

STATISTICAL REPORT 2014



**COLORADO DEPARTMENT
OF CORRECTIONS**
RICK RAEMISCH,
EXECUTIVE DIRECTOR



Letter from the Director

Welcome to the Colorado Department of Corrections' Fiscal Year (FY) 2014 Statistical Report.

The MISSION of the Colorado Department of Corrections is "To Protect the Citizens of Colorado by Holding Offenders Accountable and Engaging Them in Opportunities to Make Positive Behavioral Changes and Become Law-Abiding, Productive Citizens."

Our VISION is in "Building a Safer Colorado for Today and Tomorrow."

We strive to accomplish these through our greatest resource, our staff: Correctional Professionals who honor and respect the rights of victims; who engage in safe, humane and effective correctional practices; who deliver exceptional correctional services; and who are dedicated to providing opportunities for offender success, thereby ensuring for long-term public safety.

This statistical report provides an overview of the jurisdictional population of 31,490 offenders (20,715 inmates, 10,775 parolees). As you will see, the inmate population has fallen by 10% over the past four fiscal years.

We are pleased to report that the Colorado Department of Corrections is leading the nation with several strategic initiatives. These include yet are not limited to: administrative segregation reforms; Residential Treatment Programs for offenders with serious mental illnesses; and on-going parole, re-entry and pre-release initiatives.

Of significance, the use of administrative segregation was eliminated within the Colorado Department of Corrections in FY 2014, being replaced with newly developed Restrictive Housing policies and practices. As a result, the rate of staff assaults has decreased by nearly 25% when compared to last fiscal year.

It is our hope that the information contained within this FY 2014 Statistical Report will provide both the public and private sectors an appreciation of the tremendous efforts demonstrated by our staff, who work within a framework of available resources to provide public safety while meeting and addressing the needs of our offender population.

Sincerely,



Rick Raemisch

Executive Director

Colorado Department of Corrections

Foreword

The Colorado Department of Corrections' (CDOC) Office of Planning and Analysis (OPA) is pleased to present its revamped Annual Statistical Report. OPA has undertaken efforts to create a more reader-friendly and cognizant summary of the CDOC offender population. The reader will notice new graphing approaches that illustrate populations and trends in a more meaningful fashion.

Many large data tables found in previous statistical reports have been moved to an electronic appendix that can be found as Microsoft Excel spreadsheet files on the CDOC website under the "Departmental Reports and Statistics" section.

All of the data presented as percentages in this report are available as numbers in the appendix.

All data found in this Annual Statistical Report is based on fiscal year unless otherwise noted.

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Overview

INTRODUCTION

CDOC's statistical report provides an analysis of Colorado's prison system. This overview describes growth trends, population projections, facilities, costs and staff data. Subsequent sections focus on admissions, releases, inmate and parolee characteristics, and recidivism rates. Both inmate and parole populations are represented in this report, though a separate annual report is produced for the Youthful Offender System (YOS).

POPULATION GROWTH

The average daily population (ADP) is used to measure trends in the CDOC population. **Figure 1** shows the ADP of the inmate, parole (including absconders and interstate parolees), YOS and total populations over the past five years. There was a 9.2% decrease in CDOC's jurisdictional population from FYs 2010 to 2014.

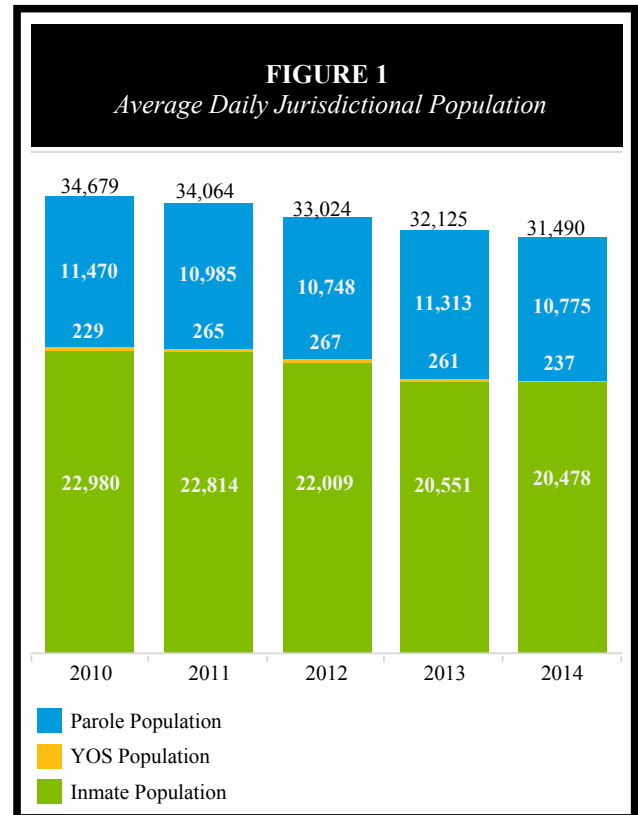
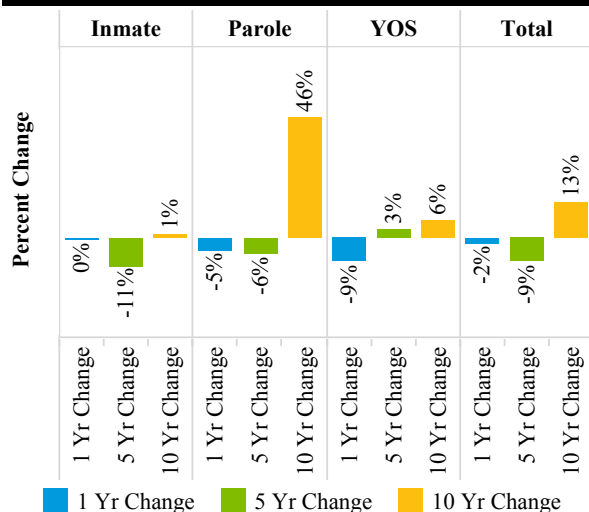


Figure 2 details the one-, five- and 10-year growth rates of the jurisdictional population. Inmate and YOS populations have seen minimal increase over the past decade; the parole population has experienced a substantial increase over the last decade.

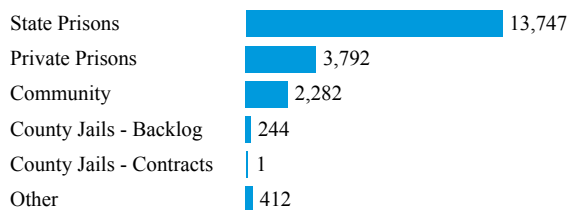
Figures 3 and 4 provide the ADP breakdown for state and private prisons, community corrections, jail backlog and jail contracts. Private

FIGURE 2

*Average Daily Jurisdictional Population
Percent Change*

**FIGURE 3**

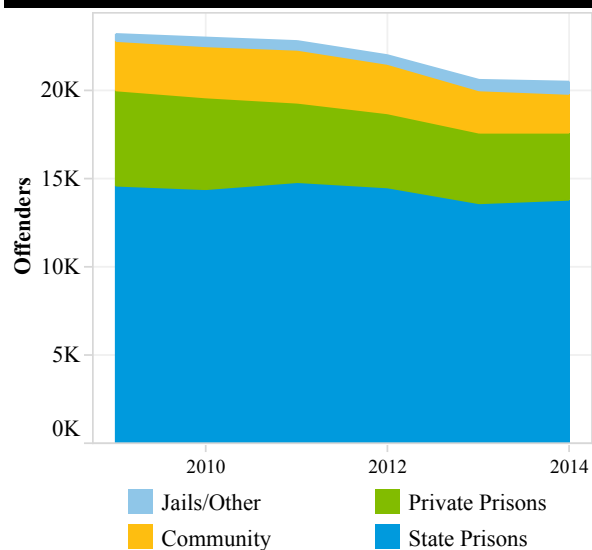
*Average Inmate Jurisdictional Population by
Location (N = 20,478)*



prisons in use during FY 2014 included Bent County Correctional Facility, Crowley County Correctional Facility, Kit Carson Correctional Center and Cheyenne Mountain Re-Entry Center. In FY 2014, 22% of the incarcerated population was housed at private prisons — a

FIGURE 4

Average Inmate Jurisdictional Population



Note: Other includes fugitives, revocations in jail, awaiting transfer and external placements.

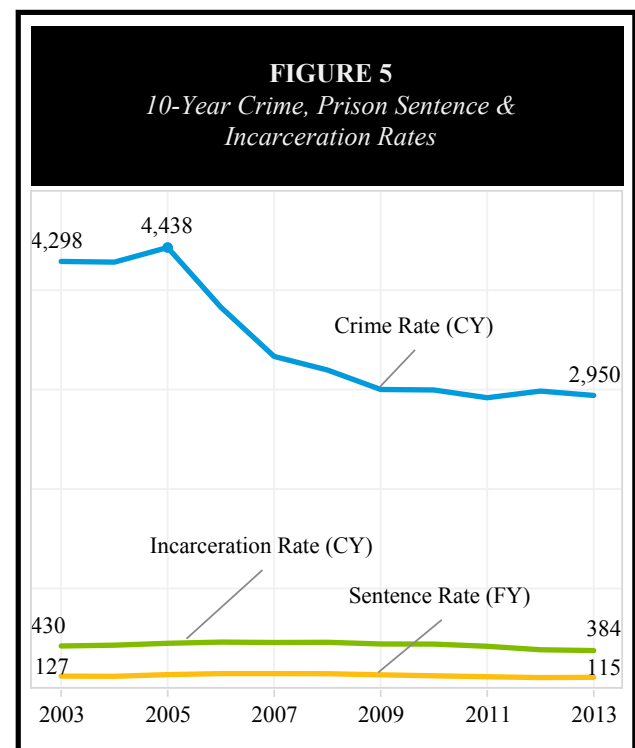
percentage identical to that of the previous fiscal year. The number of inmates housed in private prisons has steadily decreased since FY 2009; the number of inmates housed at state-run prisons also declined during this time period.

CRIME, PRISON SENTENCE & INCARCERATION RATES

Figure 5 presents sentence, incarceration and crime rates since 2003. Crime rates¹, which include offense and arrest data, are calculated per calendar year and are available on a one-year delay. Prior to the FY 2011 statistical report, incarceration rates were estimated by CDOC. As of FY 2012, incarceration rates are reported by the U.S. Bureau of Justice Statistics (BJS) each December for the previous year; therefore, 2013 data is the most current. Prison sentence and incarceration rates² are used as indicators of growth in the prison population relative to growth in the state populace, as estimated annually by the Colorado Department of Local Affairs. Prison-sentence rates are calculated as the ratio of the number of offenders sentenced to prison (i.e., court commitments) per 100,000 Colorado residents during a fiscal year. Incarceration rates and crime rates are

computed per 100,000 Colorado residents during a calendar year (CY).

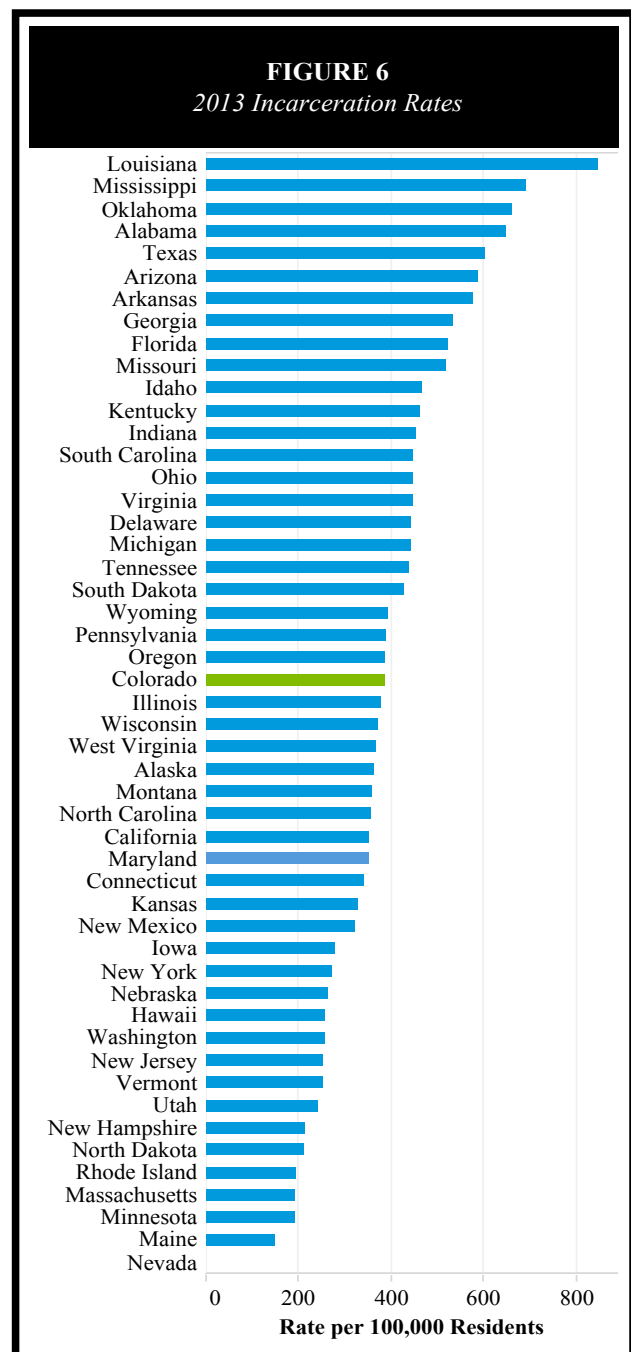
Figure 5 provides data on crime, sentence and incarceration rates for the past 10 years. The crime rate has declined a dramatic 31.4% since 2003, though 2012's crime rate was slightly higher than that of 2011. The sentence rate was also slightly higher in 2013 than in 2012. The incarceration rate has declined each year since 2008. Overall, the incarceration rate has decreased 10.7% since 2003; 2013 had the lowest recorded rate during this time frame.



¹ *Annual Crime in the United States reports, 2003-2013.* Washington, D.C.: FBI.

² *Annual Prisoners In reports, 2003-2013.* Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics.

Incarceration rates for all 50 U.S. states in 2013 are shown in **Figure 6**. Colorado's rate of incarceration ranked in the middle of the nation.



LEGISLATIVE CHANGES

Several key pieces of legislation passed since 1979 have impacted the size of the CDOC prison population. The following is a summary of the House bills (HB) and Senate bills (SB) that have had the most significant effects on felony sentencing and CDOC.

- **HB 79-1589** changed sentences from indeterminate to determinate terms and made parole mandatory at 50% of an offender's sentence.
- **HB 81-1156** required sentences to be above the maximum of the presumptive range for offenses defined as "crimes of violence" and crimes with aggravating circumstances.
- **HB 85-1320** doubled the maximum penalties of the presumptive ranges for all felony classes and made parole discretionary.
- **SB 88-148** lowered sentencing ranges for crimes of violence and crimes with aggravating circumstances to at least the

midpoint of the presumptive range.

- **SB 89-246** lowered several Class 5 felonies to a newly created felony Class 6 with a presumptive range of one to two years.
- **HB 90-1327** raised the amount of earned time from five to 10 days per month for inmates, and allowed parolees to earn 10 days per month to reduce parole time served.
- **SB 90-117** raised life sentences from parole eligibility after 40 years to life without parole for Class 1 felonies committed on or after Sept. 20, 1991.
- **HB 93-1302** lowered the presumptive ranges for certain nonviolent Class 3 – 6 felonies and added a split sentence, mandating a period of parole for all crimes following a prison sentence. Habitual offender sentencing was changed for all felony offenses Classes 2 – 5. For those with two previous convictions, sentences were mandated to be three times the maximum of the presumptive range; for those

with three previous convictions, sentences were made to be four times the maximum of the presumptive range. Under HB 92-1302, if one's latest conviction was for a crime of violence, one would be sentenced to life (40 years to parole eligibility date). This bill also eliminated earned time awards while on parole. See **Table 1** for a summary of presumptive ranges by felony class prior to, and subsequent to, HB 93-1302. See **Table 2** for a summary of habitual sentencing law changes.

- **Special Fall Session SB 93-09** created a new judicial sentencing provision for offenders between the ages of 14 and 18 for certain crimes, and established YOS.
- **SB 94-196** added a new habitual sentencing provision of life (40 years to parole eligibility) if a new crime conviction is for a Class 1 or 2 felony, or for a Class 3 felony crime of violence with two previous felony convictions within 10 years of commission of the new crime.

TABLE 1
Presumptive Sentencing Ranges & Parole Periods

1985 – 1993			1993 – present		
Felony Class	Presumptive Range		Presumptive Range		Mandatory Parole Period ^a
	Minimum	Maximum	Minimum	Maximum	
1	8 year	24 year	8 year	24 year	5 year
2	4 year	16 year	4 year	16 year	5 year
3 Ext	4 year	16 year	4 year	16 year	5 year
3	4 year	16 year	4 year	12 year	5 year
4 Ext	2 year	8 year	2 year	8 year	3 year
4	2 year	8 year	2 year	6 year	3 year
5 Ext	1 year	4 year	1 year	4 year	2 year
5	1 year	4 year	1 year	3 year	2 year
6 Ext	1 year	2 year	1 year	2 year	1 year
6	1 year	2 year	1 year	1.5 year	1 year

Ext = extraordinary risk crimes

a The mandatory parole period for unlawful sexual behavior and incest was five years for crimes committed before Nov. 1, 1998. However, the final ruling of the Colorado Supreme Court in July 2001 determined these offenses were not subject to mandatory parole. Most sexual offenses committed on or after Nov. 1, 1998, are subject to lifetime on parole.

- **HB 95-1087** reinstated the ability of certain nonviolent parolees to accumulate earned time while on parole.
- **HB 96-1005** lowered the YOS age limit from 14 to 12 years and broadened the offenses eligible for YOS sentencing.
- **HB 98-1156** is the Colorado Sex Offender Lifetime Supervision Act of 1998. Under it, all offenders convicted of a felony sex offense committed on or after Nov. 1, 1998, receive an indeterminate

sentence of at least the minimum of the presumptive range for the level of offense committed and a maximum of natural life. All offenders sentenced under this law must undergo evaluation and treatment to be eligible for parole. The Colorado State Board of Parole determines when these offenders can be supervised in the community.

- **HB 98-1160** applied to Class 2, 3, 4 and 5, or second or subsequent Class 6, felonies occurring on or after July 1, 1998. It

TABLE 2
Habitual Sentencing Law Changes

Legislation	Previous Convictions		Crime of Violence OR Previous Habitual ^a	Class 1 or 2 Felony, or Class 3 Felony Crime of Violence OR 2 Previous Class 1, 2 or 3 Crimes of Violence ^b
	Two	Three		
Pre HB93-1302	25-50 year	Life (40-year PED) ^c	—	—
Post HB93-1302	3x maximum of presumptive range of felony	4x maximum of presumptive range of felony	Life (40-year PED)	—
Post SB94-196	3x maximum of presumptive range of felony	4x maximum of presumptive range of felony	Life (40-year PED)	Life (40-year PED)

Note: A felony constitutes any felony in this state or another state in the United States or any territory subject to U.S. jurisdiction, or a crime that would be a felony if committed in this state.

a Any person who is convicted and sentenced for habitual (three previous convictions) and is thereafter convicted of a felony that is a crime of violence.

b Any person who is convicted of a Class 1 or 2 felony, or a Class 3 felony that is a crime of violence, and previously has been convicted twice of a Class 1, 2 or 3 crime of violence, excluding first- and second-degree burglary.

c PED = parole eligibility date

mandated that every offender complete a period of 12 continuous months of parole supervision after incarceration.

- **SB 03-252** removed the 12 continuous months of parole supervision after incarceration, allowing the Parole Board to return a parolee who paroled on a nonviolent Class 5 or 6 felony (except menacing or unlawful sexual behavior) to a community corrections program or pre-parole release-and-revocation center

for up to 180 days. This bill also limited to 180 days the time a parolee may be returned to prison for a technical violation

- **HB 04-1189** increased time served before parole eligibility for certain violent offenses. Under this bill, first-time offenders convicted of these violent offenses must serve 75% of their sentence (less earned time awarded). If convicted of a second or subsequent violent offense,

they must serve 75% of their sentence and are not eligible for earned time.

- **HB 06-1315** reduced sentences for juveniles convicted of Class 1 felonies from a term of life in prison without parole eligibility, to life with parole eligibility after 40 years.
- **HB 09-1122** expanded YOS sentencing eligibility to include offenders who were 18 or 19 years old at the time of their offense and sentenced prior to their 21st birthday.
- **HB 09-1351** increased the amount of earned time from 10 days to 12 days for those serving a sentence for certain Class 4, 5 or 6 felonies who are program-compliant and have never been convicted of specified offenses.
- **HB 09-1263** enabled those confined pending a parole revocation hearing to receive credit for the entire period of such confinement.
- **HB 10-1338** allowed a person who had

been twice convicted of a felony upon charges separately brought — charges that had arisen out of separate and distinct criminal episodes — to be eligible for probation unless his or her current conviction, or a prior conviction, was for first or second degree murder; manslaughter; first or second degree assault; first or second degree kidnapping; a sexual offense; first degree arson; first or second degree burglary; robbery; aggravated robbery; theft from the person of another; a felony offense committed against a child; or any criminal attempt or conspiracy to commit any of the aforementioned offenses, if convicted on or after the effective date of the act.

- **HB 10-1352** lowered the penalty for unlawful use of a controlled substance; separated the crime of possession of a controlled substance (other than marijuana) from the crime of manufacturing, dispensing, selling, distributing, or possessing with intent to manufacture, dispense, sell, or distribute a controlled

substance, and changed the penalties for such crimes; and made distributing a controlled substance to a minor a Class 3 felony subject to enhanced sentencing. In addition, the bill increased the amount of a Schedule I or II controlled substance necessary to designate a special offender and lowered the penalty for fraud and deceit in connection with controlled substances from a Class 5 to a Class 6 felony.

- **HB 10-1360** made offenders with Class 4 felonies eligible for the Community Return to Custody Program and limited the amount of time a technical parole violator can return to prison to 90 or 180 days based on an offender's risk level.
- **HB 10-1373** reduced the penalty for escape from a Class 4 felony to a Class 5 felony and abolished the mandate that a sentence be served consecutively to any other sentence if the escape was from a direct sentence to a community corrections facility or intensive-supervised parole.
- **HB 10-1374** determined that the Colorado Sex Offender Management Board would develop a specific sex offender release guideline instrument for the Parole Board to use when determining whether to release a sex offender on parole or revoke his or her parole status. This bill also required CDOC to work with the Parole Board to develop guidelines for the Parole Board to use in determining when to release a parolee or revoke his or her parole. It also removed the statutory provision that required a parole officer (PO) to arrest a parolee as a parole violator if the parolee is located in a place without lawful consent. This bill redefined the criteria set forth in HB 09-1351 and made certain inmates serving sentences for lower-class, nonviolent felonies eligible for more earned time awards per month than other offenders.
- **HB 10-1413** changed the minimum age of the defendant to be tried as an adult from 14 to 16 years of age, except in the case of first-degree murder, second-degree murder

or certain sex offenses. This bill allowed Class 2 felonies (excluding sex offenses) to be sentenced to YOS except in the case of a second or subsequent sentence to CDOC or YOS.

- **SB 11-176** allowed inmates housed in administrative segregation the opportunity to accrue earned time to be deducted from their sentences.
- **SB 11-241** expanded the eligibility of inmates who meet criteria for special-needs parole and created presumptions in favor of parole for nonviolent inmates with immigration detainees.
- **HB 11-1064** built upon HB 10-1352 by creating a pilot program of presumption in favor of granting parole to an inmate who is parole-eligible and serving a sentence for a drug-use or drug-possession crime that was committed prior to Aug. 11, 2011. The inmate must meet other criteria related to previous criminal and institutional behavior to be eligible for the presumption.
- **HB 12-1223** allowed offenders sentenced and paroled for a felony offense committed after July 1, 1993, to receive earned time while re-incarcerated after a parole revocation. It also allowed inmates who successfully complete a milestone or phase of an educational, vocational, therapeutic, or re-entry program, and/or who demonstrate exceptional conduct that promotes the safety of correctional staff, volunteers, contractors, or other persons, to be awarded as many as 60 days of earned time per accomplishment, up to 120 days per incarceration.
- **HB 12-1271** limited the offenses for which a juvenile may be subject to direct file to Class 1 felonies, Class 2 felonies, crime-of-violence felonies or sex offenses if the juvenile has a previous felony adjudication or violent sex offenses. It also limited instances in which juveniles were subject to certain previous district court proceedings. The act also limited direct file to juveniles 16 and older.

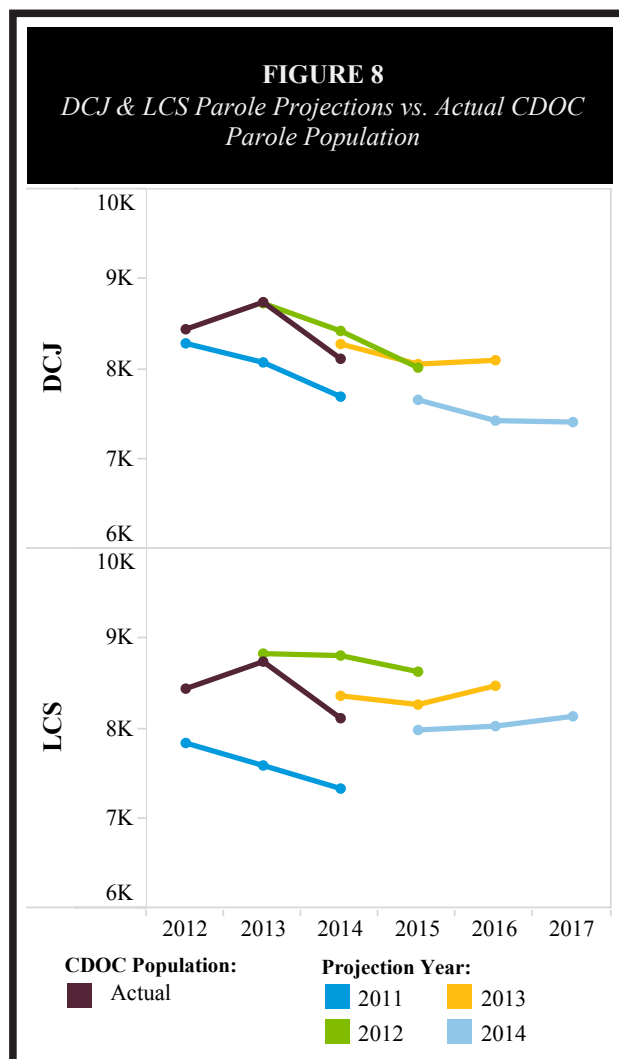
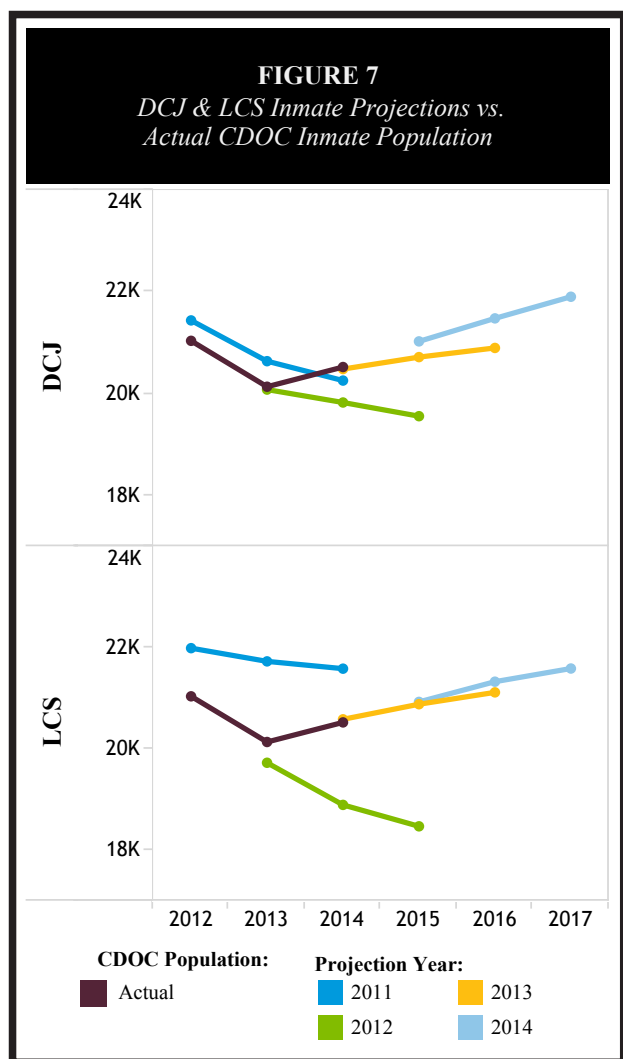
- **SB 13-216** reinstated certain provisions of HB 09-1122 that were repealed on Oct. 1, 2012, relating to the sentencing of young adult offenders to YOS. Provisions of this bill allowed certain young adult offenders to be sentenced to YOS if they were 18 or 19 years old at the time a crime was committed and under 21 years old at the time of sentencing. SB 13-250 created a new sentencing grid for drug crimes. This bill primarily decreased the seriousness of drug crimes and reduced penalties for those crimes.
- **HB 13-1160** modified theft-conviction penalties, basing them on the value of the goods or property stolen.
- **HB 14-1260** required mandatory minimum sentences for certain sexual offenses involving a child.
- **HB 14-1266** modified value-based offenses, basing them on the value of the loss.

POPULATION PROJECTIONS

Two sets of population projections are prepared by outside agencies for budgeting and planning purposes. The Division of Criminal Justice (DCJ), within the Colorado Department of Public Safety, and Legislative Council Staff (LCS) are statutorily mandated to develop forecasts for the adult and juvenile populations within the criminal justice system. DCJ updates its projections every six months to reflect the most recent sentencing revisions and trends; LCS completes its projections once per year.

Figure 7 compares the actual population of CDOC to the last four years of inmate population projections developed by DCJ and LCS. The most recent inmate population projections were released in December 2014. The graph illustrates wide variations in year-to-year projections.

Parole population projections are similarly compared in **Figure 8**. Both inmate and parole population projections are affected by a number of factors, including the number and sentence length of new commitments, Parole Board discretion to release inmates, rates of



revocation for parolees, and new legislation.

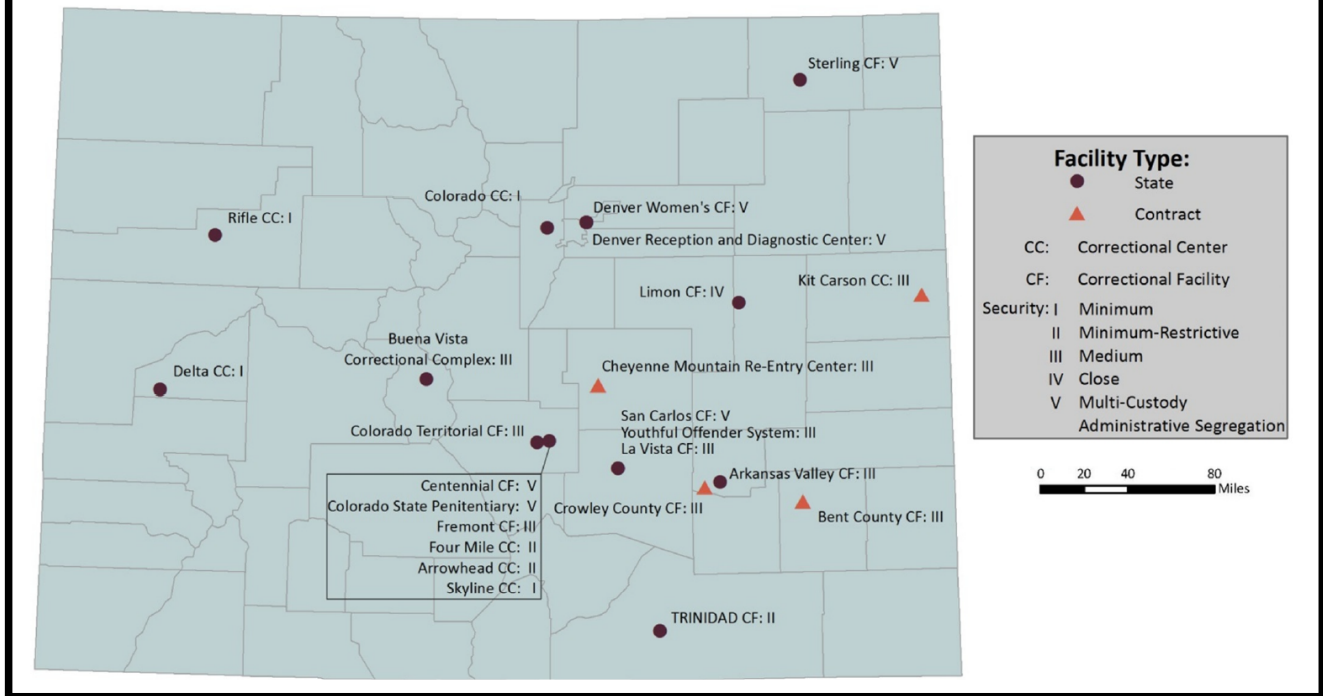
PRISON FACILITIES

Figure 9 illustrates the locations and security levels of the 24 prisons throughout the state of Colorado. Twenty are owned and operated by the state of Colorado, and four are private-contract facilities. The security levels identified in

Figure 9 are defined in Colorado Revised Statutes (CRS) 17-1-104.3 as follows:

Level I facilities shall have designated boundaries but need not have perimeter fencing. Inmates classified as Minimum may be incarcerated in Level I facilities. However, generally, inmates of higher classifications shall not be incarcerated at Level I facilities.

FIGURE 9
CDOC State & Private Facilities



Level II facilities shall have designated boundaries with single- or double-perimeter fencing. The perimeter of Level II facilities shall be patrolled periodically. Inmates classified as Minimum Restrictive and Minimum may be incarcerated in Level II facilities. However, generally, inmates of higher classifications shall not be incarcerated in Level II facilities.

Level III facilities generally shall have towers, a wall or double-perimeter fencing with

razor wire, and detection devices. The perimeter of Level III facilities shall be continuously patrolled. Appropriately designated Close-classified inmates, Medium-classified inmates and inmates of lower classification levels may be incarcerated at Level III facilities. However, generally, inmates of higher classifications shall not be incarcerated at Level III facilities.

Level IV facilities shall generally have towers, a wall or double-perimeter fencing with razor wire, and detection devices. The perimeter of Level IV facilities shall be continuously patrolled. Close-classified inmates and inmates of lower classification levels may be incarcerated at Level IV facilities. However, generally, inmates of higher classifications shall not be incarcerated in Level IV facilities on a long-term basis.

Level V facilities comprise the highest security level and are capable of incarcerating all classification levels. The facilities shall have double-perimeter fencing with razor wire, and detection devices or equivalent security architecture. These facilities generally shall use towers or stun-lethal fencing as well as controlled sally ports. The perimeter of Level V facilities shall be continuously patrolled.

FACILITY CAPACITIES

Capacity refers to the number of state prison beds available to house inmates. Three capacity terms are used by CDOC to describe prison bed space.

Design capacity: The number of housing spaces for which a facility is constructed, or for which a facility is modified by remodeling, redesign, or expansion.

Expanded capacity: The number of housing spaces above the facility design capacity.

Operational capacity: Design capacity plus expanded capacity.

Management control, special use, segregation and reception beds are included in the design capacity for all facilities.

State facility capacities and on-grounds population on June 30, 2014, are shown in **Table 3**. The percent of capacity used, calculated as the on-grounds population divided by the design capacity, is also listed. Therefore, percentages greater than 100% indicate prison housing in excess of the design capacity of the facility. Capacities of contract beds and community placements are not provided because these can vary according to need and contract terms.

TABLE 3
Facility Populations & Capacities

State Facilities	Year Open	On-Grounds Population	CAPACITIES			
			Design	Expanded	Operational	% Design Capacity
Arkansas Valley Correctional Facility	1987	991	1,007	0	1,007	98%
Arrowhead Correctional Center	1989	518	484	36	520	100%
Buena Vista Correctional Center	1892	1,206	1,107	77	1,184	102%
Centennial Correctional Facility	1980	294	294	26	320	92%
Colorado Correctional Center	1969	146	150	0	150	97%
Colorado State Penitentiary	1993	691	756	0	756	91%
Colorado Territorial Correctional Facility ^a	1871	871	694	235	929	94%
Delta Correctional Center	1964	431	480	0	480	90%
Denver Reception & Diagnostic Center ^a	1991	536	496	76	572	94%
Denver Women's Correctional Facility	1998	955	900	76	976	98%
Four Mile Correctional Center	1983	516	484	37	521	99%
Fremont Correctional Facility	1957	1,637	1,448	172	1,620	101%
La Vista Correctional Facility	1994	539	519	55	574	94%
Limon Correctional Facility	1991	926	500	430	930	100%
Rifle Correctional Center	1979	190	192	0	192	99%
San Carlos Correctional Facility	1995	226	250	5	255	89%
Skyline Correctional Facility	1957	247	249	3	252	98%
Southern Transportation Unit	2002	23	30	0	30	77%
Sterling Correctional Facility	1998	2,455	2,455	43	2,488	99%
Trinidad Correctional Facility	2001	490	404	96	500	98%

^a Infirmary beds at Colorado Territorial Correctional Facility and Denver Reception & Diagnostic Center are not included.

ANNUAL INMATE COSTS

The annual cost per inmate by facility is shown in **Table 4**. Costs generally increase with the security level of the facility, although variations occur by facility due to different construction, inmate needs and services available at each prison. The average annual cost per adult inmate increased slightly, from \$34,956 in FY 2013 to \$35,895 in FY 2014. The FY 2014 private prison per diem was \$57.37, and the local jail daily per diem was \$55.19.

Table 4 also presents cost data for community programs and YOS. Costs to supervise community-based inmates are substantially lower than prison costs because their residential stay is funded by the Division of Criminal Justice. However, community parole officers (CPO) are nonetheless responsible for the supervision of these transitional incarcerated offenders. CPOs provide case-management services and release planning in order to transition community inmates to the Intensive Supervision Program (ISP), parole or discharge of sentence. They also coordinate with local law enforcement departments on matters of public safety.

YOS costs are higher than that of adult facilities due to the intensive education and treatment services provided to YOS inmates.

FULL-TIME EMPLOYEES

There were 6,000 full-time CDOC employees at the end of FY 2014. The demographic was primarily composed of Caucasian males ages 40 and over (see **Figure 10**). The ethnic composition of CDOC staff is similar to that of Colorado citizens (73% of CDOC staffers identify as Caucasian, whereas 81% of Colorado citizens identify as Caucasian³). Correctional officers (CO) comprise 56% of CDOC staff.

Figure 11 breaks down the rank of the CO series. The majority of COs are at the lowest level of rank (I); very few are at the highest level (V).

Figure 12 shows the number of employees by location. During the course of the year, 782 employees left employment, resulting in a turnover rate of 13%.

³ 2010 Population by Race and Hispanic Origin Colorado - All Ages and 18 years and over. https://dola.colorado.gov/dlg/demog/2010data/race%20and%20hispanic%20origin%20state_2000%202010.pdf

TABLE 4
Cost Per Offender by Facility^a

<i>Facility</i>	<i>Annual Cost</i>	<i>Daily Cost</i>	<i>Facility</i>	<i>Annual Cost</i>	<i>Daily Cost</i>
Colorado Correctional Center	\$26,437	\$72.43	Centennial Correctional Facility	\$64,386	\$176.40
Delta Correctional Center	\$35,124	\$96.23	Colorado State Penitentiary	\$48,487	\$132.84
Rifle Correctional Center	\$30,072	\$82.39	Denver Reception & Diagnostic Center	\$65,007	\$178.10
Skyline Correctional Center	\$23,973	\$65.68	Denver Women's Correctional Facility	\$41,303	\$113.16
Level I Security Average	\$29,798	\$81.64	San Carlos Correctional Facility	\$79,515	\$217.85
Arrowhead Correctional Center	\$32,226	\$88.29	Southern Transport Unit	\$39,037	\$106.95
Four Mile Correctional Center	\$25,382	\$69.54	Sterling Correctional Facility	\$30,456	\$83.44
Trinidad Correctional Center	\$30,934	\$84.75	Level V Security Average	\$52,599	\$144.11
Level II Security Average	\$29,423	\$80.61	Average Cost Grand Total	\$35,895	\$98.34
Arkansas Valley Correctional Facility	\$30,415	\$83.33	External Capacity	\$20,939	\$57.37
Buena Vista Correctional Facility	\$30,207	\$82.76	Community & Parole Supervision		
Colorado Territorial Correctional Facility	\$41,818	\$114.57	Community Corrections	\$4,617	\$12.65
Fremont Correctional Facility	\$28,240	\$77.37	Community Corrections ISP	\$19,750	\$54.11
La Vista Correctional Facility	\$40,333	\$110.50	Parole	\$4,544	\$12.45
Level III Security Average	\$32,683	\$89.54	Parole ISP	\$9,574	\$26.23
Limon Correctional Facility	\$32,142	\$88.06	Youthful Offender System		
Level IV Security Average	\$32,142	\$88.06	YOS Pueblo Facility	\$76,584	\$209.82
			YOS Aftercare	\$38,913	\$106.61
			YOS Backlog	\$54,254	\$148.64

Note: May not total due to rounding error.

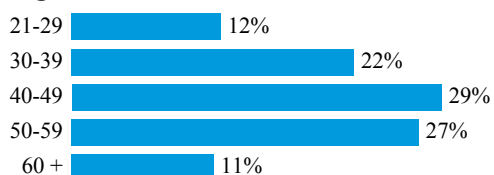
^a Colorado Department of Corrections Finance and General Administration

FIGURE 10
Employee Demographics

Gender



Age Range



Ethnicity

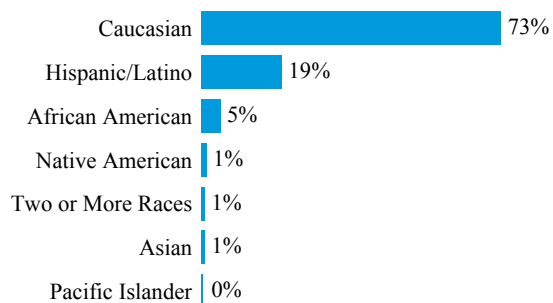


FIGURE 11
Correctional Officers (CO) by Rank (N = 3,342)

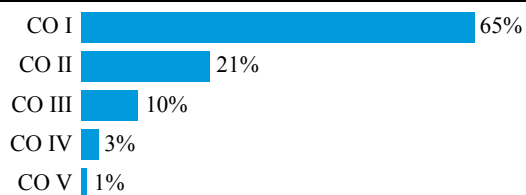
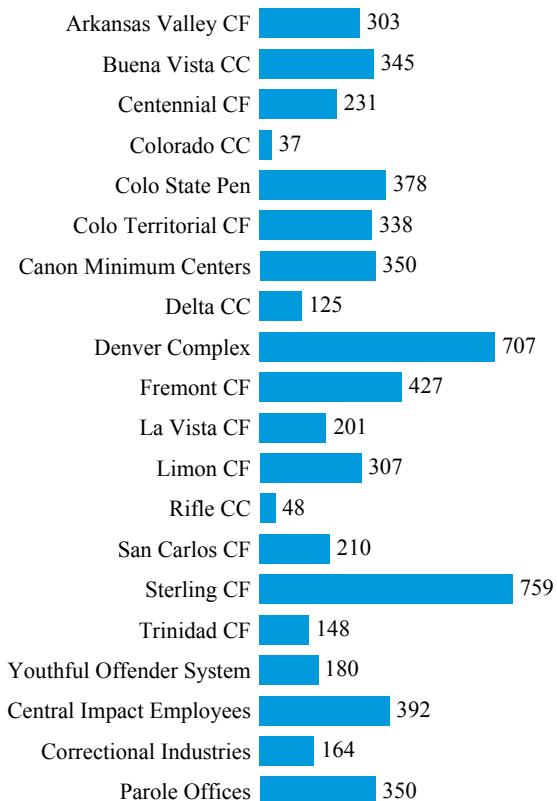


FIGURE 12
Employees per Facility (N = 6,000)

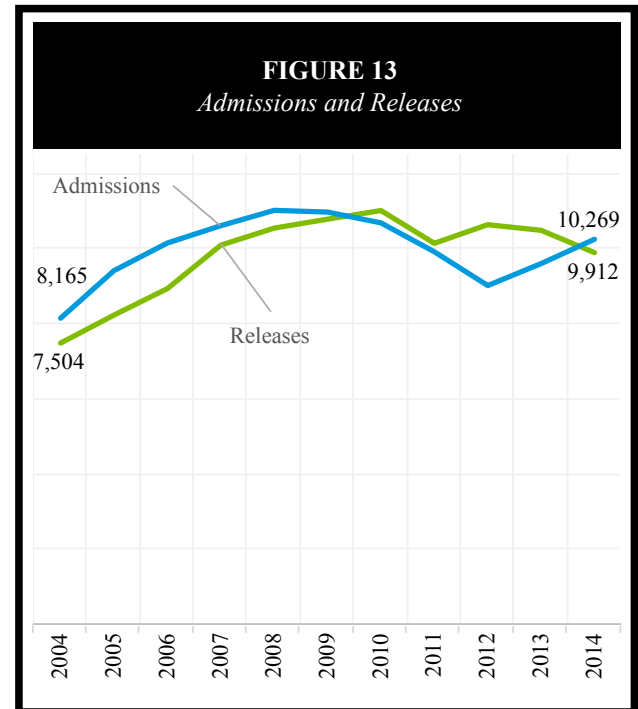


Note: The Central Impact Employees category includes Central Office, Business Office, Training, Warehouse, Transportation, Investigations, CWCF and Canteen.

Inmate Admissions

Admissions to the CDOC adult prison system increased in FY 2014 by 6.3%. This is the second year of increase after a steady four-year decline (see **Figure 13**). Additionally, for the first time in four years, admissions have surpassed releases. Releases showed a 5.7% decrease from FY 2013.

Table 5 shows counts by admission type and gender for FY 2014. Compared to FY 2013, male admissions increased 5.3%, while female admissions increased 13.4%. Court commitments include individuals receiving new incarceration sentences; technical returns include offenders previously incarcerated in Colorado who released to parole, probation, or a court-ordered discharge and subsequently returned without a new felony conviction. Technical returns may have new misdemeanor convictions, traffic convictions or violations of conditions specified in the parole agreement. Other admissions consist of transfers under interstate compact agreements, bond returns, returns under the consecutive sentence audit



and dual commitments.

Figure 14 shows 10-year trends of admissions by type. Court commitments decreased from FYs 2008 through 2012, while technical returns only decreased from FY 2010 through FY 2012. Both court commitments and technical returns contributed to the overall increase in admissions in FYs 2013 and 2014. Court commitments increased by 2.9%, and technical returns by 11.4%, from FYs 2013 to 2014.

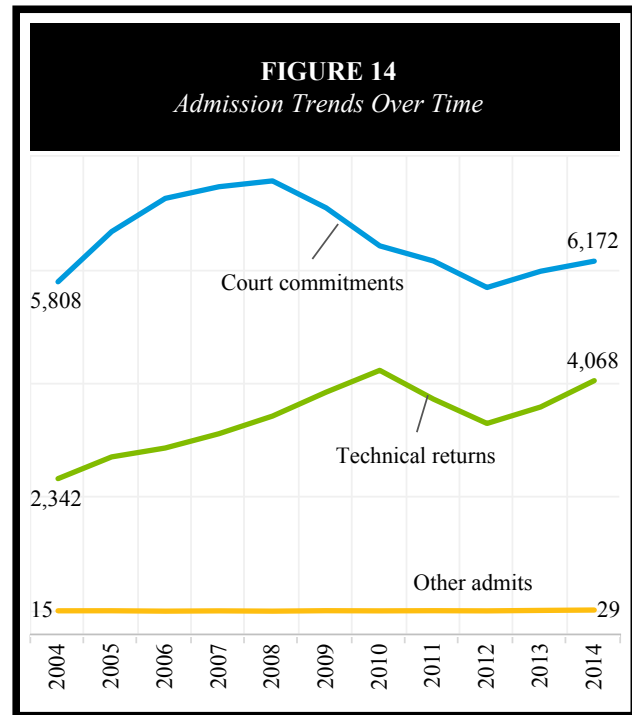
TABLE 5
Adult Admissions

ADMISSION TYPE	MALE	FEMALE	TOTAL
Court Commitments/New Conviction			
New Commitments	4,496	738	5,234
Parole Return	815	96	911
Court-Ordered Return	8	3	11
Probation	12	0	12
YOS Failure	4	0	4
Subtotal	5,335	837	6,172
Technical Returns			
Parole Return	3,559	461	4,026
Court-Ordered Discharge	24	2	26
Probation	20	2	22
Subtotal	3,603	465	4,068
Other			
Interstate Compact	23	1	24
Bond Return/Audit Return/State Hospital	5	0	5
TOTAL ADMISSIONS	8,966	1,303	10,269

DEMOGRAPHIC CHARACTERISTICS

Demographic characteristics of offenders incarcerated as court commitments and technical returns were examined. In FY 2014, 567 offenders had multiple admissions. In order to illustrate the characteristics of offenders admitted, each offender was included only

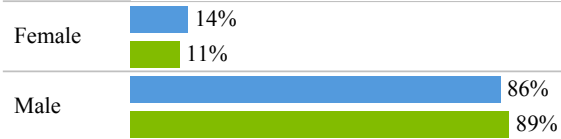
FIGURE 14
Admission Trends Over Time



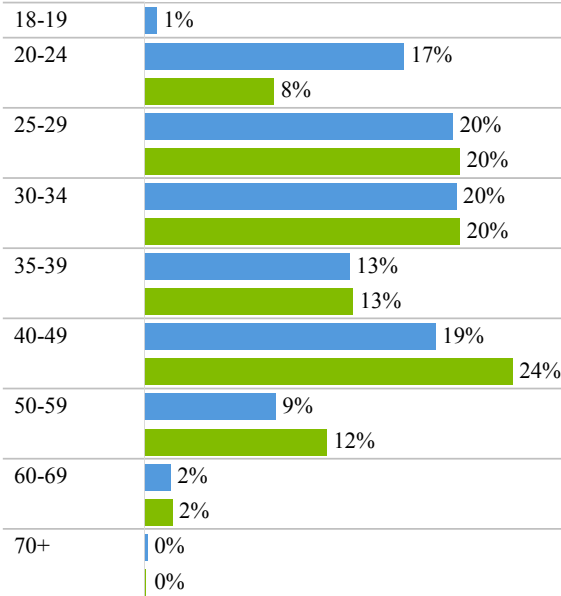
once using his or her first admission for the fiscal year. The descriptive analysis includes 6,063 court commitments and 3,624 technical returns. The demographic characteristics of FY 2014 inmate admissions are provided in **Figure 15**. Gender was similar across admission types. No commitments were under the age of 19. Certain youthful offenders receiving an adult prison sentence may be eligible for YOS, a sentencing alternative created in 1993; this population is reported elsewhere. Among 2014 commitments, 6% were 50 or older.

FIGURE 15
Admission Type by Gender

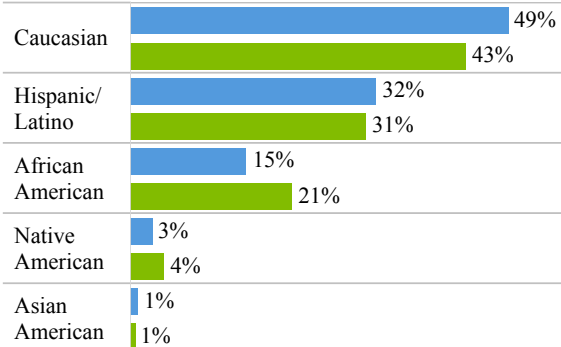
Gender



Age Group



Ethnicity/Race



■ Court Commitments
■ Technical Returns

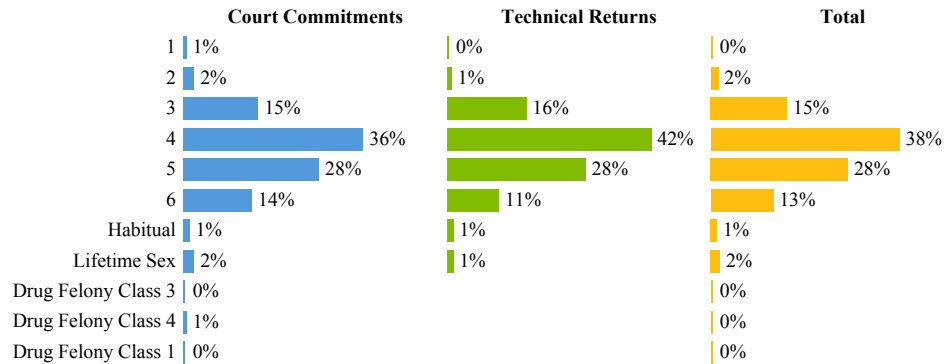
OFFENSE DATA

To assess the seriousness of inmates' sentences, the felony class of the most serious offense conviction is used. Most serious offense is determined by a number of factors including sentence length, felony class, enhancements (e.g., habitual, lifetime supervision) and crime type. Again, multiple admissions were removed so that individuals were only included once; their first admission for the year was used. Felony-class distributions of both court commitments and technical returns show that Class 4 felonies were the most common, followed by Class 5 and then Class 3 offenses (see **Figure 16**). Figure 16 also presents the crime type of the most serious offense, again by admission type and violence category. Offenses are categorized as violent or nonviolent, using a broad definition describing the general nature of the offense rather than the statutory definition found in C.R.S. 18-1.3-406.

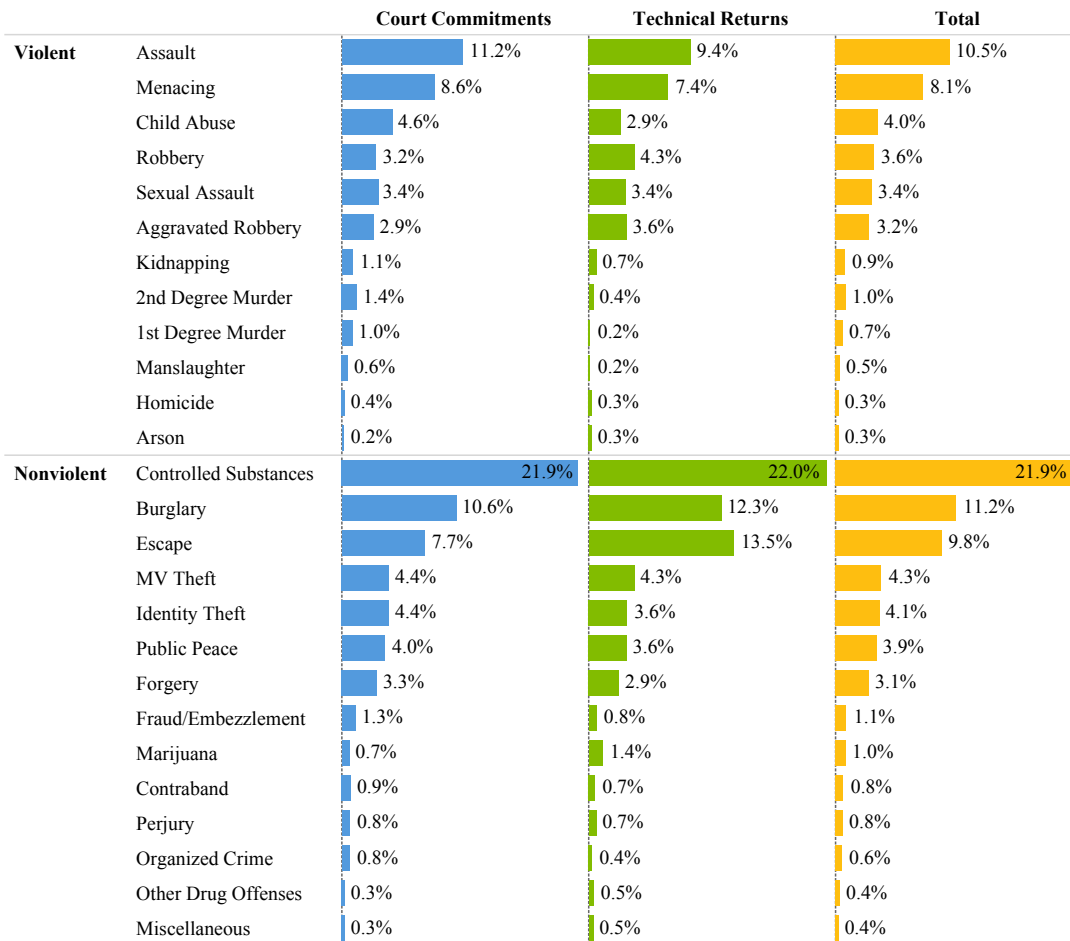
Roughly one-third of admissions are for violent crimes and two-thirds are for

FIGURE 16
Admission Type by Most Serious Offense

Felony Class



Crime Type



nonviolent, although technical returns are more likely to have nonviolent offenses than are court commitments. (This is because violent offenders have longer prison sentences and parole less frequently than nonviolent offenders).

COUNTY OF COMMITMENT

Figure 17 displays the percentage of court commitments and technical returns from each county in the state. Denver County continues to represent the largest portion of admissions, followed by other counties along the Front Range such as El Paso, Jefferson, Adams and Arapahoe.

GENDER COMPARISON

Figure 18 shows the gender split for each crime category.

LENGTH OF STAY

The average length of stay of new court commitments and parole returns with a new crime is estimated by the Division of Criminal Justice in the annual Correctional Population Forecast. Average lengths of stay are estimates

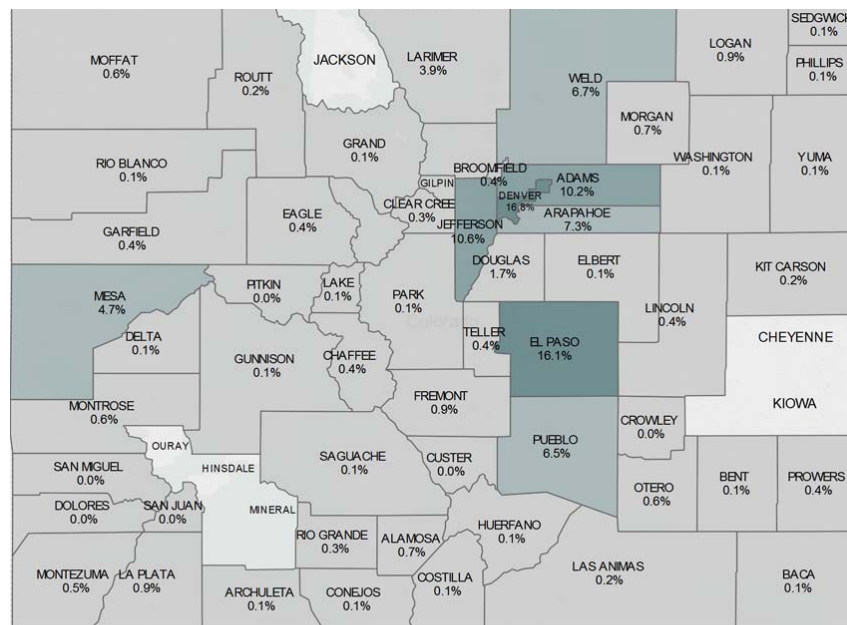
of actual time that new admissions are expected to serve in prison. These calculations are made using sentence length and time served for inmates released during the same year. **Table 6** presents anticipated lengths of stay based on felony class (F1 – F6) and crime type (extraordinary risk of harm, sex, drug, and other).

HABITUAL OFFENDER SENTENCES

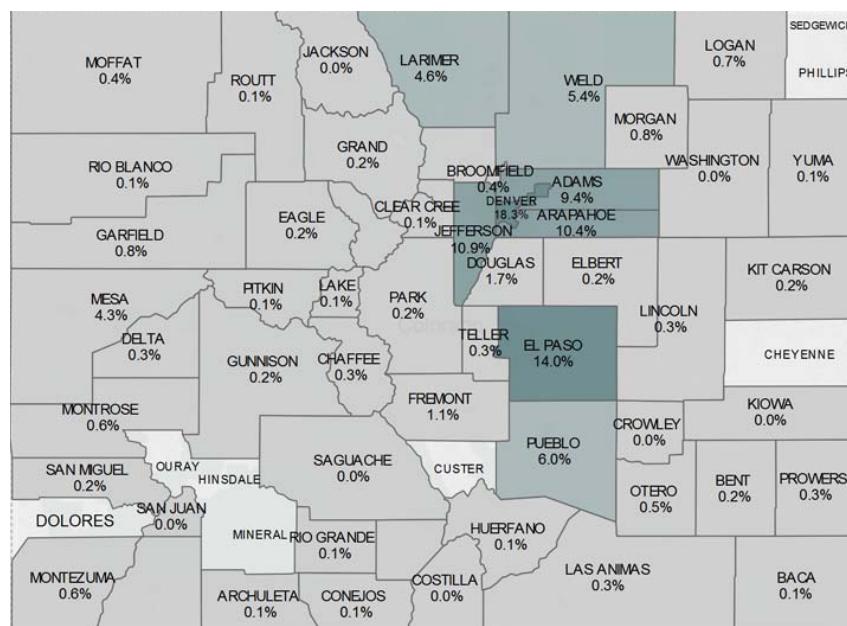
Figure 19 summarizes court commitments with habitual convictions. Fifty offenders were sentenced under habitual offender provisions for their most serious offense in FY 2014, only one of which was sentenced under pre-HB 93-1302 law. It should be noted that some offenders who received habitual sentences are not reported here if their most serious offense was not the crime(s) carrying the habitual sentence, although sentence enhancements correspond to most serious offenses in the majority of cases. Offenders sentenced under pre-HB 93-1302 receive a life sentence with parole eligibility after 40 years or a 25- to 50-year sentence. Those sentenced

FIGURE 17
Percent of Court Commitments & Technical Returns by County of Conviction

Percent of Court Commitments



Percent of Technical Returns



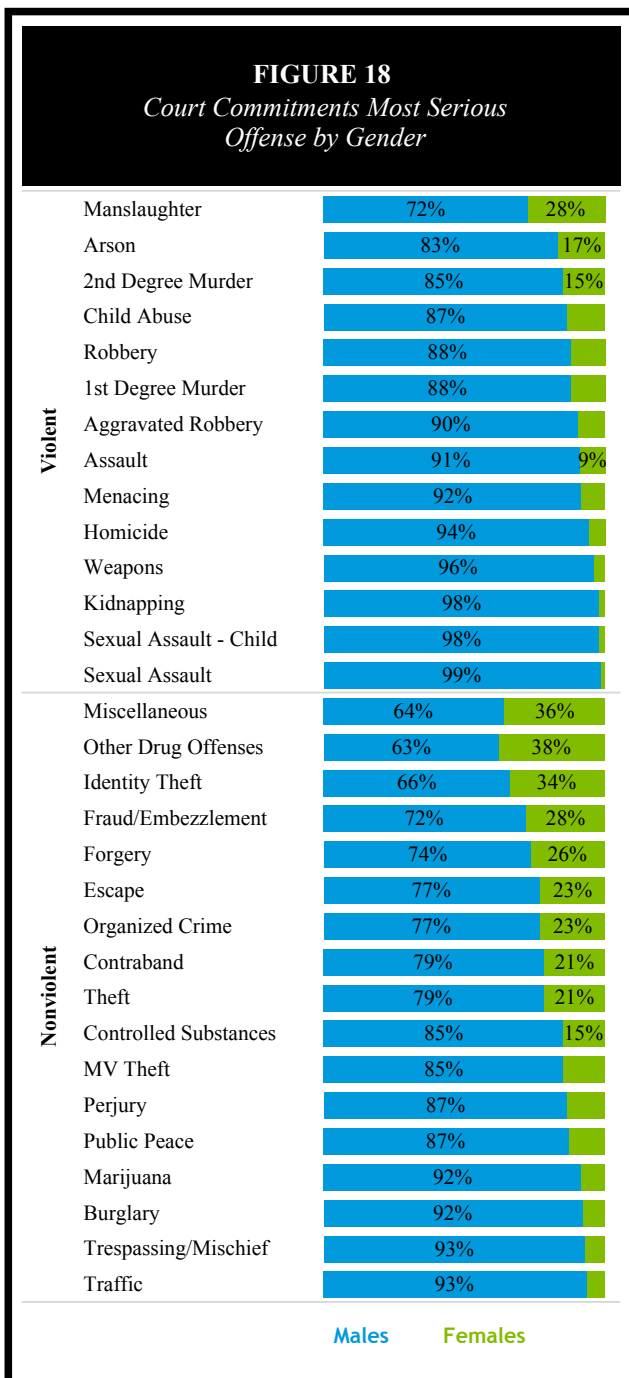
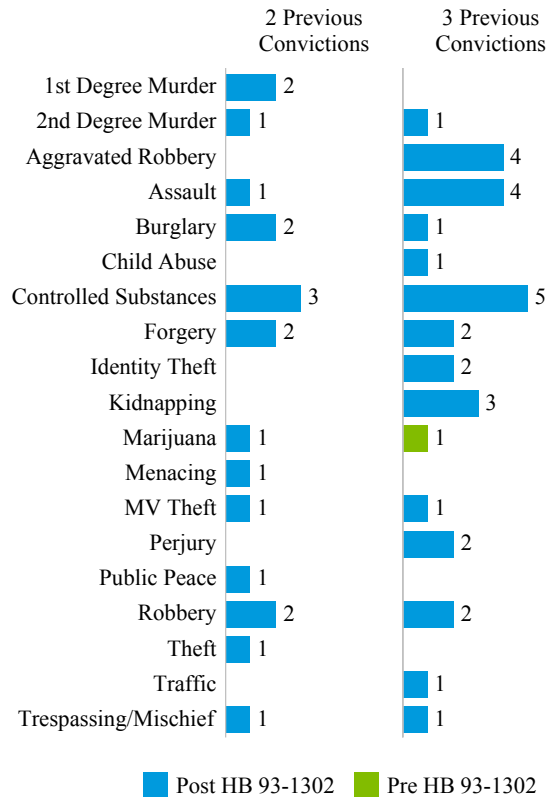


TABLE 6
Estimated Average Length of Stay (Months)

Felony Class/Type	New Commitments		Parole Returns	
	Male	Female	Male	Female
F1	480.0	480.0	—	—
F2 Ext	233.5	237.2	138.5	25.5
F2 Sex	—	—	—	—
F2 Drug	—	—	70.5	—
F2 Other	98.7	106.9	47.7	—
F3 Ext	87.0	59.1	79.1	57.5
F3 Sex	101.0	84.8	103.0	—
F3 Drug	59.7	47.8	39.0	34.8
F3 Other	69.3	—	60.3	31.2
F4 Ext	50.1	39.2	40.7	29.2
F4 Drug	30.2	28.8	28.8	19.7
F4 Other	40.0	34.0	33.9	36.3
F5 Ext	28.5	20.1	29.4	17.4
F5 Sex	33.7	31.6	26.1	—
F5 Drug	20.0	27.1	35.3	29.5
F5 Other	24.2	22.8	23.7	19.0
F6 Ext	16.3	12.1	24.4	—
F6 Sex	11.6	11.7	14.8	—
F6 Drug	10.8	10.8	19.8	25.6
F6 Other	11.8	12.2	13.7	10.8
Habitual	204.5	297.6	139.7	33.0
Lifetime	262.2	311.6	67.5	—
TOTAL	52.1	37.9	43.5	29.3

post-HB 93-1302 receive a sentence at three times the maximum of the presumptive range for two previous convictions and four times the maximum for three previous convictions.

Table 7 shows the average, minimum and maximum sentences for those with two or three previous convictions.

FIGURE 19*Habitual Offender Commitments (N = 50)***TABLE 7***Habitual Offender Sentences (Years)*

	2 Previous Convictions	3 Previous Convictions
Average	29	49
Minimum	3	1
Maximum	96	292

LIFETIME SUPERVISION SEX OFFENDERS

Legislation enacted in 1998 requires most offenders convicted of Class 2, 3 or 4 sex-offense felonies to be sentenced to prison for a set minimum term and a maximum term of life. **Table 8** details the felony class and average minimum sentences for offenders sentenced to prison under the lifetime sex offender supervision provision in FY 2014; all were males except one. The data shown in Table 8 may not represent all commitments sentenced under these provisions, as this analysis uses only the most serious crime. In some cases the most serious crime is a non-sexual offense, and the lesser qualifying sex offense carries the lifetime supervision sentence.

TABLE 8*Lifetime Supervision Sentences (Years)*

	# Offenders	Avg. Minimum Sentence
Felony Class 2	5	49
Felony Class 3	69	22
Felony Class 4	74	6
TOTAL	148	15

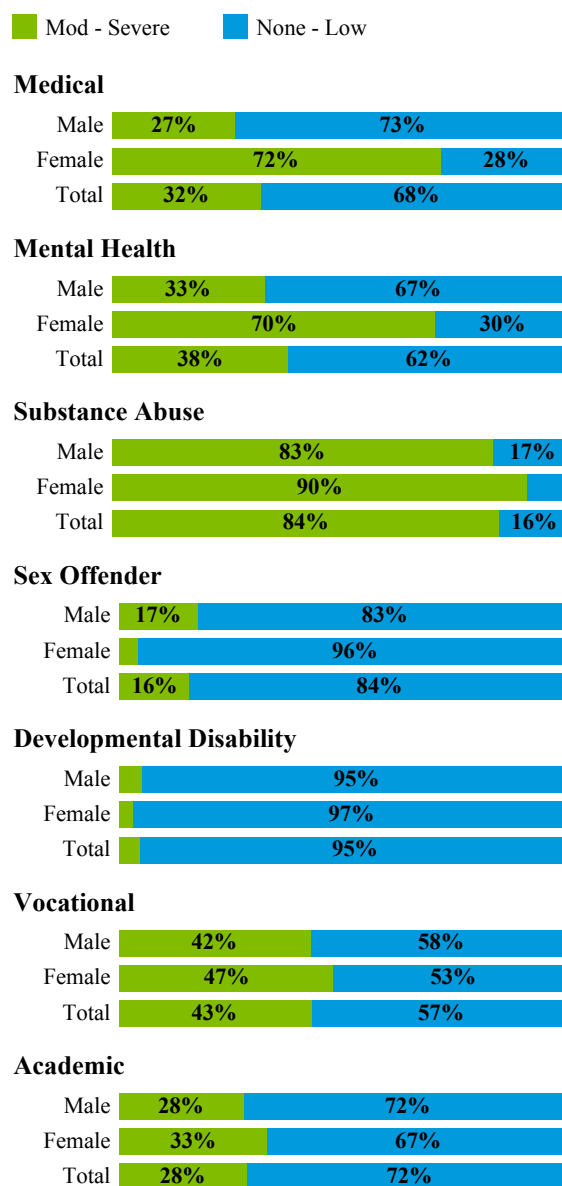
RISK & NEEDS ASSESSMENTS

Initial needs levels are assessed during the diagnostic process for court commitments and are used for identifying inmates for placement in services. These needs levels are assessed through a combination of methods, including observation, interview, self-report, standardized testing and review of criminal justice records. Each needs level is rated on a scale of one through five, with higher scores indicating greater needs.

Figure 20 compares the ratio of court commitments with moderate-to-severe needs (levels 3 through 5) in each area to those with none-to-low needs (levels 1 and 2). Generally, inmates with moderate to severe needs are targeted for services in that area. The highest needs areas overall are substance abuse followed by vocational and mental health. Compared to males, females have much higher medical, mental health, substance abuse and vocational needs, but lower sex offender treatment needs.

Lastly, **Figure 21** shows risk distributions of male and female court commitments, as assessed using the LSI-R (Level of

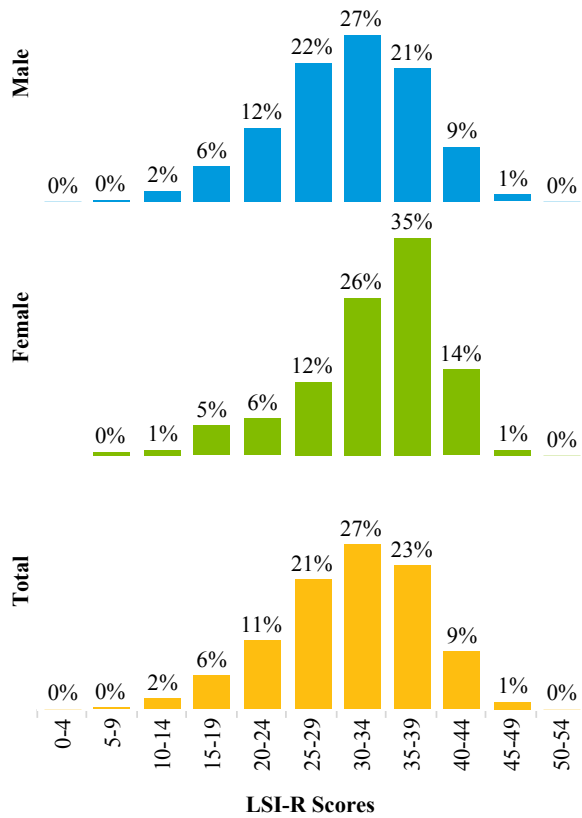
FIGURE 20
Court Commitments Needs Levels



Supervision Inventory — Revised). The average range is 30 – 34 for males and 35 – 39 for females.

FIGURE 21

Court Commitments LSI-R Risk Distribution



Inmate Releases

This section reflects actual releases from inmate status, which may include releases from prison, community corrections or jail settings. These releases may differ from those reported by the Parole Board, which are a reflection of when releases are granted and may not occur in the same fiscal year as the actual release.

There are three main release categories. Parole releases include inmates who are granted discretionary parole by the Parole Board, inmates who serve their maximum sentence and release on their mandatory release date, and inmates who re-parole after having their parole revoked. Certain felony Class 4, 5 and 6 offenders who do not receive discretionary parole may release 30 – 60 days before their mandatory release date if eligible per the provisions of HB 09–1351. Sentence discharges include Martin/Cooper discharges, and discharges to pending charges or detainers. Martin/Cooper discharges apply

to offenders convicted of sex offenses between July 1, 1993, and June 30, 2002. The Colorado State Supreme Court (*People v. Martin*, Case 99SC602) and the Colorado Court of Appeals (*People v. Cooper*, Case 98CA1614) ruled that these sex offenders were subject to a period of discretionary parole that could not be longer than the remainder of the imposed maximum sentence of incarceration. These cases became final in July 2001.

As a result, sex offenders convicted of offenses between 1993 and 2002 are no longer subject to the mandatory parole provisions. This ruling has resulted in 1,351 sex offenders discharging their prison sentences without further supervision since FY 2002. An appellate court decision in *People v. Falls* (Case 00CA2169) ruled that habitual offenders with dates of offense between July 1, 1993, and June 30, 2003, fell into the same category as Martin/Cooper and were not required to serve a mandatory

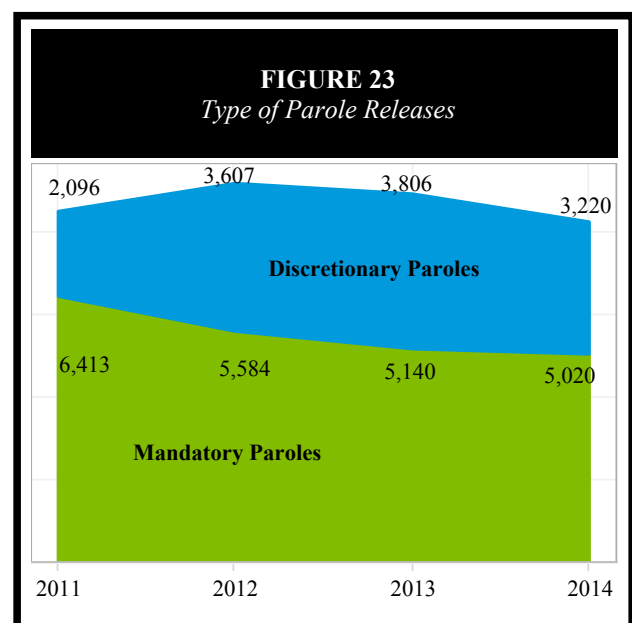
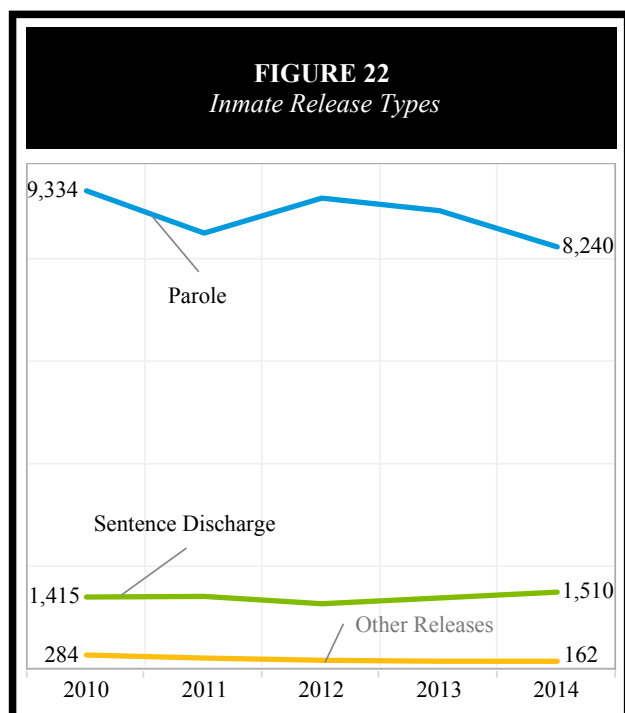
period of parole. Other releases include release to probation, court-ordered discharge and deceased.

RELEASES BY TYPE

Inmate releases have increased seven of the past 10 years, with the exception years being FYs 2011, 2013 and 2014 (see Figure 13 in the Inmate Admissions section). An examination of release types shows that decreased inmate release rates correspond with fewer releases to parole (see **Figure 22**). CDOC implemented procedural changes in December 2005. These changes affected inmates scheduled for parole

release during the weekend. Releases on the mandatory release date or mandatory re-parole date falling on a weekend day or observed federal holiday were released a few days earlier, resulting in offenders being reported as discretionary parole instead of mandatory parole or re-parole. Since December 2008, weekend releases (mandatory and re-parole) have been coded separately from discretionary parole releases.

Figure 23 shows the breakdown of parole releases by fiscal year since the releases have been coded correctly (re-paroles are included with mandatory parole). The increase in FY 2012 coincides with a substantial increase in



Inmate Releases

discretionary and mandatory parole releases. The decrease in parole releases in FY 2014 is attributable to fewer mandatory and discretionary parole releases. **Table 9** provides details of releases by gender for FY 2014.

TABLE 9
Inmate Release Types by Gender

RELEASE TYPE	MALE	FEMALE	TOTAL
Parole			
Discretionary	2,251	407	2,658
Mandatory	1,986	207	2,193
Mandatory Reparole	2,025	294	2,319
HB 1351 Mandatory	630	135	765
Subtotal	6,892	1,043	7,935
Sentence Discharge			
Discharge	1,204	144	1,348
Martin/Cooper Discharges	10	1	11
Discharge to Pending Charges	130	23	153
Discharge to Detainer	67	0	67
Subtotal	1,411	168	1,579
Other			
Probation	48	10	58
Court-Ordered Discharge	28	2	30
Deceased	50	0	50
Colorado State Hospital Transfer	4	0	4
Appeal Bond	2	0	2
Subtotal	132	12	142
TOTAL RELEASES	8,435	1,223	9,656

Approximately 12 – 15% of annual releases are sentence discharges. However, as illustrated in **Figure 24**, the majority of inmates that released were governed by current law (1993 – present), which requires a period of parole supervision. Only 9% of offenders who discharge their sentence were not required to serve a period of parole. The other 91% had previously released to parole and subsequently had their parole revoked. These individuals discharged from inmate status as they reached the end of their sentence before they could re-parole. **Figure 25** illustrates the rate of

FIGURE 24
Governing Law by Release Type

Parole	Pre-1979	0%
	1979-1985	0%
	1985-1993	1%
	1993-present	99%
Sentence Discharge	Other (Includes Interstate)	1%
	1985-1993	2%
	1993-present	97%
Other	Pre-1979	3%
	1985-1993	3%
	1993-present	94%
Total	Other (Includes Interstate)	0%
	Pre-1979	0%
	1979-1985	0%
	1985-1993	1%
	1993-present	99%

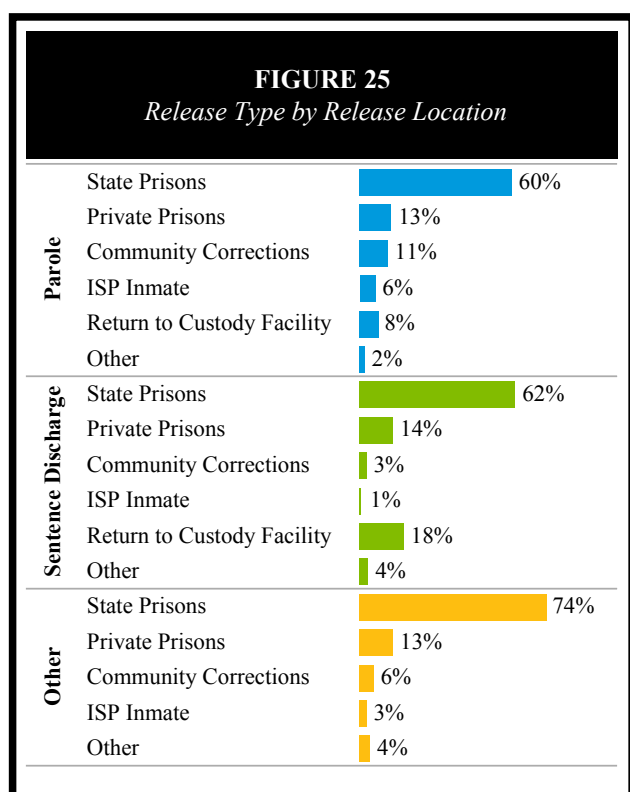
releases by type and location. Releases are not shown by specific prison facilities because inmates often release from a transport hub. The majority of inmates release from state prisons to parole. Approximately 17% successfully transition from prison to parole via community corrections and/or ISP inmate status. More inmates released from private prisons in FY 2014 than in previous years. This is attributable to a large number (483) of releases directly from Cheyenne Mountain Reentry Center.

Approximately 26% either returned to parole or discharged their sentence from a return-to-custody facility. Inmates sentenced in Colorado who are under the supervision of other jurisdictions are reported in “Other.” Other jurisdictions may include the Colorado Mental Health Institute at Pueblo (CMHIP), other state facilities, dual commitments to interstate compact and Colorado, and the federal system.

TIME SERVED IN PRISON

Time served in prison relative to governing sentence was analyzed for prison releases. The governing sentence is determined by the sentence or consecutive scheme resulting in the latest mandatory release date. Once an inmate paroles, the statutorily mandated parole period governs; if the offender is revoked for technical violations, the parole period continues to govern. If an offender is revoked due to a new conviction, the governing sentence can be either the new conviction or the existing parole period. The sentence resulting in the latest mandatory release or statutory discharge date will govern. If the new

FIGURE 25
Release Type by Release Location

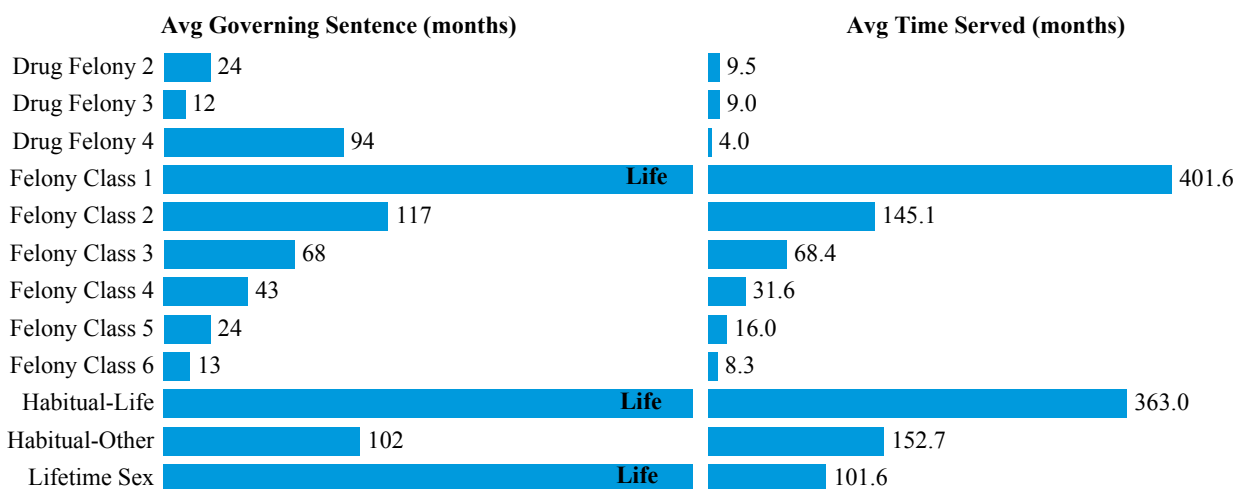


conviction is ordered to run consecutive to the existing parole sentence, both sentences will be part of the governing scheme. The broad presumptive sentencing ranges, combined with enhanced sentencing and concurrent versus consecutive sentencing provisions, create vast disparities within each crime category and felony class. Time served in prison does not include time previously served in prison, time credits awarded for probation or diversionary programs, jail credits, and pre-sentence confinement awards. However, time spent in county jail (backlog)

waiting for prison bed space after sentencing is included as time served in prison.

A narrow definition was used to best represent the amount of time that newly sentenced inmates might spend in prison. Only court commitments who released to parole or discharged their sentence were included in the comparison (see **Figure 26**). Governing sentences and imprisonment time clearly increase with felony class. Habitual offenders and lifetime supervision sex offenders also serve lengthy sentences. Habitual offenders serve about the same amount of time as Class

FIGURE 26
Court Commitments: Governing Sentence & Time Served in Prison
(N = 4,976)



2 felons; lifetime sex offenders serve slightly more than Class 3 felons. It should be noted that many offenders in the lower felony class ranges (i.e., Class 5 and 6) may have first been sentenced to probation or diversion but re-sentenced to serve a term of imprisonment due to technical violations or new crimes.

PROFILE OF INMATE RELEASES

Demographic and sentencing data were examined for the FY 2014 release cohort (see **Figure 27**). Certain offenders may release more than once during a given year (particularly those who violate the conditions of their parole). In order to best represent the characteristics of the people who release from inmate status, each offender was included in the release profile once. Consequently, the profile cohort included 8,435 males and 1,223 females, for a total of 9,658 offenders. An exploration of the profile data by gender revealed few differences, so the data is not shown here (please see appendix file). Likewise, the profile data is not shown by release type because there are no meaningful differences. There are some differences between inmates who release

on discretionary parole and those who release on mandatory parole (see **Figure 28**). In this comparison, only the first release was counted, and only releases to discretionary parole and mandatory (including HB 1351) parole were included. Re-paroles are not included in the mandatory parole releases. The final sample included 2,645 discretionary parole releases and 2,941 mandatory parole releases.

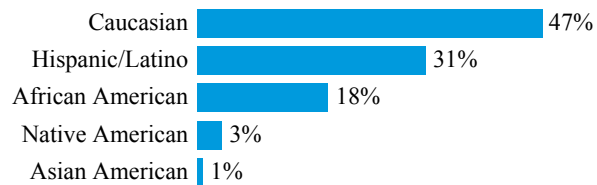
Offenders who released on discretionary parole during FY 2014 were more likely to be female, Asian American or Caucasian, older, and have no gang affiliation. Offenders with more serious felonies were more likely to receive discretionary parole, but for many (those convicted of Class 1 felonies and lifetime sex offenders), release can only be granted by the Parole Board. The LSI-R risk distributions show a “stair-stepping” of risk levels, whereby inmates with increased risk are less likely to be granted discretionary parole.

FIGURE 27
Profile of Releases (N = 9,020)

Gender



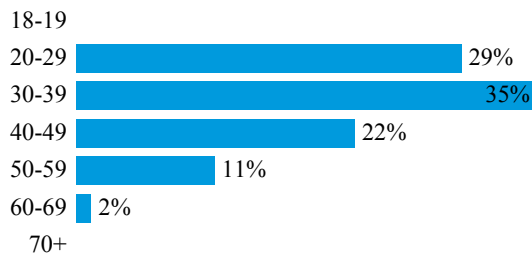
Ethnicity



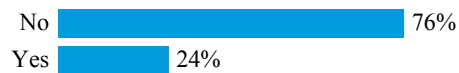
Average Age



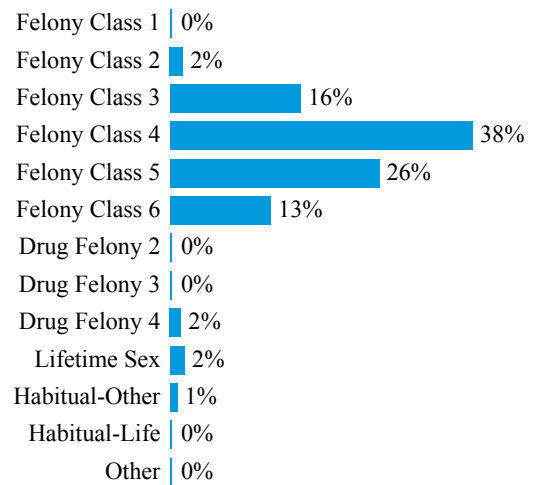
Age Groups



Gang Affiliation



Felony Class



Admission Type



LSI-R Risk Distributions

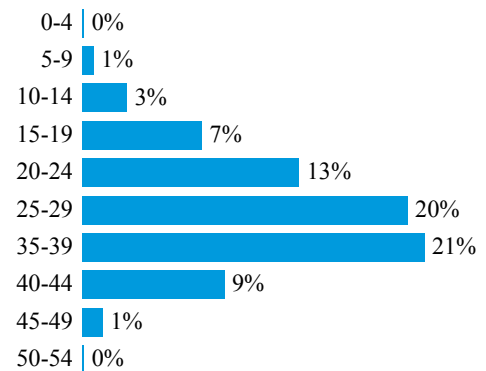


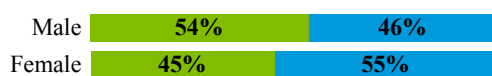
FIGURE 28
Mandatory vs. Discretionary Parole Releases (N = 5,586)

■ Mandatory ■ Discretionary

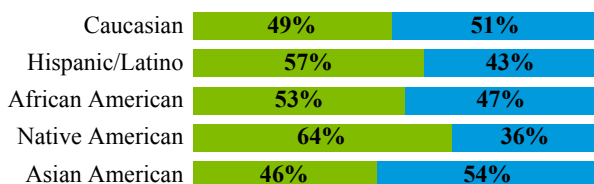
Mandatory vs. Discretionary Parole



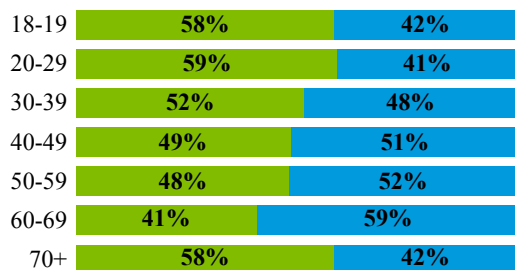
Gender



Ethnicity



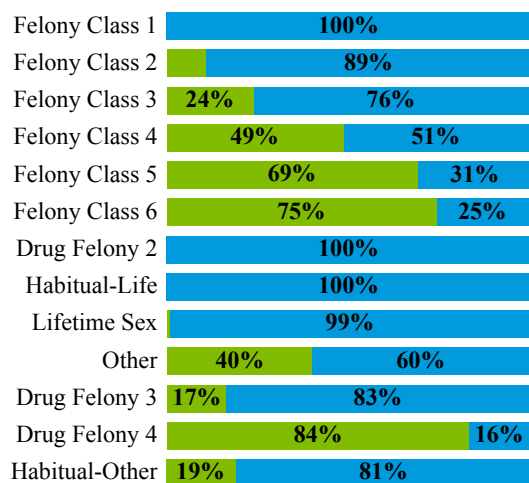
Age Groups



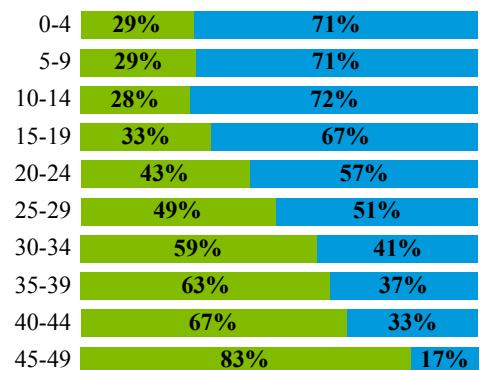
Gang Affiliation



Felony Class



LSI-R Risk Distributions



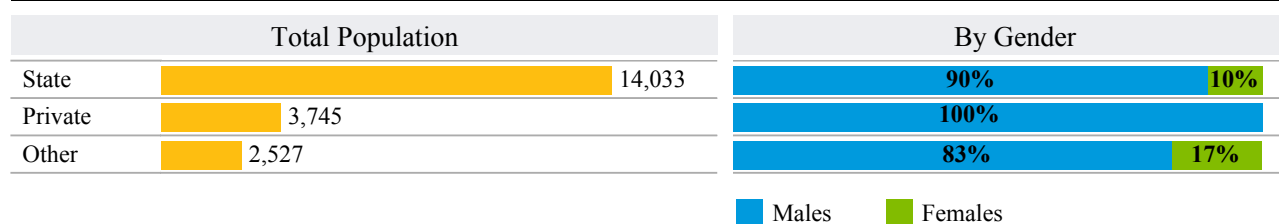
Inmate Population Characteristics

INMATE POPULATION

This section explores and summarizes the adult jurisdictional inmate population (excluding 217 fugitives). **Figure 29** shows the number of inmates by their location on the last day of the fiscal year. The majority (68%) were in state prisons, with 21% housed in private prisons or jail backlog and approximately 11% in the community. Jail backlog includes inmates awaiting placement in CDOC as a court commitment, a parole return for either a new crime or technical violation, or a regression from a community placement. In the case

of certain eligible parole violators, jail backlog also includes those awaiting placement in a community return to custody facility. The four private prisons used in FY 2014 only house male inmates. Denver Women's Correctional Facility and La Vista Correctional Facility were the sole prisons for female inmates, although females may be placed in the infirmary at the Denver Reception and Diagnostic Center and Colorado Territorial Correctional Facility. A small population of males was housed separately from the females at La Vista Correctional Facility during FY 2014.

FIGURE 29
Jurisdictional Inmate Population by Location on June 30, 2014 (N = 20,305)



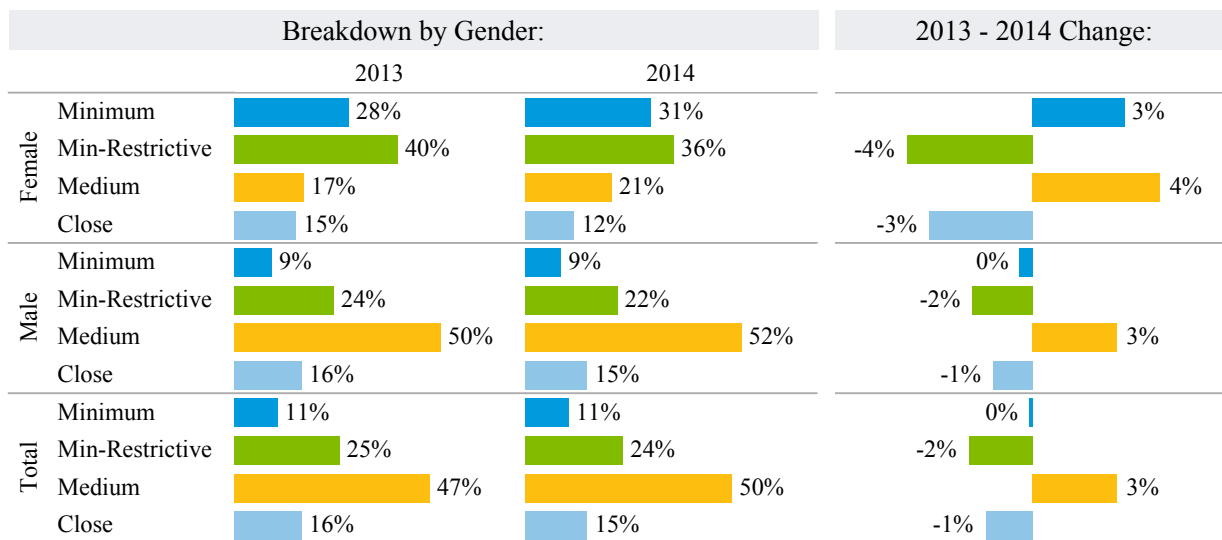
CUSTODY CLASSIFICATION & STATUS

All inmates are assessed upon intake into CDOC and reassessed at intervals during their incarceration. These assessments are done in order to determine the most appropriate housing placement. There are separate instruments for males and females for both the initial and reclassification assessments. In February 2013, implementation of a revised male classification system began, with full implementation achieved in July 2013. Changes were made to the

items and scoring on the male initial and reclassification instruments; administrative segregation moved from a custody level to a status; “Protective Custody” and “Residential Treatment Program” (RTP) were added as statuses for prison-based inmates; and community inmates were no longer classified using the inmate classification instrument.

Figure 30 provides a comparison of inmates’ custody levels at the end of FY 2013 and end of FY 2014. There was no change to the female classification instruments, so the small amount of variation in their custody

FIGURE 30
End of Year Classification Levels, FY 2013 & FY 2014



Inmate Population Characteristics

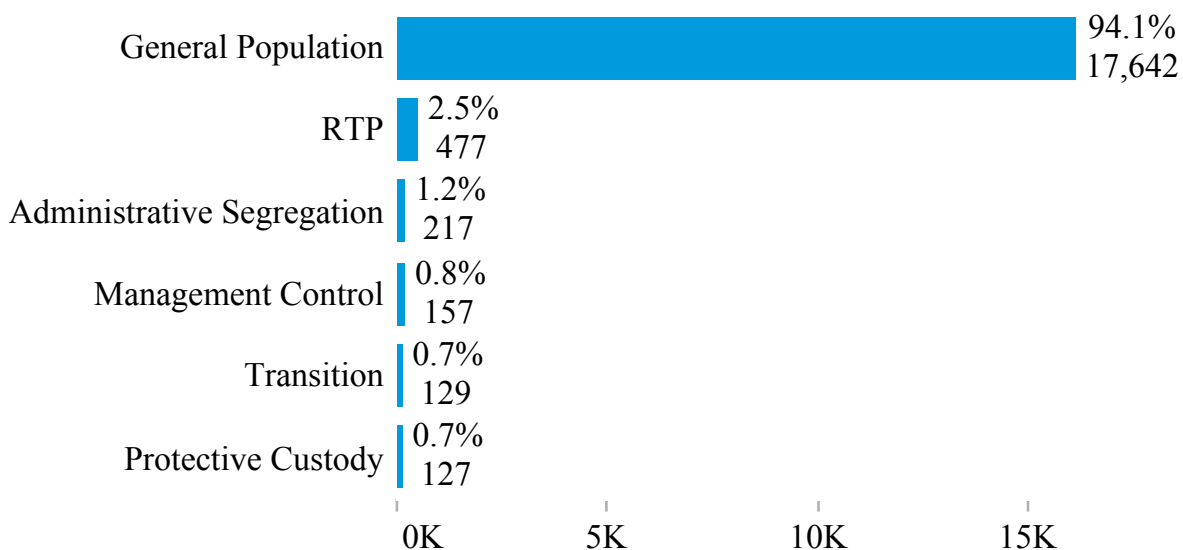
levels is likely due to fluctuations in the population characteristics.

There were three status types added during FY 2013. These status types were added to distinguish certain inmates from general population inmates. **Administrative Segregation** was designed for inmates who have demonstrated through their behavior that they pose a risk to the safety and security of a general population prison; it was the most restrictive housing option in CDOC. **Protective Custody** was added in 2013 to provide a

non-punitive housing option for inmates who would be at substantial risk of harm if placed in a general population setting. **RTP** was also added to designate inmates with mental illness or intellectual disabilities who are participating in specialized programs designed to promote pro-social behavior. **Figure 31** shows that the vast majority of incarcerated inmates are in the general population (94%), and approximately 6% have one of the status designations.

Since FY 2012, there has been a concerted effort to reduce the number of inmates housed

FIGURE 31
Status of Incarcerated Inmate Population (N = 18,749)



in Administrative Segregation. **Figure 32** shows the changes over time in the population that have occurred as a result of these efforts. This population peaked in September 2011 with 1,505 inmates (7.4%) in Administrative Segregation. This number dropped to 215 at the end of FY 2014, or 2.1%. As of July 1, 2014, all Administrative Segregation inmates were officially transitioned to Restrictive Housing.

MOST SERIOUS OFFENSE

Figure 33 contains the most serious offense distribution for the adult inmate population on June 30, 2014. More than half (56%) were incarcerated for a violent offense. In contrast to the inmate population, only 39% of court commitments had a violent offense. This discrepancy exists between the inmate population and new admissions because violent offenders with longer sentences remain in the prison system longer.

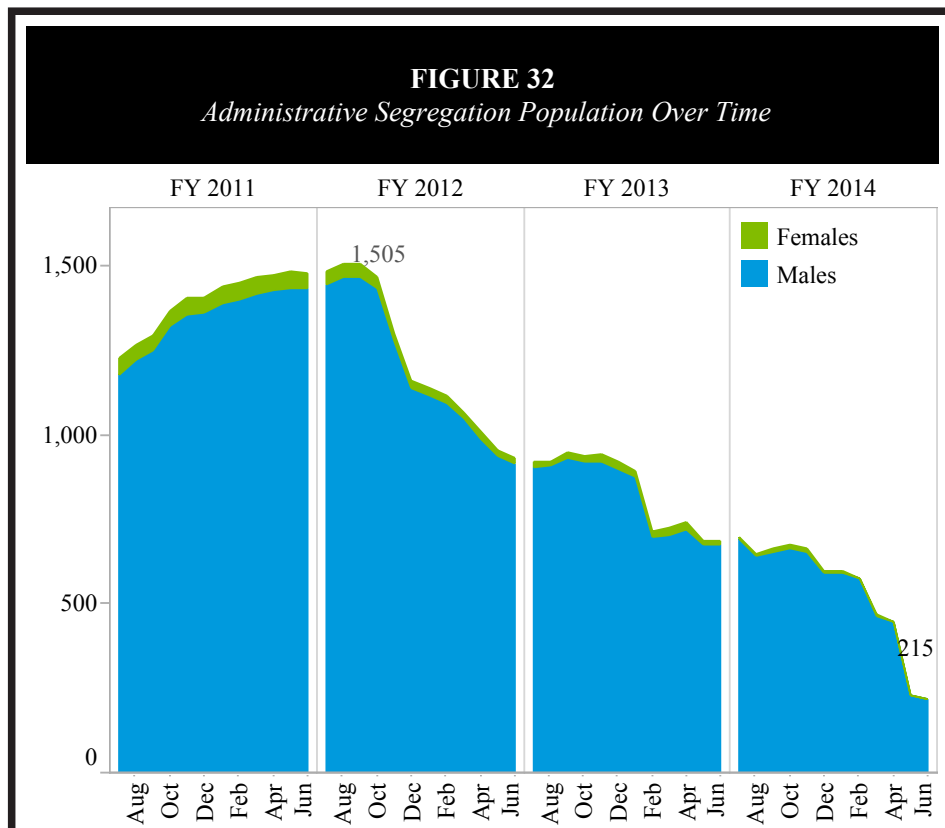
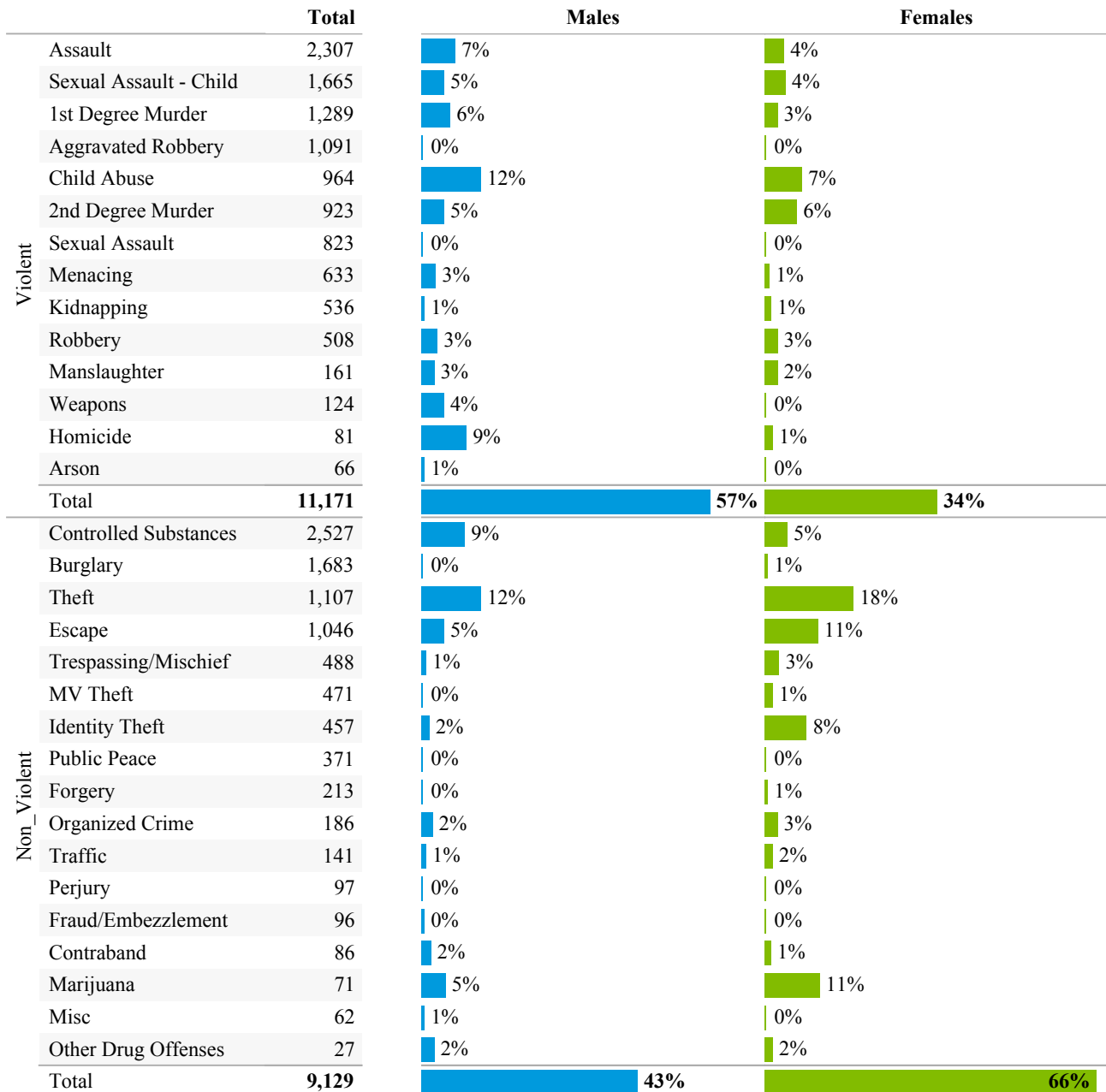


FIGURE 33
Most Serious Offense (N = 20,300)



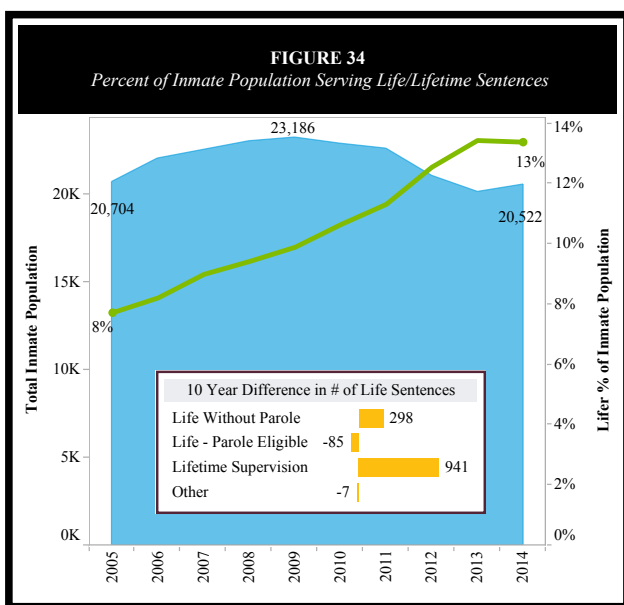
Note: Data excludes 217 fugitives and five dual-commitment cases from Colorado Mental Health Institute (Pueblo) with no crimes. Violent offenses are broadly defined by the general nature of the crime and do not conform to the statutory definition in CRS 18-1.3-406.

From 2009 to 2013, numerous legislative bills were passed in an effort to reduce the inmate population (see Overview section). These bills targeted less serious offenders for alternatives to incarceration, shorter sentences, increased earned time, and increased preference for discretionary parole. As a result, the inmate population has shifted to one with more serious offenders serving longer sentences. **Figure 34** shows a 10-year history of the total inmate population and the percent serving life or lifetime sentences. As can be seen, even during periods of population decline, life/lifetime inmates continued to account for a greater percentage of the population. The

inset graph shows that much of the increase is due to offenders sentenced under lifetime supervision. However, inmates serving life without parole sentences nearly doubled over the past decade; over this same time period, the total inmate population decreased less than 1%.

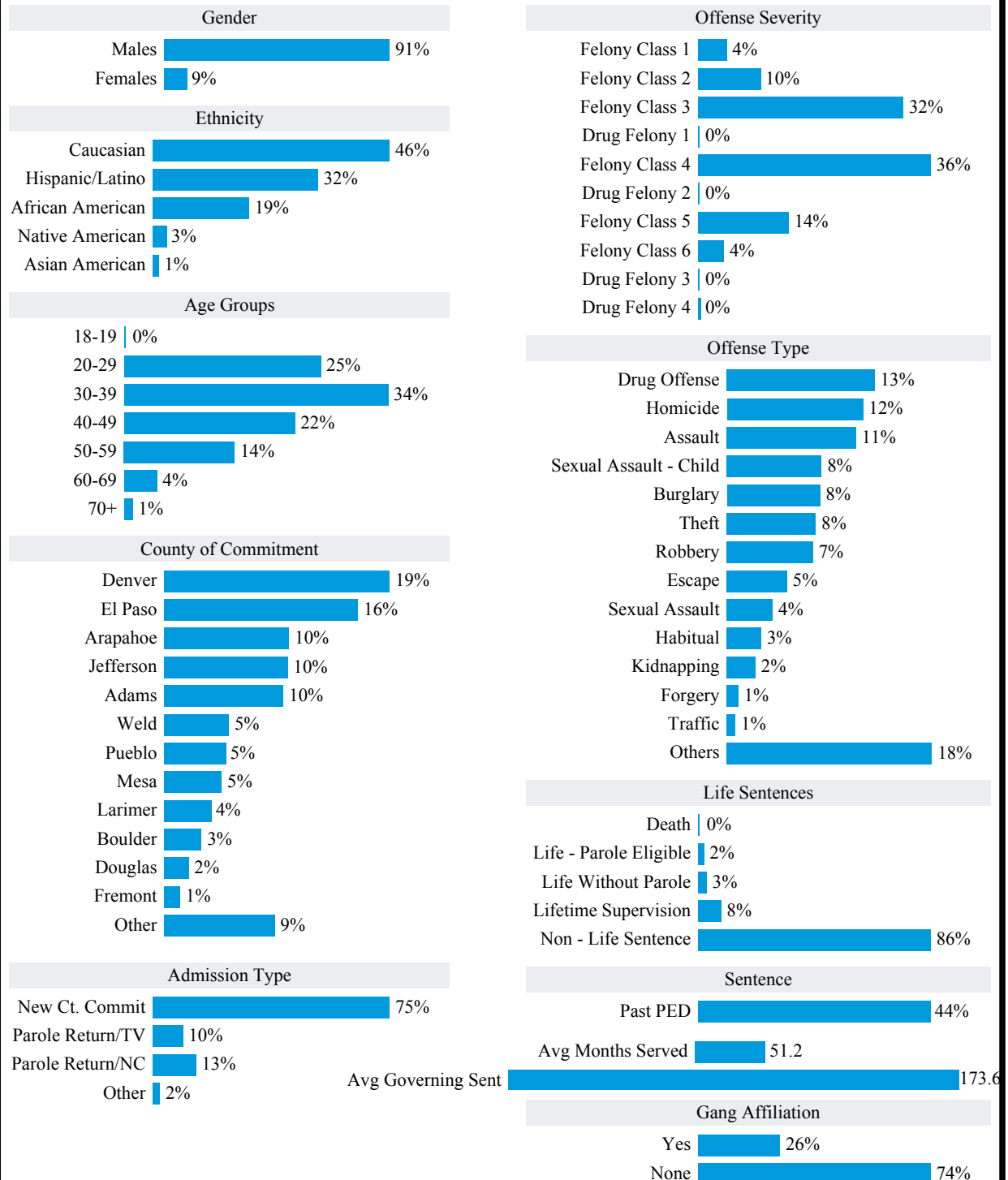
INMATE PROFILE

The profile of the total inmate jurisdictional population on June 30, 2014, is summarized in **Figure 35**. The total inmate jurisdictional population includes inmates in jail, prison and the community but does not include fugitives. Inmates were predominantly male, minority and ages 20 – 49. The majority were new court commitments sentenced from urban areas. Thirteen percent were serving sentences with a maximum term of life; 3% will never become parole eligible. Only 44% were past their parole eligibility date (PED). This rate is much lower than that seen in past years (49% in FY 2012 and 51% in FY 2011). The maximum governing sentence of the inmate jurisdictional population was quite long on average: 174 months or 14.5 years. In contrast, inmates



Note: Other includes pre-1979 and one-day-to-life sentences.

FIGURE 35
Jurisdictional Inmate Population Characteristics (N = 20,305)



had served a total of 51.2 months. For the majority of inmates, PED is calculated as 50% of the maximum governing sentence length minus pre-sentence confinement awarded by the court. Mandatory release date (MRD) is calculated as 100% of the maximum governing sentence length minus pre-sentence confinement awarded by the court. Various types of earned time awards can be applied to both dates to reduce the amount of time spent incarcerated.

Figure 36 provides similar information for female inmates only. Females differed from males across several categories. Female inmates were less likely to be minorities and more likely to be middle-aged than males. Females have a higher sentencing rate from El Paso county than males, but lower sentencing rate from Denver County. Female's offenses were different than male's: They were more likely than males to have a drug, theft or escape conviction as their most serious offense; they had shorter sentences; and they were less likely to have a life/lifetime sentence.

The profile of **community inmates** is shown in **Figure 37**. They differed from the total

inmate jurisdictional population in some expected ways. Because of the community return-to-custody option available to felony Class 4 – 6 parole violators, there were more offenders serving their parole sentence in the community, and these offenders had lower felony classes. Similarly, there were few community inmates serving life/lifetime sentences; a higher percentage of these inmates were past their PED due to community eligibility requirements. The community corrections population was comprised of a higher percentage of female, Caucasian and aged 30 – 49 inmates than was the jurisdictional population.

AGING TRENDS

Inmates over 50 years of age are the fastest-growing segment of the prison population. Between 1995 and 2010, the number of state and federal prisoners age 55 or older nearly quadrupled, increasing at almost seven times the rate of the general prison population.¹ In CDOC between 1993 and 2014, the number of inmates aged 50 and over increased

¹ Human Rights Watch. (201). *Old behind bars: The aging prison population in the United States*.

FIGURE 36

Female Inmate Population Characteristics (N = 1,866)

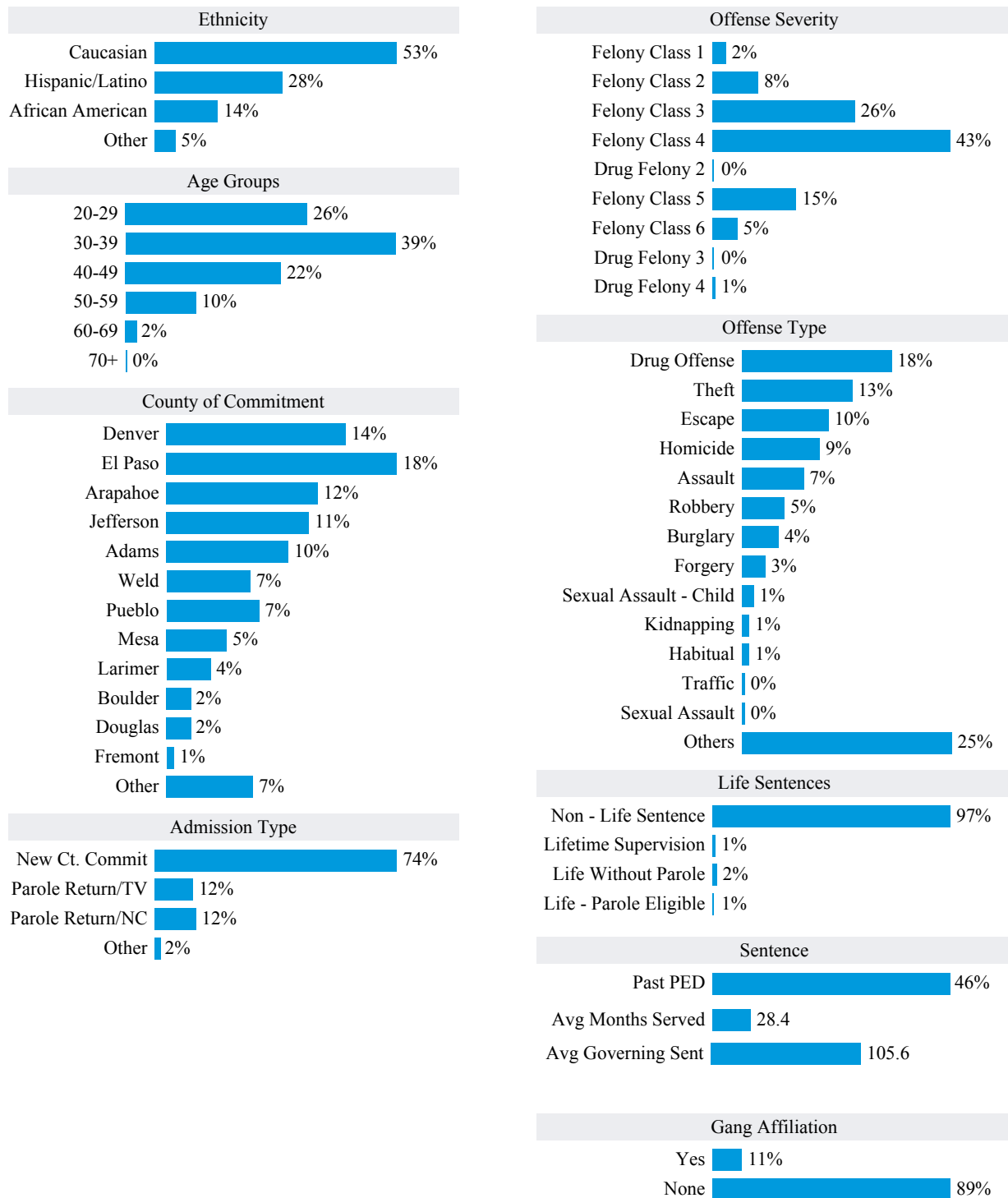
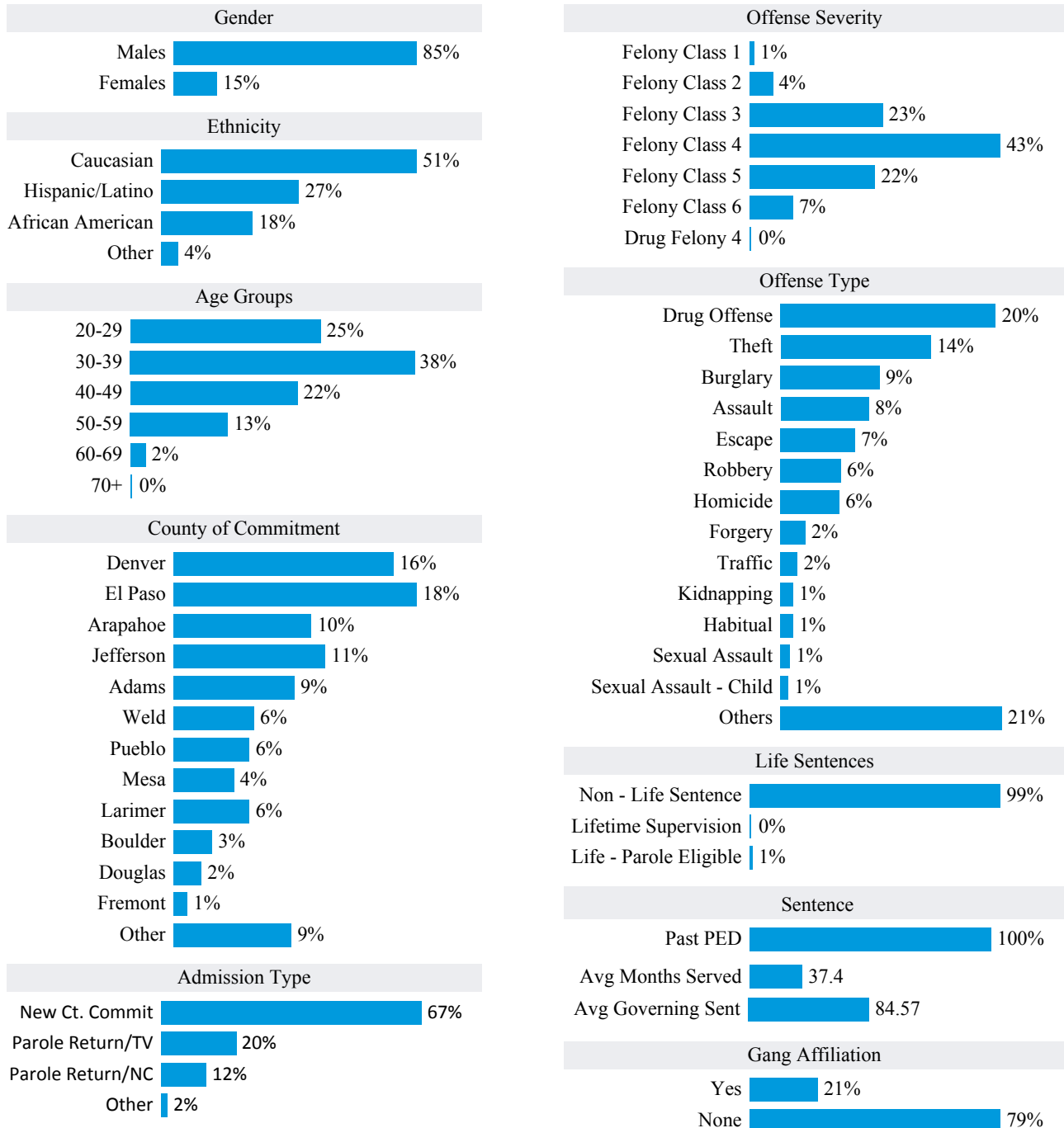


FIGURE 37
Community-Based Inmate Population Characteristics (N = 2,313)



Inmate Population Characteristics

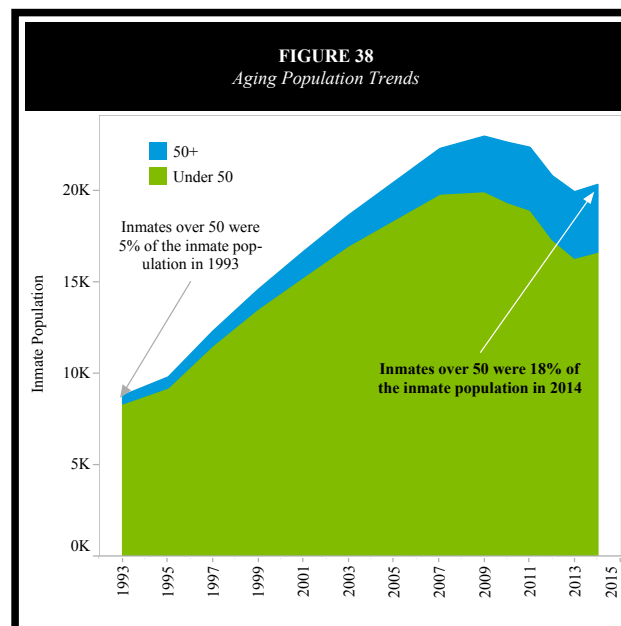
from 464 to 3,691 (an increase of 695%). In comparison, the total population only experienced a 132% increase (from 8,754 to 20,305) during the same time (see **Figure 38**).

These statistics can be attributed to a combination of factors: aging Baby Boomers representing a larger percentage of the U.S. population², increased life expectancy and tougher sentencing laws.³ With this aging inmate population comes a myriad of challenges for the criminal justice system, including higher medical costs; the need for special housing, accommodations and programming; and a higher risk of victimization. Prison policies and sentencing practices must be reconsidered as they relate to elderly inmates.⁴

² Administration on Aging. (2011). *A profile of older Americans: 2011*.

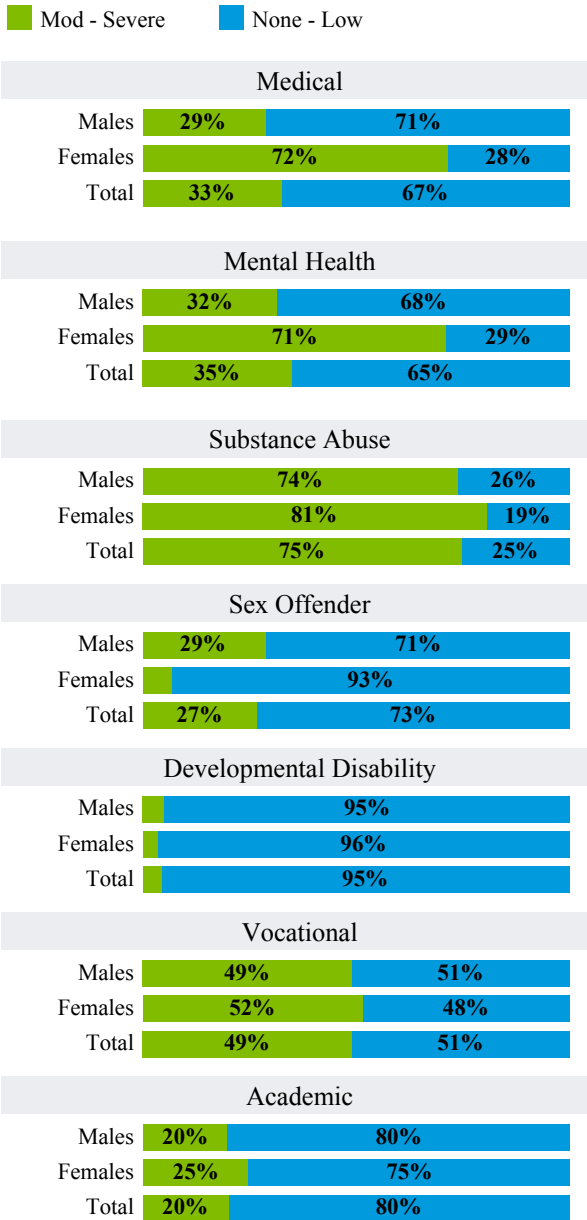
³ Anno, B.J., Graham, C., Lawrence, J.E., & Shansky, R. (2004). *Correctional health care: Addressing the needs of elderly, chronically ill, and terminally ill inmates*. (NIC No. 018735). Washington, D.C.: U.S. Department of Justice, National Institute of Corrections.

⁴ Aday, R. H. *Aging prisoners: Crisis in American corrections*. Westport, CT: Praeger.



NEEDS LEVELS

Needs levels were examined for the jurisdictional inmate population (see **Figure 39**), dichotomized as moderate-to-severe needs (Levels 3-5) and none-to-low needs (Levels 1-2). Needs levels are examined by gender due to the large number of differences between men and women. Similar to admissions, females have higher needs levels than males across all areas. Female sex offenders are an exception; their needs are lower. Females with developmental disabilities are also an exception; their needs are equal. Differences are greater in the areas of medical and mental health needs.

FIGURE 39
Needs Levels

The percent of inmates scoring in each needs level was different from those of the prison admission cohort, although most of the differences were slight. However, the jurisdictional inmate population has lower sex offender treatment needs than new admissions. Among the inmate population, 49% of inmates (versus 43% of admissions) had moderate-to-severe vocational needs. On the other hand, 20% of the inmate population had moderate-to-severe academic needs compared to 28% of admissions, a difference attributable to inmates attaining their GED while incarcerated.

The most significant trend in this area is the growing population of inmates with mental illness. A disproportionately large number of individuals with mental illness exist within the criminal justice system compared to the U.S. population. National prevalence rates suggest that incidences of mental illness (e.g., schizophrenia, major affective disorders) among inmates are approximately two to three times higher than incidences of mental illness in the U.S. population.⁵

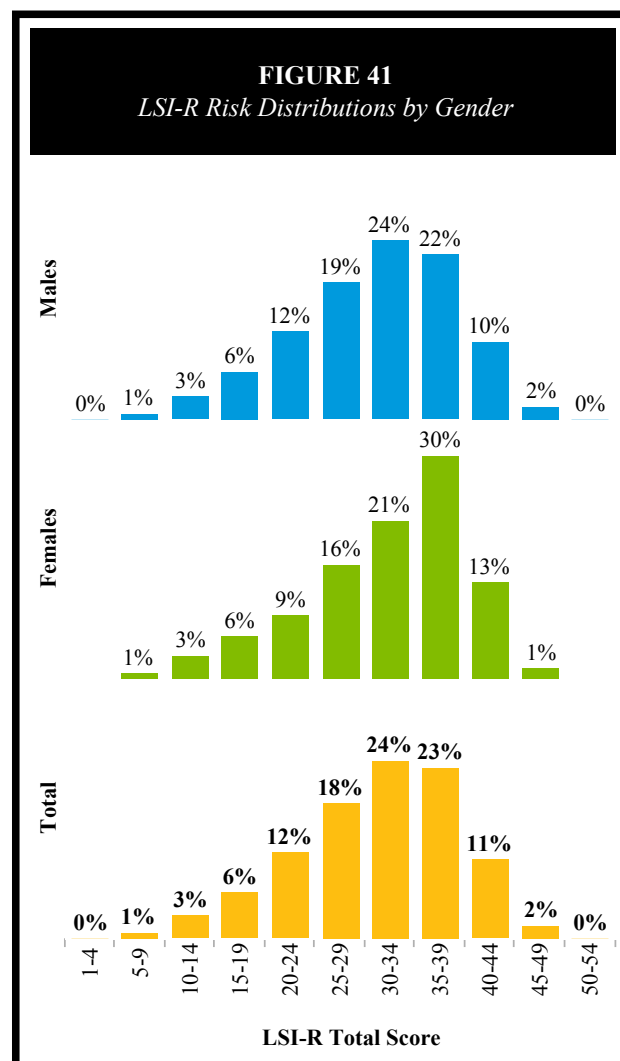
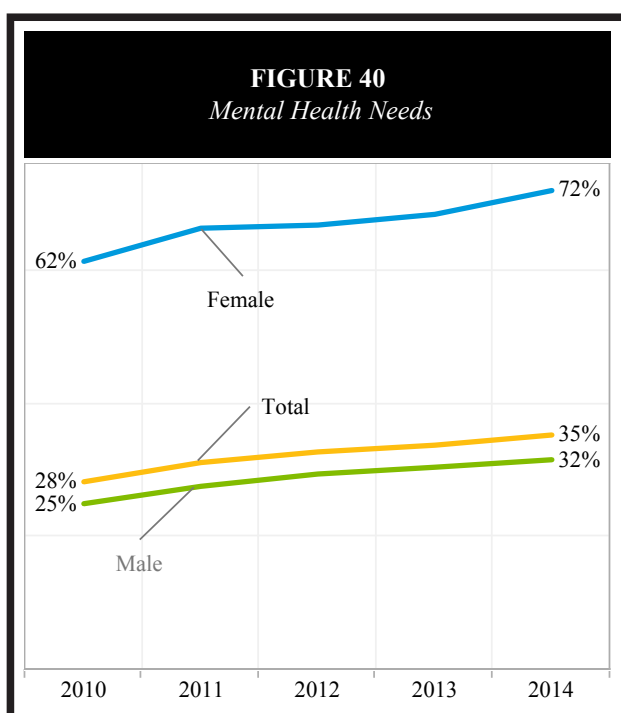
⁵ Teplin, L.A. (1990). *The prevalence of severe mental disorder among male urban jail detainees: Comparison with the*

Figure 40 shows the trends of inmates with mental health needs (Levels 3 – 5) over time. Females have consistently displayed higher mental health needs than males. However, the mental health needs of both males and females have increased steadily over time.

RISK ASSESSMENT

The LSI-R is used to assess offenders' risk of recidivism. **Figure 41** provides the LSI-R score distributions for male, female and total

Epidemiological Catchment Area Program. American Journal of Public Health, 80, 663-669. Retrieved from <http://ajph.apha-publications.org>



inmate populations. Overall, CDOC inmates score in the higher ranges of the LSI-R scale. Female inmates tend to have somewhat higher risk levels than male inmates. Although this seems counterintuitive, it is likely because the LSI-R assesses a broad range of criminogenic needs. Females have different pathways to crime, including domestic or sexual abuse,

mental illness, substance abuse, economic hardships, and overwhelming parental responsibilities.

REPORTABLE INCIDENTS

Reportable incidents summarized in this report include inmate assaults on staff, inmate assaults on inmates, fighting, uses of force, inmate deaths and escapes. CDOC also tracks sexual assaults in compliance with the Prison Rape Elimination Act (PREA). Signed into federal law in 2003, PREA addresses incidents of prison sexual abuse through a zero-tolerance policy. CDOC PREA incidents are investigated by its Inspector General's Office to determine whether there is a factual basis to the report, and whether reports meet PREA criteria. CDOC is mandated to report this data yearly to the BJS. PREA data can be found on CDOC's website under "Departmental Reports and Statistics."

ASSAULTS & USE OF FORCE

Prison-based incidents are tracked electronically via the Reportable Incident System, which became operational on Jan. 1, 2008, and

has been used since to report incidents department wide. Assaults against inmates and staff include any physical force, hazardous substance (i.e., feces, urine, chemicals) or item applied against a person intentionally, regardless of whether or not injury occurs. Beginning in July 2013, assaults against staff are tracked by the type of assault (e.g., with serious injury, without serious injury, hazardous liquid and spitting). The use-of-force category includes incidents involving the use of soft and hard empty-hand control, soft and hard intermediate control, forced cell entry, cell extraction with oleoresin capsicum (OC), restraint chair, four- or five-point restraints, warning shot, or lethal force. **Figure 42** shows a five-year history of assaults and use-of-force incidents in state and private prisons. Assaults and fighting are counted by each incident and not by the number of inmates involved. Use of force counts the number of offenders involved in each incident. There was a small increase in the rate of assaults against inmates as well as fights in FY 2014. However, the rate of assaults against staff decreased nearly 25%. Use of force incidents also increased slightly.

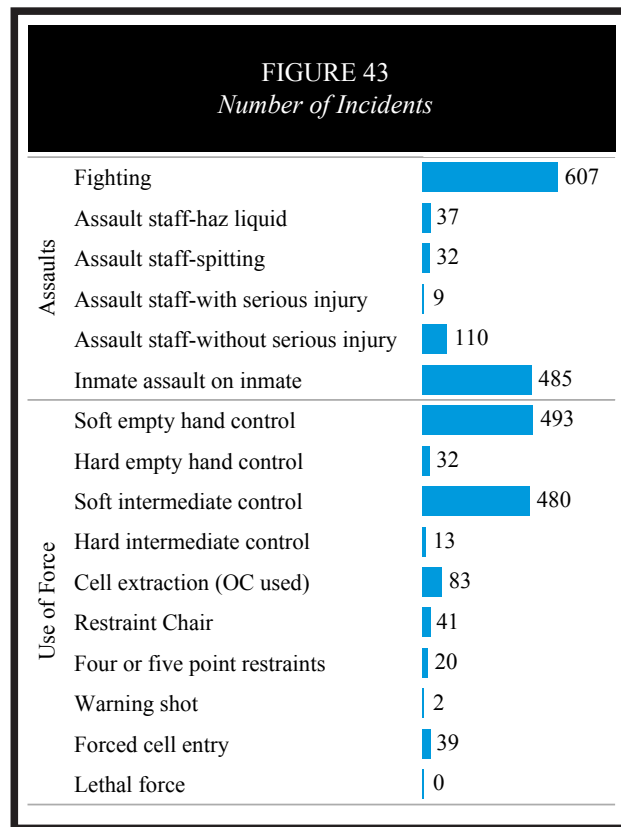
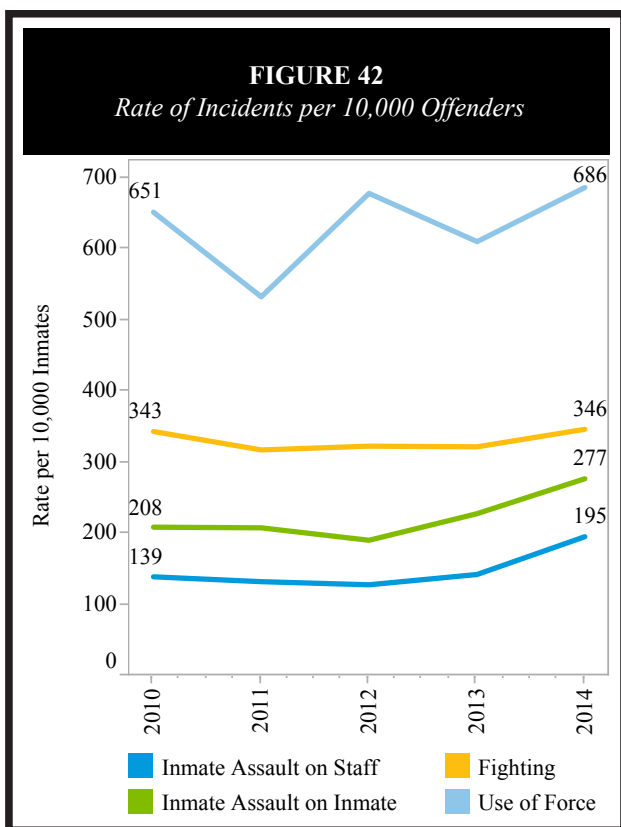


Figure 43 provides the number of incidents during FY 2014 broken down by type. The total assaults shown for FY 2014 do not reflect 81 incidental contacts or 74 attempted assaults due to the fact that no injury occurred to staff. The total uses-of-force shown for FY 2014 do not reflect 92 emergent need entry or 46 four- or five-point restraint incidents as no force was used on an inmate during these types of incidents.

DEATHS IN CUSTODY

CDOC participates annually in the BJS' Deaths in Custody Reporting Program (DCRP), which collects national, state and incident-level data on persons who died while in the physical custody of 50 state departments of corrections, the federal system and approximately 3,000 local adult jail jurisdictions. DCRP records decedent characteristics as well as the circumstances surrounding the death, information on whether an autopsy was conducted, and information

on whether the decedent had a pre-existing medical condition for which he/she received prior medical treatment in cases of deaths due to illness.

Deaths in custody, as defined by DCRP, apply to offenders confined in CDOC facilities, whether housed under our jurisdiction or that of another state; private facilities; special facilities (medical/treatment/release centers, halfway houses, police/court lockups and work farms); and offenders in transit under our jurisdiction. They do not include deaths by execution, deaths of inmates in local jails, deaths in a state-operated facility in another state, deaths of those on ISP inmate status or deaths of those under probation or parole supervision.

During FY 2014, there were 36 deaths in custody, one of which occurred in community corrections (see **Figure 44**). Cause of death is determined by a coroner or medical examiner external to CDOC. Most inmates who died (80%) died of an illness or natural cause (see **Figure 45**). None of the deaths were female. The average age at time of death was 64 years; excluding those who died

of illness or natural causes, the average age was 31 years.

ESCAPES

Escape is defined by CDOC as leaving the last barrier of a secured facility, the imaginary barrier of an unsecured facility (camp), or a work crew or escorted trip outside a facility without permission. A court conviction for escape, a code of penal discipline conviction for escape or an unauthorized absence for 24

FIGURE 44
Deaths in Custody

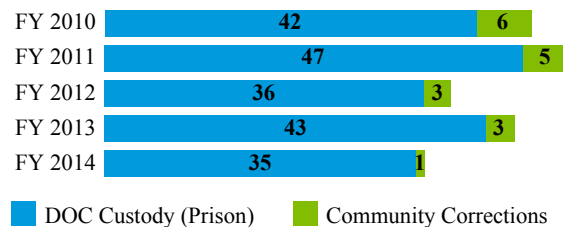
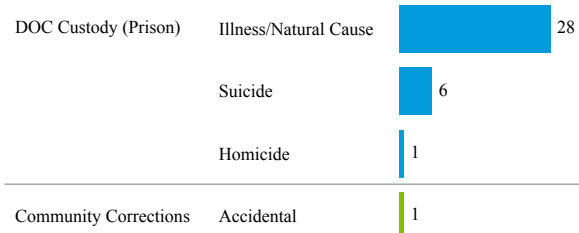


FIGURE 45
Cause of Death



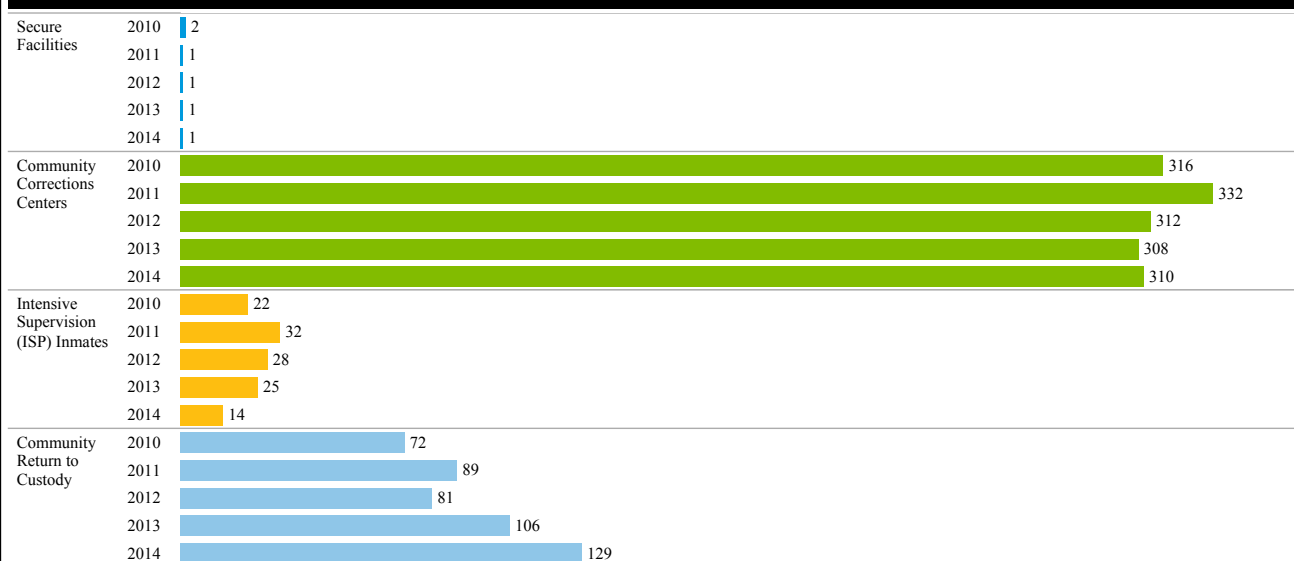
Inmate Population Characteristics

hours or more constitutes an escape from a community corrections center or ISP placement. Escapes primarily occur from community and ISP placements.

Figure 46 provides a five-year history of escapes from secure facilities (state and private prisons on- or off-grounds), community corrections centers, intensive supervision program (ISP) inmate status and community return-to-custody facilities. There have been six escapes from secure facilities over the past five years:

- **FY 2010:** Four Mile Correctional Center and San Carlos Correctional Facility (while out to court; one at each facility)
- **FY 2011:** Sterling Correctional Facility (one)
- **FY 2012:** Delta Correctional Center (one)
- **FY 2013:** Colorado Correctional Center (while on work detail) (one)
- **FY 2014:** Skyline Correctional Center (one)

FIGURE 46
Inmate Escapes



Escapes from community corrections centers are the most common, followed by escapes from community return-to-custody facilities. The number of escapes from return-to-custody facilities has increased over time; the number of escapes from community corrections has remained stable; and the number of ISP inmate escapes has decreased.

and private prisons as determined by earned time awarded.

PROGRAM PARTICIPATION

To improve their chances of success upon re-entry, inmates have the opportunity to participate in educational, behavioral health and pre-release programs during their incarceration. **Figure 47** shows the participation levels by month for FY 2014 for funded programs. Participation in voluntary programs such as Alcoholics Anonymous, 7 Habits on the Inside or Thinking for a Change are not shown. In August 2012, CDOC implemented achievement earned time awards per HB 12-1223 for program completions or milestone achievements. This has enabled more accurate reporting of program completions. **Figure 48** shows completions by program area across all state

FIGURE 47
Participation in Programs

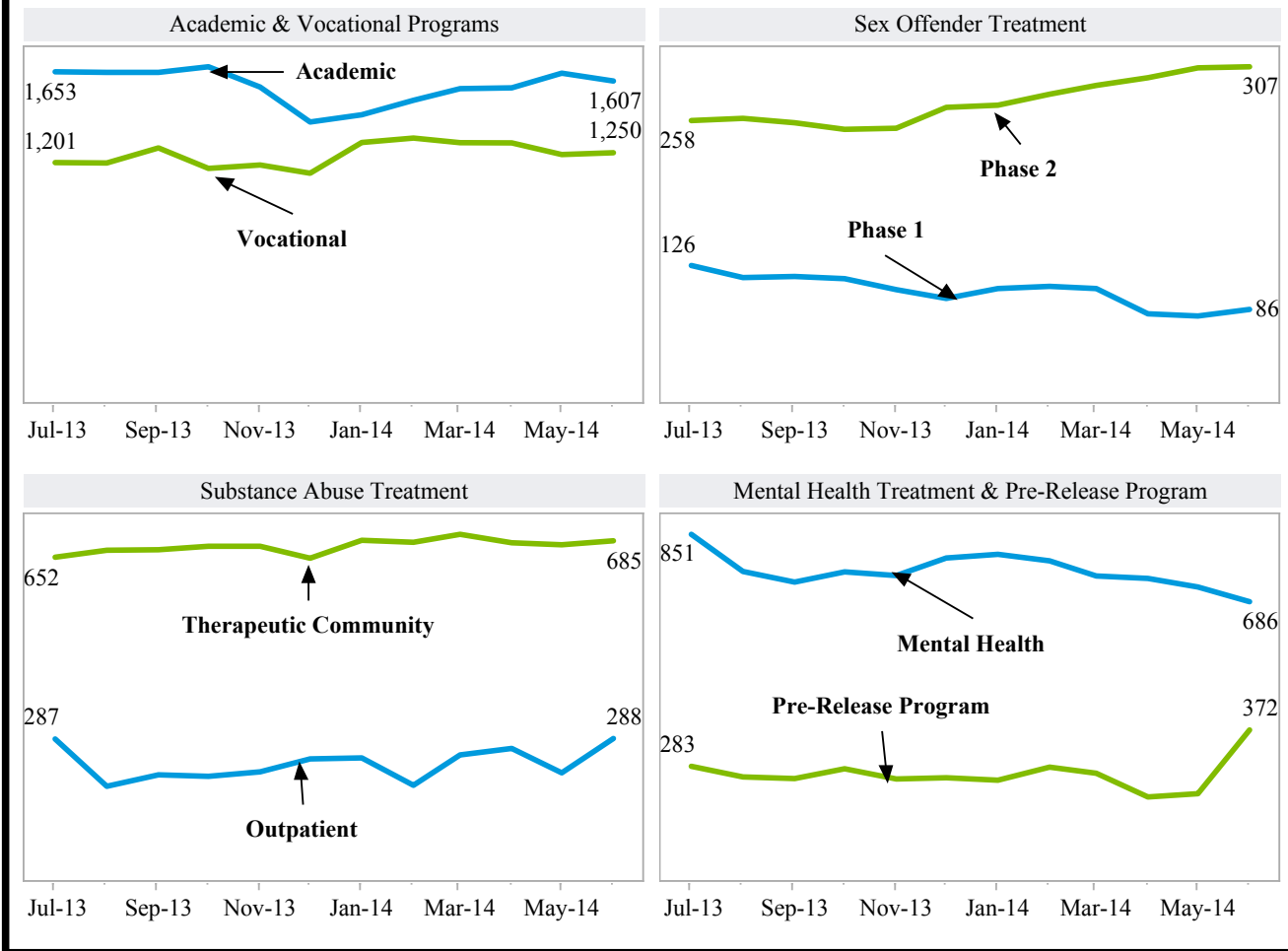
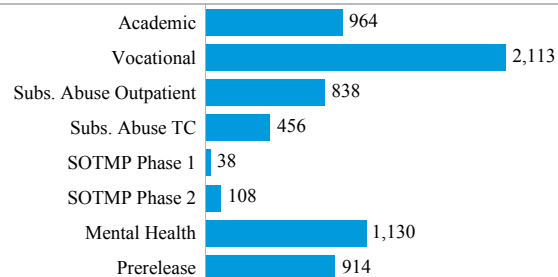


FIGURE 48
Program Completions



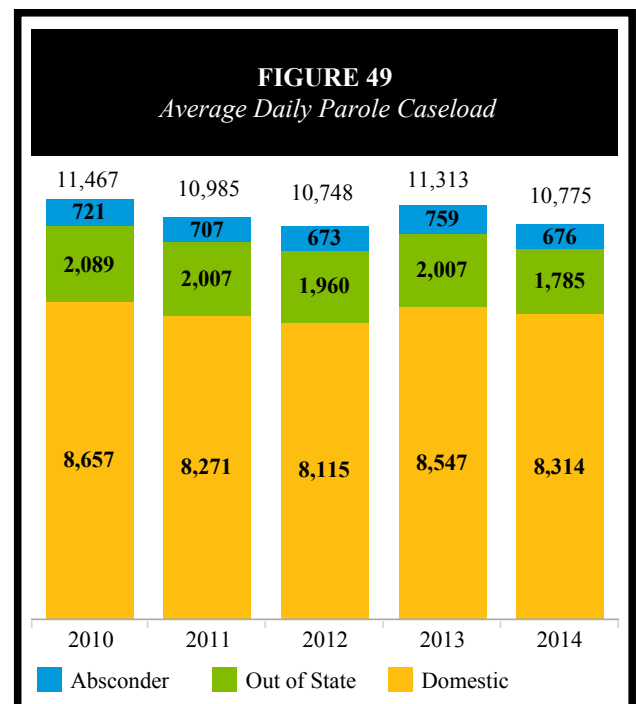
Parole Population Characteristics

PAROLE POPULATION

Colorado has a blended parole system. The Parole Board has the authority to grant parole to inmates who reach parole eligibility but have not completed their full sentence. However, all offenders sentenced for a crime committed after 1993 must serve a period of parole (unless sentenced to life or death). Those who release before serving the full term receive discretionary parole, and those who serve the maximum term release on mandatory parole. Upon release, both discretionary and mandatory parolees complete their prison sentence and begin serving their parole sentence. If parole is revoked, they continue to serve their parole sentence and may discharge the sentence from prison or re-parole.

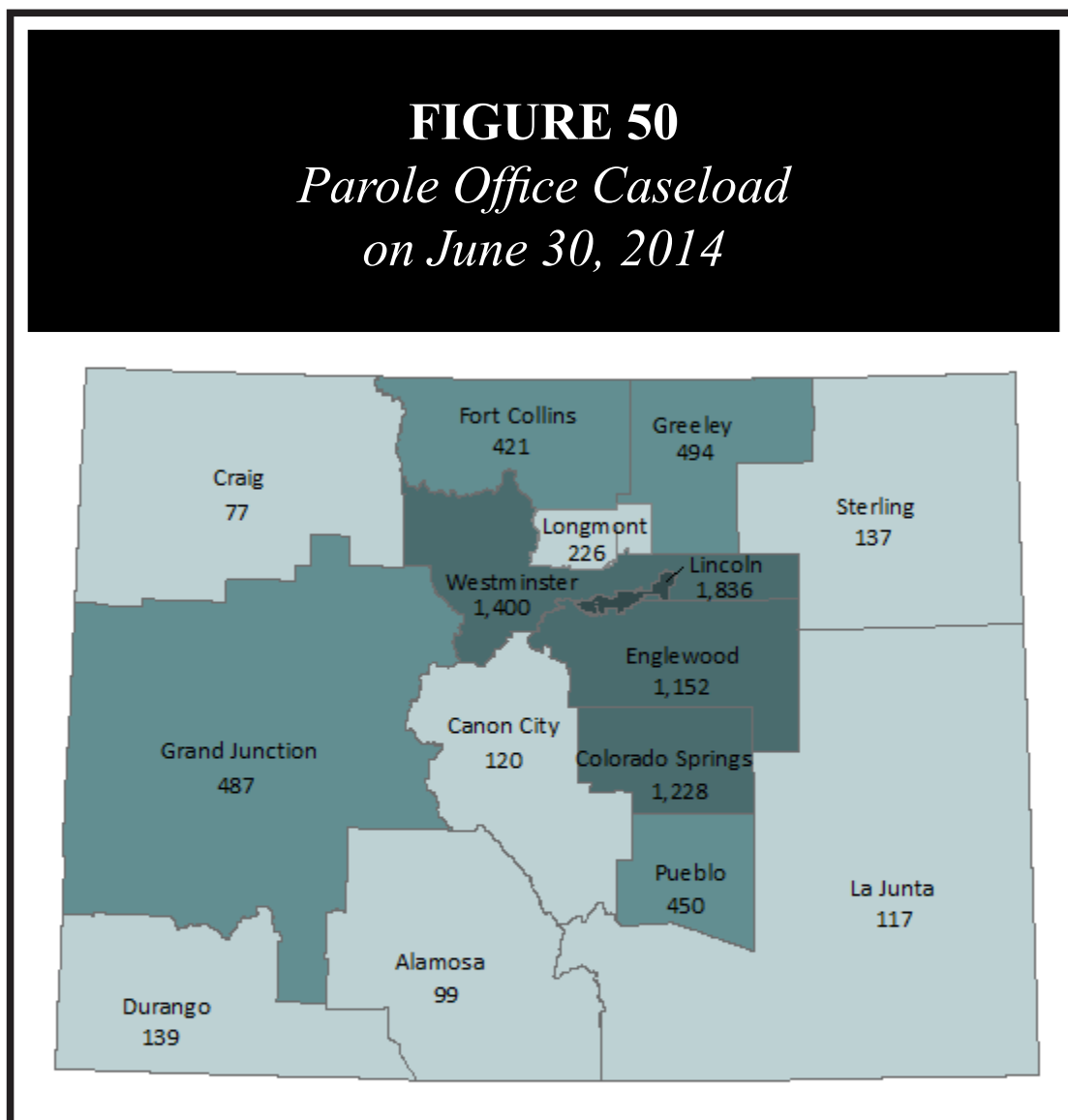
PAROLE CASELOAD

The average daily parole caseload is shown in **Figure 49**. Using a daily average more accurately reflects the workload maintained throughout the year. The average daily parole caseload declined steadily from FY 2010 through FY 2012 before increasing in FY 2013, then decreasing yet again in FY 2014. (In FY 2014, there was a 2.7%



decrease in domestic parolees and an 11% decrease in offenders serving their parole out of state.) **Figure 50** displays the number of parolees by parole office. The highest concentration was found along the Front Range and

in Grand Junction. This can be attributed to the overall higher populations and access to necessary programs found in these areas. Twenty-two percent of all parolees are assigned to the Lincoln office; Westminster holds the



Note: Sherman Parole Office and Interstate Compact do not have unique territory and are therefore not included.

second highest percentage of parolees (17%).

PAROLEE PROFILE

Figure 51 breaks out the parole population by supervision type. Over half of the population is active on regular parole supervision. ISP parolees are assigned to the Intensive Supervision Program (ISP), which was launched in 1991 to provide additional supervision and program participation for high-risk parolees. Out-of-state, county jail, absconders and parolees in other locations account for 34% of the population. The out-of-state category includes

offenders paroled to a felony detainer, offenders deported by U.S. Immigrations and Customs Enforcement, and offenders supervised on parole in other states. Parolees in county jail are most likely awaiting a revocation hearing by the Parole Board due to a technical parole violation or a pending criminal conviction. Absconders are parolees who fail to report to their CPO or change their residence without their PO's knowledge and consent; their whereabouts and activities are unknown. The parolees in other locations category primarily encompass those who, as a condition of their parole, are in residential programs such as community corrections or inpatient substance abuse program.

The demographic characteristics of parolees displayed in **Figure 52** are relatively similar to those of the jurisdictional inmate population profile, although there is a larger number of female offenders on parole (14%) than in prison (9%). The majority of parolees had been sentenced for nonviolent crimes, whereas the majority of inmates had been sentenced for violent offenses. Parolees can be generally described as male; of minority descent; in the

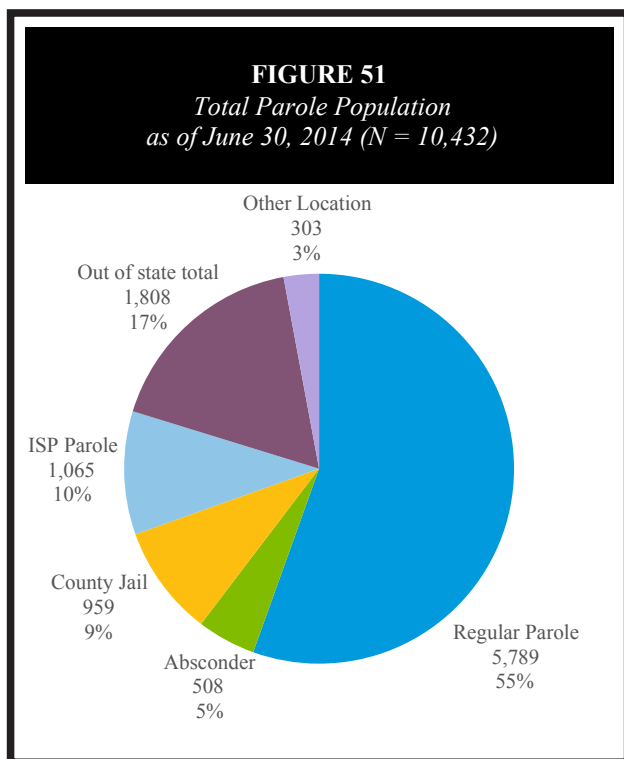
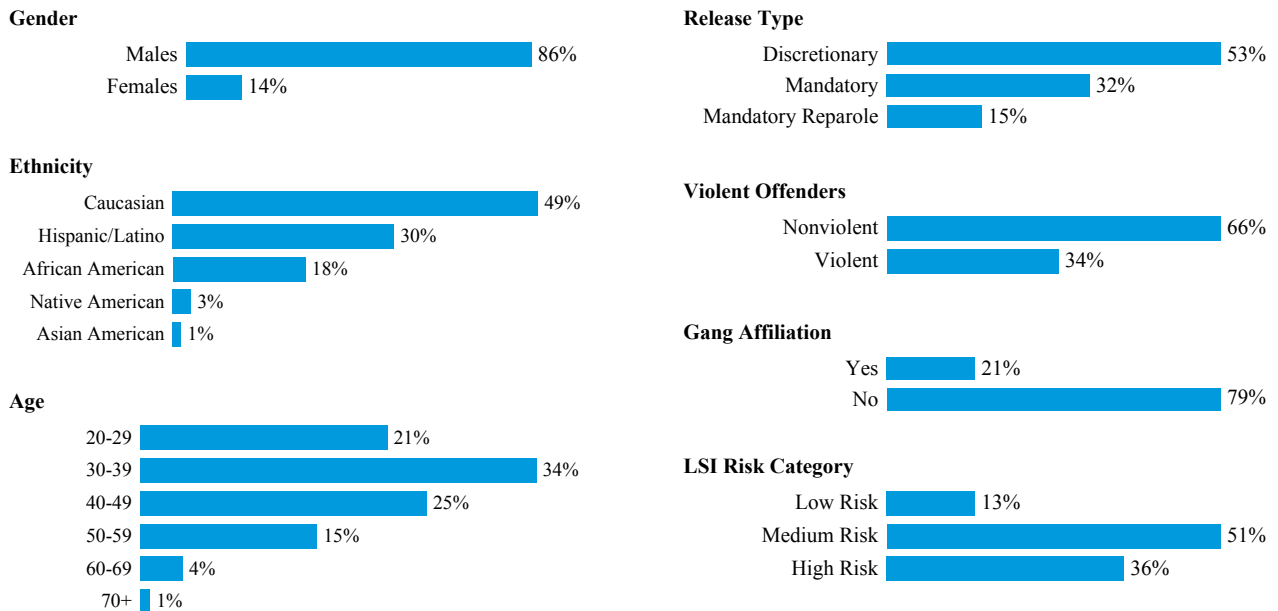


FIGURE 52
Domestic Parole Profile on June 30, 2014 (N = 8,325)



Note: Parolees from other states supervised in Colorado are not included due to missing data on most categories.

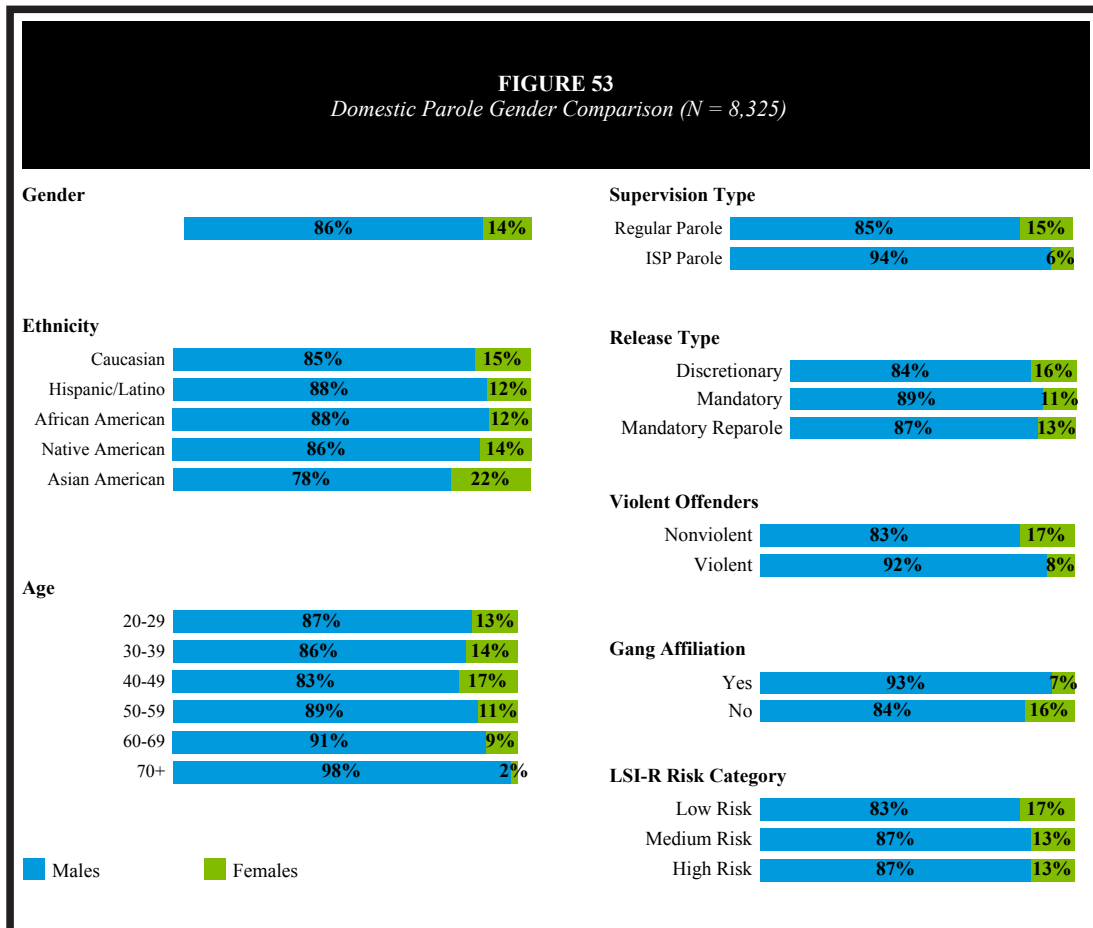
age range of 20-49; having a discretionary release type; nonviolent; not affiliated with gangs; and having a medium-to-high LSI risk level. Females on parole represent 14% of the total domestic parole population (see **Figure 53**). Compared to males, they tend to be younger, nonviolent, have fewer gang affiliations, have lower risk levels, and are on regular parole supervision and received discretionary parole.

Figure 54 shows that ISP parolees tend to be younger and were either released on their

mandatory parole date or were re-paroled. Consistent with the program's purpose, parolees on ISP are more likely violent, affiliated with gangs and have higher LSI-R risk levels.

NEEDS LEVELS

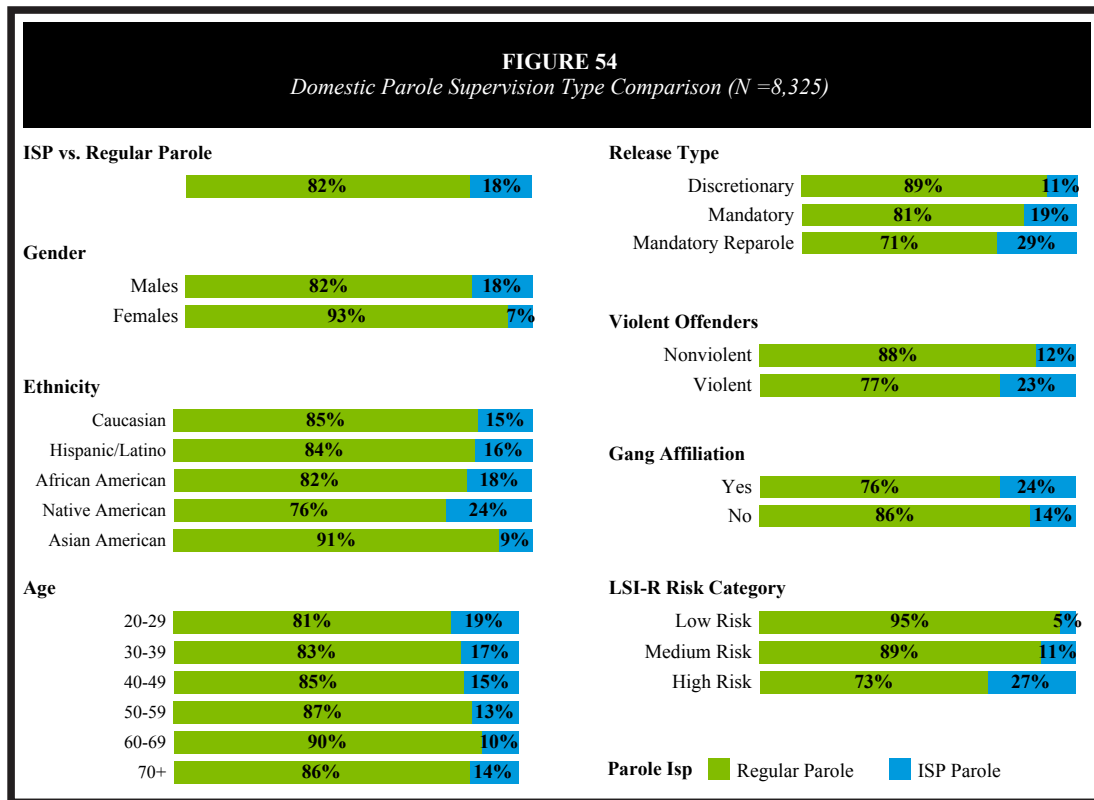
Parolees' needs levels are shown in **Figure 55**. When comparing needs levels of parolees to needs levels of the inmate population (shown in **Figure 39**), parolees have lower needs levels in all categories except for substance abuse. Similar to the inmate population, female



parolees have higher needs than males in all categories except for sex offender and gangs; and having a medium-to-high LSI risk level. Females on parole represent 14% of the total domestic parole population (see Figure 53). Compared to males, they tend to be younger, nonviolent, have fewer gang affiliations, have lower risk levels, and are on regular parole supervision and received discretionary parole.

PAROLE SUPERVISION OUTCOMES

Forty percent of parolees leaving parole supervision during FY 2014 completed their parole sentence (see Figure 56). A small percentage (5%) received an early parole discharge. Parolees who have been under supervision for at least six months, served at least half of their parole sentence, and are compliant with the conditions of parole may be

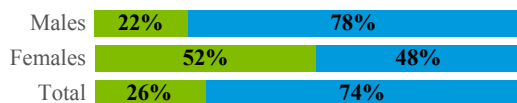


eligible for early discharge; final authority rests with the Parole Board to grant early discharges from parole. Female offenders and discretionary releases were more likely to receive an early parole discharge. Discretionary parole releases were also more likely to complete their sentence than be revoked for a technical violation or new crime.

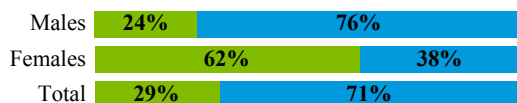
FIGURE 55

Domestic Parolee Needs Levels (N = 8,325)

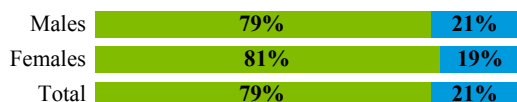
Medical



Mental Health



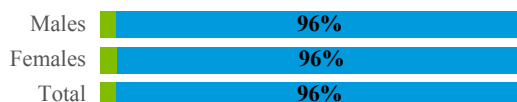
Substance Abuse



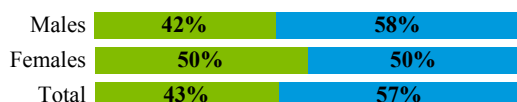
Sex Offender



Developmental Disability



Vocational



Academic

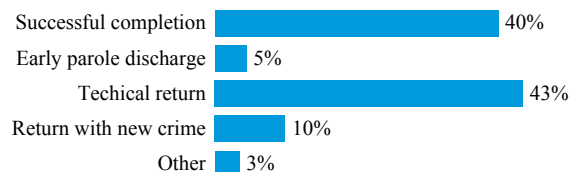


Mod - Severe None - Low

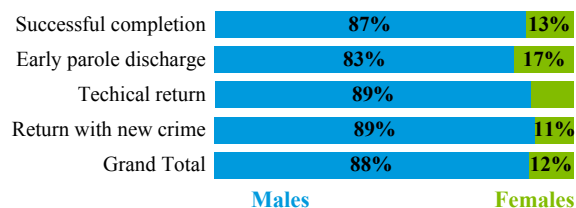
FIGURE 56

Parole Supervision Outcomes

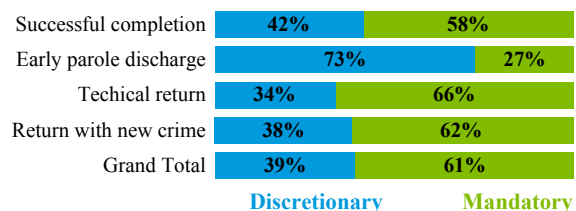
Overall



By Gender



By Release Type



Note: Other includes interstate transfers, new conviction while supervised out of state, and court-ordered discharges or releases to probation.

Recidivism Rates

CDOC defines recidivism as a return to prison or inmate status in Colorado within three years of release, for either new criminal activity or a technical violation of parole, probation or non-departmental community placement. This definition is common across state corrections departments, but the methodology for computing recidivism is often not reported. After a review of other correctional recidivism rate calculation methods and national standards, Colorado developed new methodology in 2008 (though our definition of recidi-

vism has not changed). The current methodology is based on the Association of State Correctional Administrators (ASCA) performance-based measurement system, which has highly specific measures and counting rules for calculating recidivism rates. The following summarizes this methodology:

- **Recidivism:** Defined as return to inmate status and calculated using three measures: new convictions, technical violations and overall recidivism (new con-

Time at Risk

{if released to parole, may discharge parole before three years but are still followed}

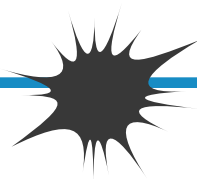
Release Date

Releases include:

- discretionary paroles
- mandatory paroles
- re-paroles
- sentence discharges

Releases do not include:

- releases to community corrections
- multiple releases in the same year
- releases to a detainer



Recidivism

Return to inmate status for:

- technical violation
- new crime

Returns do not include:

- community corrections regressions



Three Years

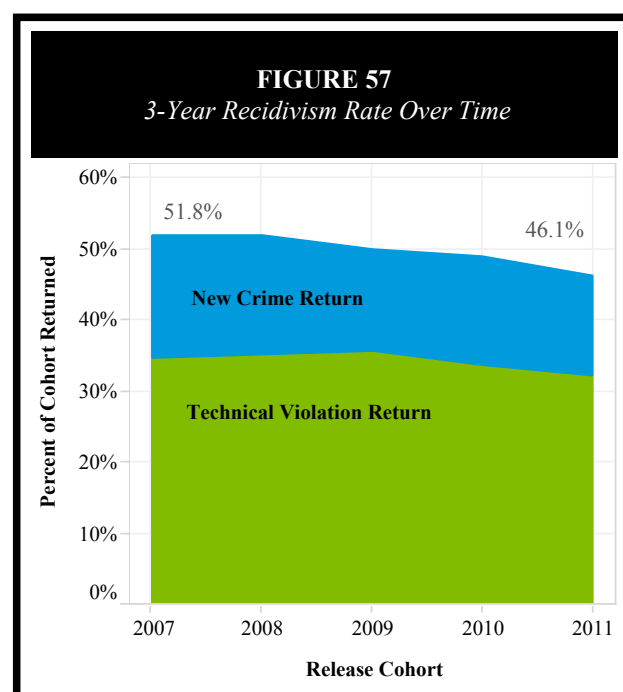
victions plus technical violations) at one year post-release intervals.

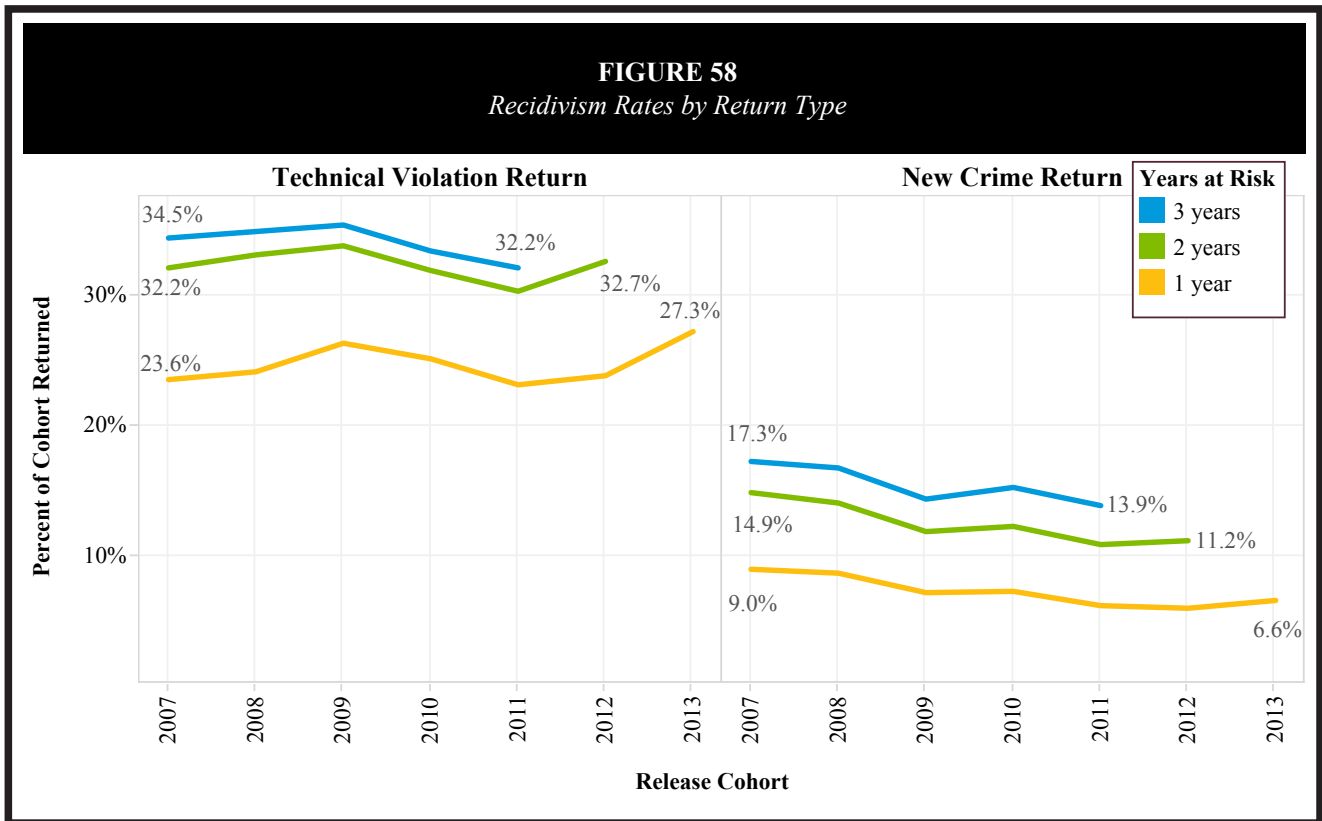
- **Cohort:** Includes the number of inmates released, not the number of times inmates release. Even if an inmate released multiple times within a year, that individual was counted only once per release cohort. Therefore, an inmate can fail only once within any given cohort.
- **Release types:** Includes only inmates who released to the community, including releases to parole, completion of sentence, court-ordered discharge or released to probation. To be counted, inmates must release from their inmate status. Inmates who died while incarcerated, escaped, or had their sentence vacated or inactivated were not included in the recidivism cohort. Additionally, offenders who released to a detainer or charges were excluded.
- **Calendar year (CY):** Although the CDOC statistical report is based on fiscal year data, it was decided to con-

tinue reporting recidivism on a calendar-year basis to be consistent with ASCA standards and other national prison surveys.

The overall three-year recidivism rate (including returns for new crimes and technical violations) is 46.1% for the calendar year 2011 release cohort (see **Figure 57**). The recidivism rate decreased 11% from 2007 to 2011. The majority of returns are for technical violations.

To better explore recidivism rates by return type, **Figure 58** displays cumulative





return-to-prison rates across seven release cohorts, at one-year intervals up to three years post-release. Technical violations consistently constitute the largest proportion of returns to prison over time. Although recidivism rates have remained on a slow-but-steady decline, it is important to note the relationship between new crime and technical violation returns. As technical returns increased among 2009 releases, new crime returns decreased. While there may be more variations from year to year in the new crime and technical violation return

rates, the overall recidivism rate varies less.

Figure 59 analyzes the 2011 release cohort, detailing the amount of time it took a recidivist to return back to inmate status. As time passed, the number of offenders who returned to prison decreased. The majority of offenders who failed did so within the first year, particularly within two to eight months post-release, demonstrating that this is the highest risk period.

Recidivism rates vary by offender characteristics (see **Figure 60**). Recidivism rates are

higher for males than females and are higher for younger offenders than older ones. Certain minority groups are more likely to fail (Native Americans and African Americans) than other minority groups (Hispanics/Latinos and Asian Americans).

Criminal history is a strong predictor of post-release success. The number of prior incarcerations and type of release are among the strongest recidivism predictors. Offenders who discharge their sentence receive no post-release supervision and cannot return

on a technical violation. As stated before, technical violations constitute the largest portion of returns, thus offenders who discharge their sentences have the lowest return rate. Discretionary parole is granted by the Parole Board to offenders who are the most prepared to re-enter society, and their recidivism rate is the next lowest. Offenders who do not release until their mandatory parole date or who re-parole after a failure have the highest return rates. Felony class alone does not have a clear relationship with outcomes,

FIGURE 59
Recidivists' Time Out of Prison Before Returning, CY 2011 Release Cohort

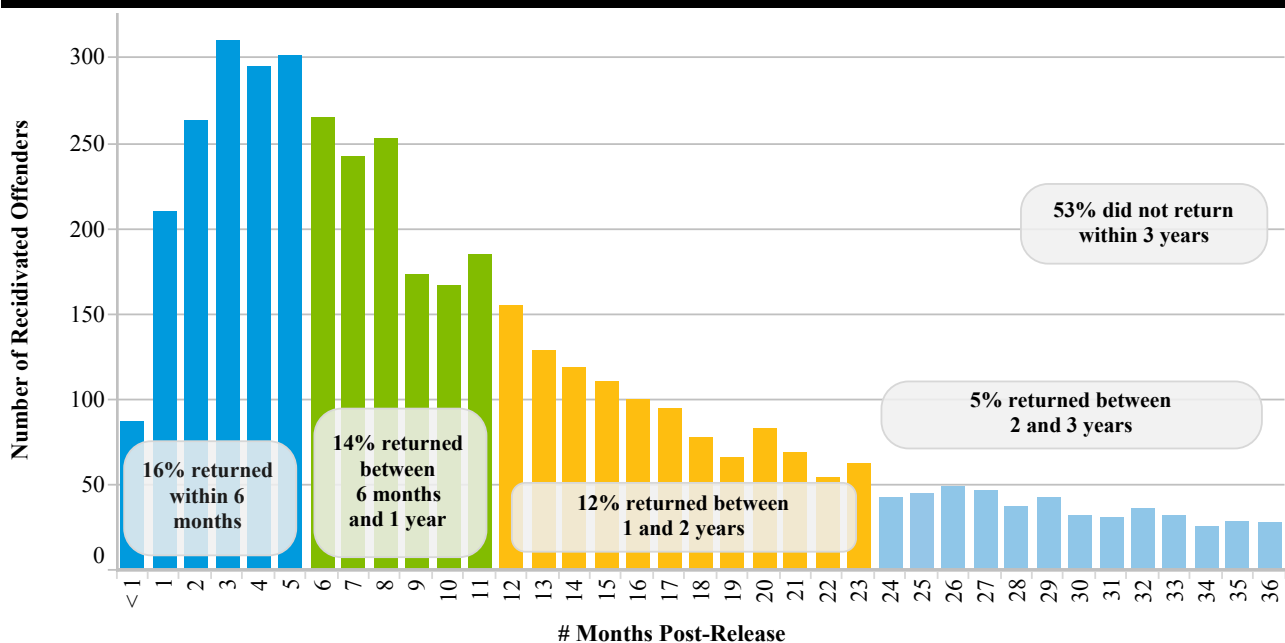
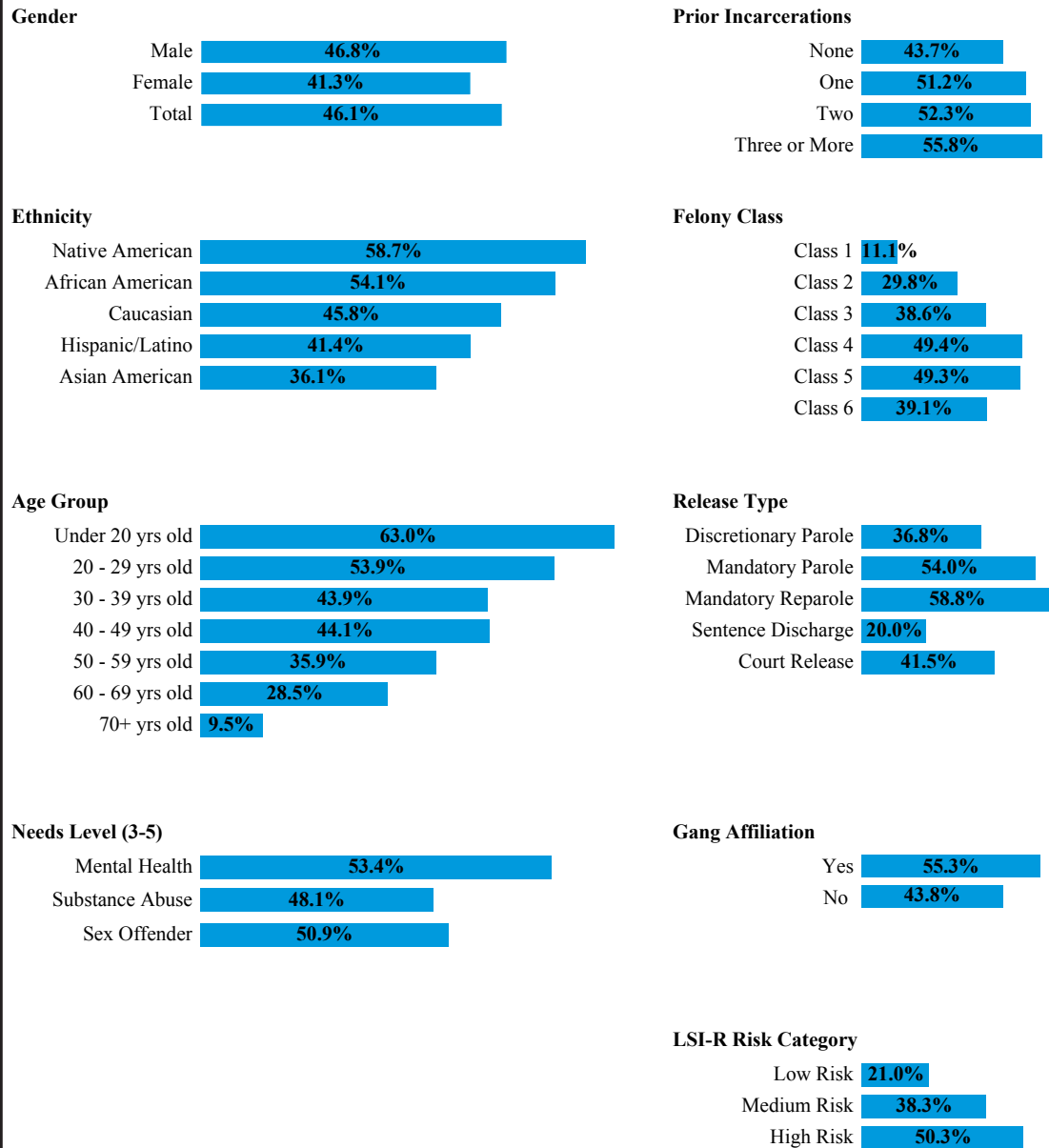


FIGURE 60
3-Year Recidivism Rate by Offender Characteristics



but gang membership has one of the strongest relationships with recidivism.

Certain needs areas — including mental health, sex offender and substance abuse —

increase an offender's likelihood of recidivism. Risk, as measured by the LSI-R, is also a strong indicator of recidivism.



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