Joint Judiciary Committee

FY 2022-2023
SMART Act Hearing

Colorado Department of Corrections
Dean Williams, Executive Director

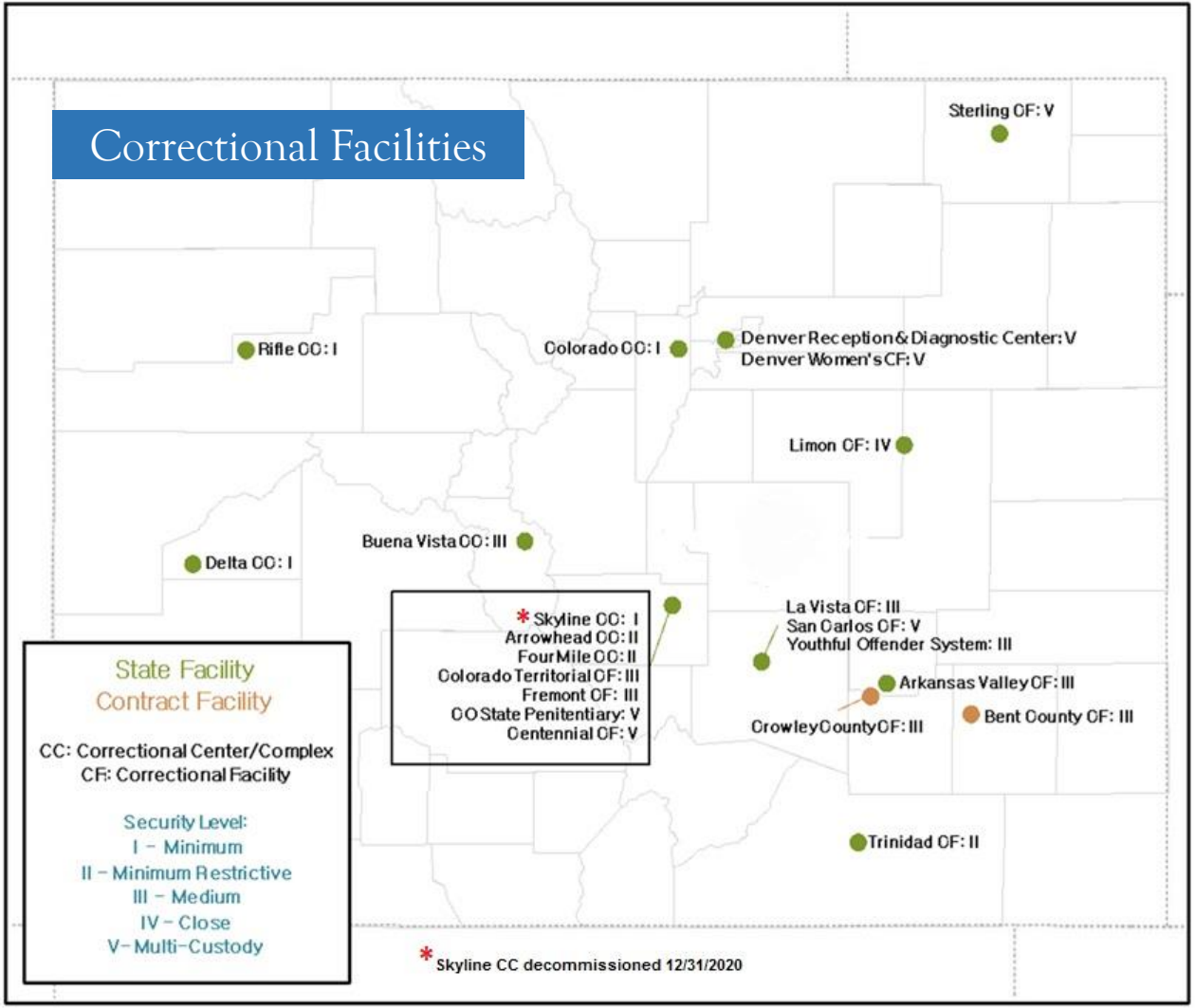
Mission

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

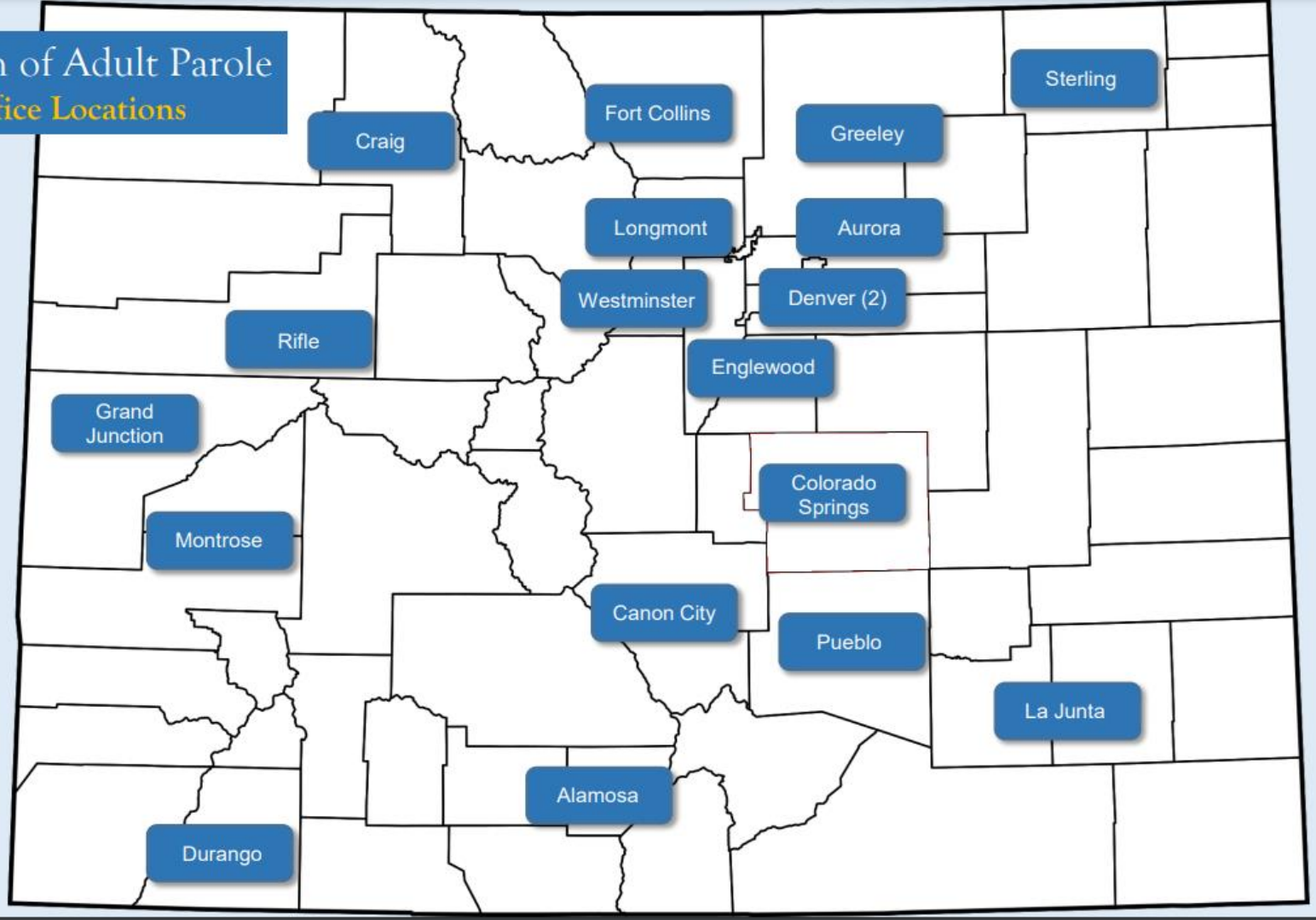
Vision

"Building a safer Colorado for today and tomorrow"

Correctional Facilities



Division of Adult Parole
Office Locations



Organizational Chart

Current Operating Year

Executive Director's Office
Executive Director – Dean Williams 58.3 FTE*
$189,768,213*

Deputy Executive Director
Travis Trani

- Finance and Administration Dir. Deb Goheen 162.6 FTE $66,742,585
- Clinical and Correctional Services Dir. Michelle Brodeur 1,071.1 FTE $183,515,340
- Prison Operations Dir. Matt Hansen 4,335.8 FTE $405,488,276
- Business Innovation Director- Scott McKimmy

Office of the Inspector General IG Sherrie Daigle 49.2 FTE $5,244,839

Deputy Executive Director
Ruth Coffman

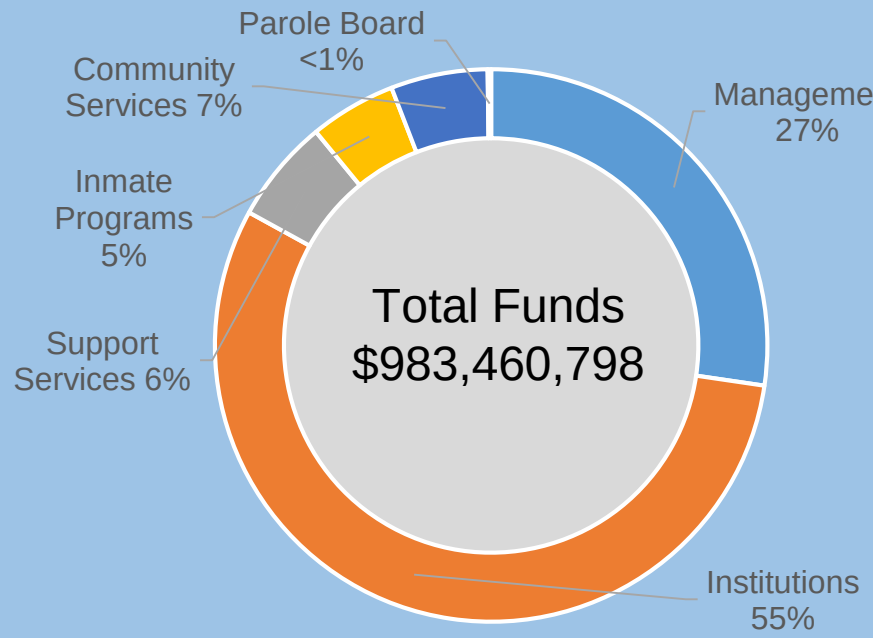
- Human Resources Chief HR Officer Dir. Rick Thompkins 56.2 FTE $4,751,572
- Adult Parole Dir. Merideth McGrath 417.8 FTE $52,949,284
- CCI Director- Jessica Warren 155 FTE $52,117,954

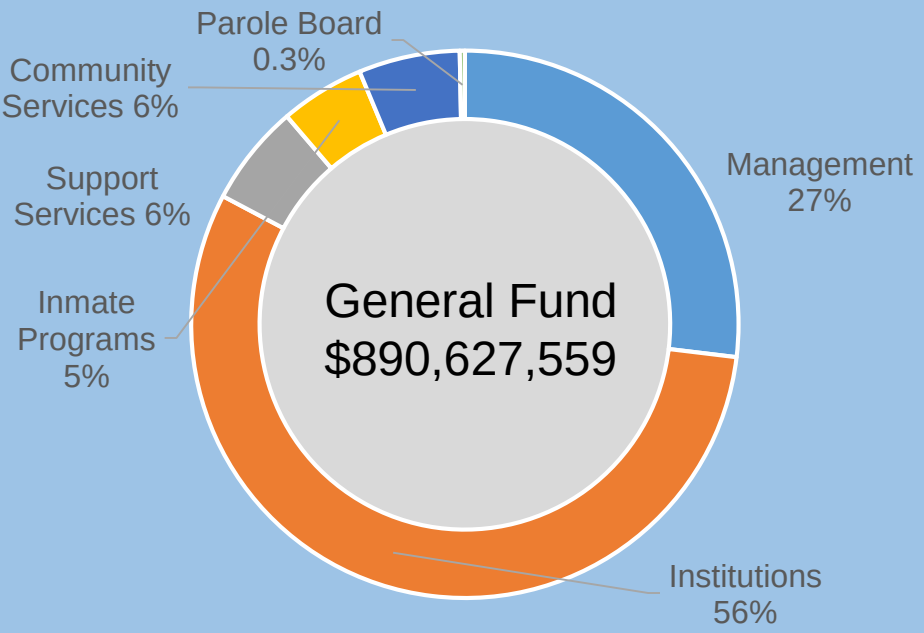
Total Department FTE & budget breakdown
(FY 2021-2022 appropriations)
6,306.6 Total FTE
$960,578,063 Total funds
$867,567,492 General funds
$46,289,623 Cash funds
$43,788,523 Re-appropriated funds
$2,932,425 Federal Funds

*The Executive Director's Office includes: Parole Board: 21.5 FTE and a $2,252,595 budget

FY 2022-23 Budget Request Snapshot

Total Funds: $983.5M
FY 2022-23 General Fund: $890.6M
FY 2022-23 FTE: 6,303.9





Source: Final Governor Budget Letter, Nov 2021

FY 2022-23 Budget Request Highlights

Reduce Prison Caseload Supplemental ($1.1M), Budget Amendment $3.8M

Increase Medical Caseload Supplemental $4.9M, Budget Amendment $11.1M

Increase Food Service Supplemental $0.7M, Decision Item $1.1M

Recidivism Reduction Investments Budget Amendment $2.5M

Establish Drug Detection K-9 Program Decision Item $0.3M

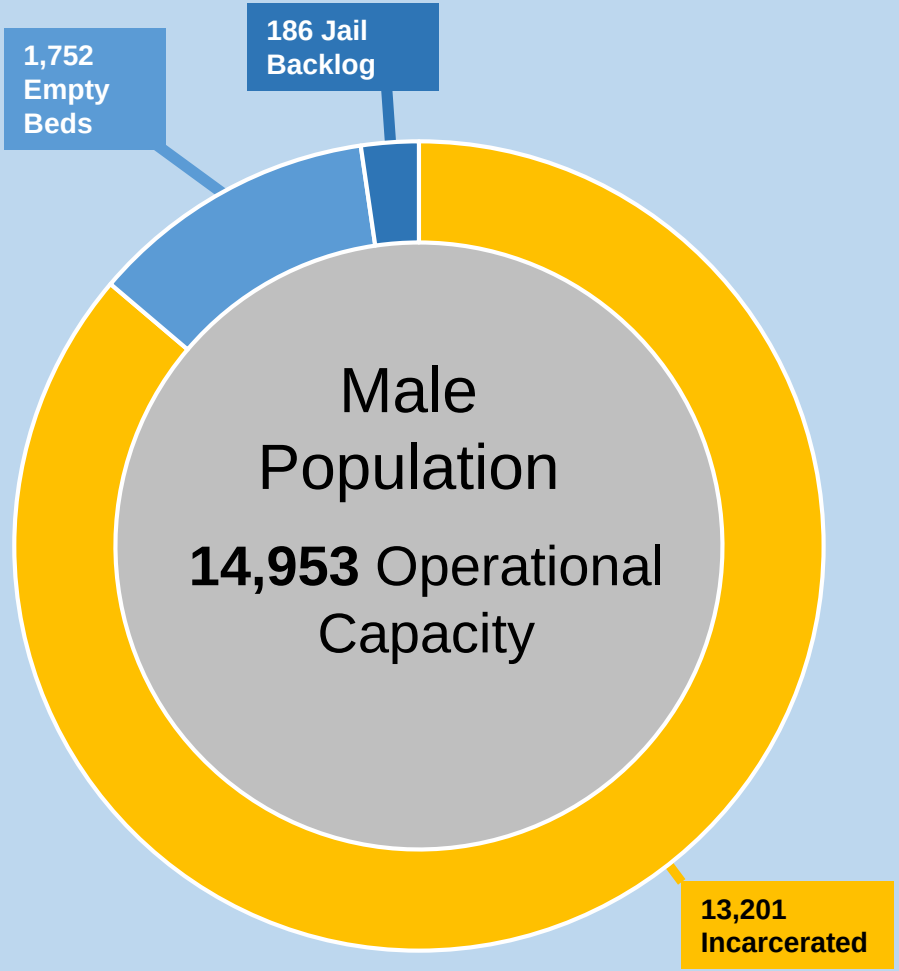
Long Term Compassionate Care Project Decision Item $0.7M

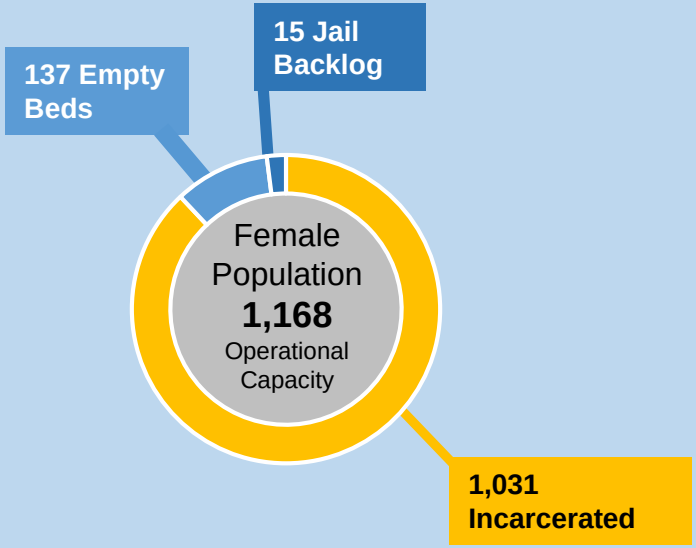
Victim Services Unit Notifications Decision Item $0.03M

Provider Rate Increase Decision Item $1.2M

Will be discussed at DOC Figure Setting 2/17/2022

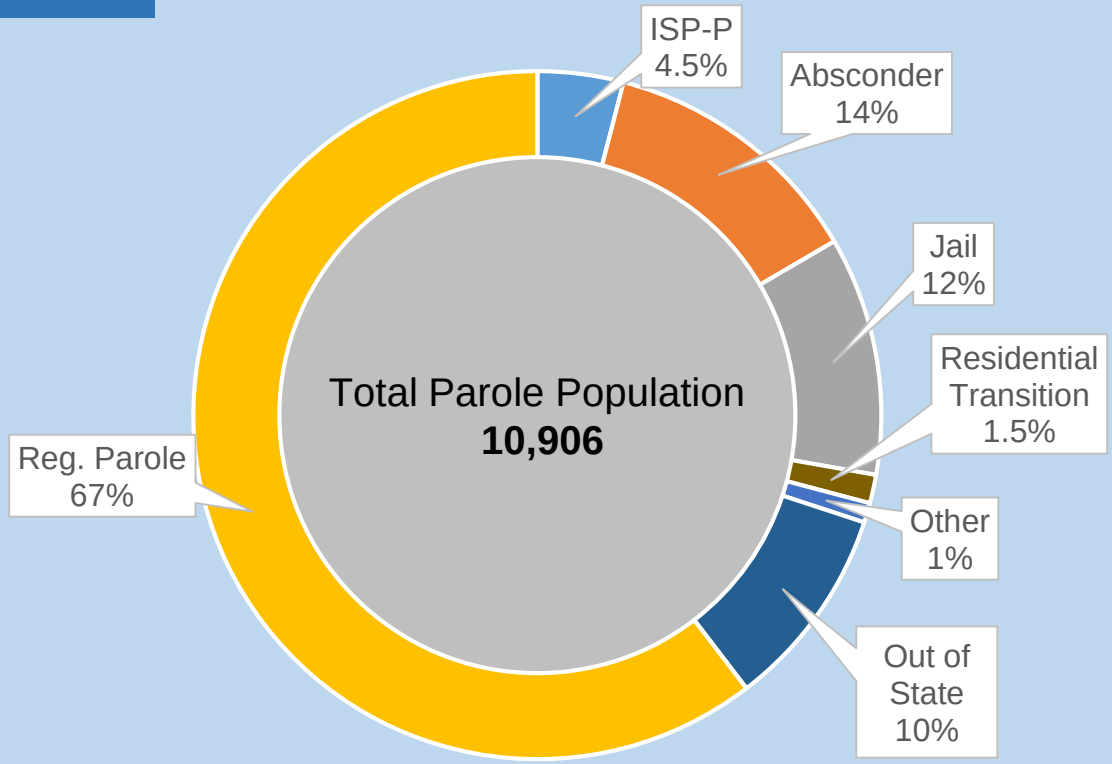
Incarcerated Population





Source: CDOC December 2021 Population and Capacity Report

Parole Population



Source: CDOC December 2021 Population and Capacity Report

Legislative Agenda

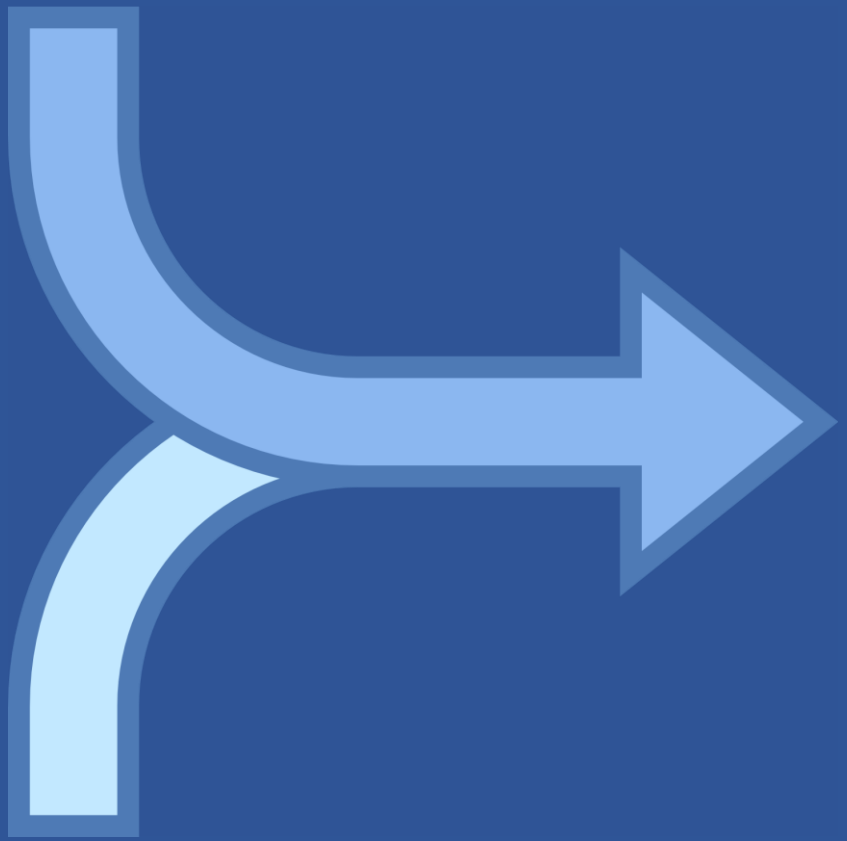
SB 22-050

CCI/Take TWO Statutory Revisions

Bill would remove profit-oriented language in statute

Shifts mission of CCI from a revenue-driven enterprise to a rehabilitative and preparedness-driven program

Allows DOC more flexibility to merge the missions of Take TWO and CCi



SB 21-146- Special Needs Parole Implementation Progress

SB 146	Status
Change SNP Criteria, Develop New Policies and Procedures (AR 550-13)	✓
Develop a parole plan for everyone releasing from prison	✓
Develop policies and procedures related to pre-release planning	✓
Public Defender Liaison	✓
Commission on Aging Study	✓
YOS Staff Trained within 45 days of employment	✓
Contract community organizations to engage in release planning (Community Connections Pilot)	✓
Include in DOC's monthly population report information related to delayed parole decisions	✓
Competency Hearings	✓
Health Insurance Payments	X
Legislative Report on Youthful Offender System	✓

Special Needs Parole

	Whole Population for Consideration	Current Rate of Selection	Total Estimated Eligible for PB Consideration	Already Sent
Highly sick population (M4s, M5s, P5s, IDD5)	740	5%	37	18
M3s (55+)	531	Unknown		
M3s (Under 55)	1429	Unknown		
64+ and no health issues			29	23
TOTAL			66	41

SB 21-146- Benefits Acquisition Team

Recommendations from Colorado Commission on Aging include:

1. Medicare Part A Buy-in agreement (CMS, HCPF)
2. Collaboration with the CO Division of Insurance to advocate a special enrollment period for those being released at age 65+
3. Outreach support to incarcerated individuals who are approaching age 65 regarding insurance options
4. Fund, implement, and operationalize Long Term Compassionate Care

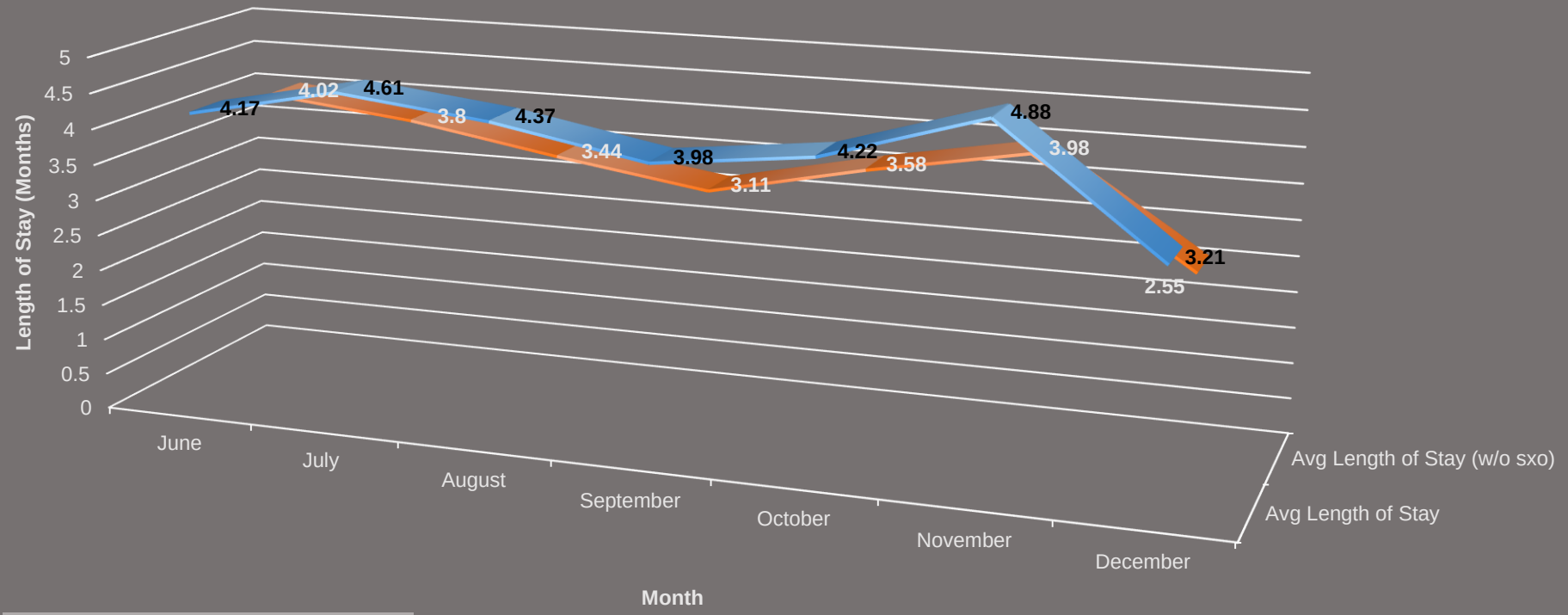
Challenges to implementation include:

-Complex eligibility rules, laws, and timeframes

-Medicare and Social Security enrollment constraints, required work quarters, payroll tax contributions

-Colorado's status as a group payer state as opposed to a Part A Buy-in State creates enrollment barriers

Average Length on Tabled List Decreasing*



Without community, interstate for parole plan reasons only

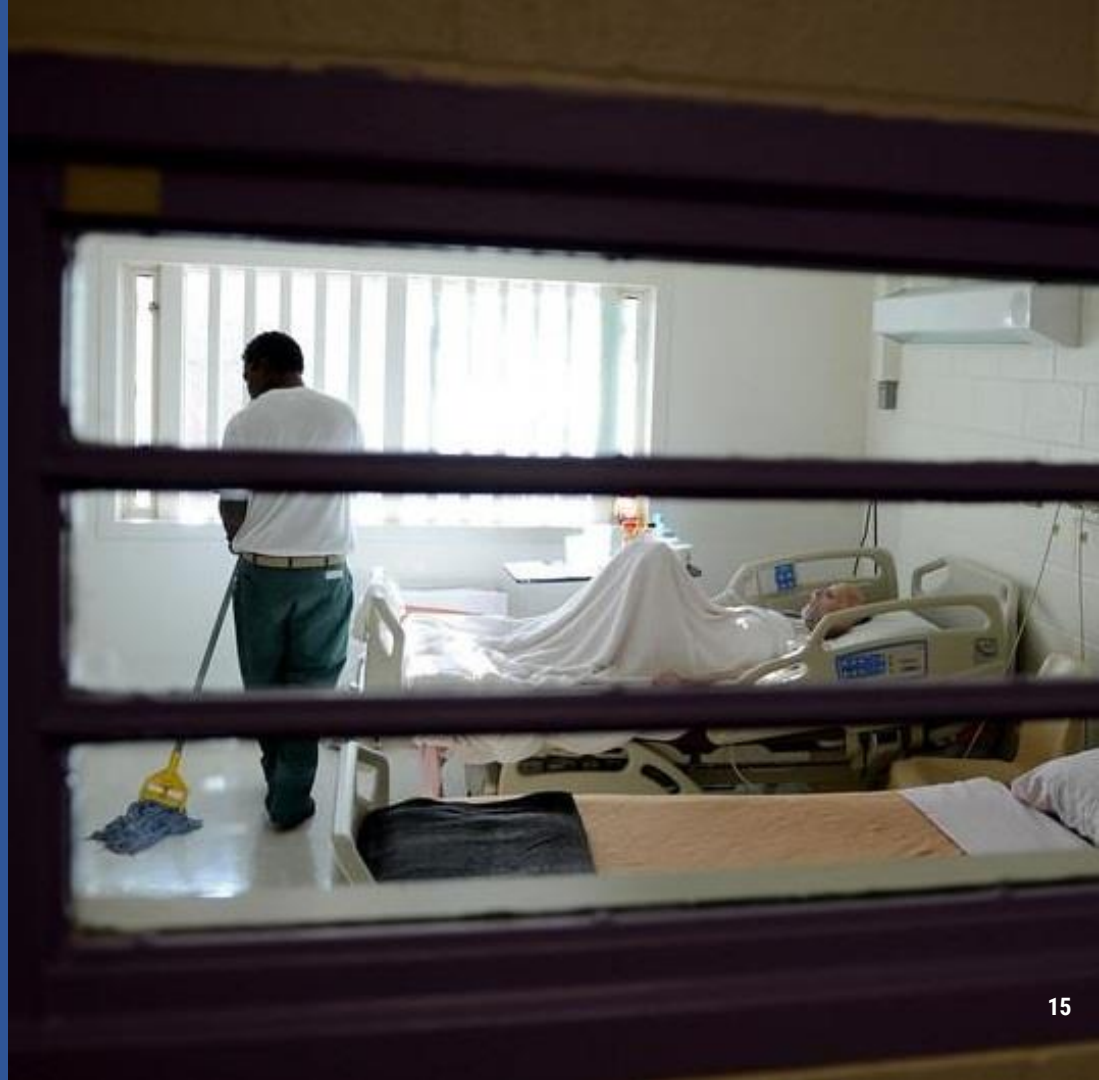
Avg Length of Stay Avg Length of Stay (w/o sxo)

SB 21-146- Long Term Care

Many nursing facilities won’t accept justice-involved individuals.

SB 21-146 may provide release triggers, but placement options are limited.

Executive Branch has requested incentive dollars to JBC for compassionate care.

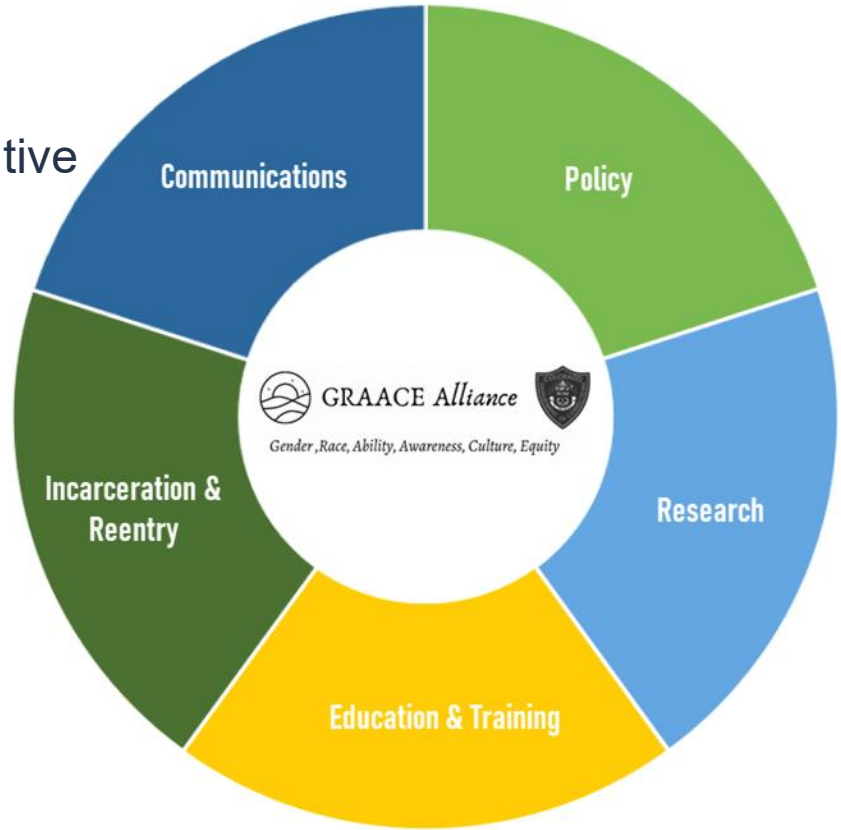


Equity, Diversity, and Inclusion

In accordance with the Governor's Executive Order 2020 175, the Department has implemented the following efforts in accordance with its EDI plan:

-GRAACE Alliance

-HR Initiatives
Recruitment and Hiring



Wildly Important Goals

WIG #1: Decrease Returns from 23% to 20%

-Prison normalization

-Increase reentry opportunities for inmates and parolees

WIG #2: Increase Telemedicine Access from 1 Facility to 19 Facilities

-Telemedicine carts

WIG #3: Decrease Staff Turnover from 13% to 12% and improve culture

-Leadership development, training

-Retention past probationary period

-Promote work/life balance with flexible work schedules

WILDLY IMPORTANT GOAL

For more information on additional DOC goals, view our FY 2021-22 Performance Plan at: operations.colorado.gov/performance-management/department-performance-plans

Wildly Important Goals

WIG #1: Decrease the recidivism rate by reducing the one-year return rate from 23% to 20% by June 30th, 2022.

Lead Measure	Baseline	1-Year Goal June 30, 2022	2-Year Goal June 30, 2023
Inmate Mentoring Program - # of facilities	1	5	10
Dynamic Security Interactions	0	150,800	301,600
Restorative Justice Concepts - # of trainings	2	10	12

Lead Measure	Baseline	1-Year Goal June 30, 2022	2-Year Goal June 30, 2023
Take TWO Participants	117	225	270
TPV Rate	14.43%	14.20%	14%

Normalization

An approach to prison management which seeks to create positive, productive environments for incarcerated people and correctional staff by creating prison environments that more accurately reflect life outside prison and promote successful transition upon release.

Improves Staff Wellbeing

"In all cases, the bivariate relationship between conditions and the given outcome was negative and significant at both the individual and aggregate level. That is, harsher conditions were associated with significantly more problems for staff."
(Outcomes: sick leave, alcohol/drug use, psychological/ somatic symptoms, personal worries)

Bierie, David M. "The Impact of Prison Conditions on Staff Well-Being."

Reduces Violence

"... the data showed that poor physical conditions of prisons correspond to significantly higher rates of serious violence."

Bierie, David M. "Is Tougher Better? the Impact of Physical Prison Conditions on Inmate Violence."

Improve Reentry Success

"Inmates housed in higher security levels are no less likely to recidivate than those housed in minimum security; if anything, our estimates suggest that harsher prison conditions lead to more post-release crime."

Chen, M. K., and J. M. Shapiro. "Do Harsher Prison Conditions Reduce Recidivism? A Discontinuity-Based Approach."

Normalization

SWIFT

SB 21-258

(Wildfire Mitigation Capacity Development Fund)

SB 21-12

(Help reduce employment barriers for former SWIFT participants)

Normalization

Take TWO

Connects people to prevailing wage jobs while incarcerated

20 Private Employers

90 Employees

Wildly Important Goals

WIG #2: Implement telemedicine and increase access for specialty care appointments in all 19 State facilities

-Installation of telemedicine carts at 18 facilities

-As of Dec. 1st, 77 telemedicine appointments completed

-Lack of broadband a challenge

Lead Measure	Baseline	1-Year Goal June 30, 2022	2-Year Goal June 30, 2023
# of Staff Trained	2	38	50
# of Providers Trained	1	19	23
# of facilities with hardware (carts)	14	19	N/A
# of facilities with broadband access	18	19	N/A

Wildly Important Goals

WIG #3: Decrease the staff turnover rate from 13% to 12% by June 30th, 2022.

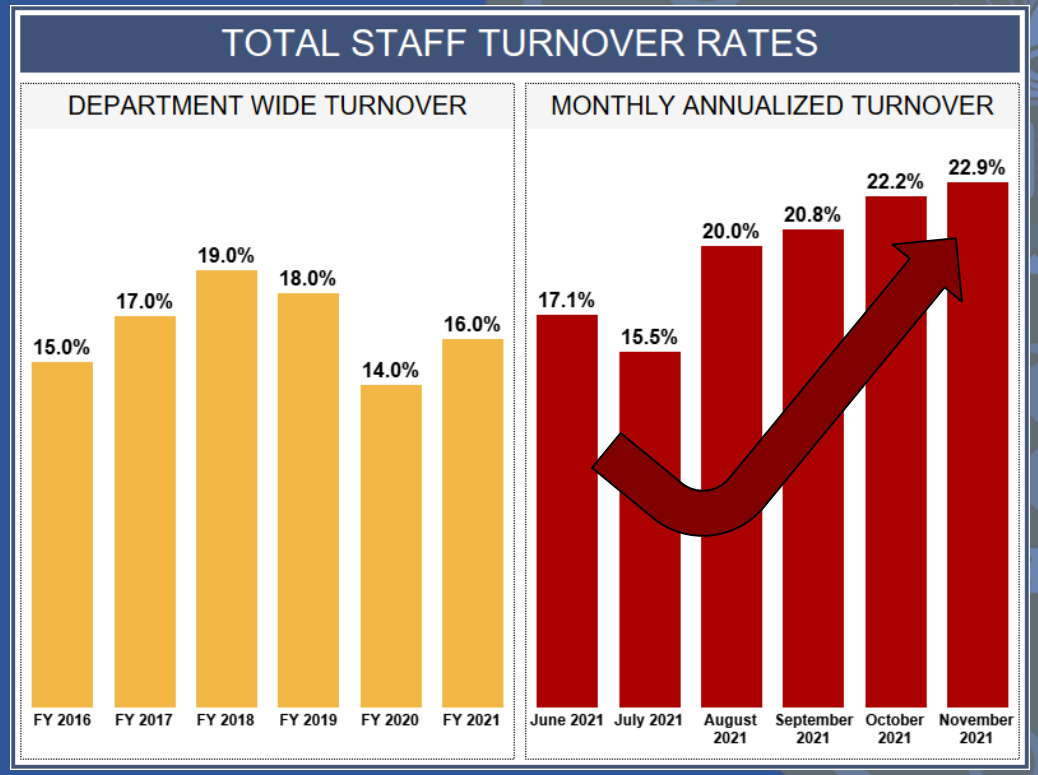
An ongoing challenge, especially under COVID-19 operations.

Lead Measure	Baseline	1-Year Goal June 30, 2022	2-Year Goal June 30, 2023
Development of Pulse Survey	0%	100%	N/A
# of Facility Visits by Executive Leadership	24	48	60

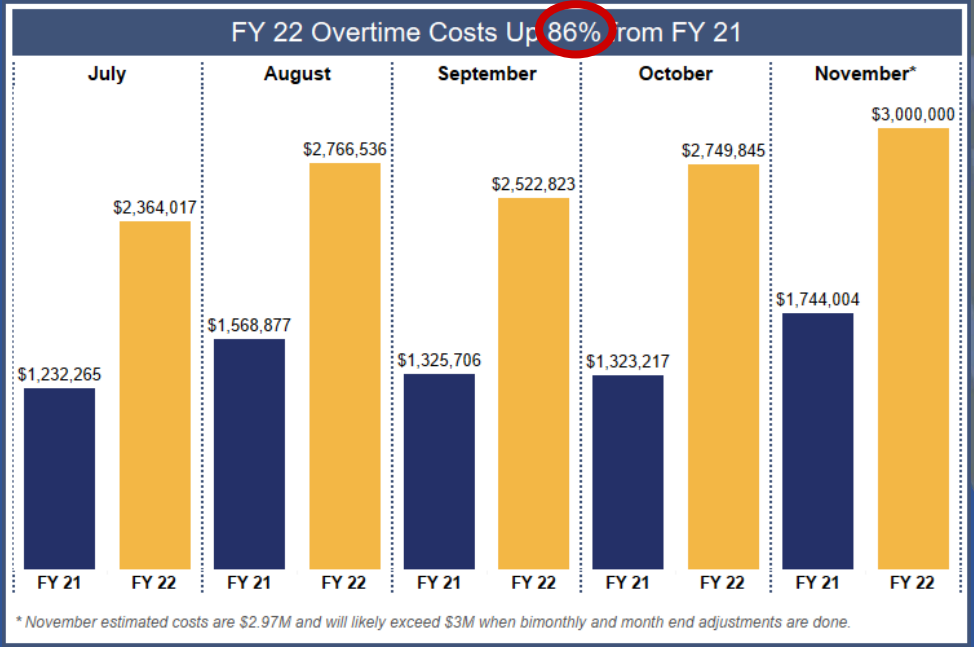
Lead Measure	Baseline	1-Year Goal June 30, 2022	2-Year Goal June 30, 2023
% of Staff who Complete Probationary Period	69%	72%	75%

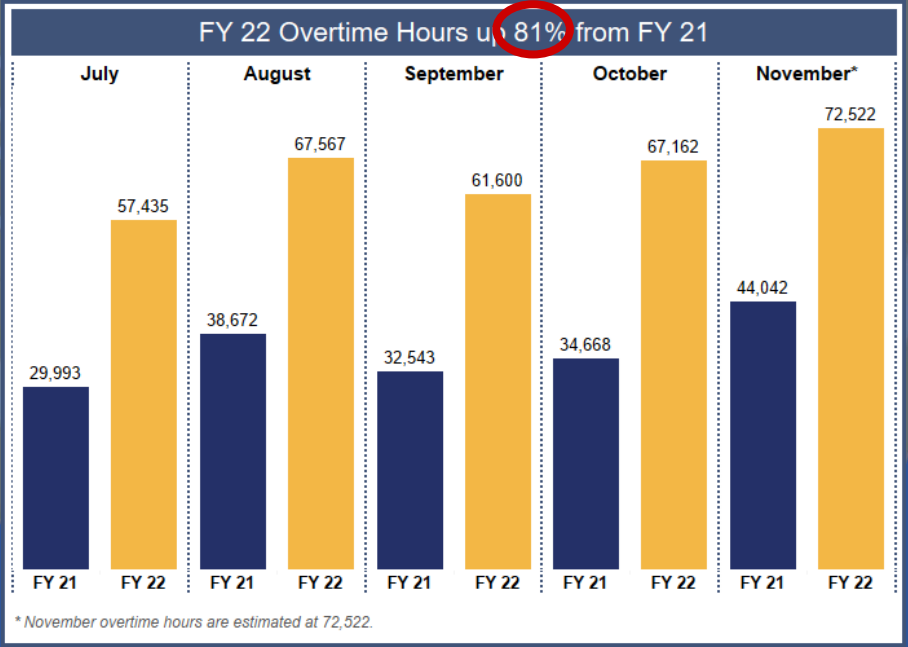
Lead Measure	Baseline	1-Year Goal June 30, 2022
Develop RFI for BV Housing	0%	100%
Develop and Submit Budget Plan for Compression Pay Issues	0%	100%

Staff turnover is accelerating



Impact of Vacancies: Increased Overtime





-Overtime is unfunded

-Mandatory holdovers for staff; volunteers to work on days off; incentives for extra shifts

YTD OT is **$6.2M higher** than this time last year

Correctional Officers, Nurses and Social Workers are some of the hardest hit job classes

DEPARTMENT WIDE TURNOVER

2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
17%	19%	18%	14%	16%

TURNOVER BY JOB TY..

	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Correctional Officer I	24%	26%	26%	18%	20%
Correctional Officer II	10%	13%	12%	9%	13%
Correctional Officer III Super..	9%	8%	12%	5%	7%
Correctional Officer IV	7%	11%	16%	7%	12%
NURSE I	31%	38%	21%	31%	34%
NURSE II	25%	0%	33%	0%	0%
NURSE III	41%	35%	31%	35%	19%
Social Work/Counselor III	32%	36%	22%	33%	33%
Social Work/Counselor IV	18%	17%	10%	33%	33%

As a result, the department has had to shift vacancy savings to offset losses

- Clinical Incentives
  - Nursing
  - Mid-level Provider/Physician
  - Behavioral Health
- Increased contract positions needed
  - Required upgrading agency staffing rates to become competitive

Decrease in Applications

CDOC Applications Received 2019 - 2021			
	2019	**2020**	**2021**
Total - All DOC Job Postings	14,034	10,909	8,440
CO I Only A1D2TX	3,954	3,551	1,757
Nurse I Only C6S1XX	182	177	145
Behavior Health Only	951	829	667

Mental Health and Sex Offender Treatment Responses to Staff Shortage

-Restructured the RTP's

-Behavioral Health Incentives

-Telehealth Crisis Response

-Exploring Telehealth Expansion

-Expanding Peer Facilitated Programming

AWOL Population Characteristics

On AWOL Status: *February 2020* (pre COVID): 734, 7.1 % of population *December 2021:* 1326, 13.6% population

The following is based upon December 2021 review (total AWOL: 1412)*

Ethnicity: No significant difference from CDOC population profile; 78% Caucasian/Hispanic

Gender: 82% male/18% female

MH needs of 3 or higher: 38% (Gender breakdown 30% of male, 78% of female)

SUD needs of 3 or higher: 80%

Unemployed prior to AWOL: 78%

Unstable housing prior to AWOL: 59%

2 or more AWOLs: 65%

Strategies for AWOL Reduction

Current Practices

- Threat to community safety cases are prioritized on specific caseloads under the Fugitive Apprehension Unit
- Back on Track Program
- Use of intelligence tools/investigative tools for locate/clearance
- Field office operations to locate and return to supervision

In Design-Process (Response)

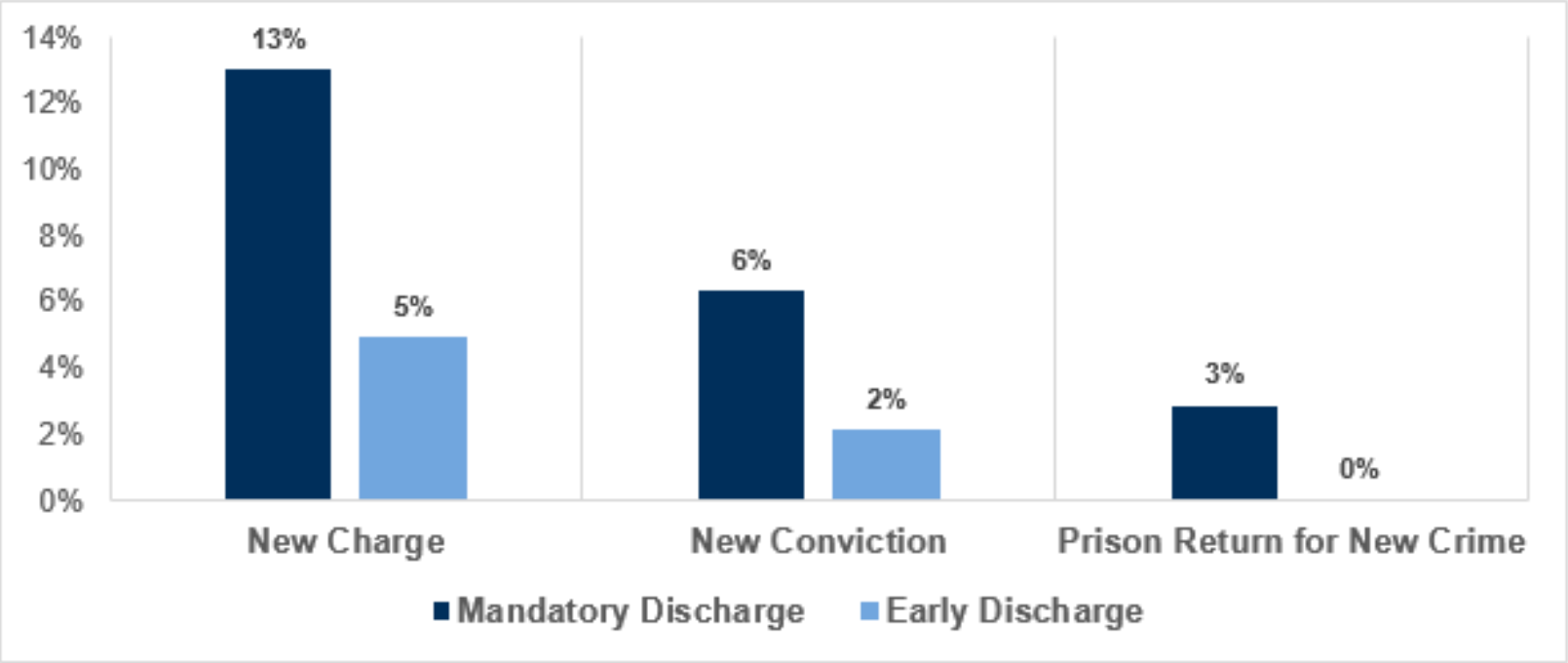
- Specialized Caseloads (triage of needs specific to this population)
- Co-responder model (Mental Health partners, Homeless outreach, etc)

In Pilot Phase (Proactive)

- RESTORE
- Community Connections Pilot

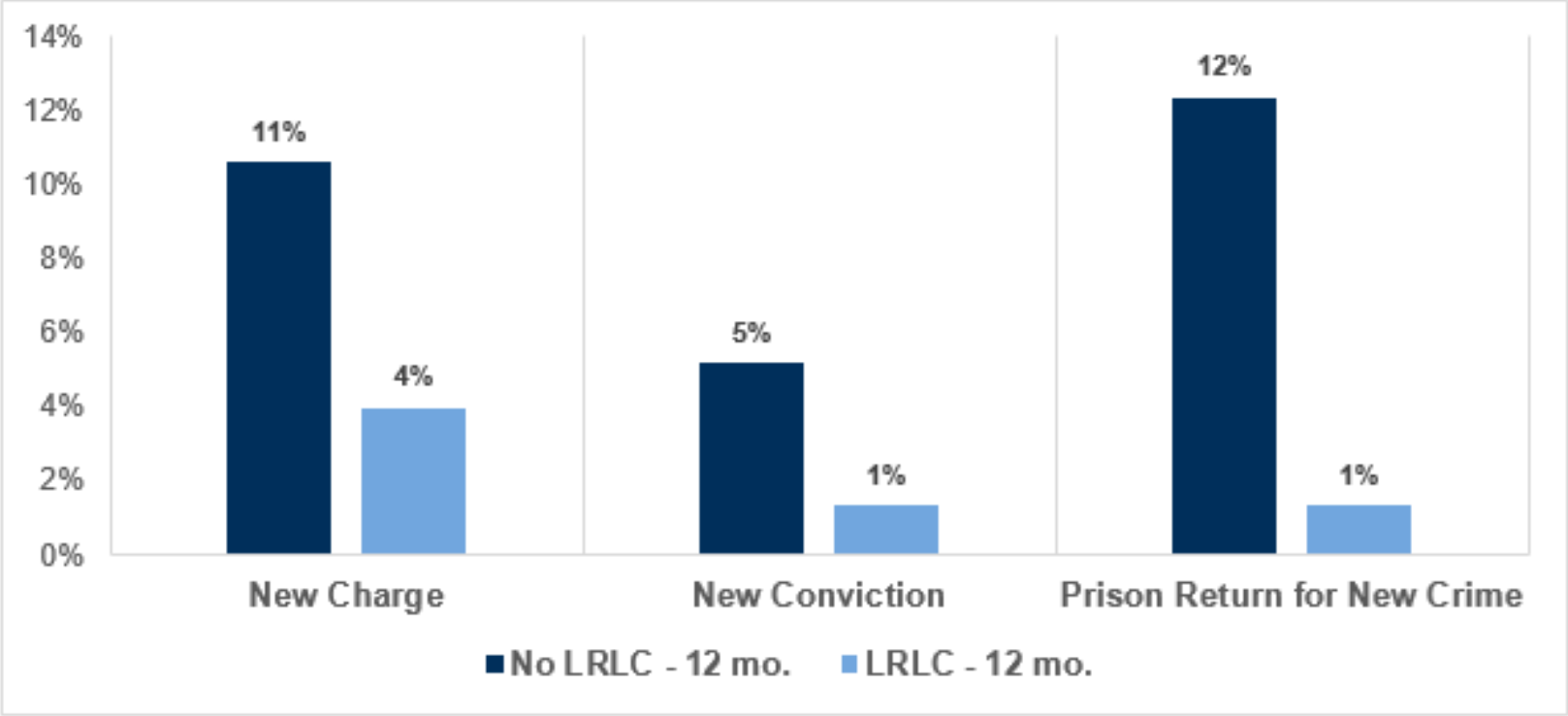
System Changes with Promising Outcomes: Early Discharge

Figure 2. 1-Year Recidivism Trends for Medium Risk Individuals for Early versus Mandatory Discharge



System Changes with Promising Outcomes: Low Risk/Low Custody

Figure 1. 1-Year Recidivism Trends for Medium-Risk Individuals by Low-Risk, Low Custody (LRLC) Status



Stimulus Funding Implementation

$54M from CARES Act to pay for pandemic response

Up to $1.3M from ARPA Public Health for retention bonuses for private prison staff

Up to $7.7M from ARPA for incentive pay for approximately 5,200 24-7 staff, up to 8 weeks

$30/Day, $150/Week

Outstanding OSA Audits

-Of the four not implemented, all are related to the the Performance Audit of the Behavioral Health Programs

-Three of the four recommendations are partially implemented, but are delayed due to EOMIS rollout

- Mental Health Assessments
- Sex Offender Treatment Program
- IT controls

-EOMIS rollout will be complete no later than June 2023

-The final recommendation is related to a report on Sex Offender and Mental Health Treatment Programs, which is targeted for completion by the spring of 2022

Regulatory Agenda

https://drive.google.com/file/d/1D4bJ4AInjbLxjNqM83R9fhxT-pHDpqNj/view

Questions?