	248,805	248,805	0.0%
Federal Funds	85,000	222,376	85,000	85,000	0.0%

### (B) External Capacity Subprogram

Primary Function: Oversee and fund private prisons.

#### (1) Private Prison Monitoring Unit

Personal Services	<u>1,260,323</u>	<u>1,116,234</u>	<u>1,150,356</u>	<u>1,187,790</u>
FTE	15.7	15.7	15.7	15.7
General Fund	1,260,323	1,116,234	1,150,356	1,187,790

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Operating Expenses	<u>213,443</u>	<u>183,976</u>	<u>213,443</u>	<u>183,976</u>	*
General Fund	183,976	183,976	183,976	183,976	
Cash Funds	29,467	0	29,467	0	
<b>SUBTOTAL -</b>	1,473,766	1,300,210	1,363,799	1,371,766	0.6%
<i>FTE</i>	<u>15.7</u>	<u>15.7</u>	<u>15.7</u>	<u>15.7</u>	0.0%
General Fund	1,444,299	1,300,210	1,334,332	1,371,766	2.8%
Cash Funds	29,467	0	29,467	0	(100.0%)

### (2) Payments to House State Prisoners

Payments to local jails	<u>12,645,155</u>	<u>11,014,012</u>	<u>14,378,311</u>	<u>13,406,215</u>	*
General Fund	12,645,155	11,014,012	14,378,311	13,406,215	
Payments to in-state private prisons	<u>64,237,933</u>	<u>65,075,858</u>	<u>67,116,051</u>	<u>67,742,740</u>	*
General Fund	62,737,933	62,875,858	64,916,051	65,542,740	
Cash Funds	1,500,000	2,200,000	2,200,000	2,200,000	
Payments to pre-release parole revocation facilities	<u>13,603,142</u>	<u>14,322,780</u>	<u>14,788,512</u>	<u>1,159,327</u>	*
General Fund	13,603,142	14,322,780	14,788,512	1,159,327	
Inmate Education and Benefit Programs at In-state Private Prisons	<u>541,566</u>	<u>541,566</u>	<u>541,566</u>	<u>541,566</u>	
General Fund	541,566	541,566	541,566	541,566	
Inmate Education and Benefit Programs at Pre-release Parole Revocation Facilities	<u>121,151</u>	<u>121,151</u>	<u>121,151</u>	<u>0</u>	*
General Fund	121,151	121,151	121,151	0	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Payments to Community Return to Custody Facilities	<u>205,898</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	205,898	0	0	0	
<b>SUBTOTAL -</b>	91,354,845	91,075,367	96,945,591	82,849,848	(14.5%)
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	0.0%
General Fund	89,854,845	88,875,367	94,745,591	80,649,848	(14.9%)
Cash Funds	1,500,000	2,200,000	2,200,000	2,200,000	0.0%
<b>SUBTOTAL - (B) External Capacity Subprogram</b>	92,828,611	92,375,577	98,309,390	84,221,614	(14.3%)
<i>FTE</i>	<u>15.7</u>	<u>15.7</u>	<u>15.7</u>	<u>15.7</u>	0.0%
General Fund	91,299,144	90,175,577	96,079,923	82,021,614	(14.6%)
Cash Funds	1,529,467	2,200,000	2,229,467	2,200,000	(1.3%)

### (C) Inspector General Subprogram

Primary Function: Investigate crimes within the prison system.

Personal Services	<u>3,340,658</u>	<u>4,980,438</u>	<u>4,368,414</u>	<u>4,483,521</u> *
FTE	48.2	47.1	48.2	49.2
General Fund	3,234,425	4,980,438	4,262,181	4,483,521
Cash Funds	106,233	0	106,233	0
Operating Expenses	<u>428,866</u>	<u>345,686</u>	<u>429,617</u>	<u>362,280</u> *
General Fund	345,679	345,686	346,430	362,280
Cash Funds	83,187	0	83,187	0
Inspector General Grants	<u>207,912</u>	<u>81,293</u>	<u>207,912</u>	<u>207,912</u>
FTE	0.0	0.0	0.0	0.0
General Fund	0	38	0	0
Federal Funds	207,912	81,255	207,912	207,912

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
<b>SUBTOTAL - (C) Inspector General Subprogram</b>	3,977,436	5,407,417	5,005,943	5,053,713	1.0%
<i>FTE</i>	<u>48.2</u>	<u>47.1</u>	<u>48.2</u>	<u>49.2</u>	<u>2.1%</u>
General Fund	3,580,104	5,326,162	4,608,611	4,845,801	5.1%
Cash Funds	189,420	0	189,420	0	(100.0%)
Federal Funds	207,912	81,255	207,912	207,912	0.0%
<b>TOTAL - (1) Management</b>	225,472,615	227,665,052	254,861,099	247,582,735	(2.9%)
<i>FTE</i>	<u>91.9</u>	<u>93.1</u>	<u>101.0</u>	<u>102.9</u>	<u>1.9%</u>
General Fund	219,672,180	221,336,003	247,623,287	240,522,977	(2.9%)
Cash Funds	5,258,718	6,020,418	6,696,095	6,518,041	(2.7%)
Reappropriated Funds	248,805	5,000	248,805	248,805	0.0%
Federal Funds	292,912	303,631	292,912	292,912	0.0%

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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (2) INSTITUTIONS

Primary Function: Fund all costs directly attributable to the operation of state-owned and operated prisons. These costs include utilities, maintenance, housing and security, food service, medical services, laundry, superintendents, the Youth Offender System, case management, mental health, inmate pay, and legal access.

#### (A) Utilities Subprogram

Primary Function: Provide heat, power, water, and sanitation at all facilities.

Personal Services	<u>251,024</u>	<u>316,808</u>	<u>326,492</u>	<u>337,116</u>	
FTE	2.6	3.2	2.6	2.6	
General Fund	251,024	316,808	326,492	337,116	
Utilities	<u>22,062,941</u>	<u>21,752,483</u>	<u>22,062,941</u>	<u>22,978,709</u>	*
General Fund	20,658,871	20,658,871	20,658,871	21,574,639	
Cash Funds	1,404,070	1,093,612	1,404,070	1,404,070	
<b>SUBTOTAL - (A) Utilities Subprogram</b>	22,313,965	22,069,291	22,389,433	23,315,825	4.1%
FTE	<u>2.6</u>	<u>3.2</u>	<u>2.6</u>	<u>2.6</u>	0.0%
General Fund	20,909,895	20,975,679	20,985,363	21,911,755	4.4%
Cash Funds	1,404,070	1,093,612	1,404,070	1,404,070	0.0%

#### (B) Maintenance Subprogram

Primary Functions Provide grounds and facilities maintenance, including the boiler house, janitorial services, and life safety.

Personal Services	<u>16,350,832</u>	<u>23,876,606</u>	<u>21,441,109</u>	<u>23,349,168</u>	*
FTE	276.8	276.0	276.8	290.8	
General Fund	16,350,832	23,876,606	21,441,109	23,349,168	
Operating Expenses	<u>7,114,522</u>	<u>8,248,669</u>	<u>7,114,522</u>	<u>7,335,722</u>	*
General Fund	7,114,522	8,248,669	7,114,522	7,335,722	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Maintenance Pueblo Campus	<u>2,059,181</u>	<u>2,059,181</u>	<u>2,079,408</u>	<u>2,129,804</u>	
General Fund	2,059,181	2,059,181	2,079,408	2,129,804	
<b>SUBTOTAL - (B) Maintenance Subprogram</b>	25,524,535	34,184,456	30,635,039	32,814,694	7.1%
<i>FTE</i>	<u>276.8</u>	<u>276.0</u>	<u>276.8</u>	<u>290.8</u>	5.1%
General Fund	25,524,535	34,184,456	30,635,039	32,814,694	7.1%

### (C) Housing and Security Subprogram

Primary Function: Provide inmate supervision, including the implementation and management of security operations.

Personal Services	<u>114,955,041</u>	<u>227,924,876</u>	<u>195,673,394</u>	<u>217,373,436</u> *	
FTE	2,974.4	2,913.9	2,980.6	3,109.1	
General Fund	114,952,094	227,924,876	195,670,447	217,370,489	
Cash Funds	2,947	0	2,947	2,947	
Operating Expenses	<u>1,848,941</u>	<u>1,848,941</u>	<u>1,852,341</u>	<u>2,105,141</u> *	
General Fund	1,848,941	1,848,941	1,852,341	2,105,141	
<b>SUBTOTAL - (C) Housing and Security Subprogram</b>	116,803,982	229,773,817	197,525,735	219,478,577	11.1%
<i>FTE</i>	<u>2,974.4</u>	<u>2,913.9</u>	<u>2,980.6</u>	<u>3,109.1</u>	4.3%
General Fund	116,801,035	229,773,817	197,522,788	219,475,630	11.1%
Cash Funds	2,947	0	2,947	2,947	0.0%

### (D) Food Service Subprogram

Primary Function: Provide three meals daily to all inmates.

Personal Services	<u>13,250,313</u>	<u>18,237,231</u>	<u>20,446,510</u>	<u>22,100,509</u> *	
FTE	317.8	303.7	317.8	322.8	
General Fund	13,250,313	18,237,231	20,446,510	22,100,509	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Operating Expenses	<u>17,804,557</u>	<u>17,804,557</u>	<u>18,015,818</u>	<u>19,023,858</u>	*
General Fund	17,804,557	17,804,557	18,015,818	19,023,858	
Food Service Pueblo Campus	<u>2,000,369</u>	<u>2,000,369</u>	<u>2,030,375</u>	<u>2,030,375</u>	
General Fund	2,000,369	2,000,369	2,030,375	2,030,375	
<b>SUBTOTAL - (D) Food Service Subprogram</b>	33,055,239	38,042,157	40,492,703	43,154,742	6.6%
FTE	<u>317.8</u>	<u>303.7</u>	<u>317.8</u>	<u>322.8</u>	<u>1.6%</u>
General Fund	33,055,239	38,042,157	40,492,703	43,154,742	6.6%

### (E) Medical Services Subprogram

Primary Function: Provide acute and long-term health care services for all inmates, using both state employees and contracted health care providers.

Personal Services	<u>20,221,390</u>	<u>38,218,714</u>	<u>40,099,143</u>	<u>43,834,476</u>	*
FTE	387.5	356.5	389.1	414.1	
General Fund	19,983,007	38,074,904	39,847,656	43,568,397	
Cash Funds	238,383	143,810	251,487	266,079	
Operating Expenses	<u>2,579,052</u>	<u>2,579,052</u>	<u>2,579,952</u>	<u>2,696,076</u>	*
General Fund	2,579,052	2,579,052	2,579,952	2,696,076	
Purchase of Pharmaceuticals	<u>18,612,321</u>	<u>15,093,461</u>	<u>15,672,870</u>	<u>15,777,041</u>	*
General Fund	18,612,321	15,093,461	15,672,870	15,777,041	
Hepatitis C Treatment Costs	<u>0</u>	<u>20,514,144</u>	<u>20,514,144</u>	<u>10,368,384</u>	*
General Fund	0	20,514,144	20,514,144	10,368,384	
Purchase of Medical Services from Other Medical Facilities	<u>25,698,644</u>	<u>34,664,749</u>	<u>34,869,955</u>	<u>38,993,984</u>	*
General Fund	25,698,644	34,175,999	34,869,955	38,993,984	
Federal Funds	0	488,750	0	0	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Service Contracts	<u>2,524,981</u>	<u>2,550,231</u>	<u>2,575,733</u>	<u>2,588,612</u> *	
General Fund	2,524,981	2,550,231	2,575,733	2,588,612	
Indirect Cost Assessment	<u>730</u>	<u>1,522</u>	<u>914</u>	<u>1,090</u>	
Cash Funds	730	1,522	914	1,090	
Start-up Costs	<u>0</u>	<u>0</u>	<u>9,406</u>	<u>9,406</u> *	
General Fund	0	0	9,406	9,406	
<b>SUBTOTAL - (E) Medical Services Subprogram</b>	69,637,118	113,621,873	116,322,117	114,269,069	(1.8%)
<i>FTE</i>	<u>387.5</u>	<u>356.5</u>	<u>389.1</u>	<u>414.1</u>	6.4%
General Fund	69,398,005	112,987,791	116,069,716	114,001,900	(1.8%)
Cash Funds	239,113	145,332	252,401	267,169	5.9%
Federal Funds	0	488,750	0	0	0.0%

### (F) Laundry Subprogram

Primary Function: Issue, clean, and maintain all inmate clothing, bedding, coats, and footwear.

Personal Services	<u>1,911,168</u>	<u>2,398,955</u>	<u>2,606,790</u>	<u>2,812,027</u> *	
FTE	37.4	35.3	37.4	38.4	
General Fund	1,911,168	2,398,955	2,606,790	2,812,027	
Operating Expenses	<u>2,197,545</u>	<u>2,197,545</u>	<u>2,197,545</u>	<u>2,296,137</u> *	
General Fund	2,197,545	2,197,545	2,197,545	2,296,137	
<b>SUBTOTAL - (F) Laundry Subprogram</b>	4,108,713	4,596,500	4,804,335	5,108,164	6.3%
<i>FTE</i>	<u>37.4</u>	<u>35.3</u>	<u>37.4</u>	<u>38.4</u>	2.7%
General Fund	4,108,713	4,596,500	4,804,335	5,108,164	6.3%



## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (G) Superintendents Subprogram

Primary Function: Develop facility policies, procedures, and practices that conform with applicable laws, consent decrees, court orders, legislative mandates, and executive orders.

Personal Services	<u>8,836,434</u>	<u>11,323,461</u>	<u>11,669,599</u>	<u>12,363,666</u> *	
FTE	156.9	152.9	156.9	161.9	
General Fund	8,836,434	11,323,461	11,669,599	12,363,666	
Operating Expenses	<u>5,202,001</u>	<u>5,202,001</u>	<u>5,202,001</u>	<u>3,595,601</u> *	
General Fund	5,202,001	5,202,001	5,202,001	3,595,601	
Dress-Out	<u>735,433</u>	<u>735,433</u>	<u>1,006,280</u>	<u>1,006,280</u>	
General Fund	735,433	735,433	1,006,280	1,006,280	
Start-up Costs	<u>164,117</u>	<u>8,700</u>	<u>14,512</u>	<u>2,900</u> *	
General Fund	164,117	8,700	14,512	2,900	
<b>SUBTOTAL - (G) Superintendents Subprogram</b>	14,937,985	17,269,595	17,892,392	16,968,447	(5.2%)
FTE	156.9	152.9	156.9	161.9	3.2%
General Fund	14,937,985	17,269,595	17,892,392	16,968,447	(5.2%)

### (H) Youthful Offender System Subprogram

Primary Function: Target offenders aged 14 to 18 years at the time of offense who have committed violent class 2 to 6 felonies. All sentences are between 2 and 7 years.

Personal Services	<u>7,451,115</u>	<u>10,350,808</u>	<u>11,377,487</u>	<u>12,033,578</u>	
FTE	160.7	164.9	160.7	160.7	
General Fund	7,451,115	10,350,808	11,377,487	12,033,578	
Operating Expenses	<u>604,705</u>	<u>604,705</u>	<u>604,705</u>	<u>604,705</u>	
General Fund	604,705	604,705	604,705	604,705	

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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Contract Services	<u>28,820</u>	<u>28,820</u>	<u>28,820</u>	<u>49,935</u>	
General Fund	28,820	28,820	28,820	49,935	
Maintenance and Food Services	<u>1,029,249</u>	<u>1,029,249</u>	<u>1,040,901</u>	<u>1,040,901</u>	
General Fund	1,029,249	1,029,249	1,040,901	1,040,901	
<b>SUBTOTAL - (H) Youthful Offender System</b>					
<b>Subprogram</b>	9,113,889	12,013,582	13,051,913	13,729,119	5.2%
<i>FTE</i>	<u>160.7</u>	<u>164.9</u>	<u>160.7</u>	<u>160.7</u>	0.0%
General Fund	9,113,889	12,013,582	13,051,913	13,729,119	5.2%
<b>(I) Case Management Subprogram</b>					
Primary Function: Responsible for case analysis, classification reviews, performance assessment, earned time evaluations, sentence computation, and parole preparation.					
Personal Services	<u>13,358,031</u>	<u>17,363,426</u>	<u>17,946,764</u>	<u>19,073,643</u>	*
FTE	247.3	250.9	248.2	257.3	
General Fund	13,358,031	17,363,426	17,946,764	19,073,643	
Operating Expenses	<u>172,581</u>	<u>172,581</u>	<u>173,081</u>	<u>188,881</u>	*
General Fund	172,581	172,581	173,081	188,881	
Offender ID Program	<u>341,135</u>	<u>264,055</u>	<u>341,135</u>	<u>341,135</u>	
General Fund	341,135	264,055	341,135	341,135	
Start-up Costs	<u>0</u>	<u>0</u>	<u>4,703</u>	<u>0</u>	
General Fund	0	0	4,703	0	
<b>SUBTOTAL - (I) Case Management Subprogram</b>	13,871,747	17,800,062	18,465,683	19,603,659	6.2%
<i>FTE</i>	<u>247.3</u>	<u>250.9</u>	<u>248.2</u>	<u>257.3</u>	3.7%
General Fund	13,871,747	17,800,062	18,465,683	19,603,659	6.2%

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (J) Mental Health Subprogram

Primary Function: Provide a full range of professional psychiatric, psychological, social, and other mental health services to inmates.

Personal Services	<u>8,339,686</u>	<u>10,746,173</u>	<u>11,151,627</u>	<u>11,899,593</u>	*
FTE	152.9	116.3	154.0	160.1	
General Fund	8,339,686	10,746,173	11,151,627	11,899,593	
Operating Expenses	<u>280,716</u>	<u>280,766</u>	<u>281,266</u>	<u>312,866</u>	*
General Fund	280,716	280,766	281,266	312,866	
Medical Contract Services	<u>4,091,521</u>	<u>4,132,436</u>	<u>4,544,498</u>	<u>4,939,812</u>	*
General Fund	4,091,521	4,132,436	4,544,498	4,939,812	
Start-up Costs	<u>0</u>	<u>0</u>	<u>4,703</u>	<u>0</u>	
General Fund	0	0	4,703	0	
Start-up Costs	<u>4,703</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	4,703	0	0	0	
<b>SUBTOTAL - (J) Mental Health Subprogram</b>	12,716,626	15,159,375	15,982,094	17,152,271	7.3%
FTE	152.9	116.3	154.0	160.1	4.0%
General Fund	12,716,626	15,159,375	15,982,094	17,152,271	7.3%

### (K) Inmate Pay Subprogram

Primary Function: Provide pay between \$0.23 and \$0.60 per day to inmates for labor positions such as janitorial services, facility maintenance, food services, laundry, grounds keeping, etc.

Inmate Pay	<u>2,247,885</u>	<u>2,347,885</u>	<u>2,376,618</u>	<u>2,518,186</u>	*
General Fund	2,247,885	2,347,885	2,376,618	2,518,186	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
<b>SUBTOTAL - (K) Inmate Pay Subprogram</b>	2,247,885	2,347,885	2,376,618	2,518,186	6.0%
<i>FTE</i>	0.0	0.0	0.0	0.0	0.0%
General Fund	2,247,885	2,347,885	2,376,618	2,518,186	6.0%

### (L) Legal Access Subprogram

Primary Function: Provide inmates with resources to research and file claims with the courts.

Personal Services	<u>959,724</u>	<u>1,414,108</u>	<u>1,457,334</u>	<u>1,504,757</u>	
<i>FTE</i>	21.5	22.6	21.5	21.5	
General Fund	959,724	1,414,108	1,457,334	1,504,757	
Operating Expenses	<u>299,602</u>	<u>299,602</u>	<u>299,602</u>	<u>299,602</u>	
General Fund	299,602	299,602	299,602	299,602	
Contract Services	<u>70,905</u>	<u>70,905</u>	<u>70,905</u>	<u>70,905</u>	
General Fund	70,905	70,905	70,905	70,905	
<b>SUBTOTAL - (L) Legal Access Subprogram</b>	1,330,231	1,784,615	1,827,841	1,875,264	2.6%
<i>FTE</i>	21.5	22.6	21.5	21.5	0.0%
General Fund	1,330,231	1,784,615	1,827,841	1,875,264	2.6%

### (M) Capital Lease Purchase Payments

Primary Function: Fund the payments that must be made on the Certificates of Participation for Centennial South Correctional Facility (formerly called CSP II).

Lease Purchase of Colorado State Penitentiary II	<u>20,256,546</u>	<u>20,255,667</u>	0		
General Fund	20,256,546	20,255,667	0		
<b>SUBTOTAL - (M) Capital Lease Purchase Payments</b>	20,256,546	20,255,667	0	0.0%	
<i>FTE</i>	0.0	0.0	0.0	0.0%	
General Fund	20,256,546	20,255,667	0	0.0%	

## Appendix A: Numbers Pages

	<b>FY 2017-18 Actual</b>	<b>FY 2018-19 Actual</b>	<b>FY 2019-20 Appropriation</b>	<b>FY 2020-21 Request</b>	<b>Request vs. Appropriation</b>
<b>TOTAL - (2) Institutions</b>	345,918,461	528,918,875	481,765,903	509,988,017	5.9%
<i>FTE</i>	<u>4,735.8</u>	<u>4,596.2</u>	<u>4,745.6</u>	<u>4,939.3</u>	<u>4.1%</u>
General Fund	344,272,331	527,191,181	480,106,485	508,313,831	5.9%
Cash Funds	1,646,130	1,238,944	1,659,418	1,674,186	0.9%
Federal Funds	0	488,750	0	0	0.0%

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (3) SUPPORT SERVICES

Primary Functions: Contains the costs associated with the Department's support programs, including business operations, personnel, offender services, transportation, training, information services, and facility services.

#### (A) Business Operations Subprogram

Primary Function: Provide fiscal management and budgeting services for the Department.

Personal Services	<u>4,615,989</u>	<u>6,299,274</u>	<u>6,506,341</u>	<u>6,751,234</u> *
FTE	99.8	103.0	99.8	100.8
General Fund	2,854,393	5,154,702	5,317,843	5,636,009
Cash Funds	40,297	41,897	44,200	46,764
Reappropriated Funds	1,721,299	1,102,675	1,144,298	1,068,461
Operating Expenses	<u>234,201</u>	<u>234,201</u>	<u>234,201</u>	<u>234,201</u>
General Fund	234,201	234,201	234,201	234,201

<b>SUBTOTAL - (A) Business Operations Subprogram</b>	4,850,190	6,533,475	6,740,542	6,985,435	3.6%
FTE	<u>99.8</u>	<u>103.0</u>	<u>99.8</u>	<u>100.8</u>	<u>1.0%</u>
General Fund	3,088,594	5,388,903	5,552,044	5,870,210	5.7%
Cash Funds	40,297	41,897	44,200	46,764	5.8%
Reappropriated Funds	1,721,299	1,102,675	1,144,298	1,068,461	(6.6%)

#### (B) Personnel Subprogram

Primary Function: Provides human resources services, including recruitment, examination, position classification, personnel records, affirmative action, appeals, grievance, and benefits administration.

Personal Services	<u>1,034,820</u>	<u>1,393,681</u>	<u>1,436,283</u>	<u>1,483,021</u>
FTE	18.7	19.2	18.7	18.7
General Fund	1,034,820	1,393,681	1,436,283	1,483,021

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Operating Expenses	<u>86,931</u>	<u>86,931</u>	<u>86,931</u>	<u>86,931</u>	
General Fund	86,931	86,931	86,931	86,931	
<b>SUBTOTAL - (B) Personnel Subprogram</b>	1,121,751	1,480,612	1,523,214	1,569,952	3.1%
<i>FTE</i>	<u>18.7</u>	<u>19.2</u>	<u>18.7</u>	<u>18.7</u>	0.0%
General Fund	1,121,751	1,480,612	1,523,214	1,569,952	3.1%

### (C) Offender Services Subprogram

Primary Function: Provide offender population management, offender classification, offender case management, sentence computation, release operations, jail backlog monitoring, etc.

Personal Services	<u>2,577,664</u>	<u>3,097,919</u>	<u>3,192,617</u>	<u>3,296,507</u>	
FTE	44.1	47.1	44.1	44.1	
General Fund	2,577,664	3,097,919	3,192,617	3,296,507	
Operating Expenses	<u>62,044</u>	<u>62,044</u>	<u>62,044</u>	<u>62,044</u>	
General Fund	62,044	62,044	62,044	62,044	
<b>SUBTOTAL - (C) Offender Services Subprogram</b>	2,639,708	3,159,963	3,254,661	3,358,551	3.2%
<i>FTE</i>	<u>44.1</u>	<u>47.1</u>	<u>44.1</u>	<u>44.1</u>	0.0%
General Fund	2,639,708	3,159,963	3,254,661	3,358,551	3.2%

### (D) Communications Subprogram

Primary Function: Manage communication systems, including radio, cellular telephones, pagers, and video conferences.

Operating Expenses	<u>1,626,840</u>	<u>1,628,190</u>	<u>1,638,252</u>	<u>1,640,547</u> *	
General Fund	1,626,840	1,628,190	1,638,252	1,640,547	
Dispatch Services	<u>224,477</u>	<u>224,477</u>	<u>224,477</u>	<u>259,002</u>	
General Fund	224,477	224,477	224,477	259,002	

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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
<b>SUBTOTAL - (D) Communications Subprogram</b>	1,851,317	1,852,667	1,862,729	1,899,549	2.0%
<i>FTE</i>	0.0	0.0	0.0	0.0	0.0%
General Fund	1,851,317	1,852,667	1,862,729	1,899,549	2.0%

### (E) Transportation Subprogram

Primary Function: Manage the Department's vehicle fleet as well as the Central Transportation Unit, which transports offenders.

Personal Services	<u>1,492,595</u>	<u>2,174,797</u>	<u>2,411,176</u>	<u>2,558,016</u>	
FTE	35.9	37.1	35.9	35.9	
General Fund	1,492,595	2,174,797	2,411,176	2,558,016	
Operating Expenses	<u>433,538</u>	<u>433,538</u>	<u>433,538</u>	<u>433,538</u>	
General Fund	433,538	433,538	433,538	433,538	
Vehicle Lease Payments	<u>3,206,280</u>	<u>2,943,625</u>	<u>3,478,263</u>	<u>3,341,090</u> *	
General Fund	2,608,657	2,442,828	2,835,500	2,700,957	
Cash Funds	597,623	500,797	642,763	640,133	
<b>SUBTOTAL - (E) Transportation Subprogram</b>	5,132,413	5,551,960	6,322,977	6,332,644	0.2%
<i>FTE</i>	35.9	37.1	35.9	35.9	0.0%
General Fund	4,534,790	5,051,163	5,680,214	5,692,511	0.2%
Cash Funds	597,623	500,797	642,763	640,133	(0.4%)

### (F) Training Subprogram

Primary Function: Provide basic, extended, in-service, and advanced training to DOC employees.

Personal Services	<u>1,619,179</u>	<u>2,332,114</u>	<u>2,403,403</u>	<u>2,481,611</u>	
FTE	33.0	33.3	33.0	33.0	
General Fund	1,619,179	2,332,114	2,403,403	2,481,611	



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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Operating Expenses	<u>287,124</u>	<u>287,169</u>	<u>287,875</u>	<u>287,875</u>	
General Fund	287,124	287,169	287,875	287,875	
<b>SUBTOTAL - (F) Training Subprogram</b>	1,906,303	2,619,283	2,691,278	2,769,486	2.9%
<i>FTE</i>	<u>33.0</u>	<u>33.3</u>	<u>33.0</u>	<u>33.0</u>	0.0%
General Fund	1,906,303	2,619,283	2,691,278	2,769,486	2.9%

### (G) Information Systems Subprogram

Primary Function: Develop and maintain of automated information systems within the DOC. The services are provided by OIT.

Operating Expenses	<u>1,645,262</u>	<u>1,392,417</u>	<u>1,396,969</u>	<u>1,397,369</u>	
General Fund	1,645,262	1,392,417	1,396,969	1,397,369	
Payments to OIT	<u>19,723,993</u>	<u>23,194,365</u>	<u>28,858,398</u>	<u>27,996,243</u> *	
General Fund	19,606,251	23,060,038	28,707,819	27,850,165	
Cash Funds	117,742	134,327	150,579	146,078	
CORE Operations	<u>418,183</u>	<u>464,392</u>	<u>362,156</u>	<u>400,272</u>	
General Fund	368,814	409,594	316,790	350,132	
Cash Funds	23,671	26,470	21,914	24,220	
Reappropriated Funds	25,698	28,328	23,452	25,920	
<b>SUBTOTAL - (G) Information Systems Subprogram</b>	21,787,438	25,051,174	30,617,523	29,793,884	(2.7%)
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	0.0%
General Fund	21,620,327	24,862,049	30,421,578	29,597,666	(2.7%)
Cash Funds	141,413	160,797	172,493	170,298	(1.3%)
Reappropriated Funds	25,698	28,328	23,452	25,920	10.5%

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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (H) Facility Services Subprogram

Primary Function: Contractor/design team selection, design review, contract administration, and fiscal management of the DOC's capital construction and controlled maintenance projects.

Personal Services	<u>813,411</u>	<u>983,276</u>	<u>1,013,333</u>	<u>1,046,307</u>	
FTE	9.7	9.3	9.7	9.7	
General Fund	813,411	983,276	1,013,333	1,046,307	
Operating Expenses	<u>83,096</u>	<u>83,096</u>	<u>83,096</u>	<u>83,096</u>	
General Fund	83,096	83,096	83,096	83,096	
<b>SUBTOTAL - (H) Facility Services Subprogram</b>	896,507	1,066,372	1,096,429	1,129,403	3.0%
FTE	<u>9.7</u>	<u>9.3</u>	<u>9.7</u>	<u>9.7</u>	0.0%
General Fund	896,507	1,066,372	1,096,429	1,129,403	3.0%
<b>TOTAL - (3) Support Services</b>	40,185,627	47,315,506	54,109,353	53,838,904	(0.5%)
FTE	<u>241.2</u>	<u>249.0</u>	<u>241.2</u>	<u>242.2</u>	0.4%
General Fund	37,659,297	45,481,012	52,082,147	51,887,328	(0.4%)
Cash Funds	779,333	703,491	859,456	857,195	(0.3%)
Reappropriated Funds	1,746,997	1,131,003	1,167,750	1,094,381	(6.3%)

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### (4) INMATE PROGRAMS

Primary Function: Includes the Department's educational, vocational, recreational, and labor programs for offenders, as well as Sex Offender Treatment and Drug and Alcohol Treatment.

#### (A) Labor Subprogram

Primary Function: Supervise inmate work assignments involving physical labor to assist the DOC and outside agencies with reclamation, landscaping, construction, etc.

Personal Services	<u>4,021,545</u>	<u>5,368,132</u>	<u>6,001,809</u>	<u>6,386,103</u>	
FTE	88.7	81.9	88.7	88.7	
General Fund	4,021,545	5,368,132	6,001,809	6,386,103	
Operating Expenses	<u>88,017</u>	<u>88,017</u>	<u>88,017</u>	<u>88,017</u>	
General Fund	88,017	88,017	88,017	88,017	
<b>SUBTOTAL - (A) Labor Subprogram</b>	4,109,562	5,456,149	6,089,826	6,474,120	6.3%
FTE	<u>88.7</u>	<u>81.9</u>	<u>88.7</u>	<u>88.7</u>	0.0%
General Fund	4,109,562	5,456,149	6,089,826	6,474,120	6.3%

#### (B) Education Subprogram

Primary Function: Assist inmates in improving basic skills such as English, reading, writing, spelling, and math.

Personal Services	<u>11,257,167</u>	<u>13,633,002</u>	<u>14,105,285</u>	<u>15,003,929</u>	*
FTE	192.6	190.9	194.0	201.1	
General Fund	11,257,167	13,633,002	14,105,285	15,003,929	
Operating Expenses	<u>4,520,963</u>	<u>3,906,976</u>	<u>4,521,663</u>	<u>4,679,663</u>	*
General Fund	2,816,546	2,816,746	2,817,246	2,817,246	
Cash Funds	1,293,402	969,448	1,293,402	1,451,402	
Reappropriated Funds	411,015	120,782	411,015	411,015	

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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Contract Services	<u>237,128</u>	<u>237,128</u>	<u>237,128</u>	<u>237,128</u>	
General Fund	237,128	237,128	237,128	237,128	
Education Grants	<u>80,060</u>	<u>144,620</u>	<u>80,060</u>	<u>80,060</u>	
FTE	2.0	2.0	2.0	2.0	
Cash Funds	10,000	5,000	10,000	10,000	
Reappropriated Funds	42,410	0	42,410	42,410	
Federal Funds	27,650	139,620	27,650	27,650	
Start-up Costs	<u>18,812</u>	<u>0</u>	<u>4,703</u>	<u>0</u>	
General Fund	18,812	0	4,703	0	
Indirect Cost Assessment	<u>311</u>	<u>0</u>	<u>0</u>	<u>0</u>	
Federal Funds	311	0	0	0	
<b>SUBTOTAL - (B) Education Subprogram</b>	16,114,441	17,921,726	18,948,839	20,000,780	5.6%
FTE	<u>194.6</u>	<u>192.9</u>	<u>196.0</u>	<u>203.1</u>	<u>3.6%</u>
General Fund	14,329,653	16,686,876	17,164,362	18,058,303	5.2%
Cash Funds	1,303,402	974,448	1,303,402	1,461,402	12.1%
Reappropriated Funds	453,425	120,782	453,425	453,425	0.0%
Federal Funds	27,961	139,620	27,650	27,650	0.0%

### (C) Recreation Subprogram

Primary Function: Develop, implement, and supervise recreational programs including leisure time activities and outdoor exercise.

Personal Services	<u>4,589,078</u>	<u>6,882,514</u>	<u>7,732,383</u>	<u>8,659,982</u> *
FTE	116.7	114.3	116.7	123.5
General Fund	4,589,078	6,882,514	7,732,383	8,659,982

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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Operating Expenses	<u>71,232</u>	<u>71,232</u>	<u>71,232</u>	<u>77,552</u> *	
Cash Funds	71,232	71,232	71,232	77,552	
<b>SUBTOTAL - (C) Recreation Subprogram</b>	4,660,310	6,953,746	7,803,615	8,737,534	12.0%
<i>FTE</i>	<u>116.7</u>	<u>114.3</u>	<u>116.7</u>	<u>123.5</u>	<u>5.8%</u>
General Fund	4,589,078	6,882,514	7,732,383	8,659,982	12.0%
Cash Funds	71,232	71,232	71,232	77,552	8.9%

### (D) Drug and Alcohol Treatment Subprogram

Primary Function: Provide drug and alcohol treatment services to inmates.

Personal Services	<u>4,720,946</u>	<u>5,424,050</u>	<u>5,589,854</u>	<u>5,886,026</u> *	
FTE	85.4	79.3	85.4	87.4	
General Fund	4,720,946	5,424,050	5,589,854	5,886,026	
Operating Expenses	<u>110,932</u>	<u>110,932</u>	<u>110,932</u>	<u>117,884</u> *	
General Fund	110,932	110,932	110,932	117,884	
Services for Substance Abuse and Co-occurring Disorders	<u>1,009,077</u>	<u>1,027,121</u>	<u>1,027,121</u>	<u>0</u> *	
Reappropriated Funds	1,009,077	1,027,121	1,027,121	0	
Contract Services	<u>2,459,804</u>	<u>2,487,199</u>	<u>2,508,458</u>	<u>2,157,942</u> *	
General Fund	2,104,898	2,125,947	2,147,206	2,157,942	
Reappropriated Funds	354,906	361,252	361,252	0	
Treatment Grants	<u>126,682</u>	<u>180,139</u>	<u>126,682</u>	<u>126,682</u>	
Reappropriated Funds	126,682	0	126,682	126,682	
Federal Funds	0	180,139	0	0	

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	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
<b>SUBTOTAL - (D) Drug and Alcohol Treatment</b>					
<b>Subprogram</b>	8,427,441	9,229,441	9,363,047	8,288,534	(11.5%)
<i>FTE</i>	<u>85.4</u>	<u>79.3</u>	<u>85.4</u>	<u>87.4</u>	<u>2.3%</u>
General Fund	6,936,776	7,660,929	7,847,992	8,161,852	4.0%
Reappropriated Funds	1,490,665	1,388,373	1,515,055	126,682	(91.6%)
Federal Funds	0	180,139	0	0	0.0%

### (E) Sex Offender Treatment Subprogram

Primary Function: Provide treatment to sex offenders who are motivated to eliminate such behavior.

Personal Services	<u>2,040,205</u>	<u>3,108,742</u>	<u>3,204,561</u>	<u>3,307,824</u>
FTE	55.8	47.1	55.8	55.8
General Fund	2,010,164	3,079,201	3,173,327	3,276,590
Cash Funds	30,041	29,541	31,234	31,234
Operating Expenses	<u>92,276 0.0</u>	<u>92,276</u>	<u>92,276</u>	<u>92,276</u>
General Fund	91,776	91,776	91,776	91,776
Cash Funds	500	500	500	500
Polygraph Testing	<u>242,500</u>	<u>242,500</u>	<u>242,500</u>	<u>242,500</u>
General Fund	242,500	242,500	242,500	242,500
Sex Offender Treatment Grants	<u>65,597</u>	<u>65,597</u>	<u>65,597</u>	<u>65,597</u>
Federal Funds	65,597	65,597	65,597	65,597

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
<b>SUBTOTAL - (E) Sex Offender Treatment</b>					
<b>Subprogram</b>	2,440,578	3,509,115	3,604,934	3,708,197	2.9%
<i>FTE</i>	<u>55.8</u>	<u>47.1</u>	<u>55.8</u>	<u>55.8</u>	0.0%
General Fund	2,344,440	3,413,477	3,507,603	3,610,866	2.9%
Cash Funds	30,541	30,041	31,734	31,734	0.0%
Federal Funds	65,597	65,597	65,597	65,597	0.0%
<b>(F) Volunteers Subprogram</b>					
Primary Function: Manage volunteer programs, including volunteer chaplain services to inmates.					
Personal Services	<u>160,325</u>	<u>746,738</u>	<u>447,527</u>	<u>462,090</u>	
<i>FTE</i>	<u>8.0</u>	<u>8.7</u>	<u>8.0</u>	<u>8.0</u>	
General Fund	160,325	746,738	447,527	462,090	
Cash Funds	0	0	0	0	
Operating Expenses	<u>17,912</u>	<u>17,912</u>	<u>17,912</u>	<u>17,912</u>	
General Fund	17,912	17,912	17,912	17,912	
<b>SUBTOTAL - (F) Volunteers Subprogram</b>					
	178,237	764,650	465,439	480,002	3.1%
<i>FTE</i>	<u>8.0</u>	<u>8.7</u>	<u>8.0</u>	<u>8.0</u>	0.0%
General Fund	178,237	764,650	465,439	480,002	3.1%
Cash Funds	0	0	0	0	0.0%
<b>TOTAL - (4) Inmate Programs</b>					
	35,930,569	43,834,827	46,275,700	47,689,167	3.1%
<i>FTE</i>	<u>549.2</u>	<u>524.2</u>	<u>550.6</u>	<u>566.5</u>	2.9%
General Fund	32,487,746	40,864,595	42,807,605	45,445,125	6.2%
Cash Funds	1,405,175	1,075,721	1,406,368	1,570,688	11.7%
Reappropriated Funds	1,944,090	1,509,155	1,968,480	580,107	(70.5%)
Federal Funds	93,558	385,356	93,247	93,247	0.0%

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (5) COMMUNITY SERVICES

Primary Function: Monitors and supervises offenders who are on parole, in community corrections facilities prior to parole, living in private residences under intensive supervision prior to parole, and in Youthful Offender System aftercare.

#### (A) Parole Subprogram

Primary Function: Supervise offenders who have been placed on parole by the Parole Board, including high-risk offenders who are on intensive supervision parole.

Personal Services	<u>13,184,749</u>	<u>22,709,592</u>	<u>19,007,465</u>	<u>19,677,592</u>	*
FTE	294.0	252.6	302.2	303.2	
General Fund	13,184,749	22,709,592	19,007,465	19,677,592	
Operating Expenses	<u>2,617,703</u>	<u>2,611,590</u>	<u>2,615,820</u>	<u>2,616,320</u>	*
General Fund	2,617,703	2,611,590	2,615,820	2,616,320	
Parolee Supervision and Support Services	<u>7,732,631</u>	<u>9,094,909</u>	<u>11,299,514</u>	<u>7,943,241</u>	*
General Fund	5,565,923	6,906,784	9,089,758	4,554,063	
Reappropriated Funds	2,166,708	2,188,125	2,209,756	3,389,178	
Wrap-Around Services Program	<u>1,860,004</u>	<u>1,878,604</u>	<u>2,336,782</u>	<u>2,348,466</u>	*
General Fund	1,860,004	1,878,604	2,336,782	2,348,466	
Grants to Community-based Organizations for Parolee Support	<u>1,733,971</u>	<u>5,387,971</u>	<u>6,697,140</u>	<u>6,697,140</u>	
General Fund	1,733,971	2,101,971	6,697,140	6,697,140	
Reappropriated Funds	0	3,286,000	0	0	
Community-based Organizations Housing Support	<u>0</u>	<u>0</u>	<u>500,000</u>	<u>500,000</u>	
General Fund	0	0	500,000	500,000	



## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Parolee Housing Support	<u>0</u>	<u>0</u>	<u>500,000</u>	<u>500,000</u>	
General Fund	0	0	500,000	500,000	
Work Release Program	<u>0</u>	<u>0</u>	<u>3,500,000</u>	<u>0</u> *	
General Fund	0	0	3,500,000	0	
Non-residential Services	<u>1,215,818</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	1,215,818	0	0	0	
Home Detention	<u>69,383</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	69,383	0	0	0	
<b>SUBTOTAL - (A) Parole Subprogram</b>	28,414,259	41,682,666	46,456,721	40,282,759	(13.3%)
<i>FTE</i>	<u>294.0</u>	<u>252.6</u>	<u>302.2</u>	<u>303.2</u>	0.3%
General Fund	26,247,551	36,208,541	44,246,965	36,893,581	(16.6%)
Reappropriated Funds	2,166,708	5,474,125	2,209,756	3,389,178	53.4%

### (B) Community Supervision Subprogram

#### (1) Community Supervision

Personal Services	<u>4,519,142</u>	<u>6,093,776</u>	<u>6,280,052</u>	<u>6,484,410</u>	
FTE	83.8	83.3	83.8	83.8	
General Fund	4,519,142	6,093,776	6,280,052	6,484,410	
Operating Expenses	<u>632,650</u>	<u>632,650</u>	<u>632,650</u>	<u>632,650</u>	
General Fund	632,650	632,650	632,650	632,650	
Psychotropic Medication	<u>131,400</u>	<u>83,554</u>	<u>131,400</u>	<u>111,400</u> *	
General Fund	131,400	83,554	131,400	111,400	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Community Supervision Support Services	<u>2,952,822</u>	<u>3,836,171</u>	<u>3,972,609</u>	<u>4,162,472</u> *	
General Fund	2,952,822	3,836,171	3,940,134	3,909,835	
Reappropriated Funds	0	0	32,475	252,637	
Community Mental Health Services	<u>649,034</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	649,034	0	0	0	
Contract Services for High Risk Offenders	<u>221,200</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	221,200	0	0	0	
Contract Services for Fugitive Returns	<u>74,524</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	42,049	0	0	0	
Reappropriated Funds	32,475	0	0	0	
<b>SUBTOTAL -</b>	9,180,772	10,646,151	11,016,711	11,390,932	3.4%
<i>FTE</i>	<u>83.8</u>	<u>83.3</u>	<u>83.8</u>	<u>83.8</u>	0.0%
General Fund	9,148,297	10,646,151	10,984,236	11,138,295	1.4%
Reappropriated Funds	32,475	0	32,475	252,637	677.9%

### (2) Youthful Offender System Aftercare

Personal Services	<u>445,211</u>	<u>532,124</u>	<u>548,390</u>	<u>566,235</u>	
FTE	8.0	5.7	8.0	8.0	
General Fund	445,211	532,124	548,390	566,235	
Operating Expenses	<u>141,067</u>	<u>141,067</u>	<u>141,067</u>	<u>141,067</u>	
General Fund	141,067	141,067	141,067	141,067	
Contract Services	<u>1,022,396</u>	<u>1,022,396</u>	<u>1,022,396</u>	<u>777,508</u> *	
General Fund	1,022,396	1,022,396	1,022,396	777,508	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
<b>SUBTOTAL -</b>	1,608,674	1,695,587	1,711,853	1,484,810	(13.3%)
<i>FTE</i>	8.0	5.7	8.0	8.0	0.0%
General Fund	1,608,674	1,695,587	1,711,853	1,484,810	(13.3%)
<b>SUBTOTAL - (B) Community Supervision</b>					
<b>Subprogram</b>	10,789,446	12,341,738	12,728,564	12,875,742	1.2%
<i>FTE</i>	91.8	89.0	91.8	91.8	0.0%
General Fund	10,756,971	12,341,738	12,696,089	12,623,105	(0.6%)
Reappropriated Funds	32,475	0	32,475	252,637	677.9%

### (C) Community Re-entry Subprogram

Primary Function: Provide emergency assistance to inmates who require temporary shelter, work clothes, bus tokens, small work tools, or other short-term emergency assistance upon release from custody.

Personal Services	<u>1,892,834</u>	<u>2,437,735</u>	<u>2,512,252</u>	<u>2,651,759</u> *
<i>FTE</i>	41.6	37.5	41.6	42.6
General Fund	1,892,834	2,437,735	2,512,252	2,651,759
Operating Expenses	<u>146,202</u>	<u>146,202</u>	<u>146,202</u>	<u>146,702</u> *
General Fund	146,202	146,202	146,202	146,702
Offender Emergency Assistance	<u>96,768</u>	<u>96,768</u>	<u>96,768</u>	<u>96,768</u>
General Fund	96,768	96,768	96,768	96,768
Contract Services	<u>190,000</u>	<u>190,000</u>	<u>190,000</u>	<u>190,000</u>
General Fund	190,000	190,000	190,000	190,000

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Offender Re-employment Center	<u>374,000</u>	<u>364,000</u>	<u>374,000</u>	<u>100,000</u> *	
General Fund	364,000	364,000	364,000	100,000	
Cash Funds	10,000	0	10,000	0	
Community Reintegration Grants	<u>39,098</u>	<u>39,098</u>	<u>39,098</u>	<u>39,098</u>	
FTE	1.0	1.0	1.0	1.0	
Federal Funds	39,098	39,098	39,098	39,098	
Transitional Work Program	<u>0</u>	<u>0</u>	<u>0</u>	<u>3,500,000</u> *	
FTE	0.0	0.0	0.0	1.0	
General Fund	0	0	0	3,500,000	
<b>SUBTOTAL - (C) Community Re-entry Subprogram</b>	2,738,902	3,273,803	3,358,320	6,724,327	100.2%
<i>FTE</i>	<u>42.6</u>	<u>38.5</u>	<u>42.6</u>	<u>44.6</u>	4.7%
General Fund	2,689,804	3,234,705	3,309,222	6,685,229	102.0%
Cash Funds	10,000	0	10,000	0	(100.0%)
Federal Funds	39,098	39,098	39,098	39,098	0.0%
<b>TOTAL - (5) Community Services</b>	41,942,607	57,298,207	62,543,605	59,882,828	(4.3%)
<i>FTE</i>	<u>428.4</u>	<u>380.1</u>	<u>436.6</u>	<u>439.6</u>	0.7%
General Fund	39,694,326	51,784,984	60,252,276	56,201,915	(6.7%)
Cash Funds	10,000	0	10,000	0	(100.0%)
Reappropriated Funds	2,199,183	5,474,125	2,242,231	3,641,815	62.4%
Federal Funds	39,098	39,098	39,098	39,098	0.0%

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
<b>(6) PAROLE BOARD</b>					
Primary Function: Conduct all parole application and parole revocation hearings.					
Personal Services	<u>951,387</u>	<u>1,401,775</u>	<u>1,657,993</u>	<u>1,724,398</u>	
FTE	17.5	16.1	19.3	19.5	
General Fund	951,387	1,401,775	1,657,993	1,724,398	
Operating Expenses	<u>106,390</u>	<u>106,390</u>	<u>126,556</u>	<u>107,390</u>	
General Fund	106,390	106,390	126,556	107,390	
Contract Services	<u>272,437</u>	<u>272,437</u>	<u>272,437</u>	<u>242,437</u>	*
General Fund	272,437	272,437	272,437	242,437	
Administrative and IT Support	<u>0</u>	<u>0</u>	<u>105,000</u>	<u>105,000</u>	
FTE	0.0	0.0	2.0	2.0	
General Fund	0	0	105,000	105,000	
Start-up Costs	<u>0</u>	<u>0</u>	<u>60,240</u>	<u>0</u>	
General Fund	0	0	60,240	0	
<b>TOTAL - (6) Parole Board</b>	1,330,214	1,780,602	2,222,226	2,179,225	(1.9%)
FTE	<u>17.5</u>	<u>16.1</u>	<u>21.3</u>	<u>21.5</u>	0.9%
General Fund	1,330,214	1,780,602	2,222,226	2,179,225	(1.9%)

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (7) CORRECTIONAL INDUSTRIES

Primary Function: Employ inmates in profit-oriented industries, usually within DOC facilities.

Personal Services	<u>8,212,904</u>	<u>9,867,115</u>	<u>11,659,707</u>	<u>12,134,236</u>	
FTE	155.0	135.6	155.0	155.0	
General Fund	(2,436,394)	0	0	0	
Cash Funds	3,478,295	3,624,244	3,837,425	4,068,219	
Reappropriated Funds	7,171,003	6,242,871	7,822,282	8,066,017	
Operating Expenses	<u>6,689,926</u>	<u>6,684,702</u>	<u>6,689,926</u>	<u>6,689,926</u>	
Cash Funds	1,817,327	1,817,327	1,817,327	1,817,327	
Reappropriated Funds	4,872,599	4,867,375	4,872,599	4,872,599	
Raw Materials	<u>38,878,810</u>	<u>24,208,547</u>	<u>38,878,810</u>	<u>37,941,725</u>	*
Cash Funds	8,441,080	3,688,329	8,441,080	7,785,513	
Reappropriated Funds	30,437,730	20,520,218	30,437,730	30,156,212	
Inmate Pay	<u>2,498,992</u>	<u>1,975,212</u>	<u>2,752,239</u>	<u>2,752,239</u>	
Cash Funds	861,343	595,842	1,114,590	1,114,590	
Reappropriated Funds	1,637,649	1,379,370	1,637,649	1,637,649	
Capital Outlay	<u>1,406,200</u>	<u>483,678</u>	<u>1,406,200</u>	<u>1,406,200</u>	
Cash Funds	337,094	149,527	337,094	337,094	
Reappropriated Funds	1,069,106	334,151	1,069,106	1,069,106	
Correctional Industries Grants	<u>2,500,000</u>	<u>512,029</u>	<u>2,500,000</u>	<u>2,500,000</u>	
Federal Funds	2,500,000	512,029	2,500,000	2,500,000	

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
Indirect Cost Assessment	<u>1,650,611</u>	<u>429,080</u>	<u>1,067,491</u>	<u>988,128</u>	
Cash Funds	115,923	135,538	126,403	132,107	
Reappropriated Funds	292,966	293,542	291,033	293,816	
Federal Funds	1,241,722	0	650,055	562,205	
<b>TOTAL - (7) Correctional Industries</b>	61,837,443	44,160,363	64,954,373	64,412,454	(0.8%)
<i>FTE</i>	<u>155.0</u>	<u>135.6</u>	<u>155.0</u>	<u>155.0</u>	0.0%
General Fund	(2,436,394)	0	0	0	0.0%
Cash Funds	15,051,062	10,010,807	15,673,919	15,254,850	(2.7%)
Reappropriated Funds	45,481,053	33,637,527	46,130,399	46,095,399	(0.1%)
Federal Funds	3,741,722	512,029	3,150,055	3,062,205	(2.8%)

## Appendix A: Numbers Pages

	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Appropriation	FY 2020-21 Request	Request vs. Appropriation
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### (8) CANTEEN OPERATIONS

Primary Function: Sell snacks, personal care products, TV's, phone time, and other items to DOC inmates at all DOC facilities.

Personal Services	<u>1,698,748</u>	<u>1,885,310</u>	<u>2,234,624</u>	<u>2,364,278</u>	
FTE	28.0	28.6	28.0	28.0	
General Fund	(338,512)	0	0	0	
Cash Funds	2,037,260	1,885,310	2,234,624	2,364,278	
Operating Expenses	<u>12,851,987</u>	<u>18,312,198</u>	<u>18,930,041</u>	<u>18,930,041</u>	
Cash Funds	12,851,987	18,312,198	18,930,041	18,930,041	
Inmate Pay	<u>73,626</u>	<u>55,346</u>	<u>73,626</u>	<u>73,626</u>	
Cash Funds	73,626	55,346	73,626	73,626	
Indirect Cost Assessment	<u>69,649</u>	<u>81,265</u>	<u>75,895</u>	<u>79,243</u>	
Cash Funds	69,649	81,265	75,895	79,243	
<b>TOTAL - (8) Canteen Operations</b>	14,694,010	20,334,119	21,314,186	21,447,188	0.6%
FTE	<u>28.0</u>	<u>28.6</u>	<u>28.0</u>	<u>28.0</u>	0.0%
General Fund	(338,512)	0	0	0	0.0%
Cash Funds	15,032,522	20,334,119	21,314,186	21,447,188	0.6%
<b>TOTAL - Department of Corrections</b>	767,311,546	971,307,551	988,046,445	1,007,020,518	1.9%
FTE	<u>6,247.0</u>	<u>6,022.9</u>	<u>6,279.3</u>	<u>6,495.0</u>	3.4%
General Fund	672,341,188	888,438,377	885,094,026	904,550,401	2.2%
Cash Funds	39,182,940	39,383,500	47,619,442	47,322,148	(0.6%)
Reappropriated Funds	51,620,128	41,756,810	51,757,665	51,660,507	(0.2%)
Federal Funds	4,167,290	1,728,864	3,575,312	3,487,462	(2.5%)



## APPENDIX B - RECENT LEGISLATION AFFECTING DEPARTMENT BUDGET

### 2018 SESSION BILLS

**S.B. 18-119 (FALSE IMPRISONMENT OF A MINOR):** Increases the crime of false imprisonment of a minor from a class 2 misdemeanor to a class 5 felony when a person confines or detains a person under the age of 18 by means of tying, locking, caging, chaining, or otherwise restricting the minor's freedom of movement under circumstances that pose a risk of bodily injury or serious emotional distress. Includes a statutory General Fund appropriation to the Department that provides a total of \$174,751 over 5 years with \$22,072 provided in FY 2018-19 and \$32,077 in FY 2019-20.

**S.B. 18-150 (VOTER REGISTRATION OF INDIVIDUALS IN CRIMINAL JUSTICE SYSTEM):** Allows parolees to preregister to vote and requires parole and probation officers to provide parolees with voter registration information. For FY 2018-19, provides one-time appropriations of \$89,600 to the Department of Corrections from the General Fund and \$95,555 to the Department of State from the Department of State Cash Fund.

**S.B. 18-200 (MODIFICATIONS TO PERA TO ELIMINATE UNFUNDED LIABILITY):** Classifies Correctional Officers I through IV hired on or after January 1, 2020 as state troopers for employer and employee contributions to PERA, which will increase the Department's PERA contribution for these individuals to 13.1 percent from the 10.4 percent rate that would otherwise apply.

**H.B. 18-1077 (BURGLARY OF FIREARMS):** Increases the crime of burglary from a class 4 felony to a class 3 felony if the objective of the burglary is the theft of firearms or ammunition. Includes a statutory General Fund appropriation to the Department that provides a total of \$1,401,432 over 5 years with \$69,856 provided in FY 2020-21 and \$467,144 in FY 2021-22.

**S.B. 18-1132 (COSTS OF INCARCERATING DEPARTMENT OF CORRECTIONS OFFENDERS IN LOCAL JAILS):** Requires counties to annually report to the Joint Budget Committee the average cost of holding Department of Corrections offenders in their jails.

**H.B. 18-1158 (SUPPLEMENTAL BILL):** Modifies FY 2017-18 and FY 2016-17 appropriations to the Department.

**H.B. 18-1176 (REAUTHORIZE OFFENDER REENTRY GRANT PROGRAM):** Continues for 5 years the offender reentry grant program operated by the Department, which makes grants through an intermediary to community organizations that provide parolees with re-entry services that aim to reduce recidivism, enhance public safety, and increase parolee success. For FY 2018-19 provides a one-time appropriation to expand the program of \$3,286,000 from the Correctional Treatment Cash Fund to the Judicial Department and a one-time reappropriation of this amount to the Department of Corrections. The bill's legislative declaration states the General Assembly's intent that the program be supported by the General Fund in fiscal years 2019-20 through 2022-23 and encourages the Department of Corrections to request annual General Fund appropriations of \$5,475,380 for each of those years.

**H.B. 18-1200 (CYBERCRIME CHANGES):** Replaces the term “computer crime” with “cybercrime” in the criminal code, adds three new cybercrimes, adds definitions, and modifies the circumstances and classification of some such crimes. Includes a statutory General Fund appropriation to the Department that provides a total of \$135,418 over 5 years with \$22,072 provided in FY 2019-201 and \$34,677 in FY 2021-22.

**H.B. 18-1251 (COMMUNITY CORRECTIONS TRANSITION PLACEMENTS):** Modifies the procedures for community corrections transition placement referrals involving the State Board of Parole, the Department of Corrections, community corrections boards, and community corrections programs.

**H.B. 18-1287 (REAUTHORIZE COMMISSION ON CRIMINAL AND JUVENILE JUSTICE):** Reauthorizes until 2023 the Commission on Criminal and Juvenile Justice, which engages in evidence-based analysis of the Colorado criminal justice system and annually reports to the Governor, the General Assembly, and the Chief Justice of the Colorado Supreme Court. No appropriation to the Department is in the bill, but reauthorization has the effect of continuing a \$56,160 General Fund appropriation to the Department’s *Planning and Analysis Contracts* line item that would otherwise end.

**H.B. 18-1322 (LONG BILL):** General appropriations act for FY 2018-19.

**H.B. 18-1410 (PRISON POPULATION MEASUREMENT MEASURES):** Requires the Department to notify the Governor, Joint Budget Committee, State Parole Board, each elected district attorney, the chief judge of each judicial district, the State Public Defender, and the Department of Public Safety (DPS) when the vacancy rate in Department facilities and private prisons housing Department offenders falls below two percent. When this occurs, the Department may:

- Request information about unused community corrections beds from the DPS, which must promptly respond and provide weekly updates until the vacancy rate exceeds three percent;
- Provide the Parole Board with names of inmates who do not require full parole board review or victim notification for parole release and (1) are within 90 days of their mandatory release date and have a verified parole sponsor, or (2) were granted conditional parole approval and have satisfied the condition. The Parole Board must conduct a file review of these individuals within 10 days and determine whether or not to order release. Inmates within 90 days of their mandatory release date can be released up to 30 days before that date.

## 2019 SESSION BILLS

**S.B. 19-008 (SUBSTANCE USE DISORDER TREATMENT IN CRIMINAL JUSTICE SYSTEM):** Makes several changes to state law concerning substance use disorders and the criminal justice system including the following:

- Requires county jails that accept state funding through the Department of Human Services’ (DHS’) Jail-based Behavioral Health Services Program to have a policy in place by January 1, 2020, that describes how medication-assisted treatment will be provided when necessary to confined individuals. Requires the Department of Corrections (DOC) to allow medication-assisted treatment to continue in cases where an inmate was receiving treatment in a county jail prior to transfer into DOC custody. Allows county sheriffs and the DOC to enter into agreements with treatment organizations to assist in the development and administration of medication-assisted

treatment in jails and prisons. Appropriates \$492,750 General Fund to DOC for FY 2019-20, and indicates that DOC will require 1.6 FTE to implement the act.

- Appropriates \$1,963,832 General Fund to DHS for FY 2019-20, and indicates that DHS will require 1.5 FTE to implement the act. This funding includes: \$1,165,052 to increase the number of local co-responder programs from eight to eleven; and \$798,780 for medication-assisted treatment in county jails.
- Requires the Department of Public Health and Environment (CDPHE) to develop and implement the Harm Reduction Grant Program to reduce health risks associated with drug use and improve coordination between law enforcement agencies, public health agencies, and community-based organizations. Creates the Harm Reduction Grant Program Cash Fund to support the grant program and appropriates \$1,800,000 cash funds from the Marijuana Tax Cash Fund to the new fund for FY 2019-20. Reappropriates this same amount to CDPHE for FY 2019-20 and indicates that CDPHE will require 1.8 FTE to implement the act.
- Requires the Commission on Criminal and Juvenile Justice (CCJJ) in the Department of Public Safety to study and make recommendations on various issues concerning the treatment of individuals with substance use disorders who come into contact with the criminal justice system, and to report to the General Assembly by July 1, 2020. Appropriates \$40,300 General Fund to the Department of Public Safety for FY 2019-20.
- Establishes a new process for sealing convictions for certain drug-related offenses, including: level 4 drug felonies and any drug misdemeanor involving the possession of a controlled substance; a felony or misdemeanor conviction prior to October 1, 2013, where the offense would be classified as a level 4 drug felony or drug misdemeanor if it had been committed on or after that date; and any municipal violation involving a controlled substance.
- Directs the Substance Abuse Trend and Response Task Force to formulate a response to substance use disorder problems, including the use of drop-off treatment services, mobile and walk-in crisis centers, and withdrawal management programs for low-level drug offenders. For additional information, see the “Recent Legislation” section at the end of Part III for the Department of Human Services.

**S.B. 19-064 (RETAIN CRIMINAL JUSTICE PROGRAMS FUNDING):** Creates cash funds for use by four criminal justice programs in the Departments of Corrections, Public Health and Environment, and Local Affairs. These cash funds are continuously appropriated to the departments operating the programs allowing use of the funds over multiple fiscal years. The bill also extends the sunset date for the Justice Reinvestment Crime Prevention Grant Program and the Justice Reinvestment Crime Prevention Small Business Program through 2023.

**S.B. 19-111 (SUPPLEMENTAL BILL):** Modifies FY 2017-18 and FY 2018-19 appropriations to the Department.

**S.B. 19-143 (PAROLE CHANGES):** Makes various changes to prison population management options to reduce the pressure on prison capacity. This includes changes to parole revocations and increases in the number of individuals eligible for re-entry services. The appropriation for the Department of Corrections was \$25,200 General Fund.

**S.B. 19-165 (INCREASE PAROLE BOARD MEMBERSHIP):** Increases the number of State Parole Board members from seven members to nine members.

**S.B. 19-207 (LONG BILL):** General appropriations act for FY 2018-19

**S.B. 19-208 (State Employee Reserve Fund Transfer):** Transfers \$23,000,000 from the State Employee Reserve Fund to the General Fund in FY 2019-20. Of this amount, \$13.0 million was transferred to cover a portion of the costs for the Department’s staff raises. This is a one-time transfer.

**H.B. 19-1064 (Victim Notification Criminal Proceedings):** Removes opt-in requirements for a victim to receive notifications of criminal proceedings involving their alleged offender or offender and instead automatically enrolls them. For FY 2019-20, appropriates \$784,542 General Fund to the Department of Corrections. For additional information, see the “Recent Legislation” section at the end of Part III for the Department of Public Health and Environment.

## APPENDIX C - FOOTNOTES AND INFORMATION REQUESTS

### UPDATE ON LONG BILL FOOTNOTES

- 1 Department of Corrections, Management, External Capacity Subprogram, Payments to House State Prisoners -- The Department of Corrections is authorized to transfer up to 5.0 percent of the total appropriation for the external capacity subprogram between line items in the external capacity subprogram for purposes of reimbursing local jails, private prison providers, and community return to custody providers

**COMMENT:** The Department is in compliance with this footnote.

- 2 Department of Corrections, Institutions, Housing and Security Subprogram, Personal Services -- The amount appropriated in this line item does not include the \$10,584,303 of FY 2019-20 General Fund appropriations for the Department of Corrections set forth in sections 111, and 114, through 126 of Title 17, Article 18, C.R.S. In calculating the amount appropriated in this line item, it is assumed that these statutory appropriations will be used for the same line item.

**COMMENT:** The Department is in compliance with this footnote. The footnote outlines the General Fund appropriations included in the required appropriation clauses for five-year criminal sentencing bills to pay for personal services in the housing and security subprogram.

- 3 Department of Corrections, Community Services, Parole Subprogram, Work Release Program -- This appropriation remains available for expenditure until the close of the 2020-21 state fiscal year.

**COMMENT:** The Department is in compliance with this footnote. The footnote allows the funding for the Work Release Program to continue through the 2020-21 session.

- 3A Department of Corrections, Canteen Operation, Operating Expenses -- It is the General Assembly's intent that a portion of the funding for operating expenses be used to purchase soft-soled tennis shoes for inmates with disabilities.

**COMMENT:** The Department intends to satisfy the intent of footnote 3a, which is to provide soft-soled tennis shoes for inmates with diabetes. However, based on a number of factors, the Department may not use a portion of the Canteen Operations line to make these purchases as specified in the footnote. The Department has entered into a settlement agreement in the case of Montez v. Hickenlooper, et al. This settlement, signed by both parties in May of 2019, requires that the plaintiff's attorney, in partnership with non-profit organizations, provide soft-soled tennis shoes to the Department to distribute to inmates with diabetes. Direct compliance with this footnote would take the Department out of compliance with the settlement agreement reached in the Montez lawsuit. As stated previously, it is the Department's intent that all inmates with diabetes in need of soft-soled tennis shoes will receive them, either through this agreement, with shoes provided by plaintiff's counsel, or if the offender has a

medical need for them, then through Medical Services. The Department is statutorily required to provide medical services to inmates under their jurisdiction; the purchase of any medically required, soft-soled tennis shoes for inmates with diabetes falls under this purview and is a cost that would normally be covered by the Purchase of Medical Services line item. Further, both the Canteen Operations line item and the Purchase of Medical Services line item are for the benefit of all offenders under the Department's jurisdiction, and a special carve-out for a certain subsection of offenders, however agreeable the intent may be, sets a new precedent.

## UPDATE ON REQUESTS FOR INFORMATION

### MULTIPLE DEPARTMENT REQUEST FOR INFORMATION

- 1 Department of Corrections; Department of Human Services; Judicial Department; Department of Public Safety; and Department of Transportation -- State agencies involved in multi-agency programs requiring separate appropriations to each agency are requested to designate one lead agency to be responsible for submitting a comprehensive annual budget request for such programs to the Joint Budget Committee, including prior year, request year, and three year forecasts for revenues into the fund and expenditures from the fund by agency. The requests should be sustainable for the length of the forecast based on anticipated revenues. Each agency is still requested to submit its portion of such request with its own budget document. This applies to requests for appropriation from: the Alcohol and Drug Driving Safety Program Fund, the Law Enforcement Assistance Fund, the Offender Identification Fund, the Persistent Drunk Driver Cash Fund, and the Sex Offender Surcharge Fund, among other programs.

**COMMENT:** This request for information is intended to ensure that Departments coordinate requests that draw on the same cash fund. Each Department is required to include, as part of its budget request, a Cash Fund Report for each cash fund it administers to comply with the statutory limit on cash fund reserves. For funds that are shared by multiple departments, the department that administers the fund is responsible for coordinating submission of expenditure and revenue information from all departments to construct a schedule 9 that incorporates all activity in the fund. One of the funds referenced in this RFI pertains to the Department of Corrections.

*Sex Offender Surcharge Fund [Section 18-21-103 (3), C.R.S.]* – This fund consists of 95.0 percent of sex offender surcharge revenues. These surcharges range from \$150 to \$3,000 for each conviction or, in the case of juveniles, adjudication. Money in this fund is subject to annual appropriation in the Judicial Department, the Department of Corrections, the Department of Public Safety's Division of Criminal Justice, and the Department of Human Services to cover the direct and indirect costs associated with the evaluation, identification, and treatment and the continued monitoring of sex offenders. Pursuant to 16-11.7-103 (4)(c), C.R.S., the Sex Offender Management Board is required to develop and submit to the General Assembly the plan for the allocation of money deposited in this fund. The Department of Corrections receives a direct appropriation from the Sex Offender Surcharge Fund to support treatment and services for sex offenders in prison.

- 2 Department of Corrections; Department of Human Services; Judicial Department; Department of Public Safety; and Department of Transportation -- State agencies involved in

multi-agency programs requiring separate appropriations to each agency are requested to designate one lead agency to be responsible for submitting a comprehensive annual budget request for such programs to the Joint Budget Committee, including prior year, request year, and three year forecasts for revenues into the fund and expenditures from the fund by agency. The requests should be sustainable for the length of the forecast based on anticipated revenues. Each agency is still requested to submit its portion of such request with its own budget document. This applies to requests for appropriation from: the Alcohol and Drug Driving Safety Program Fund, the Law Enforcement Assistance Fund, the Offender Identification Fund, the Persistent Drunk Driver Cash Fund, and the Sex Offender Surcharge Fund, among other programs.

**COMMENT:** The Sex Offender Surcharge Funds and Correctional Treatment Funds are tracked by the Judicial Department. The Department reports the total Colorado Mental Health Institute at Pueblo (CMHIP) expenditures for Youthful Offender System (YOS), San Carlos Correctional Facility (SCCF), and La Vista Correctional Facility (LVCF) in its November 1 budget submission.

- 3 Department of Corrections, Management; and Institutions; Department of Higher Education, Governing Boards, Regents of the University of Colorado; and Institutes -- The Departments are requested to work together to explore strategies to increase the ability of the Department of Human Services and the Department of Corrections to recruit and retain the most competent and desirable candidates to provide psychiatric care at the Mental Health Institutes and state prison facilities. These strategies may include, but not be limited to: Expanding the academic affiliation with the University of Colorado School of Medicine to include an option for academic promotion, teaching, and research opportunities for psychiatrists recruited to the Mental Health Institutes and the Department of Corrections in an effort to benefit all, and to evaluate additional opportunities for medical student and resident clinical experiences in state psychiatric and correctional facilities; increasing the utilization of tele psychiatry; and improving collaboration between the University of Colorado School of Medicine Department of Psychiatry, the Mental Health Institutes, and the Department of Corrections in recruiting, hiring, and retaining qualified psychiatrists with forensic and correctional expertise. The Department of Human Services is requested to submit a report by April 1, 2020, describing the status of these discussions, any plans to implement new recruitment and retention strategies, the estimated fiscal impact of implementing such strategies, and any potential actions the General Assembly should consider taking to support successful implementation of such strategies.

**COMMENT:** The Department intends to comply with this request for information and collaborate with the Departments of Higher Education and Human Services, to include providing the necessary data to the Department of Human Services for inclusion in the April 1, 2020 report.

## DEPARTMENT OF CORRECTIONS

- 1 Department of Corrections, Institutions, Mental Health Subprogram – It is requested that the Department submit a report to the House Judiciary Committee and the Senate Judiciary

Committee by January 31, 2020, detailing the progress related to the mental health unit at Centennial Correctional Facility.

**COMMENT:** The Department will comply with this request for information and will provide the requested report to the House and Senate Judiciary Committees by January 31, 2020.

- 2 Department of Corrections, Community Services, Work Release Program – It is requested that the Department of Corrections submit a report to the Joint Budget Committee by November 1 of each year detailing progress related to the work release program.

**COMMENT:** The intent of the Work Release Program, also known as Take TWO (Transitional Work Opportunity), is to provide eligible offenders the opportunity to obtain gainful employment earning prevailing wages prior to release from their prison sentences. Such employment would benefit offenders by allowing for procurement of income to secure housing and other needs upon release, as well as teaching valuable job skills that can transfer to gainful employment post-incarceration. The combination of these factors is intended to result in a higher likelihood that offenders will succeed in society upon release, thus reducing the rate of return to prison. Since the funding authorization for the work release program was granted so recently (July 1, 2019), the evolution of the program is still in its infancy. The Department has been engaging with both internal and external stakeholders to ensure the development of specific programs meets the overall intention of Take TWO within the boundaries of current statute. During October 2019, an employer will be hiring the first six offenders for this program, with a starting pay of \$16 per hour. The employer intends to increase the number of employed offenders to 20-25. In addition, modifications using offender labor are being made to the previous Boot Camp building at the Buena Vista Correctional Facility. The modified building is now known as the Transitional Work Center and will house the offenders that participate in similar transition programs being developed with local employers.

As the Department further implements programs under the Take TWO initiative going forward, the Department will provide a full status report to the Joint Budget Committee each November 1 as requested.



## APPENDIX D

# DEPARTMENT ANNUAL PERFORMANCE REPORT

Pursuant to Section 2-7-205 (1)(b), C.R.S., the Department of Corrections is required to publish an **Annual Performance Report** for the *previous fiscal year* by November 1 of each year. This report is to include a summary of the Department's performance plan and most recent performance evaluation for the designated fiscal year. In addition, pursuant to Section 2-7-204 (3)(a)(I), C.R.S., the Department is required to develop a **Performance Plan** and submit the plan for the *current fiscal year* to the Joint Budget Committee and appropriate Joint Committee of Reference by July 1 of each year.

For consideration by the Joint Budget Committee in prioritizing the Department's FY 2020-21 budget request, the FY 2018-19 Annual Performance Report dated November 2019 and the FY 2019-20 Performance Plan can be found at the following link:

<https://www.colorado.gov/pacific/performancemanagement/department-performance-plans>

# APPENDIX E - FY 2018-19 DAILY COST RATE

<b>COLORADO DEPARTMENT OF CORRECTIONS</b>							
<b>Cost Per Offender by Facility</b>							
<b>FY 2018-19</b>							

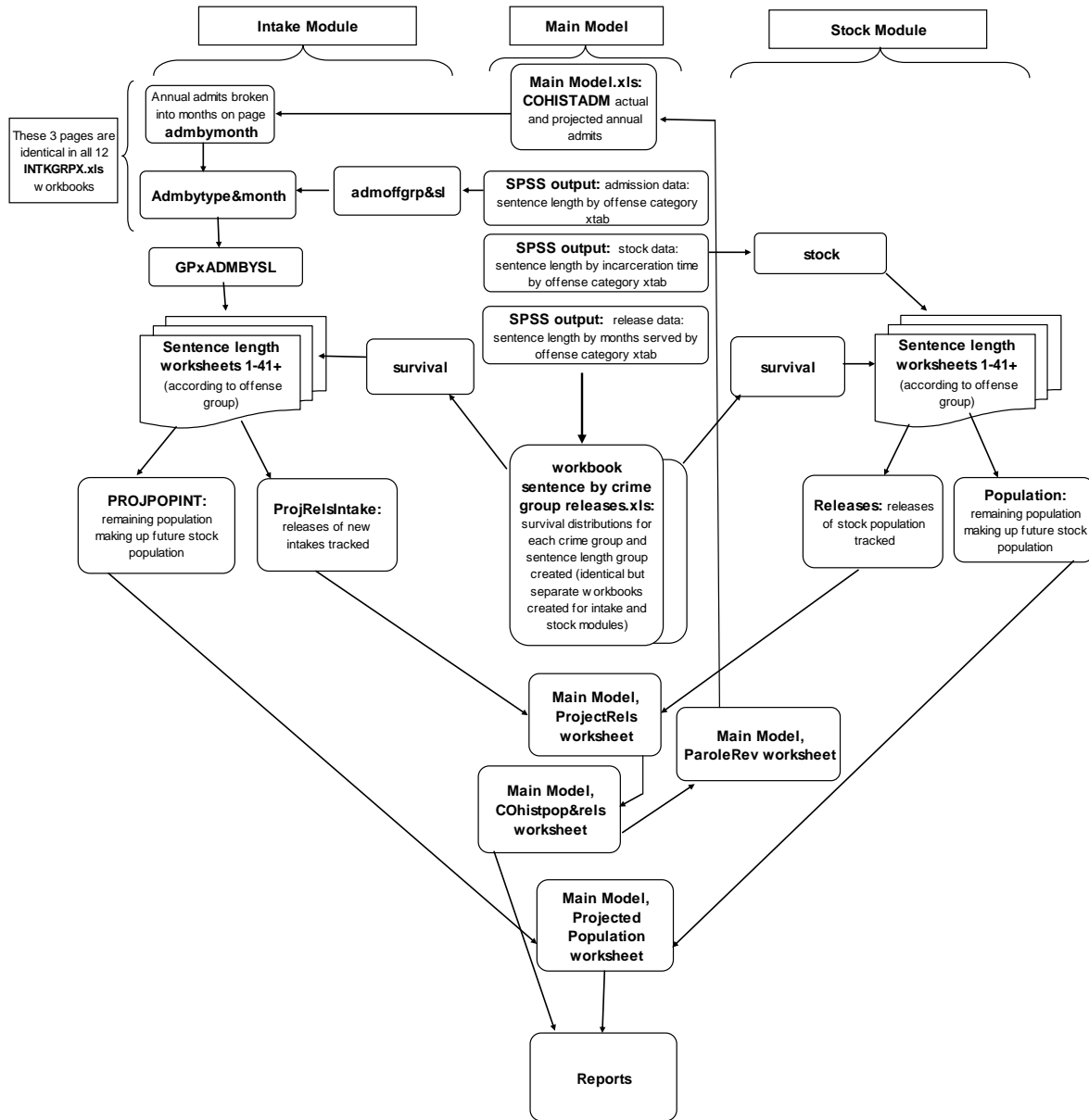
State Prison Facilities	Facility ADP	Direct Facility Cost Per Day	Clinical Services Cost Per Day	Facility Cost Per Day Total	Centralized Cost Per Day	Administrative Cost Per Day	Total Cost Per Day	Annual Cost
<b>Level I</b>								
Colorado Correctional Center	147	\$58.74	\$12.30	\$71.04	\$8.69	\$3.71	\$83.43	\$30,452
Delta Correctional Center	477	\$61.04	\$18.71	\$79.75	\$8.69	\$3.71	\$92.14	\$33,631
Rifle Correctional Center	189	\$67.93	\$15.81	\$83.74	\$8.69	\$3.71	\$96.13	\$35,087
Skyline Correctional Center	249	\$56.52	\$12.21	\$68.73	\$8.69	\$3.71	\$81.12	\$29,609
<b>Total Level I</b>	1,062						<b>\$89.06</b>	<b>\$32,507</b>
<b>Level II</b>								
Arrowhead Correctional Center	519	\$56.79	\$17.61	\$74.39	\$8.69	\$3.71	\$86.78	\$31,675
Four Mile Correctional Center	520	\$57.17	\$19.67	\$76.84	\$8.69	\$3.71	\$89.23	\$32,569
Trinidad Correctional Facility	498	\$66.25	\$18.67	\$84.91	\$8.69	\$3.71	\$97.30	\$35,515
<b>Total Level II</b>	1,537						<b>\$91.02</b>	<b>\$33,221</b>
<b>Level III</b>								
Arkansas Valley Correctional Facility	1,074	\$65.00	\$24.68	\$89.68	\$8.69	\$3.71	\$102.07	\$37,256
Buena Vista Correctional Facility	1,214	\$66.22	\$20.28	\$86.50	\$8.69	\$3.71	\$98.90	\$36,099
Colorado Territorial Correctional Facility	931	\$75.29	\$42.09	\$117.38	\$8.69	\$3.71	\$129.77	\$47,366
Fremont Correctional Facility	1,612	\$59.70	\$24.28	\$83.98	\$8.69	\$3.71	\$96.38	\$35,179
La Vista Correctional Facility	683	\$69.46	\$25.11	\$94.56	\$8.69	\$3.71	\$106.95	\$39,037
<b>Total Level III</b>	5,514						<b>\$104.99</b>	<b>\$38,321</b>
<b>Level IV</b>								
Limon Correctional Facility	914	\$80.92	\$22.58	\$103.51	\$8.69	\$3.71	\$115.90	\$42,304
<b>Total Level IV</b>	914						<b>\$115.90</b>	<b>\$42,304</b>
<b>Level V</b>								
Centennial Correctional Facility	280	\$180.81	\$61.65	\$242.46	\$8.69	\$3.71	\$254.86	\$93,024
Colorado State Penitentiary	691	\$114.11	\$25.50	\$139.62	\$8.69	\$3.71	\$152.01	\$55,484
Denver Reception & Diagnostic Center	571	\$107.80	\$104.66	\$212.46	\$8.69	\$3.71	\$224.85	\$82,070
Denver Women's Correctional Facility	979	\$76.88	\$30.57	\$107.45	\$8.69	\$3.71	\$119.84	\$43,742
San Carlos Correctional Facility	207	\$201.96	\$89.90	\$291.86	\$8.69	\$3.71	\$304.25	\$111,051
Sterling Correctional Facility	2,460	\$70.32	\$21.82	\$92.15	\$8.69	\$3.71	\$104.54	\$38,157
<b>Total Level V</b>	5,188						<b>\$143.07</b>	<b>\$52,221</b>
<b>Grand Total Level I-V</b>	<b>14,215</b>	<b>\$75.69</b>	<b>\$28.81</b>	<b>\$104.50</b>			<b>\$116.89</b>	<b>\$42,665</b>
<b>Youthful Offender System</b>								
Youthful Offender System Aftercare	42	\$100.85	\$0.00	\$100.85	\$0.00	\$3.71	\$104.56	\$38,164
Youthful Offender System	179	\$227.21	\$10.71	\$237.91	\$8.69	\$3.71	\$250.31	\$91,363
YOS Jail Backlog	3	\$54.93	\$0.00	\$54.93	\$0.00	\$0.00	\$54.93	\$20,049
<b>Community Services</b>								
Parole	8,932	\$11.76	\$0.57	\$12.33	\$0.00	\$3.71	\$16.06	\$5,862
Fugitive Apprehension	793	\$4.29	\$0.00	\$4.29	\$0.00	\$3.71	\$8.00	\$2,920
Community Supervision	1,552	\$22.91	\$0.00	\$22.91	\$0.00	\$3.71	\$26.62	\$9,716
<b>External Capacity</b>								
Bent County	1,405	\$57.37	\$1.04	\$1.95	\$0.00	\$4.21	\$64.57	\$23,568
Crowley County	1,769	\$57.37	\$1.26	\$2.02	\$0.00	\$4.21	\$64.85	\$23,669
Cheyenne Mountain ReEntry Center	697	\$57.37	\$1.35	\$1.65	\$0.00	\$4.21	\$64.59	\$23,574
County Jails	549	\$54.93	\$0.00	\$0.22	\$0.00	\$4.21	\$59.37	\$21,669
Community Corrections Programs	31	\$50.17	\$0.00	\$0.00	\$0.00	\$4.21	\$54.38	\$19,849

Medical cost per day includes medical and mental health costs that are not facility specific, such as external medical care, pharmaceuticals, centralized x-ray and dental expenses, capital equipment, centralized personal services, and central service contracts.

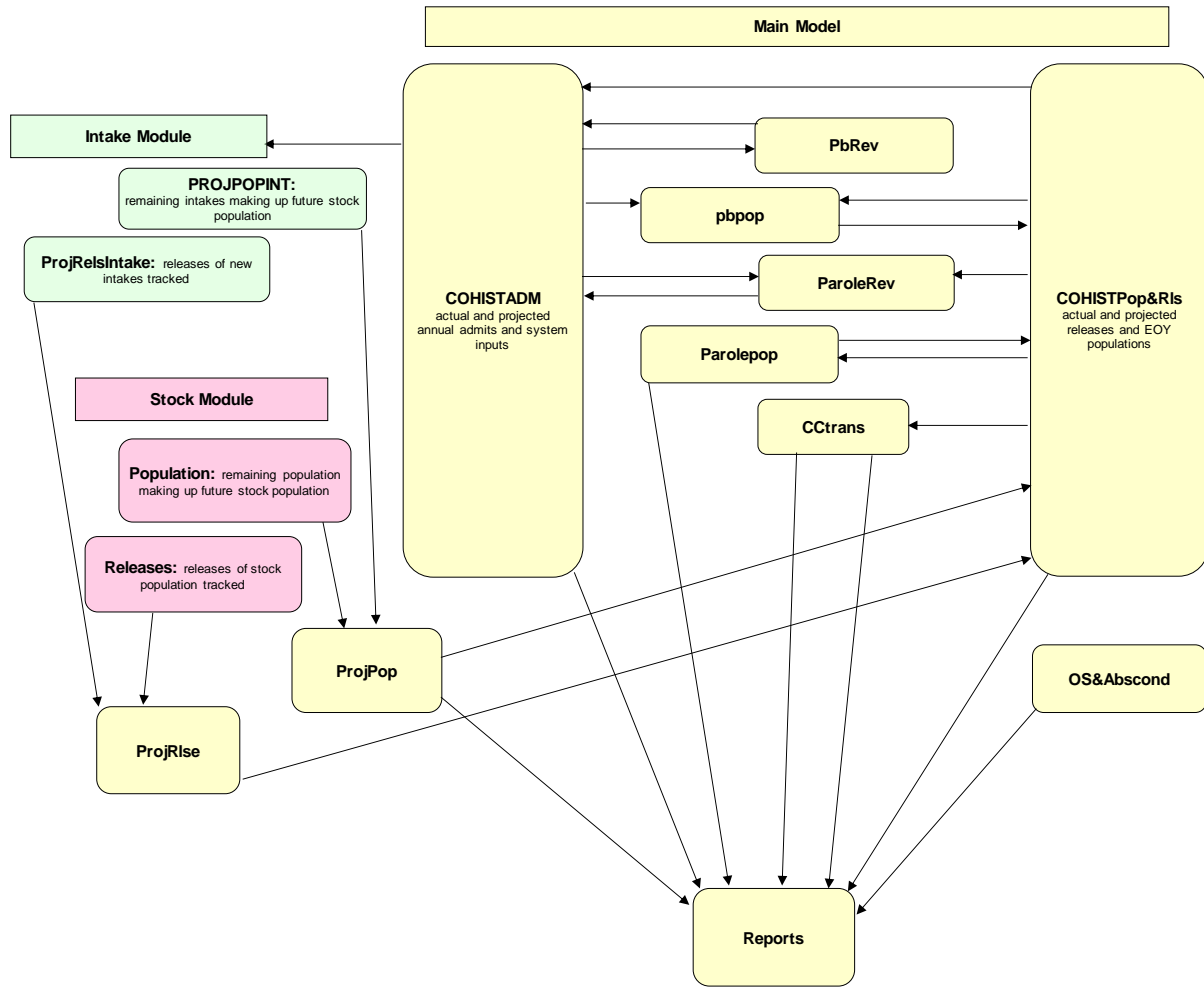
Centralized cost per day includes centralized expenses that are not facility specific, such as centralized personal services, inspector general, superintendent's, offender ID, legal access, transportation, facility services, education, communications, and information systems.

Administrative cost per day includes expenses that would apply to the entire department, such as the executive director's office, business operations (budget, accounts payable, inmate bank, payroll, general accounting), personnel, offender services, and training.

# APPENDIX F - DCJ MODEL DIAGRAM



DCJ Modules Diagram from DCJ - ORS



Detail of main model – from DCJ - ORS

# APPENDIX G – SUMMARY OF PAROLE CASELOAD WORK-STUDY

## SECTION 3: Pulling it All Together – Summary and Discussion of Key Findings and Recommendations for the Future

The Colorado Division of Adult Parole works to manage offenders transitioning to the community through an array of supervision strategies, interventions, and services that promote successful outcomes.

The Community Parole Officers in Colorado work hard and, as a group, are dedicated to doing their best to uphold the mission and vision of the parole division. As indicated by the case file review, officers are typically compliant with important supervision policies, such as conducting assessments, developing case plans and meeting with parolees. On the other hand, feedback from focus group participants clearly indicated that CPOs feel that they currently do not have adequate time to engage in quality supervision activities.<sup>49</sup> CPOs specifically indicated that they do not have enough time engage in the key evidence-based strategies that have been found to decrease recidivism, such as building meaningful relationships with parolees or engaging in strategies to motivate parolees to make positive and pro-social changes in their lives.

The workload assessment component of this study indicates the need for 52.34 CPOs in addition to the 221 CPOs (this does not include the 14 CPOs assigned to the Fugitive Apprehension and Transport Units) currently allocated to the parole division. The need model represents the number of CPOs that would be needed to manage the current population of parolees and engaging in current practices. These workload values are grounded in current practices (as measured by the time study), and were reviewed for face validity by the focus group participants and the members of the study's Advisory Committee. It is important to note that any changes that are made to current practices could result in an increased – or decreased – need in staffing.

As with all of our workload studies, the NCSC recommends that the weighted caseload model presented in this report be the starting point for determining need in each parole region across the state. There are some considerations that an objective weighted workload model cannot account for that should be taken into account when determining judicial staffing levels needs. For example, access to treatment and other services vary by location, offender transportation requirements vary by location, as do jail beds, mental health services, job opportunities and other important factors that CPOs rely on to do their jobs. Additionally, organizational issues, such as support resources at individual office locations must be considered,

<sup>49</sup> The concern that CPOs do not adequately consider criminogenic needs or develop appropriate case plans was found in the NIC Technical Assistance Report #13C1052, page 13 item number 5.

as they can add to or subtract from CPO's time to supervise cases. Qualitative issues such as these must be considered in addition to the numbers-based needs model.

#### Recommendations

The following recommendations resulting from the time study, case file review and CWSE data review and the focus group components of this study.

#### Recommendation #1

The NCSC recommends updating the CPO need on an annual basis using the most recent ADP figures for each of the case categories and regions/local offices. Calculating staffing needs on an annual basis necessitates that cases be accurately accounted for in a manner consistent with that used in this study.

#### Recommendation #2

Overtime, the integrity of the case weights is affected by multiple influences, including but not limited to, changes in legislation, technology and administrative factors. Periodic updating should continue to ensure that the workload values continue to accurately represent the CPO workload.

#### Recommendation #3

The parole divisions should make use of the workload value detail contained in Appendix E when considering policy changes that will impact CPO workloads. Appendix E contains detail on how the activities CPOs engage in combine to make up the workload values. This information would be instrumental in determining how workload values would be impacted by policy or other kinds of changes. For example, if the division were to consider increasing the number of contact standards for CPOs, the workload would also increase significantly. Increasing contact standards would result in a significant increase in workload values, which would translate into a significant need in CPOs.

#### Recommendation #4

The parole division should review the kinds of activities in which CPOs routinely engage that could be eliminated.<sup>50</sup> CPOs should be included in conducting this review. These reductions could be quantified and the needs model could be adjusted to reflect those changes, using the

<sup>50</sup> This recommendation was also made in the NIC Technical Assistance Report 13C1052 on page 13, item number 6.

Inside the Numbers data contained in Appendix E (discussed in recommendation #3). Any increase in time availability should be dedicated to engaging in evidence-based practice activities.

Focus group participants raised concerns that CPOs engage in a number of practices that do not relate to successful outcomes, such as time-consuming paper and other documentation strategies. Focus group participants overwhelmingly indicated that a reduction in redundancies would be extremely helpful in freeing up time to improve the quality of supervision of parolees. The time study data indicate that officers spend 2.31 hours per day devoted to non-case specific activities, including some of these redundancies. It is likely that staffing needs could be decreased if time dedicated to non-case related activities could be reduced. 3 case management systems increase the busy work of CPOs.

#### Recommendation #5

The parole division currently uses the LSI and other specialized risk/needs assessment instruments. The parole division should use these tools to supervise parolees according to their level of risk and they should develop case management plans that reflect the criminogenic needs that should be addressed to reduce recidivism. The highest level of resources should be applied to those parolees who pose the greatest risk of recidivism and have the higher criminogenic needs.<sup>51</sup>

To be effective at reducing offender risk and changing offender behaviors, the use of a needs assessment instrument is critical. Each parolee has his or her own combination of risk and strengths that must be assessed and used to develop a case plan that is directed at risk reduction.

<sup>51</sup> This recommendation was also made in the NIC Technical Assistance Report 13-1052 on page 14, item number 7.

# APPENDIX H – WORKLOAD STUDY DEFINITIONS

## Case Categories Included in CPO Final Needs Model

- Regular Parole** – Any parolee placed on non-specialized regular parole, includes all risk levels.
- ISP Parole** - Any *parolee* supervised within the Intensive Supervision program
- ISP Inmate** - Any *inmate* supervised in the community under Intensive Supervision program.
- YOS Phase 3** - The community supervision phase of a YOS sentence.
- Community Return to Custody Facility (CRCF)** - Technical parole violators currently residing in contract facilities in lieu of a return to prison (CRS 1-2-103)
- Community Corrections Inmate** - Any *inmate* who is currently housed in a community corrections facility.
- Gang Affiliated** - Any parolee for whom gang participation/relationships is a significant supervision issue.
- Sex Offender** - Any parolee who requires supervision and/or community treatment regarding sex offending issues, includes sex offenders on lifetime supervision and those identified as sexually violent predators.
- OMI** - Any parolee who has significant mental illness problems designated with a P-code 3-5 and with an C, M or O qualifier.
- Compound Specialized** – Any parolee for whom two or more specialized conditions (gang affiliation, sex offender, mentally ill) are being addressed in supervision.
- Interstate Out** - Any Colorado offender who is being supervised in another state under the interstate compact agreement
- Jail (detainer/custody)** - Any parolee who is currently placed in jail on either detainer or custody status.



## Case Specific Activities

### Activities for In-State Cases

#### PRE-RELEASE INVESTIGATION ACTIVITIES

All events associated with a pre-release investigation, including phone calls, home investigations, chrons, entering parole plans, PPI paperwork, phone/email contact with case managers, case staffing with team leader or supervisor, running offender/sponsor on NCIC, contacts with re-entry or treatment providers prior to offender being released.

#### INTAKE ACTIVITIES (NEW CASE)

All new case activities, including case review of ADS/DNS, parole order and alert codes, preparing IOV/ISP intake packets, reviewing paperwork with offender, completing referrals to ATP's for needed services, referral to CRE for assistance, entry of MPO's and DEC information, scheduling restitution payments, referral for EHM equipment, verifying DCIS move is correct, updating address, update ID information and ensuring all occupants have been cleared in CCIS/NCIC, updating curfew schedule; chron entry.

#### IN-OFFICE CASE MANAGEMENT ACTIVITIES

Includes all case management activities that occur inside the office, such as phone calls, collateral contacts, communication with treatment providers or other professionals, chron entries, etc.

#### IN-OFFICE FACE-TO-FACE MEETINGS WITH OFFENDER

Includes in-office time spent with the offender only.

#### FIELD WORK

Case related activities that occur in the field (out of the office). Examples: Field visits to residences, surveillance, employment visits, searches, or any other case-related work conducted in the field (to include team meetings and staffings that are off-site). Field work also includes Fugitive Apprehension and responding to Tamper Alerts. Field attempts and collateral contacts outside of the office would also constitute field work.

#### GROUP FACILITATION

When an officer helps to facilitate a cognitive skills group for offenders. Examples of this are Teaching the T4C (Thinking 4 change), cognitive and decision groups; facilitating and attending in support of Gang or Sex Offender Groups, for example "Flippin the Script."

#### AFTER HOURS CALL -OUTS

After hours call out activities include any non-routine contacts/ATLs/CTCs/PTCs regarding an offender. Can be identified as activities for which you utilize a Q code - any activities occurring outside business hours M-F 8a-5p, holidays and weekends. This does **not** include scheduled/planned PHVs/PEVs that fall outside of normal business hours, it **does** include situations in which you are activated by EMRT, SRU, CWISE for after hours calls, or receive LLE/offender calls directly to Blackberry, etc.

#### RESPONDING TO VIOLATIONS (COPD AND OTHER)

Responding to violations includes all activities associated your response to a violation once it has been identified, including: investigating violation(s), substantiating violation(s), filing of a complaint or summons, completion of CVDMP, administering sanctions, notifying parole board of violation, completion of ROI, arrest/transport, writing a complaint/summons, serving the parole complaint/summons to the offender.

#### HEARINGS: APPLICATION

Preparing material for and participating in application hearing, including preparing for presentation (enter parole plan and update information into the Community Referral form in PCDCIS by updating CARAS and supplemental CARAS, LSI, run for warrants and upload any offender support letters to DOC Portal); conducting hearing (present offender information to the Parole Board member. Maintain security, co-ordinate/monitor Victim Services Unit, victim attendance, and offender supporter attendance). If set for parole, submit the parole plan in PCDCIS for investigation, document actions taken in CWISE, notify offender of Parole Boards decision after hearing, obtain copy of Parole Board action form from the DOC Portal and place in working file.

#### HEARINGS: COPD

Preparing material for and participating in COPD hearing.

#### HEARINGS: REVOCATION

Preparing material for and participating in revocation hearing.

#### HEARINGS: OTHER ADMINISTRATIVE

All activities associated with administrative hearings, including reading court subpoenas, parole application hearings, entering/updating referral packets in PCDCIS, PAS, Classification, Interstate Probable Cause hearings, in-house Community Corrections hearings; chron entry.

#### COURT HEARINGS/TESTIMONY

National Center for State Courts

Activities pertaining to any court hearing involving an offender under supervision. To include, preliminary hearings, motions hearings, trials, sentencing hearings, etc.

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### Activities for -Interstate Cases

#### **PRE-RELEASE INVESTIGATION ACTIVITIES**

Includes the investigation of offenders that have been released from out of state or federal detainees or have been continued on parole by parole board after being retaken by Colorado, includes: home visit, completion of pre-parole investigation form, and criminal background and warrant check on offender and potential sponsors.

#### **TRACKING/MONITORING DETAINERS**

Includes all activities associated with tracking detainees, such as monthly audits to determine status of detainees, developing spreadsheet with data (i.e., location, length of time, disposition of detainee case), and re-auditing cases every three months.

#### **REVIEWING & REPORTING PROGRESS REPORTS**

Review progress report, reply to receiving state, enter data in CWISE.

#### **ENTERING EARNED TIME**

Entering earned time for offenders in receiving states includes auditing caseloads to determine what amount of earned time interstate offenders are eligible for; entering earned time in PSDCIS.

#### **RESPONDING TO VIOLATIONS**

Review and reply to violation report; assess whether this is a violation that will result in new charge or an offender being returned to Colorado; ask for arrest reports; court dispositions; probable cause results; enter actions in Chronological notes in CWISE.

#### **REVOCATION HEARINGS: TV AND NEW CRIME**

Obtain probable cause results; police reports; issue a warrant for arrest; arrange for transport from receiving state to Colorado; bring offender before Colorado Parole Board.

#### **TRANSFER REQUESTS FOR THIRD-STATE REFERRALS**

Gather documents from files that are required for Transfer Request; enter this information into ICOTS electronically; enter chronological report in CWISE.

#### **TRANSPORT REFERRALS**

Gather information on location of Interstate offender; contact out of state jail for address, phone number and contact person; complete transport form; follow up with jail and transport unit to coordinate pick up and delivery to Colorado jail.

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## Non-case Specific Activities

### **GENERAL ADMINISTRATIVE WORK**

Includes all time associated with general administrative work, such as attending to emails, phone calls, paperwork, time sheets professional reading, etc.

### **COMMITTEES, MEETINGS AND RELATED WORK**

Includes all time spent in meetings (committee, staff, etc.) regardless of whether they are local or state-level meetings. Also include work associated with such meetings, such as reviewing materials or developing meeting materials.

### **COMMUNITY ACTIVITIES**

Includes all time associated with community outreach and community activities in which you engage in your official capacity as a CPO, such as speaking at schools, colleges or other professional or community organizations.

### **TRAINING - RECEIVING**

Any time in which you are receiving professional training (attending a conference or a one-or two day seminar/training course).

### **TRAINING – PROVIDING**

Any time in which you are providing professional training.

### **FACILITATING HEARINGS**

Include all work associated with facilitating hearings, including determination of assigned CPO's for offenders with hearings, e-mail CPO's to confirm case status, set schedule for hearings, obtain required documentation, organize Parole Board hearings files, advise offenders of Rights, communicate with CPO's and jail staff on status of cases, present cases as needed, advise witnesses of proceedings, confirm parole discharge date with Time Comp/QT Profile, distribute hearings paperwork after completion; chron entry

### **WORK-RELATED TRAVEL**

All work-related travel time associated with your work as a CPO. This does NOT include regular commuting time to/from work to office.

### **TRANSPORTING OFFENDERS**

Activities to include transporting offenders by vehicle or plane. Including transports after arrest to a county jail, transports to a community return to custody facility, fugitive returns from out of state, taking an offender in a vehicle to another destination, i.e. home, etc.

### **OTHER LAW ENFORCEMENT ACTIVITIES**

Those activities whose primary focus is law enforcement not specifically related to parolees. Examples of this include: Intervening or assisting as a law enforcement officer in a situation (e.g., an emergency situation occurs and CPOs are on scene (traffic accidents, calling in DUIs, other public safety situations); participation in multi-agency operations (e.g., Operation Shepherd, GRID operations, Indictments & arrests); CARI (Robbery investigator) meetings; Sex Crimes (CASCI) meetings; handling law enforcement queries/requests for information; SVP Notification meetings, if the offender is not on parole.

### **ANNUAL/SICK/MILITARY/OTHER LEAVE**

Record all time in which you are away from work for any leave time.

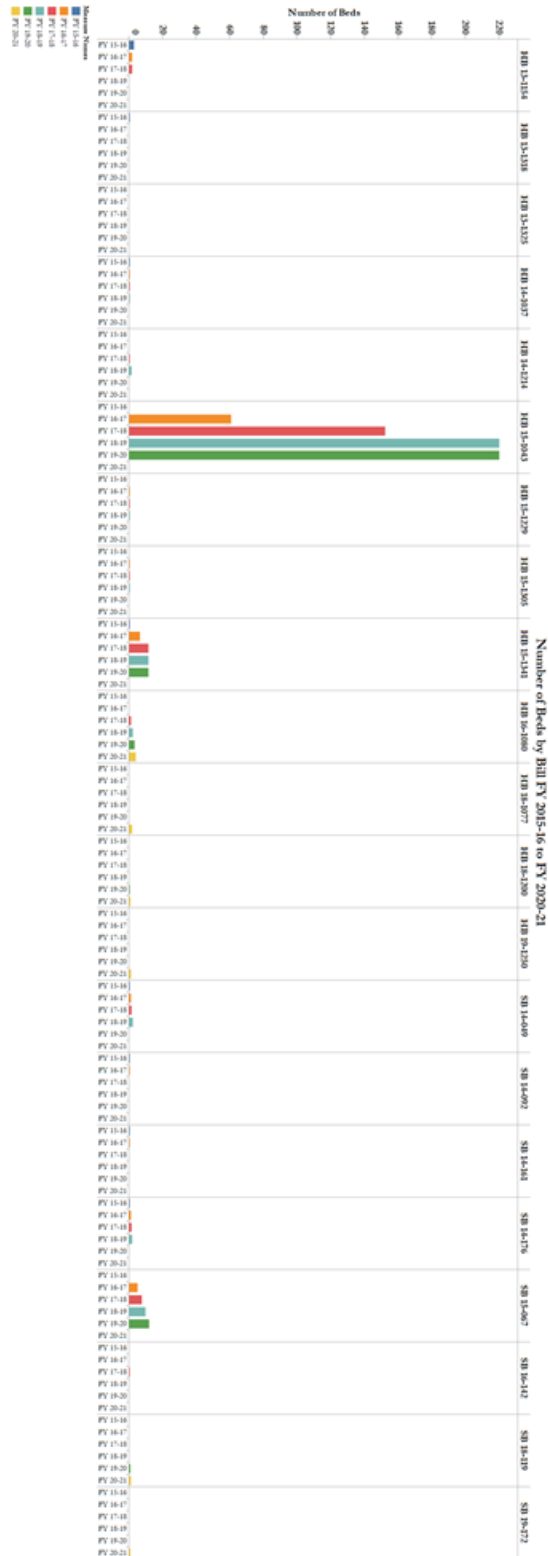
### **TIME STUDY RECORDING TIME**

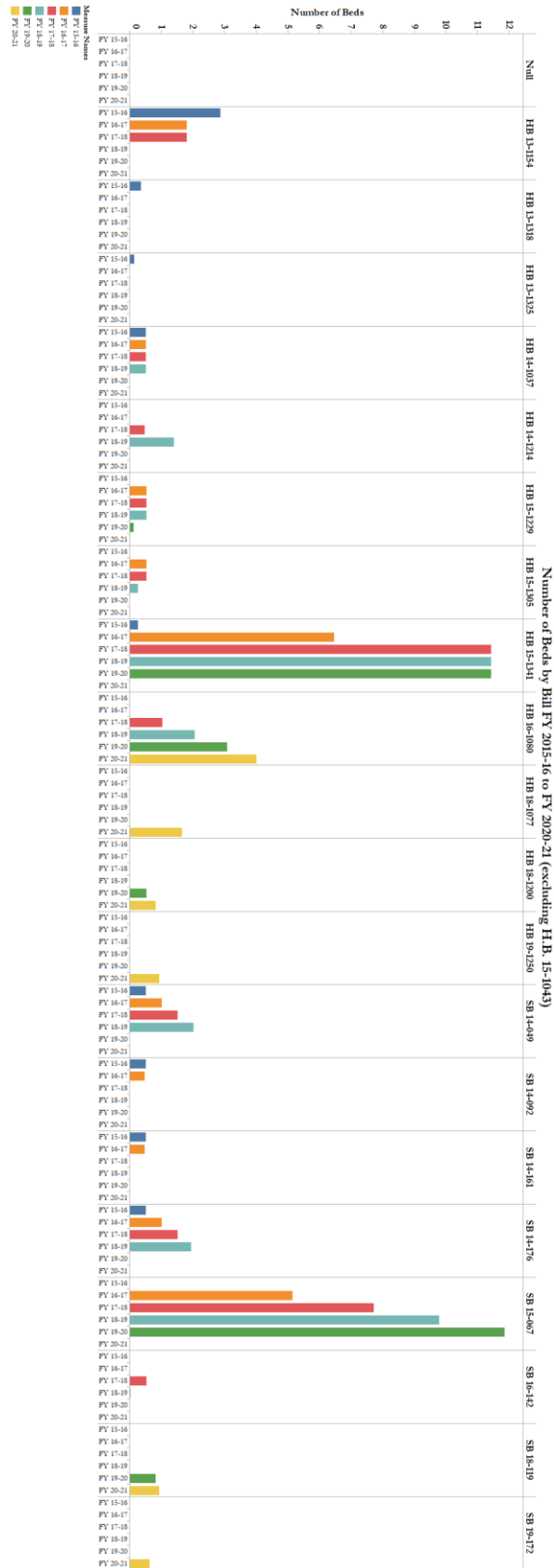
All time associated with tracking and entering data for the current time study.

### **OTHER NON-CASE RELATED**

Include any other non-case-related activities that are not contained in this list but are required of you in your job.

# APPENDIX I – NUMBER OF BEDS BY BILL FY 2015-16 TO FY 2020-21





## APPENDIX J – EXCERPT FROM ANNUAL REPORT CONCERNING THE STATUS OF PRIVATE CONTRACT PRISONS

Unfortunately, little is known about the extent to which recidivism patterns vary among offenders sentenced to private prisons compared to offenders sentenced to public prisons. Moreover, several methodological issues underlie the analyses and conclusions that emerge from these investigations. For example, prisoners are not randomly assigned to private or public prisons; existing studies tend to disregard the type of offender (e.g., violent, drug) or type of facility (e.g., minimum, medium, maximum) in recidivism analyses; information regarding offenders' in-prison treatment typically is not collected, reported upon, or analyzed; and finally, most research conducted on the private and public prison issue has been focused on offender databases from the state of Florida.

In an early study, Lanza-Kaduce, Parker, and Thomas (1999) compared recidivism patterns among 198 male releases from two private facilities in Florida who were matched with releases from public prisons. Findings showed that the private prison group had lower rates of recidivism and tended to commit less serious subsequent offenses than the public prison inmates. In a subsequent analysis, Lanza-Kaduce and Maggard (2001) reanalyzed the same inmate pairs from the earlier study but added 3 years of follow-up observation (to 48 months). They found again that inmates released from private prisons recidivated at a lower rate than the public prison inmates, but the differences were not statistically significant.

Farabee and Knight (2002) examined a matched sample of over 8,000 inmates released directly from public or private prisons in Florida who were released from January 1997 through December 2000. Defining recidivism as either a conviction for a new offense or incarceration for a new offense, their 3-year follow-up study found that, among adult males, there were no significant differences in rates of re-offense or reimprisonment. Among adult females, however, those released from private facilities had significantly lower rates than adult females released from public facilities. Finally, among male and female youthful offenders (aged 18-24), no differences in recidivism rates emerged between inmates released from public or private prisons.

In short, it is difficult to generalize the results of private prison studies conducted in one state to another state, due to differences in the way private prisons are operated between states. In addition, the extant knowledge base is too small and methodological weaknesses too great (with the exception of Bales et al., 2005) to reach any firm conclusion regarding the recidivism patterns of public and private facilities.

Outcomes for state and private prisons. Offenders who spent at least 75%, 85%, and 90% of their incarceration in private prisons were compared to a matched comparison group of offenders in state prisons (n = 1,526, 968, and 756, respectively). Each of the three matched comparison group of state prisoners was created using propensity score matching to ensure that the groups were highly similar on the following variables:

- Needs levels (sex offender, mental health, medical, vocational, anger, substance abuse, developmental disability, self-destructiveness)
- Level of Supervision Inventory-Revised (LSI-R)
- Offense degree (felony class 1 – 6)

- Release type (e.g., discretionary parole, sentence discharge)
- Class 1 and 2 Code of Penal Discipline violations during incarceration
- Ever in administrative segregation this incarceration
- Gang status
- Age
- Ethnicity
- High school diploma or GED

In several preliminary analyses, a logistic regression was used to examine the effects of the percent of time in private prisons on recidivism, controlling for variables that might vary between state and private prisons, including the percent of their incarceration that offenders spent in community corrections. Percent of time spent in community corrections was not a significant predictor of recidivism, therefore it is not included in the present analyses. In addition, the Colorado Actuarial Risk Assessment Scale (CARAS) used by the Parole Board for making release decisions was not included due to large amounts of missing data prior to FY 2012.

Throughout this report, an alpha level of .05 will be used as the standard for considering a result to be statistically significant. This means that the null hypothesis (that recidivism rates do not vary by prison type) will only be rejected if the observed data would have occurred by chance at most 5% of the time if the null hypothesis was true. Although this cutoff is arbitrary, it has been commonly used by researchers since Fisher published *Statistical Methods for Research Workers* in 1925 (Bross, 1971).

A chi-squared analysis showed no significant difference in overall recidivism within 1, 2, or 3 years for any of the three comparisons between the offenders who spent 75%, 85%, or 90% of their incarceration in private prisons and the matched comparison group of state prisoners. Likewise, there was no difference in returns to prison for technical violations, new crimes, or new violent crimes between offenders incarcerated in private prisons and the matched comparison group of state prisoners (only 10 offenders in the sample returned to prison for violent crimes). Similarly, there was no significant difference in how long offenders remained in the community before returning to prison for offenders who spent 75%, 85%, or 90% of their incarceration in private prisons and the matched comparison group of state prisoners.<sup>16</sup>

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<sup>16</sup> Wells, Heather, O'Keefe, Maureen and Allen, Bobby; Annual Report Concerning the Status of Private Contract Prisons; Department of Corrections; December 2013