Overview of Educational and Vocational Programs
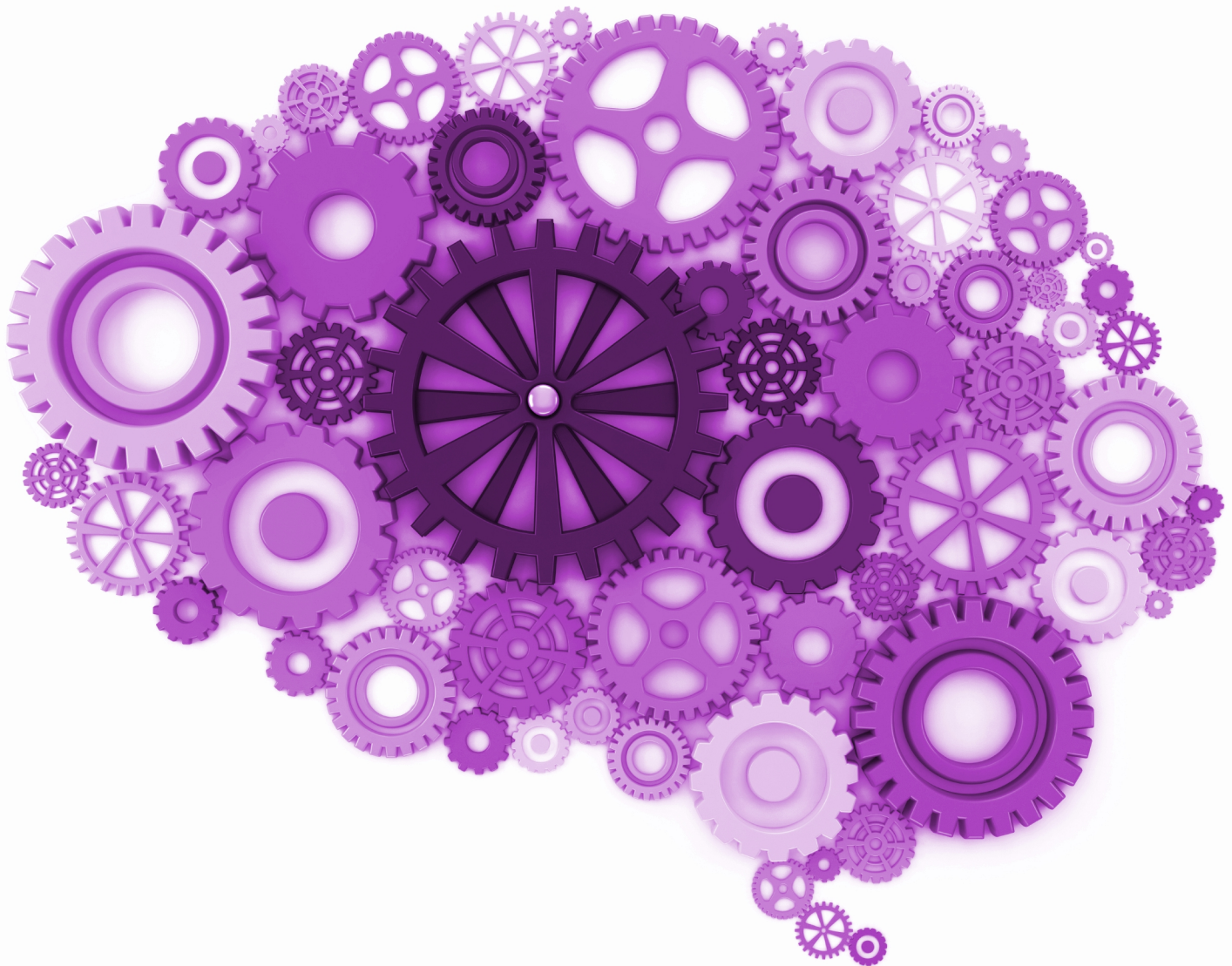
Fiscal Year 2011

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INTRODUCTION

Pursuant to House Bill 10-1112, this report presents information about the educational and vocational programs offered at Colorado Department of Corrections (CDOC) facilities. Included are programs offered at each facility as well as the number of staff and the estimated annual capacity for each program. Using data from fiscal year (FY) 2011, the report details the number of offenders who participated in these programs, including completions and failures, and the length of the average wait until admission into a program. In addition, the employment rates of parolees and the budget of educational and vocational programs are described.

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 charged 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 reintegration into society and to reduce recidivism. The statute specifies that the CDOC target offenders who are expected to release within 5 years so they may have greater vocational opportunities upon reentry and be more likely to succeed in the community. The authors of the statute, recognizing the need for offender and staff safety, excluded offenders posing a security risk from participating in this program.

In 1999, minimal revisions were made to the statute. However, in 2010, substantial changes were made. These additions encouraged the use of a vocational skills assessment to determine program provisions and consideration of offenders' educational needs before relocating them to another facility. The CDOC educational and vocational curricula must be approved by the Department of Education or the State Board for Community College and Occupational Education. Furthermore, the CDOC must provide offenders with "training and competency in marketable skills that are relevant and likely in demand." Also mandated was 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, specifically § 17-32-102 (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;

i) AND 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.

§17-32-102 (8) C.R.S.

A. PROGRAMS OFFERED

This section describes the educational opportunities within the CDOC's Division of Education (DOE). The CDOC admission process as it relates to education programs is explained, including how offenders are assessed for their educational needs, and the policies set by the CDOC and DOE to determine offenders' educational priorities during incarceration are described. Various categories of programs offered to offenders also are listed.

ASSESSMENT AND REFERRAL

All offenders enter the CDOC at the Denver Reception and Diagnostic Center (DRDC). At this 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 fourth-grade second-month reading level. An offender receives three separate TABE scores for reading, math, and language. An offender who earns a TABE score of zero 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 opportunity to develop English language skills.

Several assessment scores help program staff determine an offender's needs. The 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 that area. The academic needs level is generally determined using the offender's verified level of education and TABE score. For example, an academic needs level of 4 indicates the offender does not have a high school diploma or General Education 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 the 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 Defined

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	Functionally illiterate, needs ABE	Unskilled, needs training
5	Illiterate in English	Special needs

The DOE provides oversight in the management of policies and provisions of education for 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. Offenders who are serving a life sentence (with or without parole) or have been sentenced to death are exempt from mandatory participation. In addition, offenders who pose a health or security risk or are unable to progress due to a disability are also exempt from this policy. Finally, offenders have the option of refusing education programs by submitting their refusal in writing.

POPULATION NEEDS

As of June 30, 2011, there were 22,382 offenders under the custody of the CDOC, which included offenders in CDOC facilities, contract facilities, community corrections, intensive supervision program for inmates, and county jail backlog and contracts. Table 2 lists the percentage of offenders within each category of academic and vocational needs.

Table 2: Needs Levels for June 30, 2011, Offender Population

	1	2	3	4	5
Academic	2%	74%	1%	12%	12%
Vocational	14%	32%	24%	30%	1%

SOURCE: CDOC Statistical Report, FY2011 (Preliminary draft)

PROGRAM CATEGORIES

The DOE offers programming to help offenders meet their individual educational or vocational goals and obtain entry-level job skills in a marketable field. Thirty programs exist within the state facilities and six programs are provided in the private prisons. A program is defined as a broad classification of courses and several courses are offered within each program. Each teaches the offender 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]. Table 3 presents the programs offered at each facility (see Appendix A for a definition of facility acronyms). Additionally, the number of courses taught under each program is noted.

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

Table 3: Programs by Facility

Categories	Programs (# courses)	AVCF	BVCF/BVMC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	FLCF	LCF	LVCF	RCC	SCCF	SCF	TCF	BCCF	CCCF	CMRC	KCCF
				State														Private			
ACADEMIC	GED (5)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
CTE	CISCO NETWORKING ACADEMY (2)								•												
	COLLISION REPAIR TECHNOLOGY (30)		•																		
	COMPUTER INFO SYSTEMS (26)	•				•			•		•	•	•			•		•	•	•	•
	CONSTRUCTION TECHNOLOGY (38)	•	•						•	•		•				•			•		•
	COSMETOLOGY (33)						•		•				•								
	CUSTODIAL TRAINING (22)	•	•		•	•	•		•	•	•	•	•		•	•		•	•		
	CUSTOMER SERVICE SPECIALIST (13)								•							•	•				
	DRAFTING AND DESIGN (33)							•	•												
	ELECTRONICS TECHNOLOGY (20)	•	•										•			•					
	FOOD PRODUCTION MANAGEMENT (26)	•					•		•							•					
	FOUNDATIONS OF CTE (4)	•	•			•		•	•	•		•				•	•			•	
	GRAPHIC MEDIA/DESKTOP DESIGN (25)		•						•	•	•		•			•					
	HEAVY EQUIPMENT (14)		•													•					
	HORTICULTURE (24)												•						•	•	•
	INDUSTRY TECHNOLOGY (17)											•									
	MACHINE TECHNOLOGY (21)		•						•												
	MULTI-MEDIA (14)								•												
	PRINT TECHNOLOGY (7)															•					
	RADIO BROADCASTING (12)		•																		
	RENEWABLE ENERGY (4)		•						•												
	UPHOLSTERY TECHNOLOG Y (12)															•					
	WELDING TECHNOLOGY (25)	•	•			•			•							•					
SBS	SOCIAL SCIENCE (6)				•		•		•		•	•	•		•	•					
CCi	AQUACULTURE (6)		•			•															
	BUSINESS MANAGEMENT (31)					•				•											
	CANINE BEHAVIORAL MOD (24)		•			•	•		•	•			•			•	•				
	HEAVY EQUIPMENT (14)					•															
	HORTICULTURE (24)					•															
	PRINT TECHNOLOGY (7)								•												
	TRANSPORTATION TECHNOLOGY (21)					•															
	WILD HORSE INMATE PROGRAM (5)					•															
	WILDLAND FIREFIGHTING (9)		•			•								•							

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 all state and private facilities with the exception of DRDC, which, as a diagnostic facility, is meant to house the offender only temporarily.

In courses offered under the CTE category, offenders learn skills to help them obtain entry-level positions in different career fields. Twenty-two programs are offered under CTE, with more than 400 different courses available within those programs. Both Cosmetology and Customer Service offer certificates 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 the offender's progress and/or ability. Descriptions of the programs as well as the types of certificates available and the 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, Dependency, Human Development, and Gangs.

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's training and work opportunities cover many areas in industry; however, only a portion of the programs offered by CCi qualify as education. Currently, nine of CCi's programs offer education courses to offenders. In each of these programs an offender has the opportunity to earn CCCS credit. Access CCi's website at http://www.coloradoci.com for more information.

Additionally, offenders can work in an apprenticeship where they have the opportunity to earn apprenticeship certificates from the United States Department of Labor. 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.

B. INSTRUCTORS

As of June 30, 2011, the Department employed 161.75 instructor positions at its facilities. The instructor positions make up 62 academic instructor positions, 84 CTE instructors, and 15.75 SBS instructors. There were no vacancies. In response to a $3 million reduction in DOE's budget for FY 2012, all vacant positions at the end of FY 2011 year were eliminated. CDOC policy requires academic instructors to be certified by the Colorado Department of Education, and CTE instructors must be credentialed through the CCCS.

DOE contracts with CCi to have 20 part-time staff. These staff are credentialed through CCCS. Additionally, there were 26.5 instructor positions at the private facilities, who were employed by those facilities and required to meet the same educational standards as DOE. Table 4 lists the number of instructors at each facility in their respective program area.

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Table 4: Number of Staff by Facility

Categories	Programs	AVCF	BVCF/BVMC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	FLCF	LCF	LVCF	RCC	SCCF	SCF	TCF	SUB-TOTAL	BCCF	CCCF	CMRC	KCCF	SUB-TOTAL
												State									Private		
ACADEMIC	GED	4	4	1	6	4	2 ½	2	7	4	1	4	4	2	2	11	3 ½	62	5	5	¾	3	13 ¾
CTE	CISCO NETWORKING ACADEMY								¾									¾					0
	COLLISION REPAIR TECHNOLOGY		2															2					0
	COMPUTER INFORMATION SYSTEMS	1					1		¼		1	1	1			5		10 ¼	1	1	¼	1	3 ¼
	CONSTRUCTION TECHNOLOGY	1	1						½	½		1				1		5		2		2	4
	COSMETOLOGY					1	2								2			5					0
	CUSTODIAL TRAINING	1	1		1	1	1		1	1	1	1	1		1	2		13	1	1			2
	CUSTOMER SERVICE SPECIALIST									1						1	1	3					0
	DRAFTING AND DESIGN								½	1								1 ½					0
	ELECTRONICS TECHNOLOGY	1	½										1			1		3 ½					0
	FOOD PRODUCTION MANAGEMENT	1					1			1						3		6					0
	FOUNDATIONS OF CTE	1	2			1		1	½	½		1				2	1	10		½			½
	GRAPHIC MEDIA & DESKTOP DESIGN		1						1	1	1		1			2		7					0
	HEAVY EQUIPMENT		2													1		3					0
	HORTICULTURE												1					1		1		2	3
	INDUSTRY TECHNOLOGY											1						1					0
	MACHINE TECHNOLOGY		1							1								2					0
	MULTI-MEDIA								1									1					0
	PRINT TECHNOLOGY															1		1					0
	RADIO BROADCASTING		1															1					0
	RENEWABLE ENERGY		½							½								1					0
	UPHOLSTERY TECHNOLOGY															1		1					0
	WELDING TECHNOLOGY	1	1			1				1						1		5					0
	CTE SUB-TOTAL	7	13	0	1	3	4	1	8 ½	7 ½	3	5	7	0	1	21	2	83	2	5 ½	¼	5	12 ¾
SBS	SOCIAL SCIENCE				8		¼			1		1	½		1	3	1	15 ¾					
CCi*	AQUACULTURE		*			*																	
	BUSINESS MANAGEMENT (CANTEEN)					*			*														
	CANINE BEHAVIORAL MOD		*			*	*		*				*			*	*	N/A					
	HEAVY EQUIPMENT					*																	
	HORTICULTURE					*																	
	PRINT TECHNOLOGY								*														
	TRANSPORTATION TECHNOLOGY					*																	
	WILD HORSE INMATE PROGRAM					*																	
	WILDLAND FIREFIGHTING		*			*									*								

* Contract staff employed by CCi who teach CCi courses part-time for DOE

C. ANNUAL PROGRAM CAPACITY

Annual capacity is difficult to measure for academic and SBS courses, as offenders' educational levels 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 with only a fourth-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 certificate.

With the SBS programs, there are several different courses, and offenders work through the material at varying rates. The number of student in a class depends on the facilities staff to offender ratio and ranges from 15 to 30 students. Full-time instructors typically teach two sessions per day. These sessions may be one class taught all day or two separate classes taught in half day session.

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 some courses at their own pace. In addition, courses are offered as open entry, which means enrollment is staggered but continually open. One instructor may teach several students who are progressing through different phases of a course or certification.

CTE and CCi program capacities are slightly easier to estimate because they are based on a credit-hour system. For each credit hour the class is expected to meet for 15 contact hours. Annual capacity for CTE and CCi programs was estimated based on the number of offenders who could be in a class multiplied by the number of courses an instructor can complete in 1 year. To estimate how many weeks a course takes to be completed, the number of contact hours was divided by 30, because instructors teach 5 days a week for 6 hours per day. To account for administrative time, such as facility lockdowns or grading, 1 week was added for every 4 weeks of class. This number estimated the number of weeks it would take to complete one course. Next the number of weeks was divided into a 48-week year, which gave 4 weeks for holidays, vacation, and sick leave. This final number is the number of courses an instructor can teach in 1 year's time. This was then multiplied by the number of students that can be in the course to find an estimate of the annual capacity.

Table 5 shows the annual capacity for each program. The program with the greatest capacity is Foundations of CTE, which functions as a vocational prerequisite and consists of courses in safety, introduction to construction, math, and communication. Programs that were vacant during the year are noted with a capacity of zero.

Table 5: Annual Program Capacity by Facility

Categories	Programs	AVCF	BVCF/BVMC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	FLCF	LGF	LVCF	RCC	SCCF	SCF	TCF	SUB-TOTAL	BCCF	CCCF	CMRC	KCCF	SUB-TOTAL
																				Private			
ACADEMIC	GED	Not Applicable																					
CTE	CISCO NETWORKING ACADEMY								38									38					0
	COLLISION REPAIR TECHNOLOGY		12															12					0
	COMPUTER INFORMATION SYSTEMS	147					102		64		211	141	96			1,171		1,932	512	256	64	512	1,344
	CONSTRUCTION TECHNOLOGY	26	16						13	28		13				17		113		48		23	71
	COSMETOLOGY						22	27					44					93					0
	CUSTODIAL TRAINING	175	147		*	0	209		105	0	84	84	133		*	363		1,300	223	279			502
	CUSTOMER SERVICE SPECIALIST										171					0	145	316					0
	DRAFTING AND DESIGN								24	51								75					0
	ELECTRONICS TECHNOLOGY	22	18										20			18		78					0
	FOOD PRODUCTION MANAGEMENT	44					19		14							56		133					0
	FOUNDATIONS OF CTE	173	432			192		115	115	336		461				422	154	2,400		1,190			1,190
	GRAPHIC MEDIA & DESKTOP DESIGN		21						16	71	18		25			98		249					0
	HEAVY EQUIPMENT		16													40		56					0
	HORTICULTURE												17					17		24		49	73
	INDUSTRY TECHNOLOGY											31						31					0
	MACHINE TECHNOLOGY		19						0									19					0
	MULTI-MEDIA								4									4					0
	PRINT TECHNOLOGY															69		69					0
	RADIO BROADCASTING		38															38					0
	RENEWABLE ENERGY		110							161								271					0
	UPHOLSTERY TECHNOLOGY															35		35					0
	WELDING TECHNOLOGY	0	60			32			80							76		248					0
	CTE SUB-TOTAL	587	889	0	0	224	352	115	420	898	313	730	335	0	0	2,365	299	7,527	735	1,797	64	584	3,180
SBS	SOCIAL SCIENCE	Not Applicable																					
CCi	AQUACULTURE		14			47												61					
	BUSINESS MANAGEMENT (CANTEEN)					69			29									98					
	CANINE BEHAVIORAL MOD		0			13	13		33		7		13			22	15	116					
	HEAVY EQUIPMENT					53												53					
	HORTICULTURE					110												110					
	PRINT TECHNOLOGY								103									103					
	TRANSPORTATION TECHNOLOGY					6												6					
	WILD HORSE INMATE PROGRAM					126												126					
	WILDLAND FIREFIGHTING		103			66								90				259					
	CCi SUB-TOTAL	0	117	0	0	490	13	0	165	0	7	0	13	90	0	22	15	932					

NOTE: A zero indicates the program was vacant for FY2011. Academic and SBS program capacity could not be calculated because of wide variances in completion times.

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

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, a teacher can assign an offender to his or her class. The teacher takes attendance and evaluates the 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, then 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 rereferred 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 are deleted once the offender is assigned to the program. Because these entries are deleted, there is no record of the time the 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 are in development for DOE. These changes went into effect May of 2012.

WAIT TIME

Since there is no historical record of waitlists, it is impossible to determine how long an offender waited to enter the program in which he or she was enrolled during FY2011. Instead, the time the offender waited to start an initial educational course after admission to the CDOC for his or her current incarceration was determined. This wait time was estimated using the time between the date the offender entered the CDOC and the date the offender attended his or her first educational or vocational course. For example, an offender taking a GED course in FY2011 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 to when the offender started his or her first course, an average wait time can be calculated.

While this number will give an estimate of how long offenders are waiting 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 it 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.

There were 10,603 offenders enrolled in courses as students during FY2011. The 174 offenders who had entered prison before MPS was implemented[2] were excluded from the sample, as it would be impossible to determine if they had participated in courses during that time. The final sample was 10,429 offenders.[3] 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 5,854 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 (81%) were enrolled in academic programming within the first 18 months of incarceration. About 15% waited more than 2 years to enter an academic course. The median wait time was 4 months.

Figure 1: Months in Prison before Entering an Academic Course (*n* = 5,854)
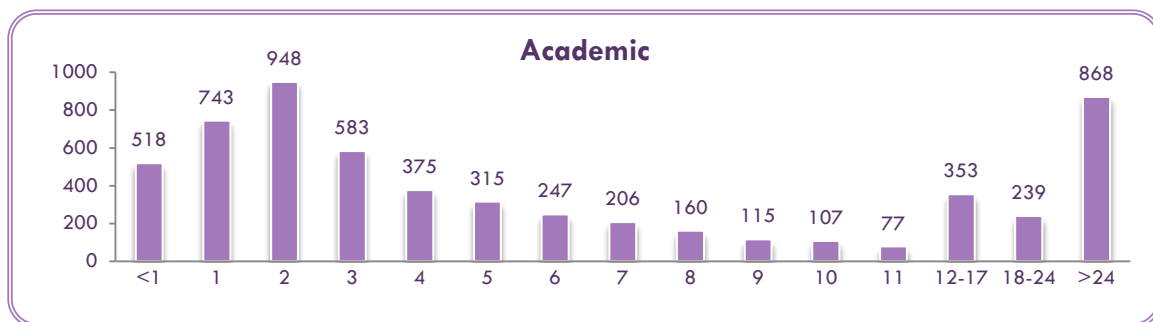
There were 3,646 offenders whose first course was in the CTE category. Figure 2 shows the number of months an offender was incarcerated before he or she began a CTE course. More than half of the offenders (55%) began a CTE course within the first 18 months. However, about 39% waited as long as 24 months to begin a CTE course. The median wait time was 14 months.

Figure 2: Months in Prison before Entering a CTE Course (*n* = 3,646)
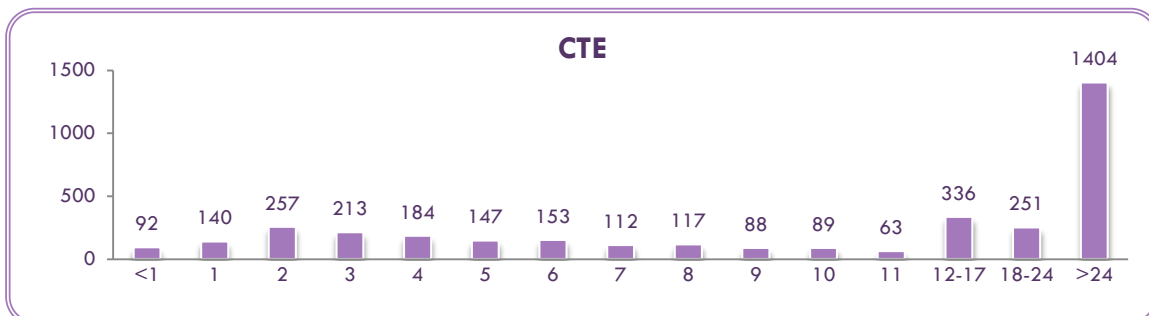
[2] The earliest record in MPS is June of 1991, since MPS was implemented around that time.

[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.

There were 708 offenders whose first course was in SBS. Figure 3 shows the wait time in months for offenders who started in an SBS course. Almost half of the offenders (50%) took classes within the first 18 months. About 42% of the offenders waited more than 2 years to begin classes. Offenders' median wait times were 18 months to take a SBS course.

Figure 3: Months in Prison before Entering a SBS Course (*n* = 708)
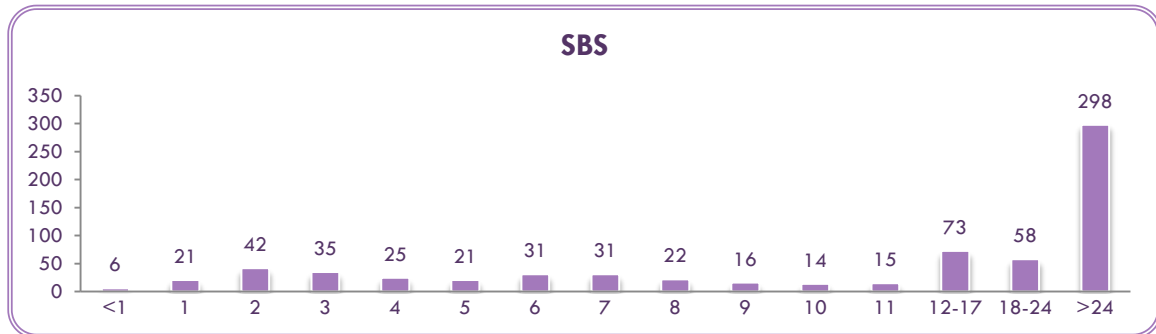
There were 223 offenders whose first course was in the CCi category. Figure 4 shows the number of months an offender was incarcerated before he or she began a CCi course; 43% enrolled within the first 18 months of entering prison. About 48% of the offenders enrolled more than 2 years after entering prison. The median wait time was 23 months.

Figure 4: Months in Prison before Entering a CCi Course (*n* = 223)
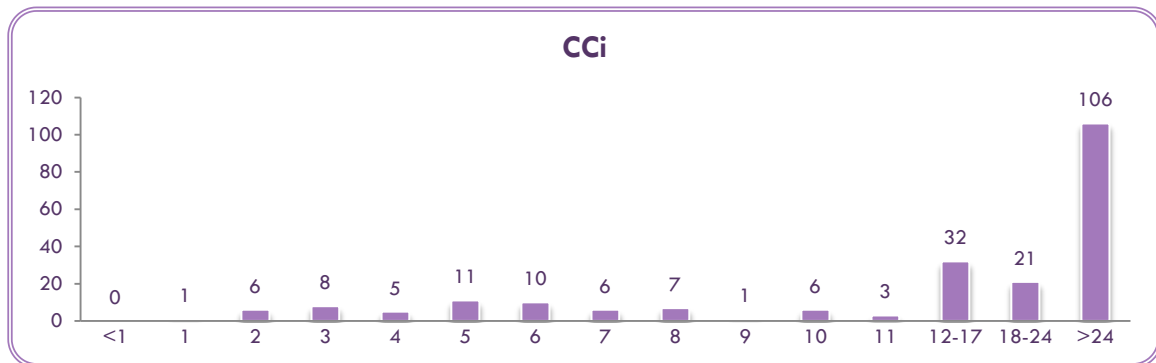
ENROLLMENT

In FY2011 there were 10,603 offenders enrolled as students. The enrolled students took 379 different courses within the 32 different programs. Table 6 shows the demographic information of students during FY2011.

Table 6: FY2011 Student Demographics (n = 10,603)

Gender	
Male	90%
Female	10%
Ethnicity	
Caucasian	39%
Latina/Latino	38%
African American	19%
Other[a]	4%

[a]Includes Native American and Asian ethnic groups

Once an offender has completed a course, he or she may attend as a paraprofessional, a position that functions 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.

Table 7 shows the number of offenders enrolled in each program during FY2011. There were 1,646 students who were enrolled in more than one program during the year and therefore are counted more than once. GED had the largest enrollment, with 5,077 students, and Multi-media had the least, with 2 students. Business Technology is no longer offered.

Table 7: Enrollments by Program

Categories	Programs	# Students
ACADEMIC	GED[a]	5,077[b]
CTE	BUSINESS TECHNOLOGY[c]	43
	CISCO	12
	COLLISION REPAIR TECHNOLOGY	35
	COMPUTER INFORMATION SYSTEMS[a]	1,215
	CONSTRUCTION TECHNOLOGY[a]	505
	COSMETOLOGY	98
	CUSTODIAL TRAINING[a]	1,300
	CUSTOMER SERVICE SPECIALISTS	140
	DRAFTING AND DESIGN	74
	ELECTRONICS TECHNOLOGY	191
	FOOD PRODUCTION MANAGEMENT	152
	FOUNDATIONS OF CTE[a]	790
	GRAPHIC MEDIA & DESKTOP DESIGN	219
	HEAVY EQUIPMENT	34
	HORTICULTURE[a]	170
	INDUSTRY TECHNOLOGY	34
	MACHINE TECHNOLOGY	67
	MULTI-MEDIA	2
	PRINT TECHNOLOGY	31
	RADIO BROADCASTING	34
	RENEWABLE ENERGY	35
	UPHOLSTERY TECHNOLOGY	16
	WELDING TECHNOLOGY	129
	CTE Total	**4,561[b]**
SBS	SOCIAL SCIENCE	1,392
	SBS Total	**1,392[b]**
CCi	AQUACULTURE	10
	BUSINESS MANAGEMENT (CANTEEN)	33
	CANINE BEHAVIORAL MODIFICATION	225
	HEAVY EQUIPMENT	12
	HORTICULTURE	17
	PRINT TECHNOLOGY	18
	TRANSPORTATION TECHNOLOGY	9
	WILD HORSE INMATE PROGRAM	11
	WILDLAND FIREFIGHTING	103
	CCi Total	**434[b]**

[a] This program is offered and both state and private facilities
[b] Number of unique students in the category
[c] This program is no longer offered.

E. PROGRAM COMPLETION

CERTIFICATES

Of the 10,603 offenders who participated in an education program in the fiscal year, 34% earned a certificate or GED. In FY2011, 3,687 offenders[4] completed 4,964 certificates, including 1,129 GEDs. Table 8 lists how many offenders earned certificates in each program. There were 636 offenders who obtained a certificate to more than one program. The most certificates were issued in GED. SBS was the second largest with 1,022 certificates issued to 852 offenders. The Business Technologies Instructor retired and the vacant position was eliminated; therefore no certificates were issued for this program. Finally, several CCi program did not issue a certificate as CCi is a work assignment and obtaining a certificate is a secondary goal. Further, many of the certifications take longer than a year to obtain.

Table 8: Certificates Earned by Program

Categories	Programs	# Students
Academic	GED	1,129[a]
CTE	BUSINESS TECHNOLOGY	0[b]
	COLLISION REPAIR TECHNOLOGY	27
	COMPUTER INFORMATION SYSTEMS	414
	CONSTRUCTION TECHNOLOGY	180
	COSMETOLOGY	26
	CUSTODIAL TRAINING	672
	CUSTOMER SERVICE SPECIALIST	36
	DRAFTING & DESIGN	62
	ELECTRONICS TECHNOLOGY	76
	FOOD PRODUCTION MANAGEMENT	65
	FOUNDATIONS OF CTE	105
	GRAPHICS/DESKTOP DESIGN	66
	HEAVY EQUIPMENT	17
	HORTICULTURE	24
	INDUSTRIAL TECHNOLOGY	11
	MACHINE TECHNOLOGY	18
	PRINT TECHNOLOGY	17
	RADIO BROADCASTING	5
	RENEWABLE ENERGY	6
	UPHOLSTERY TECHNOLOGY	13
	WELDING TECHNOLOGY	94
SBS	SOCIAL SCIENCE EDUCATION	1,022[c]
CCi	AQUACULTURE	2
	BUSINESS MANAGEMENT (CANTEEN)	2
	CANINE BEHAVIOR MODIFICATION	104
	HEAVY EQUIPMENT	0
	HORTICULTURE	36
	PRINT TECHNOLOGY	0
	TRANSPORTATION TECHNOLOGY	0
	WILD HORSE INMATE PROGRAM	0
	WILDLAND FIREFIGHTING	21
Total		4,236

[a] 103 offenders received a GED but were not enrolled in an academic course.
[b] Teacher retired and program was discontinued to adjust for reduction in FTE.
[c] 852 unique offenders

[4] An additional 65 offenders earned 109 certificates as paraprofessionals or apprentices.

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 but did not finish all the courses required for a certificate during the fiscal year. Although these offenders did not complete a certificate program, they successfully made progress toward that goal. Many offenders who have not obtained a certificate are either still enrolled in courses or have been successful in classes so far. There were 3,005 students who had not received a certificate and were still enrolled in a course on June 30, 2011. There were 747 offenders who completed the last course he or she was enrolled in on June 30 and had not yet attained a certificate. Finally, 64 offenders were discharged from an academic course because their GED or high school diploma was verified. The remaining 3,100 offenders will be discussed in the next section.

F. Unsuccessful Program Completions

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 for the reason the offender left the class. This coding system gives managers and researchers the ability to analyze discharge reasons. 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. The combination of these two items should indicate whether or not an offender was successful in the course. A careful review of the data showed that the codes are not being used as designed. This is often not the fault of the instructor but due to some facility-specific business rules that dictate what codes can be used. As part of strategic planning, CDOC currently has several committees assessing ways to address the challenges of correctly coding the data. Additionally, one code representing a transfer to another class was used both to 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, each record was reviewed by hand. The discharge code, the grade, and the teacher's notes were used to determine a "corrected" discharge reason. These corrected reasons are reported in this section. For 35 records it was too difficult to ascertain why the offender discharged, and therefore these discharge reasons were omitted. Finally, because an offender could potentially have several discharges in a single year, for this section the discharge reason for the last assignment during the fiscal year was used.

Quality assurance is often an issue when collecting large amounts of data, especially when using an older data system. DOE has plans to implement protocol and training to combat this issue. 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 why an offender may have left a course without completing it. First, program failures could be directly attached to the offender's behavior, either within the course or the facility. Secondly, an offender could be making adequate progress but not complete the course because of being transferred out of the facility[5] or having an ongoing court/legal, medical, or mental health issue. The reasons for noncompletion may be outside of the offender's control. This section details the 3,067 offenders who did not earn a certificate and 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.

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[5]Some offenders may be moved out of a facility because of their behavior, but it is difficult to distinguish between these types of moves.

PROGRAM INCOMPLETES

There are two primary reasons for unsuccessful program completion related directly to the student's behavior: program behavior or institutional behavior. Program behavior that can result in a course failure may include disruptive behavior, such as stealing, being disrespectful, or not attending the class. The offender also may have failed the class because of poor work or test scores. Another reason for program noncompletion 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 offender 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 due to an extended medical or legal issue. For FY2011, 1,183 offenders did not successfully complete any classes. Of these, 547 were removed for behaviors in the classroom, 412 were removed for institutional behavior, and 62 were discharged because of an extended medical or legal issue, which could mean the offender was away from the facility for an indefinite amount of time. Another 146 were discharged for administrative reasons, such as the class was cancelled or the instructor retired. An additional 16 offenders were discharged for being unqualified for the program; however, the reason for disqualification was not specified by the instructor.

TRANSFERS

An offender also may not complete a class because he or she was transferred out of the facility or program. The offender may be releasing to parole or community corrections, discharging his or her sentence, or moving to another facility. There were 1,882 offenders who did not complete a program because they were transferred out of the program or facility. Of these, 125 were transferred for a facility need, to begin treatment, or to begin another program. The remaining 1,757 offenders were transferred out of the facility. As of June 30, 2011, 196 had discharged their sentences, 865 were on parole or community corrections, and 696 were still in a facility.

Table 9 lists the enrollments and discharge reasons for each of the four program categories. Some offenders were counted more than once because they were enrolled in multiple programs. Additionally, there were 138 students whose last discharge reason was administrative, such an instructor retired or the student had a duplicate enrollment. These offenders were counted in the program incompletes. Finally, 38[6] discharges could not be coded, as the reason for discharge was unclear. These offenders were counted in the enrollments but were not counted in any of the subsequent number breakdowns.

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[6] This numbers differs from the 33 mentioned above, because this table is looking at individual category outcomes. Since some offender enrolled in more than one category, there were 5 offenders who had an unknown discharge in one category and known discharge in another.

Table 9: FY2011 Students by Category

	ACADEMIC	CTE	SBS	CCi
Enrolled	5,077	4,561	1,392	434
Program Completions	1,026[a]	1,817	843	127
Still Enrolled[b]	1,885	1035	290	173
Completing Classes	169[c]	552	88	54
Program Incompletes[d]	729	609	96	31
Transfers[b] — Prison	383	292	43	23
Transfers[b] — Parole/Community	639	200	23	23
Transfers[b] — Discharge Sentence	152	34	8	3

[a]103 offenders earned a GED but had not been enrolled in an academic program, so they are not counted here.

[b]As of June 30, 2011

[c]79 offenders verified that they had a GED or high school diploma while in the class, so they are counted here.

[d]Includes discharges for institutional behavior, program behavior, medical and court issues, and administrative discharges.

G. PAROLEES

DOE provides the opportunity for offenders to learn the educational and vocational skills they need to successfully reintegrate into the community. One crucial outcome 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 10 ranks the distribution of occupations in Colorado for the 2010 to 2020 time frame.

Table 10: Occupational Employment Projections for 2010 to 2020

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

Note: Modified from the Occupational Employment distribution table on the Colorado Department of Labor website located on November 15, 2011

As of June 30, 2011, there were 8,181 offenders[7] on parole in Colorado. Figure 5 displays employment for all parolees as of June 30, 2011. Within this population, approximately 53% were employed either full or part time and 443 parolees had multiple jobs. The data system only tracks offender who are employed, so the remaining 47% are absent from the employment system. Their reasons for not being employed are unknown (i.e., receiving veterans benefits, disabled, unemployed).

Figure 5: Percent of Parolees Employed (N = 8,039)
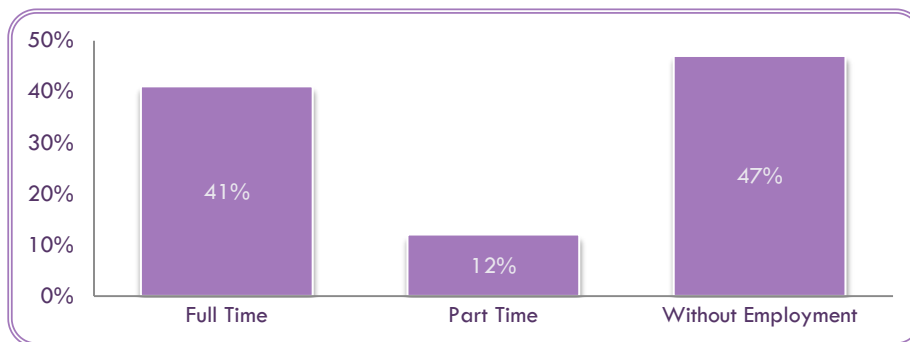
NOTE: Full or part-time status was not available for 142 offenders.

[7] Includes regular, ISP, and inter-state parolees serving their sentence in Colorado
as reported on page two of CDOC's Monthly Population Report
< http://www.doc.state.co.us/sites/default/files/opa/MnthyPop_Jun.pdf>, June 30, 2011.

H. RESEARCH

The Department has not conducted program evaluations or cost-benefit analyses on academic or vocational programs other than the 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 an offender's progress through available programs more efficiently and expand the capability for program evaluation.

In May of 2011, DOE partnered with OPA and the Governor's Office of Information Technology to begin a project to enhance the current MPS data system, in which educational and behavioral health program data (i.e., substance abuse, sex offender, and mental health treatment) are tracked. The project is an expansion of one that was completed with behavioral health programs in 2010. There are five primary areas of focus for this project:

1. **Department-Wide Referrals:** Under the old MPS system, offenders can only be referred or waitlisted for programs that existed at their current facility, which is problematic if offenders needed a program that was not available at their facility. Under the new system, offenders will be referred to programs across the Department. Additionally, program referrals will not need to be recreated every time an offender changes facilities, as has been the case.

2. **Waitlist Automation:** Using the assessed needs levels (rated on a 1-to-5 scale for each need area), and TABE scores, offenders will be identified as needing program services, and can be automatically added to the MPS waitlist when they meet program eligibility criteria.

3. **Waitlist Prioritization:** Offenders will be prioritized for academic enrollment according to criteria set by DOE, 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 a program.

5. **GED Table:** DOE is adding two tables in the CDOC information system to begin tracking GED data within the larger information system. The current way of tracking is not within the control of DOE and does not interface with CDOC data system.

Items one through four were completed in April 2012. The fifth item is nearly completed with the data entry screen for the GED data currently undergoing user testing.

The CDOC recognizes the need for program evaluation within the academic and vocational programs, but research has been hampered by the quality of the MPS tracking system. The changes described above have expanded the Department's reporting capabilities in behavioral health programs; the same outcome is expected for academic and vocational programs for future years. Although there has not been any evaluations of the DOE programs, a brief evaluation was conducted with CCi work programs.

CCI EVALUATION

In January of 2012, OPA researchers conducted an outcome evaluation examining the recidivism rate of offenders who worked for CCi prior to release. The final report, "CCi Evaluation,"[8] included a brief literature review and an analysis on the potential positive program outcomes. Across the national literature on the prison industry program outcomes, researchers found few studies with methodological rigor. However, this subset of studies indicated a reduction in recidivism for offenders who worked in a prison industries program. While the January report provided valuable information about offenders who participate in CCi, CCi students mentioned in this legislative report represent only a portion of the outcome evaluation's sample population. CCi employs offenders in additional areas other than in the six covered in this report. For example, offenders work in the furniture shop, but do not receive education credits under any of DOE programs.

Using a sample of 5,932 offenders who released from prison to the community in FY 2010, the recidivism rates of those who worked for CCi were compared to those who did not work for CCi. In the initial analysis, researchers compared recidivism rates for offenders based on the duration of their employment with CCi (see Figure 6). Overall, the 1-year recidivism rate was lowest for offenders who were employed by CCi for more than one year compared to offenders who did not work for CCi at all or were employed by CCi for less than one year.

Figure 6: CCi Involvement and One-year Recidivism
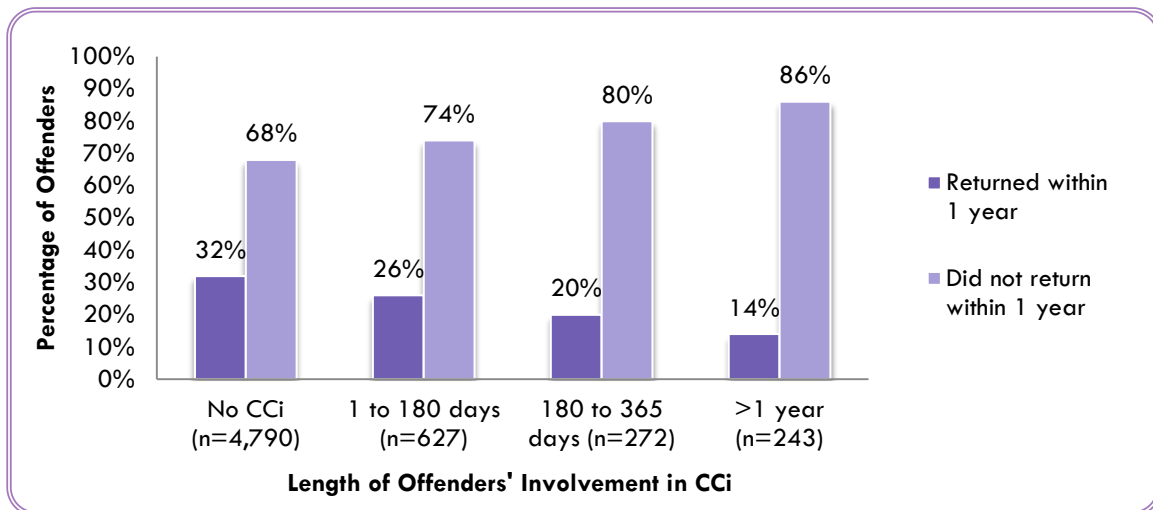
[8] Engleman,L., Wells, H., de la Cerda, D. & Rhoades, C. (2012). *Colorado Correctional Industries*. CDOC Research Brief.

Following the initial analysis, researchers examined the possibility of a selection bias; more specifically, it was assessed whether CCi staff was primarily hiring low-risk offenders, possibly influencing the initial results. Using propensity score matching, offenders who were employed by CCi were paired with offenders who were not employed by CCi, but who had similar traits. More specifically, offenders were matched on institutional behavior, academic and vocational needs, compliance with treatment needs, risk level, gang status, the degree of their offense, and the custody level before release.

Researchers also compared offenders who worked for CCi for more than 90 days with a matched comparison group who had not worked for CCi. Findings indicated a statistically significant difference in the recidivism rates, with 21% of CCi employed offenders returning to prison within one year post release compared to 26% of offenders who did not work for CCi. When controlling for other variables, such as release type (i.e., discretionary parole, mandatory parole or reparole, sentence discharge), the difference between groups remained statistically significant. Additionally, of the offenders who recidivated, the time between release and return to prison was greater for those who worked for CCi more than 90 days than for those who did not. This difference was statistically significant.

Finally, researchers examined 1,350 parolees' employment status upon release for those who were employed by CCi for more than 90 days prior to paroling. There was a statistically significant difference between offenders who had been employed by CCi (53%) and a matched comparison group of offenders who had not been employed by CCi (45%). Finally, offender who released to parole after spending at least 90 days working in a CCi program were more likely to find employment upon release than those who had not worked for CCi. This difference was statistically significant.

I. FUNDING

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

Table 11 presents funding appropriated to DOE by the Long Bill for FY2011. Table 12 shows all academic and vocational expenditures for FY2011. Almost two-thirds 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), Public Employee Retirement Association contributions (Amortization Equalization Disbursement and Supplemental Equalization Disbursement), and short-term disability are counted in expenses but not in original appropriations.

Table 11: Education Summary FY 2011 Supplemental Long Bill Appropriations by Fund

Description	General	Cash	Re-appropriated/Federal	Total
Personal Services[a]	$10,390,503	$4,201,712		$14,592,215
Operating Expenses		$1,880,457	$611,015	$2,491,472
Contract Services	$73,276			$73,276
Education Grants		$10,000	$529,382	$539,382
Indirect Costs			$479	$479
Total	$10,463,779	$6,092,169	$1,140,876	$17,696,824

[a]Personal services appropriated by the Long Bill does not include all associated payroll expenses such as shift, health, life, and short-term disability.

Table 12: Education Summary FY 2011 Expenditures by Fund

Description	General	Cash	Reappropriated/Federal[d]	Total
Academic				
Personal Services[a]	$7,910,672	$3,495,564	$0	$11,406,236
Operating Expenses[b]	$0	$400,109	$0	$400,109
Contract Services	$71,704	$0	$0	$71,704
Education Grants[c]	$0	$0	$603,469	$603,469
Subtotal	$7,982,376	$3,895,673	$603,469	$12,481,518
Vocational				
Personal Services[a]	$1,598,056	$706,148	$0	$2,304,204
Operating Expenses[b]	$0	$1,021,206	$0	$1,021,206
Education Grants	$0	$0	$30,000	$30,000
Subtotal	$1,598,056	$1,727,354	$30,000	$3,355,410
Academic & Vocational				
Personal Services[a]	$9,508,728	$4,201,712	$0	$13,710,440
Operating Expenses[b]	$0	$1,421,315	$0	$1,421,315
Contract Services[c]	$71,704	$0	$0	$71,704
Education Grants	$0	$0	$633,469	$633,469
Total	$9,580,432	$5,623,027	$633,469	$15,836,928

[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, and short-term disability.
[b] Fund splits between general funds, cash funds, and reappropriated funds were based upon ratios of the total expenses of academic and vocational operating expenses. Additional funds were paid out of general funds by other subprograms for educational expenses.
[c] Included additional cash fund expenses paid from CCi subprogram for education expenses.

[d] Represents funding that has been reappropriated from another line item in the Long Bill or was federally funded.

APPENDIX

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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