



Overview of Educational Programs Fiscal Year 2013



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INTRODUCTION

Pursuant to House Bill 10-1112 and Colorado Revised Statute (C.R.S.) 17-32-100(105), this report presents information about educational programs offered at Colorado Department of Corrections (CDOC) facilities. Included in this report are programs offered at each facility, the number of staff, and the estimated annual capacity for each program. Using data from fiscal year (FY) 2013, 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 for educational 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 rates of illiteracy among incarcerated persons. The objective was to increase educational and vocational proficiency to allow for better reintegration into society and to reduce recidivism. The statute specifies that CDOC offenders who are expected to release within 5 years receive first priority for placement in education programs, so they may have greater vocational opportunities upon reentry and have greater chances of success in the community. The authors of the statute, recognizing the need for offender and staff safety, allowed offenders posing a security risk to be excluded from participating in this program.

In 2010, additions were made to the statute that 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 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 in demand. The correctional education statute also requires CDOC to utilize the Department of Labor and Employment labor trend report to determine career and technical education programming. Finally, the last section of the bill mandated an annual report from the CDOC summarizing the activities of the education program. This report speaks to that mandate, specifically C.R.S. 17-32-102 (8), 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.

A. PROGRAMS OFFERED

This section describes the educational opportunities within the CDOC's Division of Education (DOE) and explains how the educational needs of offenders are assessed. The policies set by the CDOC to determine offenders' educational priorities during incarceration are described along with the variety of programs offered to offenders.

ASSESSMENT AND REFERRAL

All adult offenders enter the CDOC at the Denver Reception and Diagnostic Center (DRDC), which has staff who assess the medical, mental health, and educational needs of offenders. Offenders complete several standardized assessments to determine their individual needs in each of these 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. 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 might need further assessment to determine educational needs. The Department assesses both non-English and English-speaking offenders and offers non-English-speaking offenders with the opportunity to develop English language skills at all facilities.

Several assessment scores help program staff determine an offender's educational and vocational needs (see Table 1). The academic needs level is determined using the offender's verified level of education and their TABE score. The offender's level of need, scored on a 1-to-5 rating scale, determines the type of intervention required. A needs level of level of 1 indicates an associate's degree or higher with no need for further academic education, while a needs level of 2 indicates the offender has a verified high school diploma or General Education Diploma (GED). A needs level of 3 indicates the offender needs assistance with completing the GED, and a level of 4 designates the offender does not have a high school diploma or GED and scored between 3.0 and 5.9 on the TABE; this means the offender is functionally illiterate. This offender would be recommended for Adult Basic Education (ABE) courses. A needs level of 5 indicates a severe need and the offender is illiterate or needs English language learning. An offender with a needs level between 3 or 5 would be placed in academic education classes and level 1 and 2 offenders would be eligible for Career and Technical Education (CTE) classes per (CDOC, AR 500-01).

TABLE 1
Academic and Career and Technical Education Needs Levels

Level	Academic	Career and Technical Education
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 or needs English learning	Special needs

Another needs level ascertained during admission into the CDOC is the career and technical education needs level. The Career and Technical Education (CTE) program, formerly known as vocational, is a program focused on workforce readiness and instruction of job skills to assist in continued education or employment upon the

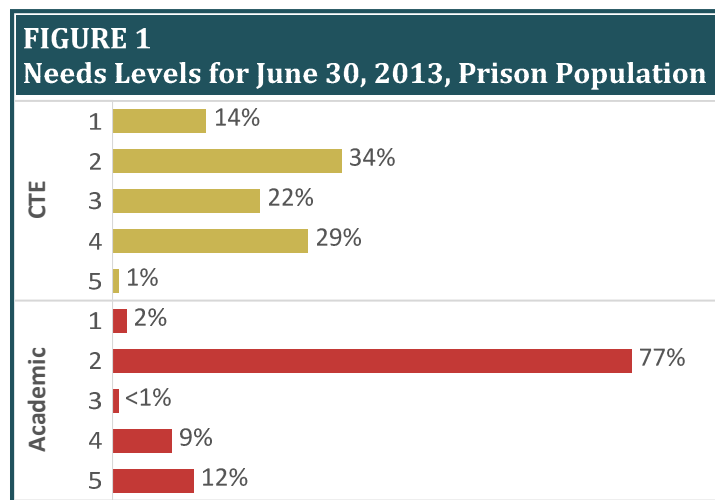
offender's release to society. The CTE moniker is aligned with the Colorado Community College System and national education programs and has replaced the former "vocational" title. The CTE level is determined using the offender's work history. For instance, a career and technical education needs level of 3 indicates that an offender has some vocational skills but needs more training.

The process of assessment and needs level determination is followed by referral to an appropriate program. The intake facility assesses an offender's academic needs and enters TABE scores in their education records, which automatically generate a program referral. These referrals indicate the level of academic class placement based upon the equivalent TABE score grade level. These referrals are maintained regardless of the facility or movement and remain in effect until an offender has completed their GED.

Offenders remain in academic education classes until they obtain their GED, with few exceptions. Offenders serving a life sentence (with or without parole) and those who have been sentenced to death are exempt from mandatory participation. In addition, offenders who pose a health or security risk are also exempt from this policy. Finally, offenders have the option of declining education programs by submitting their refusals in writing.

POPULATION NEEDS

As of June 30, 2013, there were 17,379 offenders incarcerated in Colorado's state and private prisons. Figure 1 lists the percentage of offenders within each category of academic and vocational needs.



Note. Percentages do not match FY 2013 Statistical Report because this figure includes offenders incarcerated in state and private prisons only, whereas the Statistical Report includes the inmate jurisdictional population.

PROGRAM CATEGORIES

The DOE offers programming to help offenders meet their individual educational or career and technical education goals and obtain entry-level job skills in a marketable field. Twenty-nine programs exist within the state facilities and 15 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 program teaches the offender key skills that he or she can utilize once in the community. These programs fall into four categories: career and technical education (CTE), Colorado Correctional Industries (CCI)¹, academic, and social and behavioral sciences (SBS). Table 2 presents the programs offered at each facility that were active as of June 30, 2013 (see Appendix A for a definition of facility acronyms).

TABLE 2
Programs by Facility

State																	Private			
Programs (# Courses)	AVCF	BVCC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	LCF	LVCF	RCC	SCCF	SCF	TCF	BCCF	CCCF	CMRC	KCCF	
CTE																				
CCENT Discovery (CISCO LEVEL 2) (2)						•		•			•			•						
Collision Repair Technology (30)		•																		
Computer Information Systems (4)	^a	•				•		•	•					•	•				•	
Cosmetology (33)						•		•			•									
Custodial Training (6)		•			•	•		•	•	•			•	•		•				
Customer Service Specialist (9)	^a	•				•			•	•				•	•					
Electronics Technology (2)	•										•			•			•			
Floral Design (2)											•									
Food Production Management (19)	•					•		•						•						
Foundations of CTE (3)	•	•			•		•	•	•	•	•			•	•		•		•	
Introduction to Carpentry (8)	•	•							•					•			•			
IT Essentials (CISCO LEVEL 1) (2)	•	•				•	•	•	•		•			•						
Machine Technology (10)		•							•											
Masonry Technology (4)																			•	
Nursery and Greenhouse Mgt (5)											•					•				
Plumbing (3)																			•	
Renewable Energy (4)		•							•											
Trade Certificates (4)	•	•			•		•	•						•	•				•	
Upholstery Technology (7)														•						
Welding Technology (11)	•	•							•					•						
CCI																				
Heavy Equipment (13)		•			•									•						
Transportation (21)					•															
Wildland Firefighting (9)		•			•							•								
ACADEMIC																				
Adult Basic Education I (1)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	
Adult Basic Education II (1)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	
English as a Second Language (1)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	
GED (1)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	
Pre-GED (1)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	
SBS																				
Social Science Education (3)								•			•		•	•		•				
Thinking for a Change (1)	•	•		•		•		•	•	•	•		•	•	•					
Thinking for a Change Aftercare (1)	^b					•			•	•				•						

Note. IT Essentials course had 180 A+ Certificates. The number of courses taught under each program is noted in parentheses after the program name.

^a Programs began 8/1/2013.

^b Program began 9/1/2013.

¹ CCI is a division of CDOC separate from the DOE

In CTE courses, offenders learn skills to obtain entry-level positions in different career fields. Twenty programs are offered under CTE, with over 150 different courses available within those programs. Cosmetology and Customer Service offer certificates from colleges within the Colorado Community College System (CCCS). Other CTE programs issue CDOC certificates approved by CCCS and college credits are entered into the CCCS Banner (student tracking) system. The time it takes to complete a program certificate varies, due to the range of courses or contact hours for college credit required by each of the programs and the offenders' progress in the program. Program descriptions, types of certificates, and courses offered can be found at <http://www.doc.state.co.us/program-course-descriptions>.

There are several courses that offer dual credits or certificates through the National Center for Construction Education Research (NCCER). This construction training program offers college credit for each course completed along with NCCER approved training documented on a "blue card" which is provided to releasing offenders. The "blue card" is a nationally recognized training document accepted by major construction companies. The DOE has continued to operate Cisco Network Academies within eight facilities offering Cisco curriculum along with A+ and Cisco Certified Entry Level Technician (CCENT) tests at DOE's Pearson Vue test sites. These industry recognized certificates prepare offenders for careers in technology and allow them to obtain certifications that meet the goal of preparing offenders for employment upon their release. Additionally, offenders can work in apprenticeships to earn apprenticeship certificates from the United States Department of Labor. These certificates are diverse. For example, the Electronics Program allows offenders to earn an electronics certification.

The CCI category represents a partnership between DOE and Correctional Industries. CCI is a cash-funded entity with enterprise status and was legislatively established under the Correctional Industries Act (C.R.S. 17-24-101) in 1977. Offenders work in positions designed to mirror their opportunities when returning to the community. CCI's training and work programs cover many areas in industry; however, only CCCS credentialed instructors teaching community college certificate-bearing courses are included in DOE programs. There are currently three CCI programs, which offer education courses that provide offenders with the opportunity to earn CCCS credit and can be found at <http://www.coloradoci.com>.

The academic category includes courses designed to prepare students for the GED. The sequence includes an English-as-a-Second-Language course (if applicable), two ABE courses, a pre-GED course, and a GED course. Courses are offered in all state and private facilities (at DRDC, minimal services are provided because it is a diagnostic facility). SBS courses assist offenders in identifying "criminal thinking and behavioral patterns" by dealing with "societal and personal awareness" (CDOC A.R. 500-01). Courses in this category include Social Science Education, Thinking for a Change, and Thinking for a Change Aftercare.²

² Anger management, gang awareness, and other educational courses are also offered to offenders in administrative segregation through television.

B. INSTRUCTORS

As of June 30, 2013, the CDOC's 132.5 instructor positions at its facilities included 64.5 CTE instructors, 51.5 academic instructors, and 10.25 SBS instructors. CDOC policy requires academic instructors to be certified by the Colorado Department of Education or through the Colorado Community College System, and CTE instructors must be credentialed through the CCCS. Also, the DOE contracts with CCI to have 6.25 part-time staff who are also credentialed through CCCS.

There were 17.25 instructor positions at the private facilities, which were required to meet the same educational standards as DOE. Table 3 lists the number of instructors (i.e., staff) at each facility in their respective program area.

As of June 30, 2013, the CDOC listed 15 vacant positions, which included eight academic positions and seven CTE positions. Table 4 lists the number of staff vacancies at each facility in their respective program area. There were no vacancies at any private facilities.

TABLE 3
Number of Staff by Facility

Programs	State																Private				
	AVCF	BVCC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	LCF	LVCF	RCC	SCCF	SCF	TCF	TOTAL	BCCF	CCCF	CMRC	KCCF	TOTAL
CTE																					
CCENT Discovery						0.33		0.50			1.00			2.00		3.83					—
Collision Repair Technology		1.00														1.00					—
Computer Information	0.50 ^a	0.50				0.33		0.50	0.50					2.00	0.50	4.83			0.25		0.25
Cosmetology						1.00		2.00			2.00					5.00					—
Custodial Training		1.00			1.00	1.00		1.00	0.50	1.00			1.00	2.00		8.50	1.00				1.00
Customer Service Specialist	0.50 ^a	1.00				^b			0.50	1.00				1.00	0.50	4.50					—
Electronics Technology	1.00										0.50			0.50		2.00		0.50			0.50
Floral Design											0.25					0.25					—
Food Production Mgt	1.00					1.00		1.00						1.00		4.00					—
Foundations of CTE	1.00	2.00			1.00		1.00	1.00	1.50	^b	0.50			2.00	1.00	11.0		0.50		0.50	1.00
Introduction to Carpentry	1.00	0.50							0.50					1.00		3.00		1.00			1.00
IT Essentials	1.00	1.50				0.34	1.00	1.00	1.00		1.00			2.00		8.84					—
Machine Technology		1.00							1.00							2.00					—
Masonry Technology																—			0.50		0.50
Nursery and Greenhouse Mgt											0.75					0.75		1.00			1.00
Plumbing																—			^b		—
Renewable Energy		0.50							0.50							1.00					—
Trade Certificates																—					—
Upholstery Technology														0.50		0.50					—
Welding Technology	1.00	1.00							0.50					1.00		3.50					—
TOTAL	7.00	10.00	—	—	2.00	4.00	2.00	7.00	6.50	2.00	6.00	—	1.00	15.00	2.00	64.5	1.00	3.00	—	1.25	5.25
CCi																					
Heavy Equipment		1.00				0.25								1.00		2.25					—
Transportation						1.00										1.00					—
Wildland Firefighting		1.00				1.00						1.00				3.00					—
TOTAL	—	2.00	—	—	2.25	—	—	—	—	—	—	1.00	—	1.00	—	6.25	—	—	—	—	—
ACADEMIC																					
Adult Basic Education I	0.75	0.50	0.12	0.25	0.50	0.50	0.25	0.75	0.50	1.00	0.75	0.12	0.25	2.25	0.25	8.74	0.50	0.50	0.50	0.50	2.00
Adult Basic Education II	1.00	0.50	0.25	0.50	1.00	1.00	0.50	1.25	0.50	1.00	1.00	0.25	0.50	2.25	0.25	11.75	0.50	0.50	0.50	0.50	2.00
English as a Second Language	0.25	0.50	0.13	0.25	0.50	0.50	0.25	0.75	0.50	1.00	0.25	0.13	0.25	2.00	0.25	7.51	0.50	0.50	0.25	0.50	1.75
GED	1.00	1.00	0.25	1.00	1.00	0.50	0.50	1.25	1.00	1.00	1.00	0.25	0.50	2.00	0.50	12.75	1.00	1.00	0.50	1.00	3.50
Pre-GED	1.00	0.50	0.25	0.50	1.00	0.50	0.50	1.00	0.50	1.00	1.00	0.25	0.50	2.00	0.25	10.75	0.50	0.50	0.25	0.50	1.75
TOTAL	4.00	3.00	1.00	2.50	4.00	3.00	2.00	5.00	3.00	5.00	4.00	1.00	2.00	10.50	1.50	51.50	3.00	3.00	2.00	3.00	11.00
SBS																					
Social Science Education								1.00			1.50		^b	1.00		3.50	1.00				1.00
Thinking for a Change		0.50		2.00					1.00	1.00	0.50			1.50	0.25	6.75					—
Thinking for a Change Aftercare																—					—
TOTAL	—	0.50	—	2.00	—	—	—	1.00	1.00	1.00	2.00	—	—	2.50	0.25	10.25	1.00	—	—	—	1.00

Note. Wildland firefighting is a seasonal course. Trade certificates are taught on an intermittent basis using facility instructors. Thinking for a Change was taught using trained security and education staff, but only education staff were listed.

^a These programs began 8/1/2013.

^b These programs were active but had no active staff on 6/30/2013.

TABLE 4
Number of Staff Vacancies

Programs	State																TOTAL	Private				
	AVCF	BVCC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	LCF	LVCF	RCC	SCCF	SCF	TCF	TOTAL		BCCF	CCCF	CMRC	KCCF	TOTAL
CTE																						
CCENT Discovery																—						—
Collision Repair Technology		1.00														1.00						—
Computer Information														0.50	0.50	1.00						—
Cosmetology																—						—
Custodial Training																—						—
Customer Service Specialist														0.50	0.50	1.00						—
Electronics Technology																—						—
Floral Design																—						—
Food Production Mgt														1.00		1.00						—
Foundations of CTE										1.00				1.00		2.00						—
Introduction to Carpentry																—						—
IT Essentials									1.00							1.00						—
Machine Technology																—						—
Masonry Technology																—						—
Nursery and Greenhouse Mgt																—						—
Plumbing																—						—
Renewable Energy																—						—
Trade Certificates																—						—
Upholstery Technology																—						—
Welding Technology																—						—
TOTAL	—	1.00	—	—	—	—	—	—	1.00	1.00	—	—	—	3.00	1.00	7.00	—	—	—	—	—	—
CCi																						
Heavy Equipment																—						—
Transportation																—						—
Wildland Firefighting																—						—
TOTAL	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
ACADEMIC																						
Adult Basic Education I				1.00								0.12			0.50	1.62						—
Adult Basic Education II				0.50								0.25			0.50	1.25						—
English as a Second Language												0.13				0.13						—
GED								0.50	0.50			0.25		1.00	0.50	2.75						—
Pre-GED				0.50				0.50	0.50			0.25			0.50	2.25						—
TOTAL	—	—	—	2.00	—	—	—	1.00	1.00	—	—	1.00	—	1.00	2.00	8.00	—	—	—	—	—	—
SBS																						
Social Science Education																—						—
Thinking for a Change																—						—
Thinking for a Change Aftercare																—						—
TOTAL	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

C. ANNUAL PROGRAM CAPACITY

The annual capacity for CTE and CCI programs was determined based on the seat capacity of a class multiplied by the number of contact hours and the estimated courses an instructor can complete in 1 year. CTE and CCI program capacities are based on a credit-hour system. For each credit hour the class was expected to meet for 15 to 22 contact hours, depending upon whether the class is instruction or lab activity based. To estimate the annual capacity, the number of days of instruction within one year for each facility was calculated based upon the base year working days subtracting administrative time: required annual training, holidays, other non-class days, and lockdown days (with a past three year average for each facility). The number of class days was then divided by the number of days for each course. The annual capacity is the number of courses an instructor can teach in 1 year's time. The number of days for each course was then multiplied by the maximum number of students that can be in the course to find an estimate of the annual capacity. Table 5 shows the annual capacity for CTE and CCI programs. The program with the largest capacity was Foundations of CTE, which functioned as a CTE prerequisite and included courses in safety, introduction to construction, math, and communication.

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. With academic courses offenders will enter into programming at different levels and complete courses at their own pace. For example, one offender may enter the CDOC with 11th grade completed and having done well on the TABE he/she would be ready to take the tests for the GED, whereas another offender could have a fourth-grade reading level and would need more time to participate in ABE courses before earning a GED certificate. Academic courses are offered as open entry, which means students may enter classes at any time as space becomes available. With SBS programs, annual capacities may not be accurate because course components, instructional hours and program length vary among facilities and offenders work through the material and different courses at varying rates.

Considering the difficulty in reporting annual capacity for academic and SBS programs, the seat capacity is reported for each class as of June 30, 2013 (see Table 6) instead of the annual capacity. Table 6 shows the number of classroom seats available throughout one day for each of these programs. The seat capacity was determined by the number of teachers, which courses are taught, and the student quota for each teacher determined by each facility. Capacities for two half-time students were considered as one full-time student.

TABLE 5
Annual Program Capacity Potential by Facility

Programs	State																Private						
	AVCF	BVCC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	LCF	LVCF	RCC	SCCF	SCF	TCF	TOTAL	BCCF	CCCF	CMRC	KCCF	TOTAL		
CTE																							
CCENT Discovery	26580157268																						
Collision Repair Technology	11																						
Computer Information	50	97	31				69	74					383	98	802			264	264				
Cosmetology	13232763																						
Custodial Training	163		194		128	181		89	163			39	311	1,268		832	832						
Customer Service Specialist	67	130	167				99		181					173	139	956							
Electronics Technology	56																62		62				
Floral Design																	92		92				
Food Production Mgt	32		12				34						49	127									
Foundations of CTE	103	106	424				107	110	391	148	86			283	114	1,872	146		151	297			
Introduction to Carpentry	148	20					152						164	484		215		215					
IT Essentials	77	106	26				80	52	91	86				318	836								
Machine Technology	13																20		33				
Masonry Technology																			135	135			
Nursery and Greenhouse Mgt																	61		61	152		152	
Plumbing																			5	5			
Renewable Energy	106						81						187										
Trade Certificates																							
Upholstery Technology																	34		34				
Welding Technology	14	19					21						18	72									
TOTAL	547	771	—	—	618	403	187	474	1,018	492	456	—	39	1,922	351	7,278	832	575	—	555	1,962		
CCI																							
Heavy Equipment	18																32		17	67			
Transportation																	49		49				
Wildland Firefighting	112		70						128				310										
TOTAL	—	130	—	—	151	—	—	—	—	—	—	128	—	17	—	426	—	—	—	—	—		

Note. Trade Certificate classes are filled on an as needed basis and are one day courses.

TABLE 6
Seat Capacity by Facility for Academic and SBS Programs, as of June 30, 2013

Programs	State																Private				
	AVCF	BVCC	CCC	CCF/CSP	CMC	CTCF	DCC	DWCF	FCF	LCF	LVCF	RCC	SCCF	SCF	TCF	TOTAL	BCCF	CCCF	CMRC	KCCF	TOTAL
ACADEMIC	*			*	*				*								*	*		*	
Adult Basic Education I	52	25	6	30	120	31	6	5	23	15	5	10	28	56	25	437	32	21	15	20	88
Adult Basic Education II	75	32	20	50	125	50	16	25	37	15	33	15	25	139	30	687	32	22	23	20	97
English as a Second Language	5	6	1	2	120	1	2	1	1	1	1	10	1	42	18	212	32	13	15	10	70
GED	52	22	24	40	150	70	21	21	25	27	28	12	5	78	24	599	32	1	10	129	172
Pre-GED	30	27	6	35	160	38	6	30	41	50	19	10	3	42	20	517	32	22	10	20	84
TOTAL	214	112	57	157	675	190	51	82	127	108	86	57	62	357	117	2,452	160	79	73	199	511
SBS																					
Social Science Education								45			15		2	26		88	35				35
Thinking for a Change	40	17		161		38		80	51	45	27		12	79	25	600					—
Thinking for a Change Aftercare						35			40	24				197		296					—
TOTAL	40	17	—	161	—	73	—	125	91	69	42	—	14	302	25	984	35	—	—	—	35

Note. SCCF and CCF/CSP teaches with a combination of classroom and individual in-cell instruction.

* These facilities teach half and part-time classes.

D. ENROLLMENT AND WAITLIST

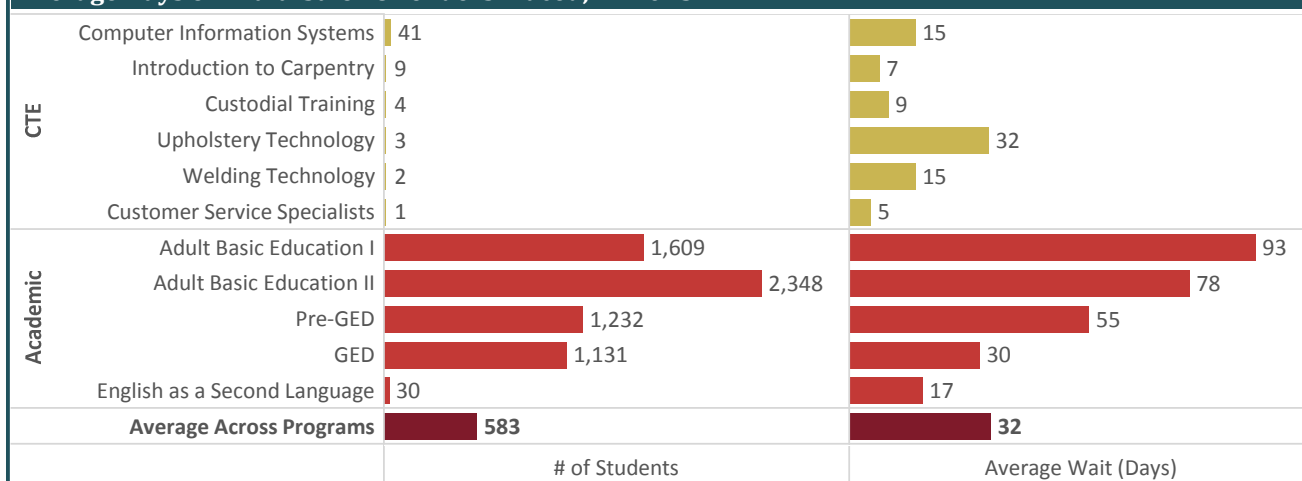
The CDOC utilizes a database program developed in the early 1990s by CDOC's Business Technologies to track offender programming. This program, known as the master program schedule (MPS), enables prison staff to enter information about an offender's academic and vocational programming while incarcerated. A teacher can assign an offender to his or her class, take attendance, and evaluate 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 an offender to educational programming and if the instructor does not have room in the class, the instructor can put the offender on a waitlist.

WAIT TIME

In May of 2012, the MPS system for academic programs was modified to allow an offender's waitlist record to remain after the offender was enrolled in a course and to follow an offender from facility to facility instead of being deleted after transfer. This has allowed for increased efficiency due to the ability for instructors to prioritize the students enrolling in their programs. We have determined the time an offender spent on a waitlist or referral list by calculating the amount of time between the date the offender was referred to a program and the date the offender enrolled in the same program. We examined this data in two different ways as shown in Figure 2 and 3. Figure 2 shows the average time offenders spent on a waitlist by program, out of all offenders who were placed on a waitlist then enrolled into a program during FY 2013. Figure 3 shows the number of offenders on a waitlist as of June 30, 2013, and the average time those offenders had spent on a waitlist thus far by program. In both Figure 2 and 3, programs with no waitlist records are not shown.

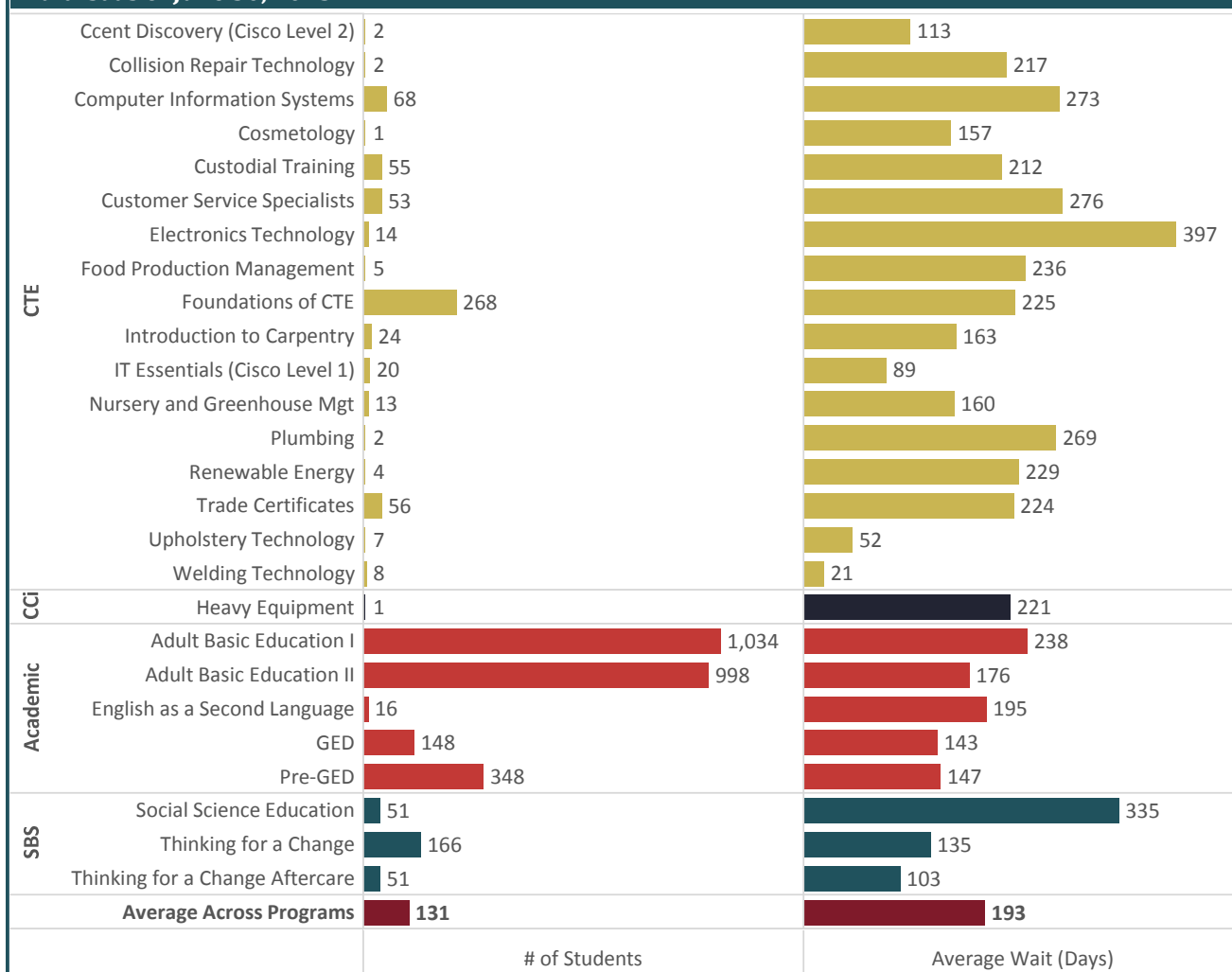
Waitlist times should be interpreted with caution for a couple reasons. First, a new waitlist was implemented for academic programs (e.g., GED, ABE) in May 2012; therefore please note that the average days on the waitlist for academic programs may be underestimated. Second, time on the waitlist may include days that the offender waited to enter a program even though they were not eligible due to disciplinary, legal, medical, or other reasons. For example, an offender may be referred to a program, then commit an institutional violation making them ineligible for a time, but afterwards enroll into the program. In addition, offenders who do not have a verified GED are automatically referred to an appropriate academic program, but they are not automatically referred to nonacademic programs (i.e., CTE, CCI, SBS). An offender's case manager must refer offenders to nonacademic programs; however, offenders can also wait until there is an opening before applying, making it difficult to capture the time they waited to be placed in a program.

FIGURE 2
Average Days on Waitlist for Offenders Placed, FY 2013



Note. Students placed on a waitlist in FY 2013 will not match enrolled students because not all enrolled students were placed on a waitlist in FY 2013. In addition, only programs with offenders on a waitlist are shown.

FIGURE 3
Waitlist as of June 30, 2013



ENROLLMENT

In FY 2013, there were 9,325 enrolled student offenders. These students took 239 different courses among 35 different programs. Figure 4 shows the demographic information for students during FY 2013. The horizontal bars show the percentage of students in a certain category (i.e., vocational or academic) who are of a specific gender and ethnicity. Black vertical lines show the ethnicity of students needing academic or vocational programming (i.e., targets) in proportion to the total number of offenders of that gender in that program category. For example, African American females have the highest academic needs levels but represent only 18% of female offenders enrolled in academic programs.

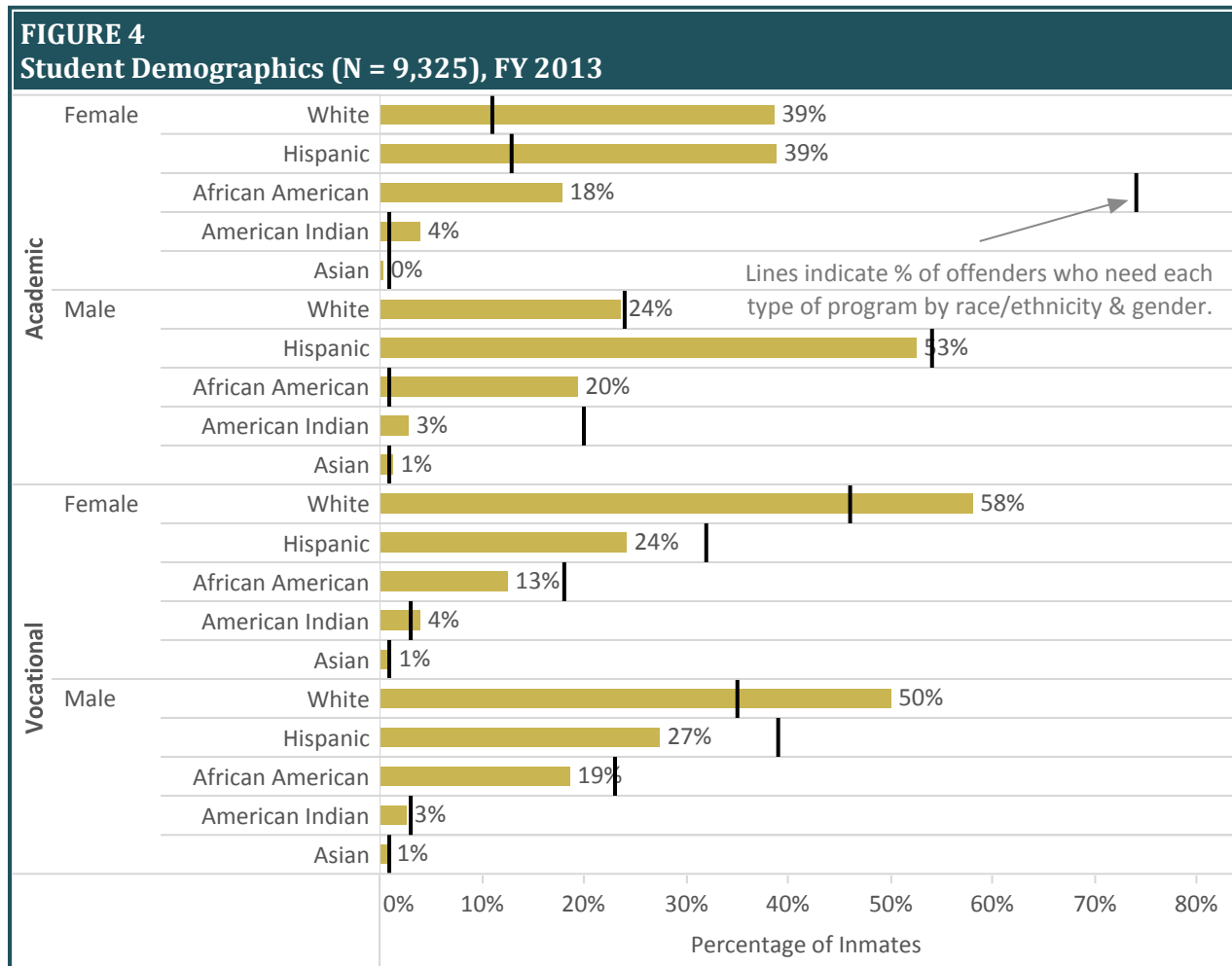
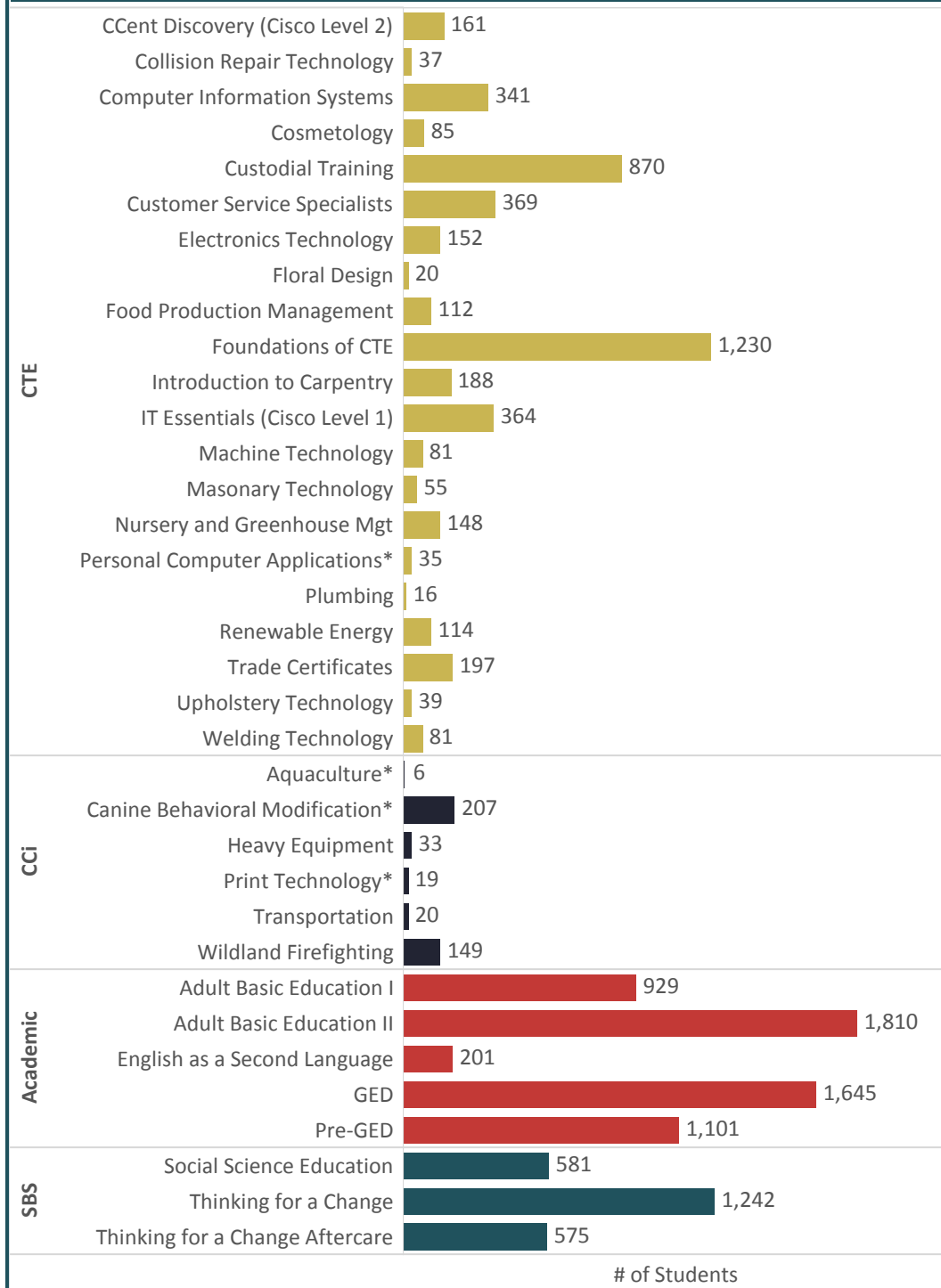


Figure 5 shows the number of offenders enrolled in each program during FY 2013. There were 3,038 students who were enrolled in more than one program during the year and therefore were counted more than once. The Adult Basic Education II course had the largest enrollment, with 1,810 students, and Aquaculture had the smallest, with six students.

FIGURE 5
Enrollments by Program



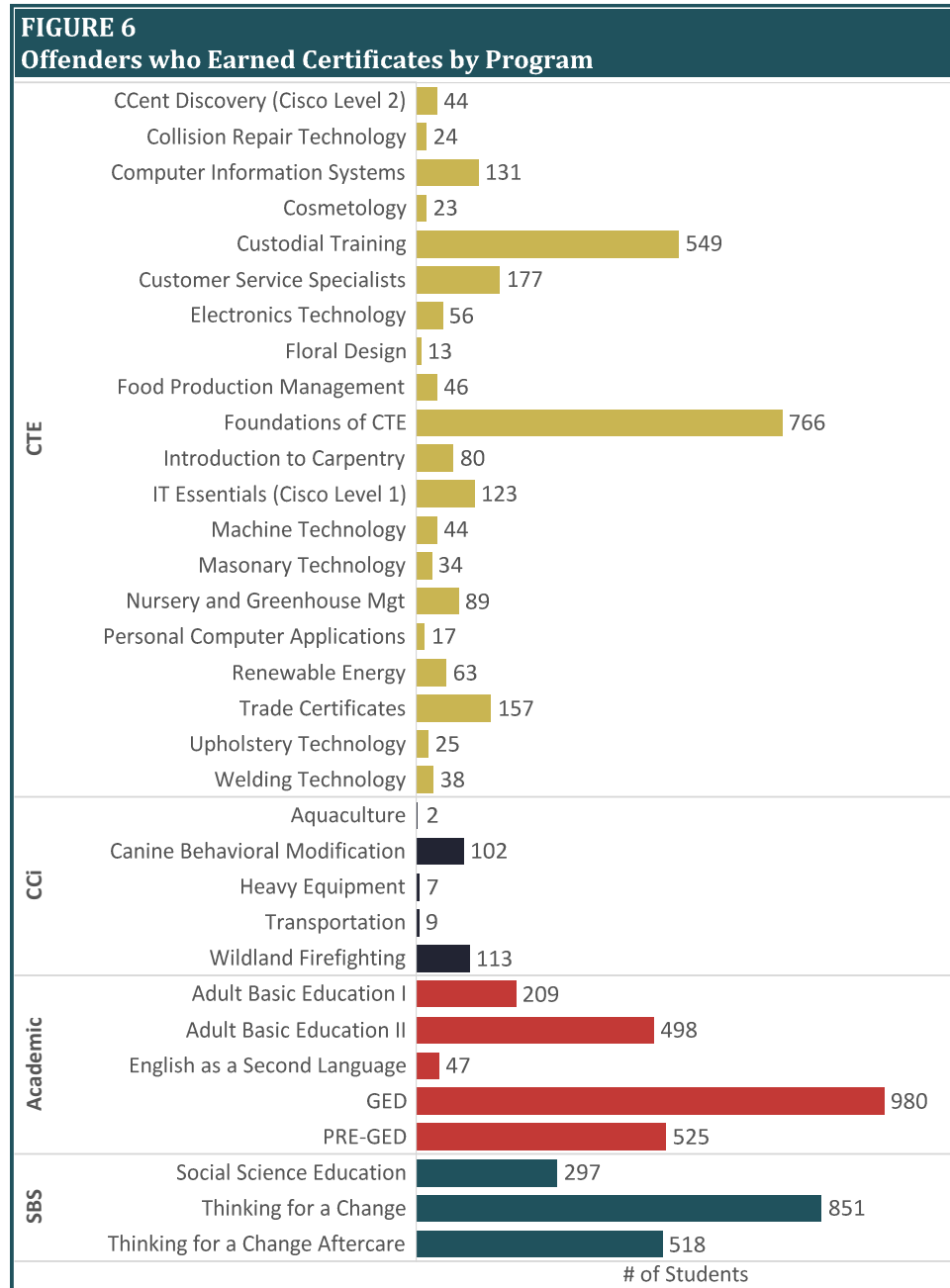
Note. This figure does not equal the number of unique offenders who were enrolled in education programs during the fiscal year because one offender can be enrolled in multiple programs. In addition, this figure will not equal the number of unique offenders enrolled plus the number of offenders listed that were enrolled in more than one program because one offender may be counted once per program in the enrollments figure.

* These programs were no longer offered as education programs as of 6/30/2013 but had enrollments in FY 2013.

E. PROGRAM COMPLETION

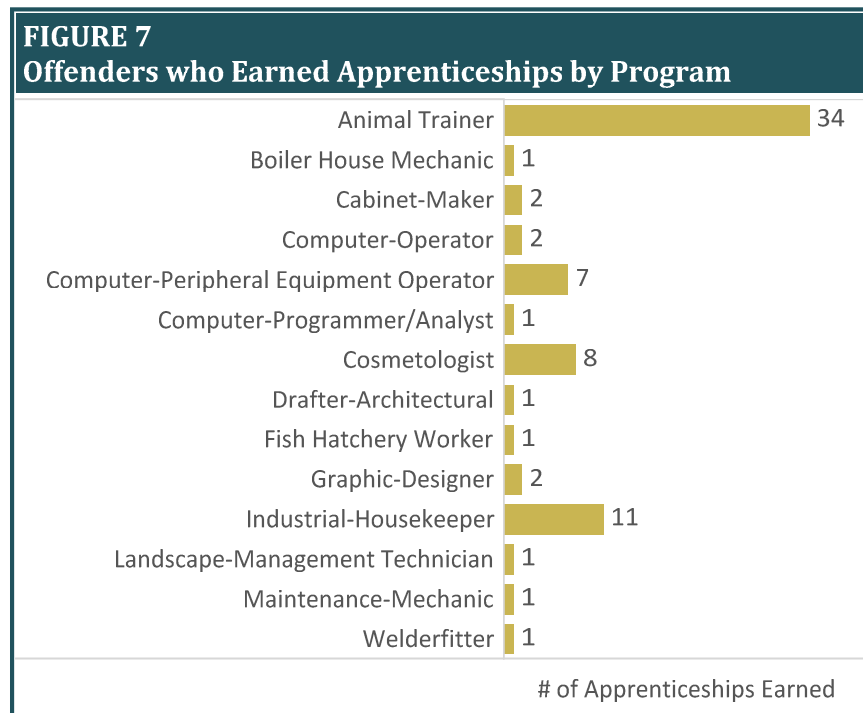
CERTIFICATES

Of the 9,325 offenders who were enrolled in an education program, 32% (i.e., 3,024) earned a certificate or GED. In FY 2013, 3,459 offenders completed 3,302 certificates and 980 GEDs. Figure 6 lists the number of offenders who earned certificates in each program. There were 613 offenders who obtained a certificate in more than one program. The GED course awarded the largest number of successful program completions (i.e., GEDs).



Note. This table counts the number of offenders, not the number of certificates with one offender able to show up once in each program if applicable. IT Essentials includes certifications from IT Essentials and A+ Certification. Certificates could not be determined for all programs under SBS and Academic (with the exception of GED), so successful program completions were used instead.

Once an offender has earned a certificate, 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. In addition, 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 will also earn training certification through the Department of Labor and Employment. Figure 7 lists the number of offenders who earned apprenticeships during FY 2013.



MAKING PROGRESS

An offender who completed a program and received a certificate would be considered successful. However, an offender might have begun a program and successfully completed some but not all the courses required for a certificate during the FY. 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 3,528 students who had not received a certificate but were still enrolled in a course on June 30, 2013. There were 990 offenders who completed the last course he or she was enrolled in before June 30 but had not yet attained a certificate. Finally, 35 offenders were discharged from an academic course because their GED or high school diploma was verified. The remaining 1,748 offenders who did not successfully complete or make progress in a program will be discussed in the next section.

F. UNSUCCESSFUL PROGRAM COMPLETIONS

ABOUT THE DATA

When a student completes a course of instruction, the instructor assigns a code for the reason the student 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 paroled 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 explanations were needed in addition to the codes. Other codes require further review of comments explaining the reason the offender left the class. Additionally, a transfer code 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 improve data accuracy, each record was reviewed by hand. The discharge code, the grade, and the instructor’s notes were used to determine a “corrected” discharge reason. These corrected reasons are reported in this section. For 89 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.

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 related to the offender’s behavior, either within the course or the facility. Second, an offender could be making adequate progress but not complete the course because of being transferred out of the facility³ or having an ongoing legal, medical, or mental health issue. The reasons for non-completion may be outside of the offender’s control. This section details the 1,659 offenders who did not earn a certificate and did not successfully complete any courses during the fiscal year. All students will be discussed collectively first, followed by a breakdown for each of the four categories.

There are two primary reasons for unsuccessful terminations related directly to the student’s behavior: lack of progress or misbehavior. Program misbehavior or lack of progress that can result in a course failure may include disruptive behavior, such as failure to attend the class. The offender also may have failed the class because of poor work or failure to make progress. Another reason for program non-completion can be misbehavior within the institution. For example, if a student breaks a facility rule and is placed on restricted movement or in punitive segregation, this offender will not be able to attend class and may be discharged. Some of these offenders can continue their 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 FY 2013, 702 offenders did not complete classes. Of these, 317 were removed for behaviors in the classroom, 161 were removed for institutional behavior, and 36 were discharged because of an

³ Some offenders may be moved out of a facility because of their behavior, but it was difficult to distinguish between these types of moves.

extended medical or legal issue, which could mean the offender was away from the facility for an indefinite amount of time. Another 188 were discharged for administrative reasons, such as the class was cancelled due to an unexpected instructor absence or course closure.

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 957 offenders who did not complete a program because they were transferred out of the program or facility. Of these, 23 were transferred for a facility need, to begin treatment, or to begin another program and the remaining 934 offenders were transferred out of the facility. As of June 30, 2013, 139 had discharged their sentences, 552 were on parole or community corrections, and 243 were still in a facility.

Table 7 lists the enrollments and discharge reasons for each of the four program categories. The total number of students enrolled in this table does not equal the number of offenders enrolled in FY 2013 because some offenders were counted more than once if they were enrolled in multiple programs. Additionally, some enrollment⁴ discharges could not be coded (25 for CTE, 8 for Academic, and 73 for SBS), 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.

TABLE 7
Students by Category, FY 2013

	CTE	CCi	Academic	SBS
Program Completions	2,119	230	558 ^a	262
Still Enrolled	988	121	2,099	607
Completing Classes	118	37	453 ^b	708
Program Incompletes ^c	274	11	515	160
Transfers				
Prison	64	5	135	80
Parole/Community	75	10	408	62
Discharged Sentence	20	1	105	7
Total Students Enrolled	3,682	415	4,281	1,959

Note. The total number of students enrolled in this table does not equal the number of offenders enrolled in FY 2013 because some offenders were counted more than once if they were enrolled in multiple programs.

^a 153 offenders earned a GED but had not been enrolled in an academic program, and 269 offenders earned a GED but had not yet been entered into databases as having received earned time, so they were recorded by education staff but were not counted in this table. ^b 35 offenders verified they had a GED or high school diploma while in class so they are counted here.

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

⁴ This number differs from the 89 mentioned previously because this table shows individual category outcomes. Since some offenders enrolled in more than one category, there was one offender who had an unknown discharge in one category and a known discharge in another.

G. PAROLEES

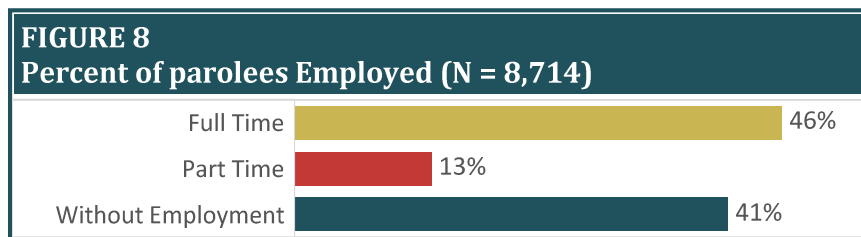
DOE provides the opportunity for offenders to learn the educational and vocational skills they need to successfully reintegrate into the community. One crucial outcome is obtaining regular employment. DOE seeks to provide relevant vocational training to offenders, so many of the certificates and vocational programs correspond to the top 10 industry jobs as categorized by the Colorado Department of Labor and Employment. Table 8 ranks the distribution of occupations in Colorado for the 2010 to 2020 time frame.

TABLE 8
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	Business and Financial Operations
5	Education, Training, and Library
6	Healthcare Practitioners and Technical
7	Construction and Extraction
8	Transportation and Material Moving
9	Management
10	Installation, Maintenance, and Repair

Note. Modified from the Occupational Employment Distribution table on the Colorado Department of Labor website located on July 15, 2013.

As of June 30, 2013, there were 8,746 offenders⁵ on parole in Colorado. Figure 8 displays employment for all parolees as of June 30, 2013. Within this population, approximately 59% were employed either full- or part-time. The data system only tracks offenders who are employed, so the remaining 41% are absent from the employment system. Their reasons for not being employed are unknown (i.e., receiving veterans' benefits, disabled, or attending school). It is important to note that parolees in the part-time category may have multiple part-time jobs.



Source: CWISE Dashboard Monthly Report as of June 30, 2013.

⁵ Includes all parolees serving their sentence in Colorado except absconders, as reported in CDOC's Monthly Population Report as of June 30, 2013.

H. RESEARCH

During FY 2013, the Department did not conduct any program evaluations or cost-benefit analyses on academic or vocational programs other than this annual report. However, studies consistently find that education programs are successful in reducing recidivism and increasing employment. For example, a recent metaanalysis of high-quality research studies found that, on average, offenders who participate in correctional education programs had 43% lower odds of recidivating and 13% higher odds of obtaining employment than inmates who did not participate in such programs (Davis, Bozick, Steele, Saunders, & Miles, 2013⁶).

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. During July 2012, the DOE added two tables in the CDOC information system to track GED data within the larger information system. In the previous tracking method, GED attainment could not be accessed. On January 2, 2014, the CDOC began using a new computer-based version of the GED test. The GED Testing Service has designed this new GED test to be a launching point into more education, training, and better-paying jobs rather than an endpoint. The new GED test will continue to provide offenders the ability to earn a high school equivalency credential, but it will also assess the extent to which offenders are ready for college and specific careers by measuring foundational core knowledge and skills. The test will be comprised of four content areas (instead of five for the old test) including literacy, mathematics, science, and social studies. Evidence from the GED Testing Service suggests that test-takers who demonstrate fluency with the skills measured in the new assessment will be better prepared for employment with job related skills.

In addition, on August 1, 2012, the Department fully implemented achievement earned time awards. House bill 12-1223 allows eligible offenders who successfully complete an educational, vocational, therapeutic, or re-entry program, or who demonstrate exceptional conduct that promotes the safety of correctional staff, volunteers, contractors, or other persons under the supervision of the department of corrections, to be awarded up to a total of 120 days of achievement earned time in addition to any earned time that is already authorized by law. Offenders have the opportunity to earn one day per month for involvement in correctional education or vocational programs and 4 days per month for making consistent progress (advancement of one grade level per year). These are awarded on a yearly basis, but an offender will not receive earned time if they are terminated from the program or are moved out of a facility due to their behavior.

⁶ Davis, L. M., Bozick, R., Steele, J. L., Saunders, J., & Miles, J. (2013). *Evaluating the effectiveness of correctional education. A meta-analysis of programs that provide education to incarcerated adults*. Santa Monica, CA: RAND Corporation.

I. FUNDING

The Long Bill appropriates general funds for educational and vocational programming under the Inmate Programs group; this constitutes the majority of funding for DOE. Educational and vocational programs also receive a small portion of federal education grants from the U.S. 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 C.R.S. 17-24-126 (3), profits from the canteen must be used for programs that benefit the offenders. A percentage of these funds are allocated to recreational expenditures and funding for volunteer coordination, but a larger portion offsets the cost of education.

Table 9 presents funding appropriated to DOE by the Long Bill for FY 2013. Table 10 shows all academic and vocational expenditures in state facilities for FY 2013. By contract, private prisons are required to provide some level of services as part of their per diem. The majority of academic and vocational expenditures in state facilities came from the general fund. 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 9
Education Summary FY 2013 Supplemental Long Bill Appropriations by Fund

	General	Cash	Re-appropriated/Federal	Total
Personal Services	\$10,453,095	\$914,261	\$0	\$11,367,356
Operating Expenses	\$0	\$1,830,475	\$611,015	\$2,441,490
Contract Services	\$73,276	\$0	\$0	\$73,276
Education Grants	\$0	\$10,000	\$103,894	\$113,894
Indirect Costs	\$0	\$0	\$5,476	\$5,476
Total	\$10,526,371	\$2,754,736	\$720,385	\$14,001,492

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

TABLE 10
Education Summary FY 2013 Expenditures by Fund

Description	General	Cash	Reappropriated/Federal	Total
Academic				
Personal Services	\$11,278,517	\$724,934	\$0	\$12,003,451
Operating Expenses	\$0	\$655,058	\$0	\$655,058
Contract Services	\$73,276	\$0	\$0	\$73,276
Education Grants	\$0	\$0	\$173,953	\$173,953
Subtotal	\$11,351,793	\$1,379,992	\$173,953	\$12,905,738
Vocational				
Personal Services	\$3,711,342	\$189,327	\$0	\$3,900,669
Operating Expenses	\$0	\$813,700	\$0	\$813,700
Education Grants	\$0	\$0	\$236,116	\$236,116
Subtotal	\$3,711,342	\$1,003,027	\$236,116	\$4,950,485
Academic & Vocational				
Personal Services	\$14,989,859	\$914,261	\$0	\$15,904,120
Operating Expenses	\$0	\$1,468,758	\$0	\$1,468,758
Contract Services	\$73,276	\$0	\$0	\$73,276
Education Grants	\$0	\$0	\$410,069	\$410,069
Total	\$15,063,135	\$2,383,019	\$410,069	\$17,856,223

Note. Personal services fund splits between general funds and cash funds were based upon ratios of the total expenses of academic and vocational personal services. These include all associated payroll expenses such as shift, health, dental, life, and short-term disability. Operating expenses 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. Contract services included additional cash fund expenses paid from CCI subprogram for education expenses. Reappropriated/federal funds represent 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
FMCC	Four Mile Correctional Center
KCCC*	Kit Carson Correctional Center
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

Note. *Private facility

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