

COLORADO DEPARTMENT OF CORRECTIONS

Tom Clements, Executive Director

Overview of Educational and Vocational Programs: Fiscal Year 2010

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Introduction

Pursuant to House Bill 10-1112, this report presents information about the educational and vocational programs offered at the Colorado Department of Corrections' (CDOC) facilities. This report lists programs offered at each facility, includes the number of staff for each program, and includes an estimate of the annual capacity for each program. Using data from fiscal year 2010, the report contains details about the number of offenders who participated in educational and vocational programs, including completions and failures, and the length of the average wait until admission into a program. Furthermore, the report describes the employment rates of parolees and details the budget of education and vocational programs.

History

The Correctional Education Program Act of 1990 established an educational division in the CDOC and defined a correctional education program as a “comprehensive competency-based education program for persons in custody of the department.” This Act tasked the CDOC with building a program that would address the high frequency of illiteracy among the incarcerated. The objective was to increase educational and vocational proficiency to allow for better re-integration into society and to reduce recidivism. The statute specifies that the CDOC target offenders who are expected to release within five years so that offenders may have greater vocational opportunities upon re-entry and be more likely to succeed in the community. The authors of the statute recognized the need for offender and staff safety leading to the exclusion of offenders posing a security risk.

In 1999, minimal revisions were made to the statute. However, in 2010, substantial additions were made. These additions included encouraging the use of a vocational skills assessment to determine program provisions and consideration of an offender's education needs before relocating an offender to another facility. Additionally, the CDOC educational and vocational curriculums must be approved by the Department of Education or the State Board for Community College and Occupational Education. Furthermore, the CDOC must provide offenders “training and competency in marketable skills that are relevant and likely in demand.” There was also a mandate requiring a labor trends report from the Department of Labor and Employment to the CDOC. Finally, the last section of the bill requested an annual report from

the CDOC summarizing the activities of the education program. This report speaks to that mandate. In particular, this report addresses § 17-32-105 (8) C.R.S., which states:

- 8) THE DEPARTMENT SHALL ANNUALLY REPORT THE FOLLOWING INFORMATION CONCERNING EDUCATIONAL AND VOCATIONAL PROGRAMS OFFERED PURSUANT TO THIS ARTICLE:
 - a) A LIST OF THE SPECIFIC PROGRAMS OFFERED AT EACH STATE-OPERATED FACILITY AND PRIVATE PRISON THAT HOUSES OFFENDERS ON BEHALF OF THE DEPARTMENT;
 - b) THE NUMBER OF INSTRUCTORS AND THE NUMBER OF INSTRUCTOR VACANCIES, BY PROGRAM AND FACILITY;
 - c) THE ANNUAL CAPACITY OF EACH PROGRAM;
 - d) THE ANNUAL ENROLLMENT OF EACH PROGRAM, INCLUDING THE NUMBER OF OFFENDERS WHO WERE PLACED ON A WAITING LIST FOR THE PROGRAM AND THE AVERAGE LENGTH OF TIME SPENT ON THE WAITING LIST BY EACH SUCH OFFENDER;
 - e) THE NUMBER OF OFFENDERS WHO SUCCESSFULLY COMPLETED EACH PROGRAM IN THE PREVIOUS FISCAL YEAR;
 - f) THE NUMBER OF OFFENDERS WHO ENROLLED IN EACH PROGRAM BUT FAILED TO SUCCESSFULLY COMPLETE THE PROGRAM IN THE PREVIOUS FISCAL YEAR, INCLUDING FOR EACH SUCH OFFENDER THE REASON FOR THE OFFENDER'S NONCOMPLETION;
 - g) THE PERCENTAGE OF PAROLEES WHO ARE EMPLOYED FULL-TIME, EMPLOYED PART-TIME, OR UNEMPLOYED AT THE END OF THE PREVIOUS FISCAL YEAR;
 - h) A SUMMARY OF THE RESULTS OF ANY PROGRAM EVALUATIONS OR COST-BENEFIT ANALYSES PERFORMED BY THE DEPARTMENT; AND
 - i) THE TOTAL AMOUNT OF STATE AND FEDERAL FUNDING ALLOCATED BY THE DEPARTMENT DURING THE MOST RECENTLY COMPLETED FISCAL YEAR FOR VOCATIONAL AND EDUCATIONAL PROGRAMS, INCLUDING INFORMATION CONCERNING THE ALLOCATION OF EACH SOURCE OF FUNDING AND THE AMOUNT OF FUNDING.

§17-32-105 (8) C.R.S.

A. Programs Offered

This section describes the educational opportunities within the CDOC's Division of Education (DOE) and the CDOC admission process as it relates to education programs, including how offenders are assessed for their educational needs. Additionally, this section provides a description of the policies set by the CDOC and DOE to determine offenders' educational priorities during incarceration. Finally, there is a section on the different categories of programs offered to offenders. The DOE Mission Statement is:

The mission of the Colorado Department of Corrections Division of Education is to contribute to reducing offender recidivism by : Providing outcome and evidence based Academic, Social Science, and Career and Technical Education programs and ensuring that offenders obtain entry level marketable job skills prior to community re-entry.

Assessment and Referral

All offenders enter the CDOC at the Denver Reception and Diagnostic Center. At this diagnostic facility, the CDOC staff assess offenders in many areas including medical, mental health, and education. Offenders complete several standardized assessments to determine their individual needs in each of the areas. The assessment tool used by the DOE to determine educational level is the Test of Adult Basic Education (TABE). This timed, multiple-choice assessment measures reading, math, and language skills. The TABE scores correspond to educational grade levels. For example, a 4.2 on the TABE reading portion indicates a 4th-grade second-month reading level. An offender receives three separate TABE scores for reading, math, and language, plus an overall score. An offender who earns a TABE score of less than three may need further assessment to determine educational needs. The Department assesses both non-English and English-speaking offenders. Offenders who do not speak English are given the opportunities to develop English language skills.

Several assessment scores help program staff determine an offender's needs. An offender's level of need, scored on a 1 to 5 rating scale, determines the type of intervention, with a needs level of 5 designating a severe need and a needs level of 1 indicating no issues in any given area. The academic needs level is generally determined using an offender's verified level of education and TABE score. For example, an academic needs level of 4 indicates an offender does

not have a high school diploma or General Education Development diploma (GED) and scored between 3.0 and 5.9 on the TABE, meaning the offender is functionally illiterate. This offender would be recommended for Adult Basic Education (ABE) courses. Another needs level ascertained during admission into the CDOC is the vocational needs level. This level is determined using an offender's work history. For instance, a vocational needs level of 3 indicates that an offender has obtained some vocational skills but needs more training. Table 1 lists the meaning for each needs level.

Table 1: Academic and Vocational Needs Levels

Level	Academic	Vocational
1	AA/AS degree or higher	Established skills
2	High school diploma or GED	Adequate skills
3	Literate, needs GED	Skilled, but needs training
4	Functional illiterate, needs ABE	Unskilled, needs training
5	Illiterate in English	Special needs

The DOE provides oversight in the management of policies and provisions for the education of offenders. Any offender who lacks basic communication and functional literacy skills is referred to the education program (CDOC administrative regulation 500-01). Some offenders are not required to participate in educational programming. In particular, an offender who is serving a life sentence, life sentence without parole, or has been sentenced to death is exempted from mandatory participation. Also, any offender who poses a security risk or who has a health reason that prevents participation is exempt from the mandate. In addition, offenders who have attained a level of functional literacy, or have, because of a disability, been determined to be at a maximum level of proficiency, and are unable to progress are exempted from mandatory participation in education (AR 500-01). Finally, each offender has the option of refusing education programs by submitting his or her refusal in writing.

Population Needs

As of June 30, 2010, there were 22,617 offenders in the custody of the CDOC, which included offenders in CDOC facilities, contract facilities, community corrections, intensive supervision for inmates, and county jail backlog and contracts. Table 2 lists the percent of offenders within each category of academic and vocational needs.

Table 2: Needs Levels for June 30, 2010 Offender Population

	1	2	3	4	5
Academic	1%	72%	1%	14%	12%
Vocational	14%	30%	25%	28%	3%

SOURCE: CDOC Statistical Report, Fiscal Year 2010

Program Categories

The DOE offers programming to assist offenders in meeting their individual educational or vocational goals and obtaining entry-level job skills in a marketable field. Thirty-two programs exist within the state facilities and seven programs are offered in the private prisons. Within each program, multiple courses are offered. Each program provides the offender with key skills that he or she can utilize once in the community. These programs fall into four categories: academic, career and technical education (CTE), social and behavioral sciences (SBS), and Colorado Correctional Industries (CCi)¹.

The academic category includes courses meant to help a student prepare for the GED. The sequence includes an English as a Second Language course, two ABE courses, a pre-GED course, and the General Education Development course. The courses are offered in most of the facilities with the exception of Denver Reception and Diagnostic Center, which, as a diagnostic facility, is meant to house the offender only temporarily and offers no educational programming. One exception is if an offender's medical needs require an extended stay. These offenders will receive individualized instruction from a staff person assigned to Denver Women's Correctional Facility.

In courses offered under the CTE category, offenders learn skills to assist them in obtaining entry-level positions in different career fields. Twenty-one programs are offered under CTE and over 400 different courses are available within those programs. Both Cosmetology and Customer Service have certificates that an offender can earn directly from colleges within the Colorado Community College System (CCCS). The rest of the programs issue CDOC certificates approved by CCCS; however, the DOE is working to include more certifications issued by local colleges. The time it takes to complete a program certificate varies due to the number of courses required by the individual programs and an offender's progress and/or abilities. Descriptions of the programs as well as the types of certificates available and the

¹ CCi is a division of CDOC separate from the DOE.

courses offered can be found on the CDOC website at <http://doc.state.co.us/program-course-descriptions>.

SBS courses assist offenders in identifying “criminal thinking and behavioral patterns” by dealing with “societal and personal awareness” (CDOC administrative regulation 500-01). Courses in this category include: Parenting, Victim Education, Anger Management, Human Development, Thinking for a Change, and 7 Habits on the Inside.

Finally, the CCI category represents a partnership between DOE and CCI. CCI is a cash-funded entity with enterprise status. The program was legislatively established under the Correctional Industries Act (17-24-101 C.R.S.) in 1977. Offenders work in positions that mirror what they will experience once they return to the community. CCI is a large company that covers many areas in industry; however, only a portion of the programs offered by CCI qualify as education. Currently, nine of CCI’s programs offer educational courses to offenders. In each of these programs, an offender has the opportunity to earn CCCS credit.

Additionally, offenders can work in an apprenticeship where they have the opportunity to earn apprenticeship certificates from the Colorado Department of Labor and Employment. These certificates are diverse. For example, in the electronics program, in addition to being able to earn electronics certification, an offender can work as an office clerk and earn a clerical certification. Access CCI’s website at <http://www.coloradoci.com> for more information.

Table 3 presents the programs offered at each facility (see Appendix A for a definition of facility acronyms) as of January 24, 2011. Additionally, the number of courses taught under each program is noted.

Table 3: Programs by Facility

Categories	Programs (# courses)	State															Private				
		AVCF	BVCF/BVMC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	FLCF	LCF	LVCF	RCC	SCCF	SCF	TCF	BCCF	CCCF	CMRC	KCCF
ACADEMIC	GED (5)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
	CISCO NETWORKING ACADEMY (18)																				
	COLLISION REPAIR TECHNOLOGY (36)		•																		
	COMPUTER INFORMATION SYSTEMS (6)	•																			
	CONSTRUCTION TECHNOLOGY (35)	•	•																		
	COSMETOLOGY (33)																				
	CUSTODIAL TRAINING (21)	•																			
	CUSTOMER SERVICE SPECIALIST (13)																				
	DRAFTING AND DESIGN (33)																				
	ELECTRONICS TECHNOLOGY (20)	•																			
	FOOD PRODUCTION MANAGEMENT (26)	•																			
	FOUNDATIONS OF CTE (5)	•																			
	GRAPHIC MEDIA/DESKTOP DESIGN (23)																				
	HEAVY EQUIPMENT (14)																				
	HORTICULTURE (24)																				
	INDUSTRY TECHNOLOGY (17)																				
	MACHINE TECHNOLOGY (21)																				
SBS	MULTI-MEDIA (14)																				
	PRINT TECHNOLOGY (7)																				
	RADIO BROADCASTING (12)																				
	UPHOLSTERY TECHNOLOGY (13)																				
	WELDING TECHNOLOGY (25)	•																			
	SOCIAL SCIENCE (28)																				
	AQUACULTURE (6)																				
	BUSINESS MANAGEMENT (17)																				
	CANINE BEHAVIORAL MODIFICATION (24)																				
	HEAVY EQUIPMENT (14)																				
CCI	HORTICULTURE (24)																				
	PRINT TECHNOLOGY (7)																				
	TRANSPORTATION TECHNOLOGY (21)																				
	WILD HORSE INMATE PROGRAM (5)																				
	WILDLAND FIREFIGHTING (8)																				

B. Instructors

As of April 20, 2011, the CDOC employed 197 instructors at its facilities. There were 77 academic instructors, 85 CTE instructors, 16 SBS instructors, and 19 CCI part-time instructors. Additionally, there were 25.5 instructor positions at the private facilities, who were employed by the private facilities and required to meet the same educational standards as the DOE. CDOC policy requires academic instructors to be certified by the Colorado Department of Education, and CTE instructors must be credentialed through the CCCS process. In anticipation of a \$3 million reduction in DOE's budget for fiscal year 2012, 27 positions that became vacant during the year were held open. Positions to be abolished on June 1, 2011, are listed in Table 4 by facility and program. Upon completion of this report, there were no vacancies nor are vacancies anticipated in the coming year. Table 5 lists the number of instructors at each facility in their respective program area.

Table 4: Staff Vacancies

Categories	Programs	BVCF/BVMC	CCC	CCF/CSP	CMC	CTCF	DCC	FLCF	LCF	LVCf	RCC	SCF	TCF	Unassigned
ACADEMIC	GED	1		1				1				3		
CTE	COLLISION REPAIR TECHNOLOGY		1											
	COMPUTER INFORMATION SYSTEMS						1				1			
	CONSTRUCTION TECHNOLOGY						1							
	COSMETOLOGY	1												
	CUSTODIAL TRAINING								1			1	1	
	FOOD PRODUCTION MANAGEMENT				1				1					
	GRAPHIC MEDIA & DESKTOP DESIGN									1				
	PRINT TECHNOLOGY	1												
SBS	SOCIAL SCIENCE					1								
Unassigned*														8

*These vacancies are not assigned to a specific facility or program as they are determined by the Labor Market Information report and CDOC needs.

Table 5: Number of Staff by Facility

Categories		Programs	State															Private					
			AVCF	BVCF/BVMC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	FLCF	LCF	LVCF	RCC	SCCF	SCF	TCF	BCCF	CCCF	CMRC	KCCF	
ACADEMIC	GED	5	6	1	6	4	3	3	7	5	3	6	4	2	2	16	4	3	3	1	3		
	CISCO NETWORKING ACADEMY								1														
	COLLISION REPAIR TECHNOLOGY		2																				
	COMPUTER INFORMATION SYSTEMS	1					1				1	1	1	1		4		1/2	1		1		
	CONSTRUCTION TECHNOLOGY	1	1					1	1/2	2		1	1	1		1			2		1		
	COSMETOLOGY						1		2				2			3							
	CUSTODIAL TRAINING	1	1		1	1	1	1	1	1	1	1	1			1		1	1				
	CUSTOMER SERVICE SPECIALIST									1						1							
	DRAFTING AND DESIGN									1													
	ELECTRONICS TECHNOLOGY	1	1										1			1		1	1				
	FOOD PRODUCTION MANAGEMENT	1					1		1							3							
	FOUNDATIONS OF CTE	1	2			1		1	1/2			1				2	1		1				
	GRAPHIC MEDIA & DESKTOP DESIGN		1						1	1	1	1	1			2							
	HEAVY EQUIPMENT		2													1							
	HORTICULTURE													1					1		1		
	INDUSTRY TECHNOLOGY												1										
SBS	MACHINE TECHNOLOGY	1								1													
	MULTI-MEDIA								1														
	PRINT TECHNOLOGY															1							
	RADIO BROADCASTING		1																				
	UPHOLSTERY TECHNOLOGY															1							
	WELDING TECHNOLOGY	1	1			1				1						1							
	SOCIAL SCIENCE		1		9				1				1		1	3		1	1		1		
	AQUACULTURE		1			1																	
	BUSINESS MANAGEMENT (CANTEEN)					1			1														
	CANINE BEHAVIORAL MODIFICATION		1/5			1/5	1/5		1		1/5					1		1/5					
	HEAVY EQUIPMENT					1																	
	HORTICULTURE					1																	
	PRINT TECHNOLOGY								1														
	TRANSPORTATION TECHNOLOGY																						
	WILD HORSE INMATE PROGRAM					2																	
	WILDLAND FIREFIGHTING		2			2																	

C. The Annual Capacity of the Programs

Annual capacity for Academic and SBS courses is difficult to measure, as offenders' educational level and skills vary tremendously; some offenders will need more time to complete a course while others will finish very quickly. For example, an offender can enter the CDOC without a high school diploma, but perhaps having completed 11th grade; this offender may have done well on the TABE and would be quickly ready to take the tests for the GED. In contrast, another offender could enter the CDOC having a 4th grade reading level. This offender will need more time and likely will participate in ABE courses to increase his or her educational level to ultimately earn a GED diploma. With the SBS programs, there are several different courses and offenders work through the material at varying rates. Recognizing that offenders will enter into programming at different levels, the DOE provides individualized instruction plans and course work to allow offenders to work through certain courses at their own pace. In addition, courses are offered as open entry, which means enrollment is staggered but continually open. One instructor might teach several students who are progressing through different phases of a course or certification.

CTE and CCi programs are slightly easier to estimate, because they are based on a credit-hour system. Annual capacity for CTE and CCi programs was estimated based on the number of offenders who could be in a course multiplied by the number of courses an instructor can complete in one year. Total course contact hours amount to 15 hours per credit hour for most courses. An instructor will teach an average of 6 hours per day. Thus, the total course contact hours divided by 6 yields the number of days it will take to complete a course. To estimate how many courses could be completed in one year, the number of workdays per year was divided by the number of days to complete a course. The number of workdays was estimated by taking the number of work days (261) and subtracting 30 days (6 weeks) for time off for vacation, sick leave, and facility lockdowns. This final number is the amount of courses an instructor can teach in one year's time. This number was then multiplied by the number of students that can be in the course to find an estimate of the annual capacity. Table 6 shows the annual capacity for each program during fiscal year 2011. Foundations of CTE, which is a program that functions as a vocational prerequisite and consists of courses in safety, introduction to construction, math, and communication, has the greatest capacity.

Table 6: Annual Capacity by Facility

Categories	State																			Private			
	Programs	AVCF	BVCF/BVMC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	FLCF	LCF	LVCF	RCC	SCCF	SCF	TCF	BCCF	CCCF	CMRC	KCCF		
ACADEMIC	GED																						
	Not Applicable																						
	CTE								**														
	CISCO NETWORKING ACADEMY																						
	COLLISION REPAIR TECHNOLOGY		14																				
	COMPUTER INFORMATION SYSTEMS	169					118		74		243	162	111			1348		589	295		589		
	CONSTRUCTION TECHNOLOGY	29	18						15	32		15				20			55				
	COSMETOLOGY		15				25		31				50										
	CUSTODIAL TRAINING	201	169				241		121		96	96	153		*	418		257	321				
	CUSTOMER SERVICE SPECIALIST									196													
	DRAFTING AND DESIGN								26	55													
	ELECTRONICS TECHNOLOGY	25	21											22			21	59	35				
	FOOD PRODUCTION MANAGEMENT	51					22	22	16				43			65							
	FOUNDATIONS OF CTE	199	497			221							530			486	16	276	1370				
	GRAPHIC MEDIA & DESKTOP DESIGN		25						19	82	21		29			113							
	HEAVY EQUIPMENT					27								20		46			28		56		
	HORTICULTURE												36										
	INDUSTRY TECHNOLOGY																						
	MACHINE TECHNOLOGY		22																				
	MULTI-MEDIA								4														
	PRINT TECHNOLOGY																79						
	RADIO BROADCASTING		44																				
	UPHOLSTERY TECHNOLOGY																40						
WELDING TECHNOLOGY		29			16				39							37							
SBS	SOCIAL SCIENCE												Not Applicable										
CCI	AQUACULTURE		14			47																	
	BUSINESS MANAGEMENT (CANTEEN)				69				29														
	CANINE BEHAVIORAL MODIFICATION				13	13			33		7					22	15						
	HEAVY EQUIPMENT					53																	
	HORTICULTURE					110																	
	PRINT TECHNOLOGY								103														
	TRANSPORTATION TECHNOLOGY					6																	
	WILD HORSE INMATE PROGRAM					126																	
	WILDLAND FIREFIGHTING					66															90		

*Cannot be computed due the special population at this facility. Courses are taught on an individual basis with no standard length of time.

**This program was not offered in fiscal year 2010.

NOTE: Academic and SBS program capacity could not be calculated because of wide variances in completion times.

D. Enrollment and Waitlist

The CDOC utilizes a database program developed in the early 1990s by the CDOC's Business Technologies Department to track offender programming. This program, known as master program schedule (MPS), enables prison staff to enter information about the offenders' academic and vocational programming while incarcerated. For example, once referred to a program by a case manager, a teacher can assign an offender to his or her class. The teacher takes attendance and evaluates an offender's progress via MPS. One key function of MPS is the ability to refer or waitlist an offender for a program. A case manager can refer offenders to educational programming, and if a teacher does not have room in the class, the teacher can put the offender on a waitlist.

One limitation of MPS is that waitlists and referrals are facility specific, meaning if an offender is moved to another facility he or she must be re-referred and/or put on another waitlist. Another issue with MPS is that historical data about how long an offender waited to be enrolled in a course is not archived. Currently, an offender can be put on a waitlist for a certain program, but once he or she is assigned to the program the waitlist record is deleted. In addition, referral data is also deleted once an offender is assigned to the program. Because these entries are deleted, there is no record of the time an offender waited before going into a program. Both department-wide referrals and referral archiving were recently successfully implemented with three programs under the CDOC's Division of Behavioral Health Services; similar changes for DOE programs may be warranted and are being evaluated for implementation.

Wait Time

Since there is no historical record of waitlists, it is impossible to determine how long an offender waited to enter a program in which he or she was enrolled during fiscal year 2010. Instead, the time an offender waited to start his or her initial educational course after admission to the CDOC for his or her current incarceration was estimated. This wait time was estimated using the time between the date on which an offender entered the CDOC and the date the respective offender attended his or her first educational or vocational course. For example, an offender taking a GED course in fiscal year 2010 may have actually begun his or her education with an ABE course a year or two prior. By looking at the time from when the offender entered

prison on his or her current charge to when the offender started his or her first course, an average wait time can be calculated.

While the wait time will give an estimate of how long offenders wait for educational programming after entering the CDOC, there are some limitations. First, this calculation does not take into account the fact that many facilities require a 90-day work assignment before an offender can enroll in educational or vocational courses. Additionally, for offenders who may have released to parole or community corrections and have since returned, this estimate does not take into account time that these offenders were not in prison. Nor does the estimate account for those offenders who initially refused educational programming but later enrolled. It may appear that these offenders waited a long time for a program, when actually they had refused programming initially. It is also important to note that some offenders with long sentences (more than 5 years) may not have been offered education until they were closer to their discharge date.

Sample

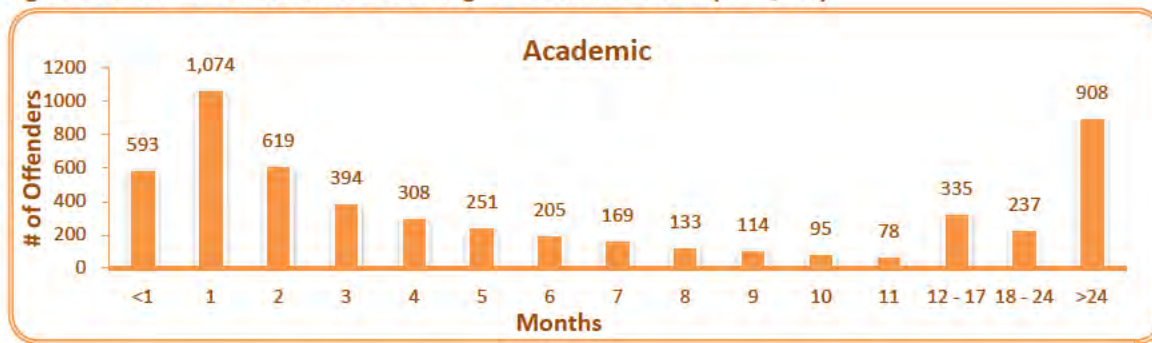
There were 10,443 offenders enrolled in courses as students during fiscal year 2010. The 160 offenders who had entered prison before MPS was implemented² were excluded from the sample, as it would be impossible to determine if they had participated in courses before MPS was used. Additionally, three offenders who were enrolled in WHIP were not listed in the CDOC data system, and therefore it could not be determine how long they waited. The final sample comprised 10,280 offenders³. The sample was then split into the four categories: academic, CTE, SBS, and CCi. Offenders were grouped based on the category of the first course in which they participated.

There were 5,513 offenders whose first course was in the academic category. Figure 1 shows how many months an offender was in prison before beginning a course in the academic program. More than three-fourths of the offenders (79%) were enrolled in academic programming within the first 18 months of incarceration. About 16% waited more than 2 years to enter an academic course. The median wait time was 4 months.

² The earliest record in MPS is June of 1991, since MPS was implemented around that time.

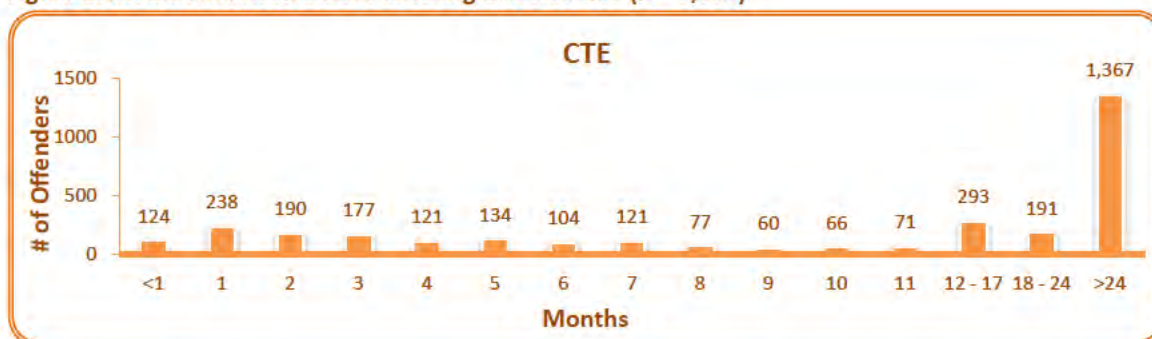
³ Two offenders had wait times in two categories because they were enrolled in two different programs on the same day. These two offenders will be counted in each respective category.

Figure 1: Months in Prison before Entering an Academic Course (n = 5,513)



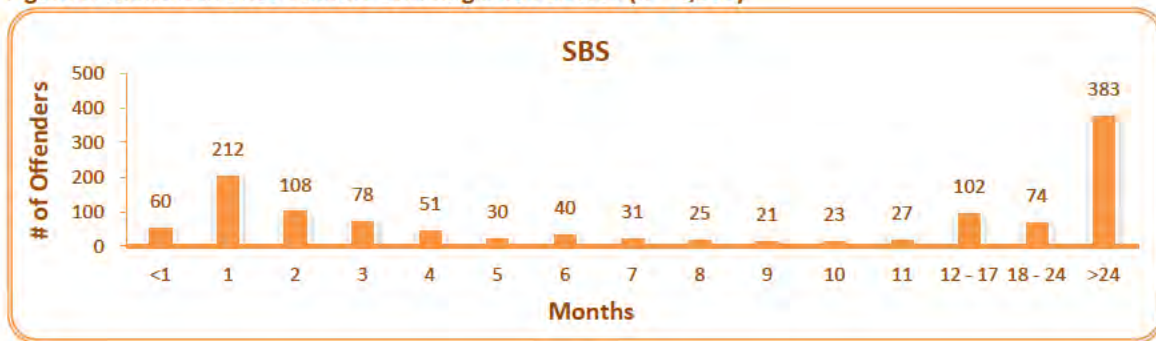
There were 3,334 offenders whose first course was in the CTE category. Figure 2 shows the number of months an offender was incarcerated before he or she began a CTE course. More than half of the offenders (53%) began a CTE course within the first 18 months of incarceration. However, about 41% waited as long as 24 months to begin a CTE course. The median wait time was 15 months.

Figure 2: Months in Prison before Entering a CTE Course (n = 3,334)



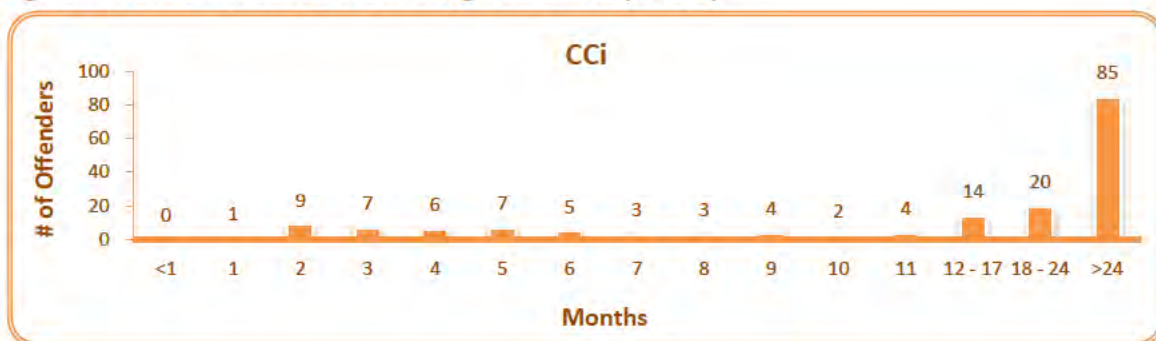
There were 1,265 offenders whose first course was in SBS. Figure 3 shows the wait time in months for offenders who started in an SBS course. More than half of the offenders (56%) took classes within the first 12 months of incarceration. About 30% of the offenders waited more than 2 years to begin classes. Offenders' median wait times were 9 months to take a SBS course. Some facilities require GED completion before an offender can enroll in an SBS course.

Figure 3: Months in Prison before Entering a SBS Course (n = 1,265)



There were 170 offenders whose first course was in the CCI category. Figure 4 shows the number of months an offender was incarcerated before he or she began a CCI course; 30% enrolled within their first year of prison. About 50% of the offenders enrolled more than 2 years after entering prison. The median wait time was 24 months.

Figure 4: Months in Prison before Entering a CCI Course (n = 170)



Enrollment

In fiscal year 2010, 10,443 offenders were enrolled as students. The enrolled students participated in 399 different courses within the 33 different programs⁴. Table 7 shows the demographic information of students during fiscal year 2010.

Table 7: Fiscal Year 2010 Student Demographics (n = 10,443)

<i>Gender</i>	
Male	88%
Female	12%
<i>Ethnicity</i>	
Caucasian	39%
Latina/Latino	38%
African American	19%
Other ^a	4%

^aIncludes Native American and Asian ethnic groups.

Once an offender has completed a course, he or she may attend the course as a para-professional, acting as an aide to the instructor, assisting students with instructions, assignments, and other classroom needs. An offender who obtains a certificate within a program is sometimes offered a position as an apprentice to learn more about the field through on-the-job training or hands-on experience with the trade. An apprentice can also earn training certification through the Department of Labor and Employment. In fiscal year 2010 947 para professionals and 283 apprentices were not included in the student figures. Para-professionals assisted with 22 different programs in 148 different courses. Apprentices learned independently in 14 different programs and 69 different courses.

Table 8 shows the number of offenders enrolled in each program during fiscal year 2010. There were 1,848 students who were enrolled in more than one program during the year and therefore are counted more than once. The GED program had the largest enrollment with 5,043 students and CCI's Aquaculture had least with six enrollments. The Business Technology and Nurse's Aide programs are no longer offered. Finally, these numbers include enrollments for a prison, High Plains Correctional Facility, a private prison, which no longer houses Colorado offenders and a program, Colorado Correctional Alternative Program, also known as Boot Camp, which was suspended indefinitely.

⁴ CISCO, Customer Service and Foundations of CTE are new programs and are not included in fiscal year 2010 data. Additionally, the Nurse's Aide and Business Technology programs were included, but are no longer offered.

Table 8: Enrollments by Program

Categories	Programs	# students
ACADEMIC	GED	5,043 ^a
CTE	BUSINESS TECHNOLOGY ^b	130
	CANINE BEHAVIOR MODIFICATION	30
	COLLISION REPAIR TECHNOLOGY	43
	COMPUTER INFORMATION SYSTEMS	1,627
	CONSTRUCTION TECHNOLOGY	524
	COSMETOLOGY	103
	CUSTODIAL TRAINING	1,399
	DRAFTING AND DESIGN	95
	ELECTRONICS TECHNOLOGY	245
	FOOD PRODUCTION MANAGEMENT	150
	GRAPHIC MEDIA & DESKTOP DESIGN	256
	HEAVY EQUIPMENT	43
	HORTICULTURE	130
	INDUSTRY TECHNOLOGY	59
	MACHINE TECHNOLOGY	68
	MULTI-MEDIA	7
	NURSE'S AIDE ^b	30
	PRINT TECHNOLOGY	None reported
	RADIO BROADCASTING	33
	UPHOLSTERY TECHNOLOGY	12
	WELDING TECHNOLOGY	124
	CTE Total	4,298 ^a
SBS	SOCIAL SCIENCE	1,643
	SBS Total	1,643 ^a
CCi	AQUACULTURE	6
	BUSINESS MANAGEMENT (CANTEEN)	26
	CANINE BEHAVIORAL MOD	202
	HEAVY EQUIPMENT	15
	HORTICULTURE	None reported
	PRINT TECHNOLOGY	58
	TRANSPORTATION TECHNOLOGY	12
	WILD HORSE INMATE PROGRAM	4
	WILDLAND FIREFIGHTING	76
	CCi Total	393 ^a

^a Number of unique students in the category.

^b Programs no longer offered.

E. Program Completion

Certificates

Of the 10,443 offenders who participated in an education program in fiscal year 2010, 33% earned a certificate or GED. In fiscal year 2010, 3,329 offenders⁵ completed 4,543 certificates, including 1,105 GEDs. Table 9 lists how many certificates were issued by each program. There were 711 offenders who obtained more than one certificate during fiscal year 2010. The most certificates were issued in SBS. Academic issued the second most with 1,105 GEDs.

Making Progress

An offender who completed a program and received a certificate would be seen as successful. However, it is possible that an offender began a program and was successfully completing courses within the program, but did not finish all the courses required for a certificate during the fiscal year. While these offenders have not completed a program, they have been successful in making progress toward completing a program. Many offenders who have not obtained a certificate are often still enrolled in courses or have been successful in classes so far. There were 2,354 students who had not received a certificate and were still enrolled in a course on June 30, 2010. There were 1,763 offenders who have been completing courses successfully, but were not enrolled on June 30, and have not yet attained a certificate. Finally, 48 offenders were discharged from an academic course because their GED or high school diploma was verified. The remaining 2,949 offenders will be discussed in the next section.

⁵ An additional 76 offenders earned 124 certificates as para-professionals or as apprentices.

Table 9: Certificates Earned by Program

Categories	Programs	# of Offenders
Academic	GED	1,105 ^a
CTE	BUSINESS TECHNOLOGY	2
	CANINE BEHAVIOR MODIFICATION	17
	COLLISION REPAIR TECHNOLOGY	14
	COMPUTER INFORMATION SYSTEMS	394
	CONSTRUCTION TECHNOLOGY	339
	COSMETOLOGY	10
	CUSTODIAL TRAINING	767
	DRAFTING & DESIGN	12
	ELECTRONICS TECHNOLOGY	127
	FOOD PRODUCTION MANAGEMENT	48
	GRAPHICS/DESKTOP DESIGN	58
	HEAVY EQUIPMENT	31
	HORTICULTURE	29
	INDUSTRIAL TECHNOLOGY	3
	MACHINE TECHNOLOGY	68
	MULTI-MEDIA	0
	NURSE'S AIDE	23
	PRINT TECHNOLOGY	25
	RADIO BROADCASTING	11
	UPHOLSTERY TECHNOLOGY	1
	WELDING TECHNOLOGY	202
SBS	SOCIAL SCIENCE EDUCATION	1,222
CCi	AQUACULTURE	0
	BUSINESS MANAGEMENT (CANTEEN)	0
	CANINE BEHAVIOR MODIFICATION	91
	HEAVY EQUIPMENT	0
	HORTICULTURE	0
	PRINT TECHNOLOGY	0
	TRANSPORTATION TECHNOLOGY	0
	WILD HORSE INMATE PROGRAM	0
	WILDLAND FIREFIGHTING	64
	Total	4,663

^a91 offenders received a GED, but were not enrolled in an Academic course.

F. Unsuccessful Program completions

A Note About the Data

There are some concerns about the accuracy of the data in this section. In MPS, when an instructor removes a student from the course roster, he or she assigns a code indicating the reason for the respective offender's dismissal. This coding system allows managers and researchers the ability to analyze why offenders are leaving courses. For example a code of "1" means the offender was successful in the class and a "3" means the offender went to parole and could not complete the class. In addition to the code, a grade for the class is given. It is the combination of these two items that should indicate whether an offender was successful in the course. Upon reviewing the data closely, it appeared that some of the codes were used incorrectly. Additionally, one code that allows an instructor to transfer an offender to another class was used to both transfer offenders to the next class (a progressive move) and to move an offender to the same class at a different time (a lateral move). To counter these imperfections in the data, a research assistant reviewed each record individually. Looking at the discharge code, the grade, and the teacher's notes, the research assistant determined a "corrected" discharge reason. These corrected reasons are what are reported in this section. There were 23 records for which the reason for the offender's discharge was impossible to ascertain, leading to the omission of discharge reasons in those cases. Finally, because an offender could potentially have several discharges in a single year the discharge reason for the last assignment during the fiscal year was used for this section.

Quality assurance is often an issue when collecting large amounts of data, especially when using an older data system. DOE has plans to implement a protocol and training to address inconsistencies with the data. Additionally, quality assurance measures will be put in place to monitor the proper use of the system. Once in place, future reports will use the codes to ascertain the reasons for discharge.

Program Discharges

In order to discuss offenders who were unsuccessful, it is important to clarify the possible reasons for an offender to leave a course without completing it. First, program failures could be directly attached to an offender's behavior, either within the course or within the facility.

Secondly, an offender could be making adequate progress, but not complete the course because he or she transferred out of the facility⁶ or he or she has an ongoing court/legal, medical, or mental health issue. The reasons for non-completion may be outside of an offender's control. This section details the 2,949 offenders who both did not earn a certificate and who did not successfully complete any courses during the fiscal year. This section will first discuss all students collectively and then will conclude with a breakdown for each of the four categories.

Program Incompletes

There are two primary reasons for unsuccessful program discharges related directly to a student's behavior: program behavior or institutional behavior. Program behavior can include disruptive behavior, such as stealing, being disrespectful, or not attending classes. Additionally, it can simply mean the offender failed the class, because of poor work or test scores. Another reason for program discharges can be his or her behavior within the institution. For example, if a student breaks a facility rule and is placed on restricted movement, this student will not be able to attend class and may be discharged. Some of these offenders can continue education, but it will depend on whether the teacher can accommodate the student within the constraints of the facility. Finally, some offenders do not complete a class due to an extended medical or legal issue. For fiscal year 2010, 978 offenders did not successfully complete any classes. Of these, 481 were removed for behaviors in the classroom, 233 were removed for disruptive institutional behavior, and 134 were discharged because of an extended medical or legal issue. Another 107 were discharged for administrative reasons, such as the class was cancelled or the instructor retired. Finally, the discharge reason for 23 records could not be determined.

Transfers

Another reason an offender does not complete a class is a transfer out of the class. This transfer can be due to an upcoming release to parole, community correction or a sentence discharge, but it can also be due to a move to another facility. There were 1,971 offenders who did not complete a program because they were transferred. Of these, 298 have since discharged their sentences, 863 are on parole or community corrections, and 810 are still in a facility.

⁶ It is possible that some offenders can be moved out of a facility because of their behavior, but it is difficult to identify these types of moves.

Summary of Program Enrollments and Discharges

Table 10 lists the enrollments and discharge reasons for each of the four program categories. Some offenders are counted more than once because they were enrolled in multiple programs. Additionally, there were 107 students whose last discharge reason was administrative, such as an instructor retired or the student had a duplicate enrollment. The offenders are counted in the program incompletes. Finally, 22 discharges could not be coded as the reason for discharge was unclear. These offenders are counted in the enrollments, but are not counted in any of the subsequent number breakdowns.

Table 10: FY 2010 Students by Category

	ACADEMIC	CTE	SBS	CCi
Enrolled	5,043	4,298	1,643	397
Program Completions	1,014 ^a	1,465	817	145
Still Enrolled ^b	1,369	941	194	63
Completing Classes	432 ^c	1,213	390	144
Program Incompletes ^d	655	271	95	10
Transfers ^e	600	217	89	19
	702	145	44	16
	257	40	14	1

^aThere were 91 offenders who earned a GED but had not been enrolled in an academic program, so they are not counted here.

^bAs of June 30, 2010.

^c60 offenders had their GED or high school diploma completion verified while in the class, so they are counted here.

^dIncludes discharges for institutional behavior, program behavior, medical and court issues, and administrative discharges.

NOTE: There were 22 offenders whose discharge reasons were unknown.

G. Parolees

DOE provides the opportunity for offenders to learn the educational and vocational skills they need to successfully re-integrate into the community. One crucial component to re-integration is obtaining regular employment. DOE seeks to provide relevant vocational training to offenders. Many of the certificates and vocational programs correspond to the top 10 industry jobs as categorized by the Colorado Department of Labor and Employment. Table 11 ranks the distribution of occupations in Colorado for the 2009 to 2019 time frame.

Table 11: Occupational Employment Projections for 2009 to 2019

Rank	Occupation Group
1	Office and Administrative Support
2	Sales and Related
3	Food Preparation and Serving Related
4	Business and Financial Operations
5	Healthcare Practitioners and Technical
6	Education, Training, and Library
7	Construction and Extraction
8	Transportation and Material Moving
9	Management
10	Installation, Maintenance, and Repair

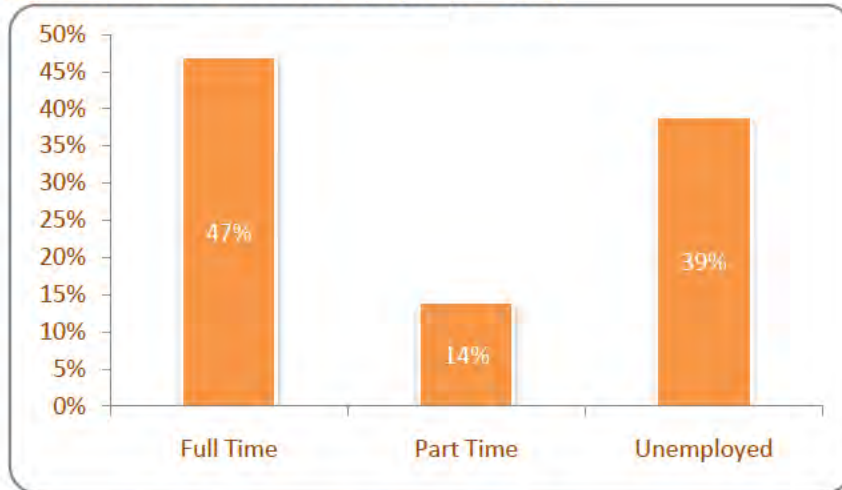
Note: Modified from a table on the Colorado Department of Labor Website located on 1/05/2010

DOE programming provisions align with 9 out of the 10 occupational categories. For example, a new certification is being offered in Customer Service. The Customer Service certification aligns with Sales, Office and Administrative Support and possibly Education Training and Library occupations. Additionally, this program offers 9 credit hours, with which they can earn a certificate from Pueblo Community College. Several of the CCI positions provide training that match with occupational categories listed on the top-10 list such as Transportation, Heavy Equipment, and Business Management. The 5th occupational category, Healthcare Practitioner and Technical, typically is not a field, in which an offender can be employed due to background checks or licensing restrictions involving the absence of criminal histories required to work in these fields.

As of June 30, 2010, there were 8,535 offenders on parole in Colorado. Figure 5 displays employment for all parolees as of July 30, 2009. Within this population, approximately 61 percent were employed either full or part time and 637 parolees had multiple jobs. The 39 percent who

were unemployed include offenders who were not seeking employment, such as offenders who receive veteran or social security benefits.

Figure 5: Percent of Parolees Employed (N = 8,535)



Note: 12 offenders were omitted due to invalid data.

H. Research

The Department has not conducted program evaluations or cost benefit analyses on educational or vocational programs other than the present annual report. Currently, the CDOC is focused on ensuring that program data are collected and recorded accurately. By improving the quality of program data, the Department will be able to track offenders' progress through available programs more efficiently and expand the capability for program evaluation.

In early 2010, using funds from the Governor's Recidivism Reduction package, the CDOC's Office of Planning & Analysis began a project to enhance the current MPS data system, in which educational and behavioral health program data (i.e., substance abuse treatment, sex offender treatment, mental health treatment) are tracked. The project initiated with behavioral health programs and is recommended for expansion into educational and vocational programs. There were six primary areas of focus for this project:

1. **Department-Wide Referrals:** Under the old MPS system, offenders could only be referred or waitlisted for programs that existed at their current facilities, which was problematic if offenders need programs that were not available at assigned facilities. Under the new system, offenders can be referred to programs across the Department. Additionally, program referrals do not need to be recreated every time an offender changes facilities, as was the case previously.
2. **Waitlist Automation:** Using the assessed needs levels (rated on a 1 to 5 scale for each need area), offenders who are identified to be in need of program services can be added automatically to the MPS waitlist when they meet program eligibility criteria.
3. **Waitlist Prioritization:** Offenders can be prioritized for treatment enrollment according to criteria set by each program, such as seriousness of need or time until parole eligibility.
4. **Historical Waitlist Record:** Under the old system, referral or waitlist records were removed once the offender was assigned to treatment. Under the new system, a historical record will exist so that the CDOC can determine how long offenders are on waitlists before enrolling in treatment.
5. **Reports:** New management reports were built to assist treatment staff and administrators to track the flow of inmates into and through programs.
6. **Ongoing Quality Control:** Research staff work regularly with program staff to implement consistent data collection.

The CDOC recognizes the need for program evaluation within the educational and vocational programs, but research has been hampered by the quality of the MPS tracking system. The changes described above show promise for expanding the CDOC's reporting capabilities in behavioral health programs; the same outcome is expected if expanded to educational and vocational programs.

I. Funding

The Long Bill appropriates general funds for education and vocational programming under the Inmate Programs group; however, this is only a portion of the funding allocated to DOE. Educational and vocational programs receive federal education grants from the United States Department of Education. Additionally, some education and vocational expenses are offset by cash funds provided from the Canteen, a program within CDOC that allows offenders to purchase personal items. Pursuant § 17-24-126 (3) C.R.S., profits from the Canteen must be used for programs that benefit the offenders. A large percentage of these funds go to recreational expenditures but a portion offsets the cost of education.

Table 12 presents funding appropriated to DOE by the Long Bill for fiscal year 2010. Table 13 shows all academic and vocational expenditures for fiscal year 2010. Over three quarters of academic expenditures came from the general fund while nearly half of all vocational expenditures were from cash or re-appropriated funds. Expenditures are higher than appropriations, because personal services costs for insurance (health, life, dental), PERA contributions (AED and SAED), and short term disability are counted in expenses, but not in original appropriations.

Table 12: Education Summary FY 2010 Supplemental Long Bill Appropriation by Fund

	Funds			Total
	General	Cash	Reappropriated/Federal	
Personal Services^a	\$10,943,993	\$3,399,945	\$0	\$14,343,938
Operating Expenses^b	\$18,252	\$1,897,499	\$611,015	\$2,526,766
Contract Services	\$73,276	\$0	\$0	\$73,276
Education Grants	\$0	\$10,000	\$851,755	\$861,755
Indirect Costs	\$0	\$0	\$898	\$898
Total	\$11,035,521	\$5,307,444	\$1,463,668	\$17,806,633

^aPersonal services appropriated by the Long Bill does not include all associated payroll expenses such as shift, health, life, and short term disability. These expenses are originally appropriated in the Executive Director's Office budget line.

^bA portion of the cash fund spending authority is for revenue from vocational programs.

Table13: Education Summary FY 2009-10 Expenditures by Fund

	Funds			Total
	General	Cash	Reappropriated/Federal ^d	
Academic				
Personal Services ^a	\$9,540,762	\$2,549,884	\$0	\$12,090,646
Operating Expenses ^b	\$0	\$41,340	\$0	\$41,340
Contract Services	\$67,715	\$0	\$0	\$67,715
Education Grants ^c	\$0	\$0	\$301,075	\$301,075
Total	\$9,608,477	\$2,591,224	\$301,075	\$12,500,776
Vocational				
Personal Services ^a	\$3,180,254	\$850,061	\$0	\$4,030,315
Operating Expenses ^b	\$0	\$1,196,775	\$385,375	\$1,582,150
Education Grants	\$0	\$0	\$30,960	\$30,960
Total	\$3,180,254	\$2,046,836	\$416,335	\$5,643,425
Academic & Vocational				
Personal Services ^a	\$12,721,016	\$3,399,945	\$0	\$16,120,961
Operating Expenses ^b	\$0	\$1,238,115	\$385,374	\$1,623,489
Contract Services ^c	\$67,715	\$0	\$0	\$67,715
Education Grants	\$0	\$0	\$332,036	\$332,036
Total	\$12,788,731	\$4,638,060	\$717,410	\$18,144,201

^a Fund splits between general funds and cash funds were based upon ratios of the total expenses of academic and vocational personal services. Personal Services includes all associated payroll expenses such as shift, health, dental, life, PERA contributions, and short term disability.

^b Fund splits between general funds, cash funds, and re-appropriated funds were based upon ratios of the total expenses of academic and vocational operating expenses.

^c Fund splits between general funds and cash funds were based upon ratios of the total expenses of academic and vocational personal services. Personal Services includes all associated payroll expenses such as shift, health, dental, life, PERA contributions, and short term disability.

^d Represents funding that has been re-appropriated from another line item in the Long Bill or was federally funded.

Appendix A

Acronym	Facility
ACC	Arrowhead Correctional Center
AVCF	Arkansas Valley Correctional Facility
BCCF*	Bent County Correctional Facility
BVCF	Buena Vista Correctional Facility
BVMC	Buena Vista Minimum Center
CCC	Colorado Correctional Center (Camp George West)
CCCF*	Crowley County Correctional Facility
CCF	Centennial Correctional Facility
CMRC*	Cheyenne Mountain Re-entry Center
CMC	Canon Minimum Centers include FMCC, SCC & ACC
CSP	Colorado State Penitentiary
CTCF	Colorado Territorial Correctional Facility
DCC	Delta Correctional Center
DRDC	Denver Reception and Diagnostic Center
DWCF	Denver Women's Correctional Facility
FCF	Fremont Correctional Facility
FLCF	Fort Lyon Correctional Facility
FMCC	Four Mile Correctional Center
KCCF*	Kit Carson Correctional Facility
LCF	Limon Correctional Facility
LVCF	La Vista Correctional Facility
RCC	Rifle Correctional Center
SCC	Skyline Correctional Center
SCCF	San Carlos Correctional Facility
SCF	Sterling Correctional Facility
TCF	Trinidad Correctional Facility

*Private facility

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