



COLORADO

Department of Corrections



7/1/2014

2014-2015 Performance Plan

This document represents the Colorado Department of Corrections and the Colorado State Board of Parole performance plan for 2014-2015. This plan includes a mid-year evaluation of last year's performance plans, and the strategic initiatives of the respective two organizations for the coming year.

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Message from the DOC Executive Director



I have been continuously inspired by the quality and professionalism of staff at the Colorado Department of Corrections since my appointment as Executive Director in July 2013. The degree of scrutiny and the quantity of change endured by these fine staff over the past year is phenomenal.

Despite these challenges, the Department has risen to every occasion to self-evaluate, adopt external professional recommendations and improve upon its work. I am privileged and proud to serve as Executive Director of this organization.

Several strategic initiatives guided my administration over the past several months, to include: administrative segregation reform, intensive supervision program (ISP) contact standards for parolees, program consistency and case planning, use of electronic monitoring for parolees and the National Institute of Corrections system mapping analysis. These initiatives were translated into several performance goals, action plans and outcome measures. These initiatives are the subject of this performance plan.

Reform of Administrative Segregation, now maximum security housing, had three goals: limiting or eliminating the use of solitary confinement for mentally ill inmates; addressing the needs of those who have been in solitary for long periods; and reducing the number of offenders released directly from solitary back into their communities.

1. Today, seriously mentally ill offenders are no longer housed in maximum security, and receive treatment in residential treatment units.
2. From July 2013 to May 31, 2014, the maximum security population was reduced from 650 to 228, a 64.9% decrease. In addition, policy was amended to limit housing in maximum custody units to no more than twelve months without high level review and for significant cause.
3. In FY13, 19% of maximum security offenders released directly to our communities without the benefit of step-down programs or community corrections. As of May 31, 2014, this release rate dropped to 7%, and more reductions are planned for this coming fiscal year.

I am proud of the DOC staff for achieving these major milestones. This correctional cultural shift was not easy to achieve and requires diligence to manage safely. The benefits for public safety and offender success will be immeasurable.

Many performance plan achievements are highlighted in the FY 2014 DOC Performance Plan Mid-Year Performance Evaluation Executive Summary available on pages 29-31. Noteworthy accomplishments include:

1. Implementation of the Colorado Transition Accountability Plan, an evidence-based, single case plan for all offenders from intake to release from parole.
2. Reduction of permanent offender movement to support increased program completions.
3. Obtained legislative funding to implement Department of Motor Vehicle (DMV) satellite offices in two DOC facilities to increase the number of eligible offenders releasing with State IDs.

4. Establishment of a Fugitive Apprehension Unit and clarity of the Electronic Monitoring (EM) program, with an escalation protocol guide for tamper alerts.
5. Obtained legislative funding to replace the Department's legacy offender management system (OMS) to upgrade to the latest in information technology to manage the offender population, collect and report data and improve outcomes.

The Department could not have achieved these goals without the assistance of our many partners in State and Local government, our DOC volunteers and the citizens of this great State. My sincere appreciation goes out to those who stood by the Department through this very challenging year.

Of course, we do not intend to rest on our achievements. We continue to have much work to accomplish. In the Operating Component of this Plan you will find the Department's five strategic initiatives. Each initiative contains performance goals and outcome measures. The staff of the CO Department of Corrections will work diligently to maintain our accomplishments to date and strive to implement these new and on-going initiatives for the safety and welfare of the State of Colorado.

Respectfully,



Rick Raemisch, Executive Director
Colorado Department of Corrections

DOC Strategic Component

VISION STATEMENT

“Building a Safer Colorado for Today and Tomorrow.”

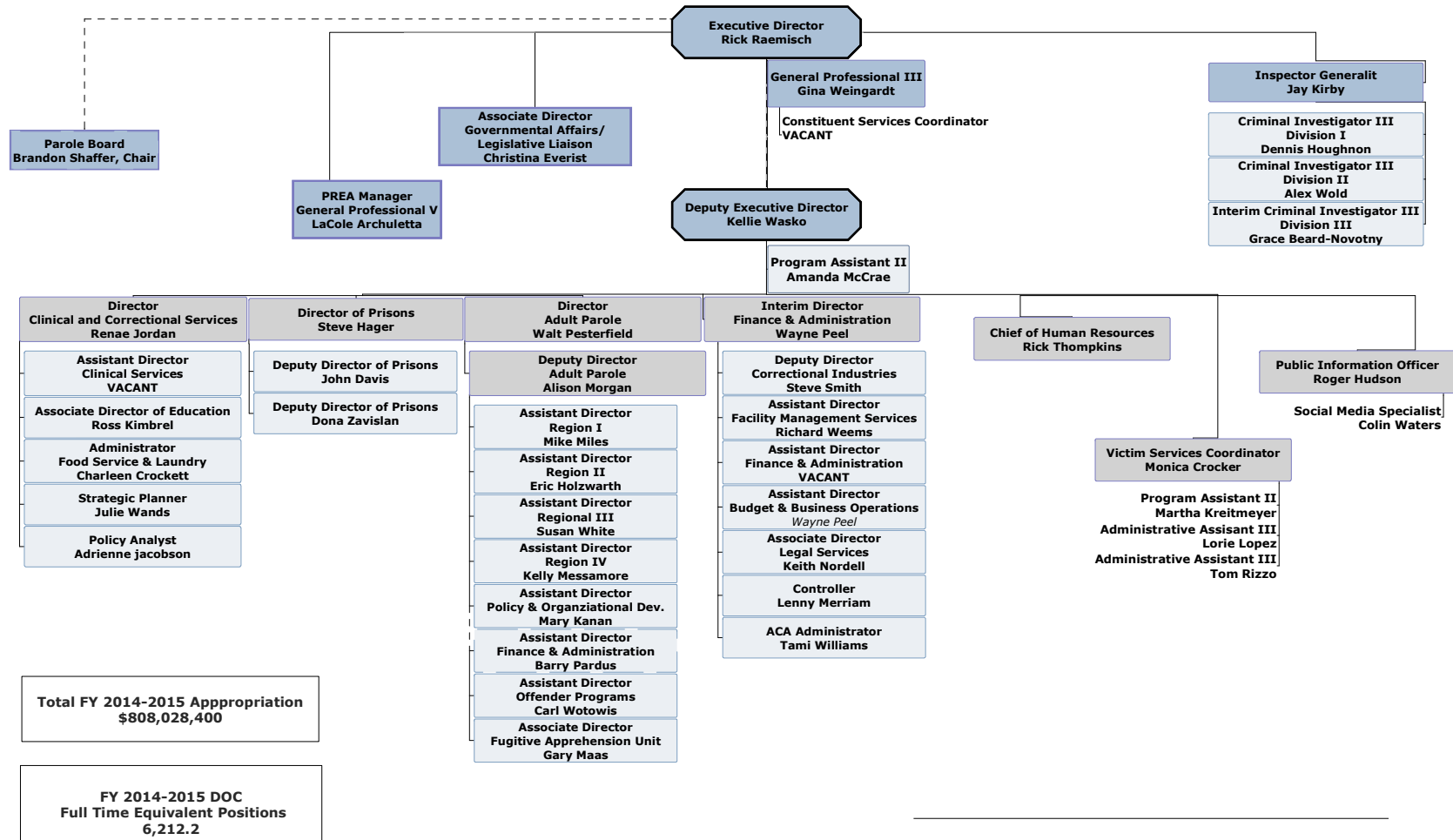
MISSION STATEMENT

"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.”

VALUE STATEMENTS

1. Our staff is our greatest resource.
 2. We support a professional, empowered workforce that embodies honesty, integrity and ethical behavior.
 3. We honor and respect the rights of victims.
 4. We respect the individual differences of our staff and offender populations and seek to safeguard the safety, dignity and well-being of all.
 5. We strive to deliver correctional services with optimal efficiency.
 6. We engage in effective correctional practices that produce measurable outcomes.
 7. We are committed to exceptional customer service.
 8. We are dedicated to providing opportunities for offender success.
 9. Our success is achieved through mission-focused collaboration.
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DOC ORGANIZATIONAL CHART



Total FY 2014-2015 Appropriation
\$808,028,400

FY 2014-2015 DOC
Full Time Equivalent Positions
6,212.2

Rick Raemisch, Executive Director

DOC MAJOR PROGRAM AREA DESCRIPTIONS

HOUSING AND SECURITY

The Housing and Security major program area is responsible for the safety and security of the public, staff, and offenders by managing and communicating with offenders while maintaining a safe, humane, and appropriately secure living environment. This subprogram handles both day-to-day management as well as long-term living conditions for the offender population.

The Housing and Security major program area provides professional operation of facilities throughout the DOC, thereby providing for the safety of the public, staff, and offenders; the control of institutions; and the preservation of state property. It services all stakeholders by utilizing professional staff to provide for the operation of critical systems; documentation and auditing of systems performance; response to emergencies; control of harmful materials; and management of access and egress to facility property.

This major program area provides for counseling, disciplinary actions, grievance resolution, and effective classification and management of offenders resulting in a safe and controlled environment. Direct staff and offender interaction includes, but is not limited to: counseling for personal issues, family issues, work assignments, educational needs, and behavioral expectations; explanation of rules; problem solving; and grievance resolution. Offender management systems such as classification, discipline, case management, and earned-time awards guide offenders into appropriate behavior patterns are used by Housing/Security staff.

Critical common activities for Housing and Security staff include: meal service, offender recreation, cell & area searches, security inspections, facility communications, incident management systems and practices, training programs, administrative services, offender accountability, key control, tool control, contraband control, evidence management, offender movement, non-routine offender transport, and clerical duties. Many of these activities must be done every day of the week at any hour of the day or night.

OFFENDER PROGRAMS

The Education program meets the diverse educational needs of offenders through the provision of quality academic, vocational, and cognitive programming, as well as library services, where offenders can successfully integrate into society by gaining and maintaining employment and becoming responsible, productive individuals. Most programs can be completed within a 9 to 12 month period.

The Education program determines the curriculum for and coordinates the delivery of academics, Career and Technical Education (CTE), cognitive programs, and library programs throughout the DOC. Education programs vary according to correctional facility/center, population, demographics, physical plant size, and custody level. All facilities have libraries with relevant educational and recreational materials. The majority of program schedules are provided between 7:00 a.m. and 4:00 p.m., with some classes and library hours also in the evenings and on weekends.

The Volunteer program guides faith and citizen community resources in all DOC facilities (to include private facilities) through program design, policy development, annual budgeting, training programs, and audit systems to further the Department's mission and goals and ensure facility compliance with

applicable laws and regulations. The program utilizes a team approach encompassing a diverse composition of faith and non-faith-based organizations and individuals who include, but are not limited to, DOC employees, professionals, clergy, and lay persons. These groups and individuals are part of the process dedicated to sharing information to evaluate and improve the delivery of faith accommodation, community transition components, and other volunteer services.

YOUTHFUL OFFENDER SYSTEM (YOS)

The Youthful Offender System (YOS) was established as a result of legislation enacted in the 1993 Special Session of the Colorado Legislature. Senate Bill 93S-9 provided the State of Colorado with a “middle-tier” sentencing option between traditional adult and juvenile corrections. YOS is a Colorado Department of Correction’s facility designed as a comprehensive model that delivers habilitation programs and services that prepare offenders for successful re-entry while providing for public safety. YOS holds a unique and distinct place in the State’s correctional system. The facility was originally designed for violent youthful offenders between the ages of 14 and 17 at the time of their offense sentenced prior to their 20th birthday who were direct filed or transferred as adults in accordance with Colorado Revised Statute (CRS) 19-2-517, CRS 19-2-518 and CRS 18-1.3-407. Effective October 1, 2009, HB 09-1122 expanded the eligibility criteria for sentencing to YOS to include violent young adult offenders who commit violent felony offenses between the ages of 18 or 19 at the time of their offense sentenced prior to their 21st birthday.

By creating the Youthful Offender System, Colorado was at the forefront of the states in addressing and solving the problem of sentencing and managing violent juvenile male and female offenders. YOS was built on the premise that offenders can be habilitated, their criminal thinking can be re-directed, and their futures can be both positive and productive. To be successful, the offenders must be active participants in individualized programs designed to effect significant changes in their lives through cognitive education. YOS differs from the juvenile correctional system in at least one very notable way, YOS offenders are considered adults in the criminal justice system and receive a permanent felony record. Male and female offenders are housed and managed separately; however the facility, sentence structure and phases are essentially the same.

While age, length of sentence and type of sentence has evolved since 1993, the following identifies offenders who are eligible to be sentenced to YOS:

HB 10-1413, which was signed into law during the 2010 legislative session, removes juveniles who are 14 and 15 years of age from direct file eligibility for class 3-class felonies.

Youthful offenders who are 14 and 15 years of age, who have been convicted as an adult for a class 1 – class 2 felony and receive a YOS sentence of 2 – 7 years.

- Youthful offenders who are 16 and 17 years of age, who have been convicted as an adult for a class 2 – class 6 felony and receive a YOS sentence of 2-7 years.
- Young adult offenders who are 18 or 19 years of age, who have been convicted as an adult for a class 3 – class 6 felony and receive a YOS sentence of 2-6 years.
- SB 13-216 re-authorizing CRS 18-1.3-407.5 was signed into law on May 10, 2013. This bill allows 18 and 19 year old individuals to be eligible for sentencing to YOS.

Although this identifies the majority of offenders who are eligible for sentencing to YOS, there are

exceptions that apply to the different governing statutes that allow the courts to use the YOS sentencing option for various felony convictions on a case-by-case basis. All offenders sentenced to YOS receive a suspended sentence to the Colorado Department of Corrections that is contingent upon successful completion of their YOS sentence.

YOS delivers a four-part continuum of services for offenders: Orientation and Training Phase (OTP), Phase I (institutional); Phase II (pre-release); and Phase III (community supervision) all of which are administered by the Division of Prisons.

- **An Intake, Diagnostic, and Orientation (IDO) Phase:** Which is also referred to as the Orientation Training Phase (OTP) encompassing the first 30-45 days of the YOS sentence, during which time a thorough needs assessment and evaluation is completed, an individualized progress plan is developed, re-entry challenges are identified, and offenders are acclimated to the facility;
- **Phase I:** During which time a range of core programming, supplemental activities, treatment services, and educational and prevocational programs and services are provided to the offenders;
- **Phase II (Pre-Release):** Which is administered during the last three months of the period of institutional confinement, continuing the re-entry focus and providing a foundation for an effective and well-planned transition to Phase III;
- **Phase III (Community Supervision):** Which is administered for the period of community supervision that remains after the completion of Phase II and during which time the offender is closely monitored during reintegration into society. This phase serves as the final 6 to 12 months of a YOS sentence.

The employees of YOS are comprised of a community of trained staff committed to the principles of adolescent development, and through modeling, mentoring and other planned interventions, provide opportunities for offenders to acquire the necessary skills and pro-social abilities that will enable them to grow and develop into successful, law abiding and productive citizens.

MEDICAL / DENTAL

Medical services in the Department of Corrections (DOC) are structured to function like other managed-care organizations, providing a full range of health care services. Internally, care is provided by State employees and contract employees, including physicians, physician assistants/nurse practitioners, nurses, and ancillary staff. Primary medical care and dental care are provided within the prisons. Infirmary care is available at the Denver Reception and Diagnostic Center (DRDC) and at the Colorado Territorial Correctional Facility (CTCF). Ancillary care and provider support are available through traditional services such as pharmacy, laboratory, and radiology. Healthcare services outside of DOC facilities are provided through a managed care network of specialty and institutional providers under contract with Correctional Health Partners, LLC.

All requested services (except emergency) are reviewed against nationally accepted clinical standards and protocols to ensure the care is medically necessary prior to the initiation of treatment. Emergency services are reviewed retrospectively, and the results are used to educate providers in order to reduce

unnecessary emergency services.

Infirmiry health care services for sub-acute inpatient needs are delivered at the CTCF and DRDC infirmaries. Sub-acute inpatient needs include: post-hospital care, infectious disease isolation, special testing, pre-hospital admission preparation, post- accident/stroke/injury rehabilitation, and the treatment of the less resource-intensive acute and chronic medical problems in which hospital admission and standard outpatient care are not recommended. Additionally, the CTCF infirmiry offers licensed hospice services.

Dental services are provided in Colorado correctional facilities and include intake exams, treatment of dental emergencies, restorations, root canal treatment, dentures, and treatment of fractured jaws, prosthetics, and other needed dental services.

Central functions of Medical Services in direct support of health care include administration of medical records, health and dental policy development by the chiefs of service, pharmaceutical services, information systems, finance, and overall administrative operations. These central functions must coordinate all activities of the various clinics and infirmaries in order to successfully utilize the managed care concept under Correctional Health Partners, LLC.

BEHAVIORAL HEALTH

The Behavioral Health major program area provides and manages cost effective mental health services to offenders. Services include clinical treatment and management of offenders with mental illnesses and developmental disabilities, crisis intervention with acutely disturbed or self-injurious offenders, limited rehabilitative programs, and coordination of transitional services for offenders with mental health needs. Services are provided to meet legal standards, diminish the risk to public and institutional safety, and maintain or improve offender level of functioning.

This major program area provides a range of professional psychiatric, psychological, social work, and mental health treatment services to offenders incarcerated in the DOC. The Behavioral Health major program area manages the mental health needs of the offender population throughout all phases of incarceration and provides specialized transition services to targeted populations as offenders leave the facilities for parole, community corrections placements, or discharge.

Offender mental health needs are assessed and identified on intake into the DOC system. Offenders with significant needs are referred for mental health services at the intake facility. Clinical mental health services are provided to those offenders who meet diagnostic criteria for mental illnesses or mental retardation/developmental disabilities. These offenders experience impairment in their ability to function and cope with incarceration because of psychiatric symptoms or deficits in intellectual functioning. Specialized services include crisis intervention, psychiatric services and medications, mental health treatment, infirmiry or hospital placement as needed, and community transition services.

DOC also provides clinical mental health services to offenders with acute mental health symptoms who do not meet diagnostic criteria for major mental illnesses or developmental disabilities, but who experience debilitating symptoms or psychological crises (e.g., suicide or self-injury risk, trauma, and situational stressors). DOC also provides rehabilitative mental health services, within the limits of available resources, to those offenders who present ingrained problematic behavior patterns, but who may not be considered mentally ill. The goal of Mental Health rehabilitative services is to assist offenders in developing new skills, attitudes, values, and behavioral patterns in order to reduce the risk of ongoing criminal behavior. These programs usually utilize a structured psycho-educational format based on a cognitive behavioral treatment model. Offenders are taught to identify and correct distortions in thinking and to substitute more productive, socially appropriate ways of thinking.

DOC Behavioral Health services are primarily directed towards the following target populations:

Offenders with Psychological Needs: These are offenders who have identified psychological needs that require some level of attention from DOC mental health staff. A subgroup of this population, referred to as Offenders with Serious Mental Illnesses, includes those offenders who have been diagnosed with major mental illnesses. Major mental illnesses are specified in clinical standards and generally include disorders that are more likely to cause significant impairment. This group falls within the identified target population for state-subsidized community mental health services.

Offenders with Developmental Disabilities (DD): These offenders require special services and programs due to impairment in learning and intellectual functioning.

Offenders with Acute Psychological Symptoms or Distress: These offenders may not meet criteria for serious mental illness diagnoses, but currently experience some form of acute distress related to mental health problems. These offenders may present a risk of self-injury, assaultive behavior, or facility disruption.

The Drug and Alcohol Treatment program exists to provide a continuum of facility and community-based assessment and treatment services for offenders under DOC supervision. These efforts are designed to reduce the introduction and use of dangerous drugs in facilities and communities so offenders can begin and maintain their process of recovery from substance abuse and dependency. This subprogram manages 34 drug and alcohol groups in 20 correctional facilities with approximately 484 offenders in education and outpatient treatment at any point in time. An additional 445 beds were added in the therapeutic community (TC) residential units for a total of 837 TC beds. From July 1, 2011 to May 31, 2012 Colorado Treatment Accountability for Safer Communities (TASC) made 5,555 treatment referrals for 3,941 individual offenders to 90 approved treatment providers in the community.

The DOC recognizes substance abuse as a major problem with criminal offenders, a contributing factor in the commission of crimes, and a significant factor impeding rehabilitation which results in an increased rate of recidivism. Nearly 80% of the DOC jurisdictional population has alcohol and drug treatment needs.

Substance abuse assessment and treatment services in DOC are designed to comply with the directives of CRS 16-11.5-102 regarding substance abuse in the criminal justice system:

- Providing consistency in the response to substance abuse assessment;
- Improving and standardizing substance abuse treatment for offenders; and,
- Providing incentives and punitive sanctions for offenders who refuse to cooperate with and respond to substance abuse treatment.

DOC provides a range of substance abuse services that includes: 1) intake assessment and evaluation; 2) facility-based education and treatment continuum; 3) self-help meetings; 4) case management and treatment services for parolees; 5) community-based urinalysis testing; 6) standardized offender assessment training; 7) research, program evaluation, and data management; and 8) specialized community based continuing care services for prison-based therapeutic community graduates, including dually diagnosed offenders and gender-specific females.

The Sex Offender Treatment and Monitoring Program (SOTMP) identifies and provides specialized assessment, and treatment of sexual offenders. The program is designed to enhance public safety by providing a continuum of identification, assessment and treatment services during incarceration.

Treatment for sex offenders includes cognitive behavioral interventions and assessing the offender's application of treatment concepts. Sex offenders remain at some level of risk to re-offend. However, with specialized treatment motivating sex offenders to change, offenders can learn to manage risk and reduce re-offense rates. Significant national and local research shows that treatment reduces recidivism through the following methods: (1) treatment helps sex offenders to develop new skills and to control urges to commit sex offenses; (2) in treatment, the sex offenders' risk factors and relapse cycles are identified which allows parole officers to monitor for pre-assault behaviors and contain sex offenders prior to re-offending; (3) treatment can result in increased knowledge about sex offenders which can contribute to the general knowledge for detection and prevention efforts.

PAROLE

Adult Parole

As part of the Division of Adult Parole, the Parole programs provide a system of structured supervision and accountability, which allows offenders to complete a portion of their sentence in the community. The responsibilities of the Division include the supervision and monitoring of domestic, interstate and Intensive Supervision Program (ISP) offenders and apprehension of parole absconders and inmate escapees. The Division is in the process of taking steps to reinforce a risk managed approach to offender supervision by way of the LSI; an objective offender assessment, Motivational Interviewing (MI) and the Colorado Violation Decision Making Process (CVDMP), a consistent guided decision making process with respect to offender violations.

Community Parole Officers supervise and monitor parolees in all three parole programs to assure compliance with conditions of parole as ordered by the Colorado Board of Parole. The three programs are regular Parole, the Parole Intensive Supervision Program (ISP) and the Interstate Compact Program. Programs in regular Parole and ISP may include weekly office, home, and employment contacts, surveillance, educational assistance, and treatment and housing needs services. Other important functions may include the monitoring of restitution payments, granting of earned time, updating of needs/risk classification and conducting investigations. Public Safety issues may include arrest, filing of new criminal charges, requests to the Board of Parole for modification of conditions of supervision, and parole revocation hearings before the Board. The ISP program enhanced supervision provisions may include the use of global positioning system (GPS) technology, the latest technology in electronic monitoring equipment, daily call-ins and curfews. The Interstate Compact Unit is involved in the supervision and management of parolees living outside of the State of Colorado.

Intermediate Sanctions for Parole Violators

The State Board of Parole has statutory authority to revoke parolees and refer them to a community corrections program or a pre-release and parole revocation facility. Revocation to these facilities is for up to 180 days.

HB 98-1160, approved June 4, 1998 added an additional subsection to the existing Parole Eligibility statute 17-22.5-403 (9) (i), C.R.50S. This 1998 statutory change requires the State Board of Parole to consider intermediate sanctions for revocations of mandatory parolees who are within 12 months of mandatory release, and in all cases where revocation is based upon technical violations.

This modification to 17-22.5-403 (9) (i), C.R.S. has resulted in two additional alternatives for intermediate sanctions by the State Board of Parole in addition to the traditional method for revoking parolees under previous legislation:

A class of facilities, Community Return to Custody Facilities (CRCF), was authorized in SB 252. This authorization allowed the Colorado Department of Corrections (DOC) to “operate community return to custody facilities and provide other support and monitoring services as a revocation facility” for certain non-violent Class 5 or 6 technical parole revocations. Legislation passed in 2010 added Class 4 in addition to Class 5 or 6. Unlike traditional community corrections programs, the SB 252 beds are administered by the DOC without the involvement of the local community corrections boards. The concept is to provide a regressive option to the State Board of Parole to revoke those parolees already released to the community who have failed due to technical violations or parole conditions. These parole violators can be managed in the community at a lower cost than returning them to a prison facility.

The DOC has statutory authority to contract with a private prison to serve as a pre-release and parole revocation facility. Parolees eligible for placement in the facility are parolees whose parole has been revoked for a period not to exceed 180 days. Parolees are not eligible if they have been revoked for a new crime.

The State Board of Parole has statutory authority to refer revoked parolees back to a traditional community correction program within the DOC. The revocation and referral to a traditional community

correction program is 180 days, and is subject to the same acceptance or rejection authority of the Community Corrections Boards and Centers for these placements.

PRE-RELEASE / COMMUNITY RE-ENTRY CONTINUUM

The Pre-Release Program and Community Re-Entry unit afford an overarching case management model that begins with the Pre-Release Program in 15 statewide facilities and transitions to Community Re-Entry statewide. This communication and overarching case management between Pre-Release Specialists and Community Re-Entry Specialists provide for a continuum of service and streamline transition process.

The Pre-Release curriculum targets the eight criminogenic needs through a series of modules using assessments and cognitive based interventions. The 10 modules are designed to increase awareness, personal accountability, self-sufficiency, networks of support and action around critical re-entry components.

The Pre-Release Career and Community Resource Center utilizes a secured computer network that provides up-to-date resources for transition planning, online job application simulators and re-entry resources. Pre-Release offers one-on-one sessions utilized for offenders with critical needs such as medical or mental health issues, or for offenders who do not have sufficient time to participate in the entire module series.

Community Re-Entry uses cognitive interventions, act as change agents interacting with the offender to enhance motivation and reinforce positive behavior, deliver risk reduction and stabilization efforts; encourage family reunification and support, and oversee a unified plan of service delivery. Additional support services include medical needs, benefits acquisition, long-term housing assistance, transportation assistance, clothing, personal hygiene back-packs, tools, employment services, general equivalency diploma (GED) preparation, repayment of restitution, child support arrearages, and referral to additional community support services for any other specialized needs that may impact a parolee's transition from prison into the community. These services are provided at the Broadway Community Re-Entry Center, and parole offices statewide. Services are incentive based and engage the offender in their transition plan, holding them accountable for their success in the community.

COMMUNITY CORRECTIONS

Inmates are closely supervised by Community Parole Officers (CPO's) in the two community programs. Under both programs inmates are required to maintain employment and to participate in required improvement programs. The Division provides for public safety by responding to inmate non-compliant behavior through the application of progressive discipline through the use of sanctions and the Code of Penal Discipline (COPD) which could lead to removal of the inmate from the community.

The Community Supervision program provides oversight of the 34 community corrections facilities state-wide, direct supervision and risk management of Colorado Department of Corrections (DOC) inmates, release planning in preparation for inmates to transition to the Community Intensive Supervision Program (ISP), parole release, or discharge of sentence, and coordination with local law enforcement departments on matters of public safety. Also, under this program the Division provides technical assistance to contract agencies to ensure that inmates are managed in compliance with state statute, pertinent case law, DOC Administrative Regulations and Operational Memorandums, written directives and Division of Criminal Justice Community Corrections Residential Facility Program Standards.

The Community ISP program is a non-residential community corrections intensive supervision program which provides an opportunity for inmates to reside in their own home or an approved residence beginning six months prior to parole eligibility. The purpose of the inmate ISP program is to prepare inmates for successful transition to parole release and/or discharge of sentence, and to provide public safety during the transition period. Successful transition into the inmate Community ISP program requires the inmates to achieve independent living and self-responsibility through employment which provides resources for living expenses, restitution, and child support payments. Also, the inmates participate in self-improvement opportunities which include education, counseling and required treatment programs.

Although, the authority for the Parole Board to revoke parolees and place certain inmates in community corrections programs was in statute before the authorization of the Community Return to Custody program under Section 17-1-206.5, C.R.S., the Department was authorized under this legislation to operate community return to custody facilities and provide other support and monitoring services as part of a revocation facility for certain non-violent Class 5 and 6 technical parole revocations. Legislation passed in 2101 also includes Class 4 in addition to Class 5 or 6. The concept is to provide a regressive option to the State Board of Parole in lieu of return to prison for those parolees already released to the community who have failed due to technical violations of parole conditions. The need for these facilities grew out of the number of technical parole violators who were returning to prison and overly inflating the State's prison population.

COLORADO CORRECTIONAL INDUSTRIES (CCi)

Colorado Correctional Industries (CCi) major program area manages self-supporting, profit-oriented work programs to provide offenders with training in various job skills and encourage work ethics while generating revenues through the sale of products and services provided primarily to other government agencies. By motivating offenders to keep regular hours, use effective communication in a work environment, and abide by work rules for conduct, CCi builds offenders' confidence and work habits in preparation for their futures. By employing only those offenders who have achieved a high school diploma or GED and have good institutional conduct records, a higher paying job within CCi provides an incentive that has a positive effect on offender behavior.

The major businesses operated by Correctional Industries include manufacturing operations for metal products, fiberglass products, automobile license plates, office furniture, seating and modular office systems; a print shop; a leather products shop; heavy equipment services; delivery and install of CCI products; warehousing; an 800-tollfree customer call center; and garment production operations. Other programs include the Colorado Surplus Property Agency (handling disposal of all state property), dairy milk production, water buffalo milk production, K-9 dog training, goats, Professional Bull Riders (PBR) bull training program, wild horse program, greenhouse, and tilapia production.

The Colorado Offender Phone System (CIPS) operation provides administration of contracted phone service; coordination of maintenance and repair of phone system; information and training to offenders, staff, and offender families; as well as phone account maintenance at all supported facilities.

Correctional Industries also operates the State Wildland Inmate Fire Team (SWIFT) crews, housed at various correctional facilities in Colorado. Correctional Industries makes SWIFT crews available to Colorado State Forestry Service (CSFS) and other agencies to assist in fighting fires within Colorado by dispatch through normal dispatch centers. CSFS has routinely provided a crew liaison when crews have been dispatched to wildland fires. The crews are self-sufficient and come with supervisors, basic tools and equipment, and transportation. To ensure that the crews function well, the personnel train together and are maintained as crews throughout the year. They are available year-round for assistance with non-fire, woods-related programs and projects.

Funding for the Correctional Industries Division is 100 percent cash and reappropriated funds from sales of Correctional Industries products and services.

The Canteen program provides various personal items for purchase by offenders including toiletries, snack foods, phone services, and other DOC approved items. Per CRS 17-24-126, all funds remaining after expenses are to be used to provide offenders with additional educational or recreational resources including library materials and cable television services. Funding for the Canteen Operation is 100 percent cash funds from sales of canteen products to offenders.

Focus of the Canteen program is to provide high quality, fairly priced merchandise and services to the offender population in an efficient and profitable manner; aid in the maintenance of a secure environment; and reduce reliance on taxpayer-provided funds for offender recreational, educational, and social benefit expenditures.

The Canteen provides administration of sales, distribution, purchasing, warehousing, and physical processing of offender orders for hygiene, personal, and recreational items. The Canteen also provides an offender work program which employs more than 80 offenders in meaningful jobs at the Arrowhead Correctional Center and Denver Women's Correctional Facility.

Canteen-generated funds are placed into the canteen, vending machine, and library account and then used to supplement appropriations for offender education and recreation. Additionally, the Canteen

provides a business-based vocational education program for interested offender employees. This is an accredited college level program consisting of five classes totaling 18 credit hours. Each class is a semester in duration and is conducted through classroom instruction. The program is accredited through the Colorado Community College System with credits transferable throughout the system.

FACILITY MANAGEMENT SERVICES

Utilities – The Utility program facilitates delivery of reliable, cost-effective utility services to all Department of Corrections (DOC) buildings, equipment, and other systems in order to provide a secure and safe living and work environment. The program is responsible for gathering, preserving, analyzing, and disseminating utility related data; implementing utility-related incentive systems; developing budget requests; supporting the implementation of energy and water savings and/or cost avoidance projects; and providing specific oversight and management services in regard to the Department’s water rights and needs.

The Utility program directs the Energy Management Program (EMP), which includes: Energy Performance Contracting (EPC) projects; Education and Awareness Program on Energy Efficiency & Water Conservation; Renewable Energy initiatives; utility management and invoice analysis and monitoring; utility tracking using the state-required EnergyCAP utility management database; electric, natural gas, propane, and potable water consumption reduction projects; the Energy Efficiency Plan, Water Conservation Plan, and the DOC Recycling Plan.

In FY 2012-13, the EMP, with Energy Services Companies (ESCOs), performed the Technical Energy Audit (TEA) phase of performance contracting at Fremont Correctional Facility (FCF), Arkansas Valley Correction Facility (AVCF), and Limon Correctional Facility (LCF). DOC finalized construction of the performance contracts at Buena Vista Correctional Complex (BVCC) and Sterling Correctional Facility (SCF) in FY2013-14. The DOC is now in the measurement and verification (M&V) stage of performance contracting at Colorado Territorial Correctional Facility (CTCF), and will enter the M&V phase at BVCC and SCF in FY2014-15.

In FY 2013-14, the EMP continued the program of implementing utility improvement measures, resulting in avoided costs, through such measures as: upgrading lighting to more efficient fixtures; continuing electrical service agreements under a demand-side management program; utilizing the procurement process to lower costs on natural gas; installing potable water conservation measures; and implementing facility heating ventilation and air-conditioning (HVAC) upgrades and replacements.

DOC is a host site for four existing photovoltaic solar electric generation projects resulting in cost avoidance for energy purchased through the associated Power Purchase Agreements. Two additional solar photovoltaic projects totaling roughly one megawatt (1M) are anticipated for construction completion at our Denver Complex in Spring of 2014. The avoidance funds gained through these combined efforts are invested back into the program for implementing new EMP projects or program improvements.

Maintenance - The Maintenance program supports 24/7/365 uninterrupted operation of the overall physical facilities within the DOC which includes physical plant management of basic building services

and systems such as heating, power, lighting, security hardware and fire alarms, all absolutely essential to the operation of a correctional facility.

Physical plant management services are provided in general maintenance, life safety, and special facilities such as boiler, chiller and central heating plants; water and wastewater treatment plants; utility distribution systems, electricity, gas, and communications equipment. Janitorial services, vehicle maintenance, heavy equipment, grounds maintenance, and assistance with minor construction projects are also provided.

Services are delivered through a program of routine and preventive maintenance procedures designed to preserve the operation of the various building systems and extend their effective lives. In addition, the response to maintenance needs is required on an immediate, emergency basis to ensure the continual operations of facilities in a safe and secure condition.

Facility Services - Facility Management Services (FMS) program provides timely and cost-effective solutions supporting the operations, maintenance, and construction of Colorado correctional facilities. The Office of Facility Management Services implements changes to the physical plants by responding to DOC needs. As a resource and centralized support to the DOC, it is the responsibility of FMS to:

- 1) Oversee standards and maintenance for existing correctional facilities;
- 2) Manage and supervise programming, design, and construction of new facilities and renovations to existing facilities;
- 3) Maintain the facility audit inventory of all DOC buildings which currently consists of 678 separate structures and 7,149,472 square feet of leased and state-owned building space;
- 4) Serve as the central coordinator of federal and state requirements as relates to the physical plant requirements for the Americans with Disabilities Act (ADA), Colorado Historical Society (CHS), Environmental Protection Agency (EPA), Colorado Department of Public Health and Environment (CDPHE), American Correctional Association (ACA), local jurisdictions related to emergency and hazardous material response, fire departments, water districts, wastewater districts, and other utility providers;
- 5) Maintain responsibility for timely and cost-effective maintenance, construction, and operational efforts;
- 6) Coordinate and author the annual Capital Construction (CC) and Controlled Maintenance (CM) budget request documents;
- 7) Develop and update the Division of Risk Management (DORM) Building and Contents Report;
- 8) Allocate the Maintenance Subprogram operating budget;
- 9) Request and manage facility Emergency Maintenance (EM) projects and coordinate lease agreements through Real Estate Programs;
- 10) Implement departmental and facility master planning.

EMPLOYEE DEVELOPMENT AND SUPPORT SERVICES

Human Resources - The Office of Human Resources (OHR) is responsible for conducting all human resource services that classify, recruit, screen, examine, interview and refer candidates to appointing authorities in 39 separate correctional facilities and community and parole offices; establish staffing patterns and creating positions; oversee personal services contract compliance; initiate and update manual/computer personnel and position records for approximately 6000 classified positions including

creation and maintenance of accurate payroll data; provide orientation of new staff; oversee employee relations, conflict resolution, and employment litigation / hearings; implement ongoing quality control via employee performance evaluation; conduct position classification reviews; respond to staff and public inquiries regarding employment opportunities, hiring and selection; assure accurate and timely payment of salaries and benefits for Department of Corrections (DOC) employees; provide for accurate accounting of salary costs through the Expense Distribution; disseminate information related to employee benefits: i.e. leave balances, short-term disability, family medical leave, workers compensation, health/dental insurance and retirement.

Training - The training program is a department-wide service delivery system that provides basic training, in-service, extended orientation, advanced and specialized training to DOC employees, contract workers, and volunteers. Additionally, some basic, in-service, advanced and specialized training courses are provided to private prison staff, government, and law enforcement agencies. The focus of this subprogram is to develop a professional workforce capable of managing offenders in a safe, secure environment. The training system is administered through the Training Academy, located in Canon City, and operates in each facility/agency of the DOC. The subprogram's operations include: instructor development and credentialing, development and updating of curriculum, training delivery, training record maintenance, planning, monitoring, and evaluation. The training system continually strives to provide consistent, cost-effective and legally-defensible training based upon current correctional policy, law, philosophy, and trends.

FINANCIAL SERVICES

The Business Operations supports and serves the management of all operating units of the DOC with procurement/distribution of goods and services and the requesting, recording, and reporting of budgetary and financial information in accordance with state fiscal rules, generally accepted accounting principles, and applicable laws, rules, and regulations.

The services provided by Business Operations include: procurement of goods and services; reviewing department contracts; warehousing and distributing supplies; processing vendor invoices for payment; processing travel; recording offender receipts and expenditures; administering the State Procurement Card program; collecting offender restitution and child support; recording revenues and collection of receivables and distribution; authorizing, recording, tracking, approving and reporting expenditures; recording and tracking assets and liabilities; coordinating departmental mail pickup and delivery; providing switchboard coverage at headquarters and other facilities; providing financial information to the legislature, DOC staff, offenders, and the general public; internal auditing to ensure internal controls are maintained and proper procedures are followed; preparing the annual budget request document that accurately represents the financial and programmatic needs of the DOC; and providing financial oversight to all facilities and subprograms.

INSPECTOR GENERAL

The Office of the Inspector General (OIG) provides professional investigative resources to the DOC and its facilities, employees, offender population, law enforcement community, and the general public. The investigators are certified peace officers who are sworn to protect and serve the people of the State of Colorado by: promoting public safety and the safety of DOC staff and offenders; protecting property; and enforcing the laws within the State of Colorado. This office is the primary contact on law enforcement issues within the Department.

The Office of the Inspector General is responsible for detecting crime, enforcing the law, collecting and analyzing evidence, analyzing complaints, planning and conducting complete criminal and civil investigations within the DOC and the State of Colorado; preparing necessary legal documents, written reports, warrants, and affidavits; enforcing drug interdictions and collecting random staff urinalyses; administering the Prison Rape Elimination Act; administering the Colorado Sex Offender Registration Act; performing DNA collection in compliance with the law; analyzing and introducing high-profile offender data into the FBI's national Violent Criminal Apprehension Program database; supervising Colorado Crime Information Center (CCIC) and National Crime Information Center (NCIC) training and operations for DOC; monitoring and analyzing intelligence information to improve the safety and security of offenders, staff, and visitors; conducting background investigations on DOC employment applicants; and providing law enforcement assistance.

DOC STRATEGIC POLICY INITIATIVES

I. Administrative Segregation Reform

The Department is committed to managing seriously mentally ill offenders in appropriate treatment settings and not in Administrative Segregation. Restrictive housing will be consistent with offender behavior and mental status evaluation. A system will be used to provide offenders opportunities to progress out of restrictive housing. Programming will be provided as appropriate to the offenders' needs, in particular for those transitioning to the community.

Performance Goal #1: Implement administrative segregation reform by June 30, 2015.
Review and revise applicable administrative regulations, forms and corresponding information system for restrictive housing.
Review offender files, develop projections, analyze intelligence, establish movement plan.
Develop appropriate training, messaging and awareness of new policies and procedures for staff and offenders.
Evaluate restrictive housing programs and delivery systems to meet policy requirements.
Evaluate physical plant and equipment requirements to meet restrictive housing requirements at designated facilities.
Monitor, measure and adjust reforms as appropriate.

OUTCOME MEASURE		Baseline FY 14 ¹	1 YEAR July 1, 2015	3 YEAR July 1, 2017
1	Percent of population released to community from maximum security.	7%	≤ 1.0%	≤ 1.0%
2	Percent of offenders in maximum security.	1.3%	≤ 2.0%	≤ 2.0%
3	Number of offenders placed into maximum security prisons.	393	295	200
4	Average length of stay in maximum security housing.	27 months	21.5 months	12.0 months

¹ Baseline figures for all outcome measures in this section of Strategic Policy Initiatives, unless otherwise noted, are annualized using actual data through April or May 2014, averaged monthly to project expected figures through June 30, 2014.

II. Intensive Supervision Program (ISP) Contact Standards for Parolees

The Department is committed to community parole officer – parolee/offender contact standards that are consistent with offender risk and need. There are limited resources for parolee/offender supervision. Risk and need should inform the frequency and type of contact and supervision requirements to ensure the safety of the public.

Performance Goal #2: Enhance the Colorado violation decision making process (CVDMP) v2.0 by June 30, 2015.

Revise the CVDMP to include modifying the violation scale matrix, updating the sanctions and tying each sanction to the criminogenic need it most effectively addresses.

Recommend CVDMP programming enhancements to Colorado web-based integrated support environment (CWISE) to management stakeholders; implement as approved.

Educate offenders about the CVDMP process.

Develop a CVDMP quality assurance process.

Enhance data collection and tracking of “technical parole violations” (TPVs) to better identify the most common types of TPVs; identify new resources to better address these violations.

Performance Goal #3: Establish community parole officers (CPOs) in state facilities by June 30, 2015.

Scope and conduct a Lean process improvement event to define the new procedures for this process.

Develop implementation plan.

Implement the new process of facility-based CPOs.

Establish project metrics and monitor for a reasonable time; adjust process as necessary.

Performance Goal #4: Implement additional evidence-based practices training for community parole officers by June 30, 2016.

Train Division of Adult Parole staff on the EPICS model (Effective Practices in Community Supervision), in collaboration with the University of Cincinnati Corrections Institute trainers.

Deliver EPICS training in concert with continued motivational interviewing (MI) skill development.

Develop internal Division of Adult Parole coaches and trainers to sustain the implementation of the EPICS model, including: coaching, training, mentoring and evaluation of skill application.

OUTCOME MEASURE		Baseline FY14	1 YEAR July 1,2015	3 YEAR July 1, 2017
5	Technical parole revocation rate.	44%	40%	38%
6	Rate of new crime revocations.	8.5%	8.3%	8.2%
7	Rate of regressions from residential community corrections to prison.	39%	37%	35%
8	Recidivism rate. ²	48.8%	47.2%	43.9%

² Recidivism is tracked on a calendar year basis. The baseline metric represents offenders released from prison in CY 10 who recidivated prior to December 31, 2013; data was reported in CY14.

III. Program Consistency and Case Planning

The Department is committed to improving the collection of meaningful offender criminogenic needs information at intake and using this information to: make institution placements, create case plans that follow an offender from intake through discharge from parole, determine offender program needs and expand program opportunities consistent with evidence-based practices in facilities and in the community.

Performance Goal #5: Colorado Transitional Accountability Plan (CTAP): The department will implement a seamless case management plan to guide the offender's progress from incarceration to successful discharge of supervision by January 1, 2019.
--

Validate Assessments.

Identify & select CTAP tool; integrated, automated single case plan.
--

Review and streamline case manager job functions.

Create project teams for CTAP oversight and policy.

Train staff on all aspects of CTAP and implement.

Validate the results of CTAP; revise tool as needed.
--

Performance Goal #6: Sex offender treatment (Phase II) by June 30, 2015.

Implement recommendations of the legislatively required sex offender treatment evaluation conducted in FY13.
--

Modify existing lesson plans.

Develop and expand maintenance programs.
--

Update sex offender treatment and monitoring program (SOTMP) and classification policies.

Rewrite sex offender management board (SOMB) criteria for release to parole for lifetime sex offenders.

Performance Goal #7: Enhance cost effective housing and programming for the aging offender population by December 31, 2014.
--

Develop assessment codes for elderly offenders.

Identify facility housing centrally located to meet population needs, and age-appropriate programming.
--

Develop and implement training for staff around this population.
--

Pursue contract agreements and partnerships with external entities regarding community placement.

Performance Goal #8: Implement a centralized data collection process (offender management system, OMS) by June 30, 2016.

Implement a single, consolidated industry standard database architecture.

Access to all Colorado web-based integrated support environment (CWISE) data.

Acquire funding for an Offender Management System (OMS) with integrated Electronic Health Records (EHR).
--

Select OMS/EHR vendor; design, program, test OMS/EHR; roll out and monitor OMS/EHR.

Performance Goal #9: Implementation of the new federal prison rape elimination act (PREA) legislation by July 1, 2016.

Develop new information technology systems for PREA compliance and audit process.

Develop an internal audit system and process.

Seek funding for full time equivalent (FTE) positions and fill FTE should grant funding terminate plus one additional FTE for auditing.

Achieve compliance with Federal standards through external Federal audit process, 3-year cycle.

OUTCOME MEASURE		Baseline FY14	1 YEAR July 1,2015	3 YEAR July 1, 2017
9	Percent of successful prison rape eliminate act (PREA) audits. ³	33%	66%	100%
10	Number of completions per sex offender treatment criteria.	135	193	223

³ The target 1 & 3 year goals represent the % of DOC facilities scheduled for PREA audits, cumulative to date; it is expected each audit results in a successful PREA certification.

IV. Use of Electronic Monitoring for Parolees

The Department will clarify the purpose and improve the effectiveness of electronic monitoring (EM) for parolees through appropriate technology, evidence-based supervision strategies and enhanced staff guidance and education. Relationships with local law enforcement will be expanded wherever feasible to assist with responding to EM tamper alert violations.

Performance Goal #10: Implement recommendations of the National Institute of Corrections (NIC) electronic supervision technologies report by June 30, 2015.	
Define “why” electronic supervision is being used.—complete	
Identify specific roles and tasks for staff to move the Department toward reaching the “why” of electronic supervision.—complete	
Develop policies and procedures that stipulate direct oversight and contact with the central monitoring center.—complete; will modify additional policies as process improvements continue	
Develop nuanced response protocols.—complete	
Establish partnerships with other law enforcement agencies to assist with responding to alerts.—complete	
Develop, deliver and refresh training.	
Implement new policies and procedures.	
Monitor and measure new processes for impact.	
Make adjustments as necessary.	

OUTCOME MEASURE		Baseline FY14	1 YEAR July 1, 2015	3 YEAR July 1, 2017
11	Percent of parole and community status populations on abscond/escape status.	5.9%	5.4%	5.1%
12	Percent of intensive supervision program – parolee failures.	22%	19.5%	15%

V. National Institute of Corrections (NIC) System Mapping Analysis

The Department is committed to fulfilling all reasonable expectations and recommendations of the NIC study. Additional improvements will be achieved in the areas of reducing offender movement to enhance opportunities for offenders to complete programs, and improving staff guidance on discretionary decision-making such as program placements.

Performance Goal #11: Reduce institutional movement of all offenders by June 30, 2015.
Develop policy that limits offender movement 30 days prior to meeting the Parole Board.
Develop policy and implement Close custody program at Buena Vista, Fremont, Limon and Sterling.—complete
Review the use of classification overrides to promote effective program completion.—complete
Review policies related to institutional moves of offenders.--complete
Develop policy that supports completion of programming prior to movement.
Identify and monitor movement metrics to evaluate impact of these actions.
Performance Goal #12: Utilize an inter-departmental re-entry initiatives steering committee (IREISC) to guide work required to reduce barriers to offender success, reduce recidivism, and positively impact public safety; implement initiatives recommended by the steering team and approved by the respective departments' executive leadership by December 31, 2014.
Utilize an inter-departmental re-entry steering team to guide work required to reduce barriers to offender success, reduce recidivism, and positively impact public safety; implement initiatives recommended by the steering team and approved by the respective departments' executive leadership by December 31, 2014.
Establish an interdepartmental re-entry steering team.—complete
Assess September 2011 Re-entry Symposium work groups' recommendations; identify three initiatives for the groups' focus.--complete
Develop implementation plans, action steps and performance measures to improve the three initiatives.—complete
Implement plans and assess performance.
Performance Goal #13: Enhance the offender ID program to increase the number of offenders who release with a State ID by June 30, 2015.
Establish satellite Department of Motor Vehicle (DMV) office at Denver Reception and Diagnostic Center.
Establish satellite DMV office at Territorial Correctional Facility.
Establish DMV-DOC procedures and policies and train stakeholders accordingly.
Implement and monitor new process.
Performance Goal #14: Program Consistency (Phase II). Implement recommendations of the National Institute of Corrections Study by June 30, 2015.
Implement a plan to align facility programs with corresponding program for released offenders.
Eliminate and standardized programs based on Exec Staff recommendations.
Develop policy that outlines process for adding/eliminating programs.
Integrate master program schedule (MPS) with the Colorado Transition Accountability Plan (CTAP), an integrated case plan for the DOC.
Identify and monitor movement metrics to evaluate impact of these actions.

OUTCOME MEASURE		Baseline FY14	1 YEAR July 1,2015	3 YEAR July 1, 2017
13	Percent of eligible offenders releasing with a State ID.	38%	60%	80%
14	Number of institution moves of offenders.	17,985	17,535	17,086
15	Number of program completions. ⁴			
a	State facilities.	6,888	7,232	7,577
b	Community Education Centers facility.	647	679	712
c	Corrections Corporation of America facilities.	980	1,029	1,078

⁴ The baseline was calculated from the number of program completions from July 2013 – Apr 2014, annualized to June 30, 2014. Programs include: mental health; drug and alcohol, outpatient and therapeutic communities; sex offender treatment and monitoring program, Phase 1 and 2; Academic, Career, and Pre-release programs.

DOC Operating Component

The operating component of the DOC’s performance plan is the program-level operating plan. It is comprised of thirteen (13) major program areas (MPAs), and each MPA manager identified at least one high level process required of that MPA. For example, “Housing and Security” is a major program area. This MPA includes the high level process to “assess and program offenders based on risk/need from intake to release from parole.” This process uses resources (inputs) to produce information, products and/or services (outputs). The outputs can be measured. The MPA manager is able to establish one and three year target goals and a plan to achieve the goals. See example below.

MAJOR PROGRAM AREA			
Housing & Security			
INPUT	PROCESS	OUTPUT	
State offender population and parole population (ADP)	Assess and program offenders based on risk/need from intake to release from parole.	Percent of state offender population with a risk score and case plan in the CO Transition Accountability Plan (CTAP).	
Number of offenders with assessment(s) in CTAP		<table border="1"> <tr> <td>1 year 50%</td> <td>3 year 90%</td> </tr> </table>	1 year 50%
1 year 50%	3 year 90%		
Strategy to achieve 1 & 3 year outputs			
Implement the CTAP system with the Governor’s Office of Information Technology and external vendor.			
Train all relevant staff on CTAP system.			
Use CTAP for all new commitments/regressions to prison.			
Monitor output metric, at least monthly.			
Take corrective action for negative trend in metric.			

The Governor’s Office of State Planning and Budgeting (OSPB) provides guidance on implementation of the State Measurement for Accountable, Responsive, and Transparent (SMART) Act. For the planning year 2014-2015, the current planning year, OSPB guidance added the requirement to collect historical data for input and output measures, as well as to identify 1 & 3 year projections for each input and output measure. For the 2014-2015 planning year, only one process required a written strategy (see above). In subsequent years, it is OSPB’s vision that more processes, inputs, outputs and strategies will be included in the Department performance plan.

All MPA data for 2014-2015, are included in the Colorado Operations Resource Engine (CORE), a new electronic budgeting system for state of Colorado. Therefore, the reader can access all thirteen MPAs for the Department of Corrections online on the Governor’s web page, online on the DOC’s external facing web-page at <http://www.doc.state.co.us/> or Appendix B of this document.

**FY 2014 DOC Performance Plan
Mid-Year Performance Evaluation
Executive Summary**

FY 2014 DOC Outcome Measures Mid-Year

The FY 2014 DOC performance plan contained fourteen (14) outcome measures. Outcome metrics represent the larger, less controllable aspects of the department's efforts to meet expectations of its stakeholders. Outcome measures are influenced by a variety of factors. Our major initiatives and performance goals were devised to improve performance and influence outcome measures. Due to the complex nature of outcome measures, not all indicators are favorable at the mid-year, December 31, 2013, evaluation.

A review of five outcome measures at mid-year suggests the department will achieve the one-year targeted improvement.

1. Percent of administrative segregation releases to the community: at mid-year, down from 21% to 15%; target one-year improvement 14.5%.
2. Number of general equivalency diplomas (GEDs) awarded: as of December 31, 2013, 894 GEDs were awarded; target one-year goal is 980.
3. Number of volunteer programs with emphasis to increase Life Skills programs: increased from 239 to 245 by mid-year; target one-year improvement is 251.
4. Rate of new crime revocations: decreased from 9.3% to 7.6% at mid-year exceeding our one year target improvement of 8.5%.
5. Gas (utility) consumption: at mid-year, usage was 296,000 dekatherms, suggesting the one-year target reduction to 737,300 dekatherms is achievable.

Where outcome measure indicators are unfavorable (red) at mid-year, an explanation of conditions and circumstances is presented (see Appendix A). The DOC is committed to achieve targeted outcomes to the extent feasible.

FY 2014 DOC Performance Goals

The DOC established twenty-one⁵ performance goals for the FY 2014 performance plan. In 2013, the Department experienced a dramatic transitional year of executive leadership. Consequently high-level strategic initiatives were identified as follows:

1. Administrative Segregation Reform
2. Intensive Supervision Program (ISP) Contact Standards for Parolees
3. Program Consistency and Case Planning
4. Use of Electronic Monitoring for Parolees
5. National Institute of Corrections (NIC) System Mapping Analysis

These strategic initiatives encompass many of the FY 2014 twenty-one performance goals, though not all. Administrative Segregation Reform was not included in the FY 2014 plan; although this initiative was

⁵ The FY 2014 Plan lists 22 performance goals; however, the DOC Executive Staff determined that 2 goals were sufficiently similar to warrant combining into one: CTAP and Implement institutional case plans on all intakes.

pursued in earnest this past year. The five strategic initiatives remain the focus of the DOC administration and are documented in the FY 2014 Strategic Component section of this performance plan.

Throughout this fiscal year, Department staff worked diligently to implement the twenty-one performance goals, guided by the five strategic initiatives. Following is a brief summary of accomplishments. More details of the twenty-one performance goal accomplishments are found in Appendix A of this document.

Colorado Transition Accountability Plan (CTAP) is an information technology tool procured through the University of Cincinnati to provide a single, electronic case management system. CTAP tracks an offender's criminogenic risks and needs from intake to release from parole using evidence-based assessment tools and applying evidence-based programs to address risks and needs. CTAP is operational in the Department as of June 2, 2014.

Reducing offender movement was a targeted outcome of the National Institute of Correction (NIC) study to improve offender potential to complete significant program opportunities such as GED, parole board hearings, vocational training, and behavioral health and addiction treatment. As of May 31, 2014, the department reduced offender permanent moves from 1,785 to 1,272 per month, a 28.3% reduction.

The NIC study recommended that the Department review and clarify case manager and community parole officer discretionary decision-making. This task was accomplished, policies were updated and staff trained on new procedures.

Offender IDs is an initiative to ensure eligible offenders release with a State ID to facilitate successful transition into the community. The Department held a Lean process improvement event in 2012, which resulted in use of online technology to renew eligible offender State IDs and a centralized storage system for IDs to decrease handoffs and potential losses. This year, in collaboration with the Colorado Department of Revenue, the DOC sought and received Legislative funding to implement satellite DMV offices in two of our facilities. This project is underway and once implemented will increase the number of eligible offenders receiving State IDs prior to release.

Parolee electronic monitoring (EM) was the subject of much scrutiny following the death of Mr. Clements. The National Institute of Corrections (NIC) performed an independent study of DOC EM practices, infrastructure and equipment, and made several recommendations for improvement. Since August 2013, when the study was published, the Department worked tirelessly to improve the EM program, to include: a clear definition of the "why" EM is used; collapsed EM and the intensive supervision program (ISP) processes for greater clarity and efficiency; evaluated vendors and equipment; developed EM escalation protocols including a tamper alert guide; established a fugitive apprehension unit; and improved relationships with other law enforcement agencies for response to tamper alerts and parolees on fugitive status.

The Department's legacy offender data base is gravely out of date and inefficient. Fewer and fewer information technology professionals exist to sustain this outdated system. This year the Colorado Legislature supported the Department's request for funding to replace the legacy offender data system to include an electronic health record. The Department is now preparing the request for quote to seek viable vendors for this project.

The Department's Lean continuous improvement initiative is now 2.5 years mature. To date, 5,545 training instances in various Lean roles, principles and tools were delivered via on-line curriculum or in a traditional

classroom. In January 2014, our first Lean project leader (LPL) curriculum was delivered to eight DOC staff, each LPL is required to conduct a process improvement event to achieve certification. Approximately 20 DOC leaders received training in value stream mapping to facilitate strategic process improvement activities.

Federal Prison Rape Elimination Act (PREA) legislation required significant policy updates, staff training and some facility enhancements to achieve PREA accreditation and meet Federal law. The requirements are strict. Nonetheless, our first PREA audit reflected full compliance. We anticipate 33% of our facilities will be PREA compliant by the end of this fiscal year, with 100% compliance in all facilities by the end FY16.

In fiscal year 2013, the DOC established energy reduction goals: reduce electric use by 1.5% and natural gas use by 7%. These goals were achieved in 2013 through implementation of energy performance contracts, staff training and effective utility practices. Since September 2013, 4,100 staff participated in on-line energy efficiency and water conservation training to enhance knowledge and skills and improve practices.

FY 2014 DOC Major Program Area Process Measures

The Department performance plan contains thirteen major program areas (refer to Attachment A). Each major program area (MPA) is comprised of high level processes, and each process has inputs (resources) and outputs (products and services) with 1 & 3 year goals. The mid-year review of the data suggests that staff is using resources as planned for customer-focused delivery of products and services.

With very few exceptions all measures at mid-year compared to the 1 year projection appear favorable. This means that by July 1, 2014, year-end actuals should be reasonably consistent with the 1 year projections.

The major program area section is a new requirement as of the FY 2014 performance plan. Staff is adjusting to the expectations of process input and output measurement. As we mature in the identification of processes and output measures, staff will begin to target process improvements to use resources more effectively and enhance customer service.

Message from the Parole Board Chairperson



I am honored to serve as the Chairperson of the Colorado Board of Parole and I am privileged to serve with so many dedicated professionals who strive each and every day to protect the citizens of Colorado by utilizing evidence-based practices and promoting successful re-entry initiatives.

The 2014-2015 Parole Board Performance Plan serves as a complement to our primary goal: public safety. We are committed to utilizing evidence-based practices to continuously improve our decision-making process. The parole board has accomplished many goals during the past year and is committed to continuing to improve our process through the expansion of evidence-based practices and maintaining our collaborative relationships with other agencies and stakeholders to support our mission.

The parole board has placed much emphasis on relevant training of board members throughout this year regarding topics such as legal issues, the utilization of elements of offender risk in release decisions, data collection, challenges surrounding offenders with mental health and substance abuse needs, sexual offender treatment and supervision, re-entry efforts for all inmates including long-term offenders, and motivational interviewing. Additionally, the parole board completed the Administrative Procedure Act process and incorporated the suggestions of stakeholders and the public to update the parole board rules and regulations.

Victim issues are an integral part of the work of the parole board and we have continued to maintain our collaborative relationship with victim's groups and the Victim Services Unit in the Colorado Department of Corrections ("DOC"). The parole board also places a high emphasis on understanding the needs of offenders and their families and is engaged in continually communicating with and receiving valuable input from offenders and offender advocate groups. To maintain a collaborative relationship with the DOC, the parole board has made an affirmative effort to visit various corrections facilities throughout the state and to attend meetings and events with the DOC to discuss best-practices, exchange information, and invite input from those individuals and entities that are crucial partners with the parole board.

Consistency in decision-making is important for the parole board and as such, the board has utilized evidence-based practices that include an automated release guideline instrument for application hearings, and is in the process of developing a similar guideline instrument for revocation hearings.

The Colorado Board of Parole, as a team, is committed to providing the citizens of Colorado with a transparent, well-informed, fair and thorough process. The parole board and staff consider it an honor to serve the citizens of Colorado, and we continue to actively evaluate and improve our process and our services.

**Colorado Board of Parole
Strategic Component**

VISION STATEMENT

The vision of the Colorado Board of Parole is to work closely with our customer base, partners and treatment providers in the pursuit of our overall mission. The board will encourage an open and transparent environment in an effort to foster a more thorough understanding of the purpose and process of the Colorado Board of Parole. We believe a close working relationship will provide an atmosphere of cooperation, resulting in greater public safety, increased sensitivity and concern for the needs of victims, an increase in the percentage of successful periods of parole for offenders, reduced recidivism and enhanced collaboration toward a common goal throughout the State of Colorado.

MISSION STATEMENT

The mission of the Colorado Board of Parole is to increase assurance of public safety by the critical evaluation, through the utilization of evidence based practices, of inmate potential for re-integration to society. The board determines parole suitability through the process of setting appropriate conditions that assist the parolee by helping to create an atmosphere for a successful reintegration and return to the community.

COLORADO BOARD OF PAROLE ORGANIZATIONAL CHART

The Colorado Board of Parole was transferred to DOC in 1977 by a Type 1 transfer (Section 24-1-128.5(3), C.R.S. (2013)). A “type 1 transfer” means:

...the transferring intact of an existing department, institution, or other agency, or part thereof, to a principal department established by this article. When any department, institution, or other agency, or part thereof, is transferred to a principal department under a type 1 transfer, that department, institution, or other agency, or part thereof, shall be administered under the direction and supervision of that principal department, but it shall exercise its prescribed statutory powers, duties, and functions including rule-making, regulation licensing, and registration, the promulgation of rules, rates regulations, and standards, and the rendering of findings, orders, and adjudications, independently of the head of the principal department. Under a type 1 transfer, any powers, duties, and functions not specifically vested by statute in the agency being transferred, including, but not limited to, all budgeting, purchasing, planning, and related management functions of any transferred department, institution, or other agency, or part thereof, shall be performed under the direction and supervision of the head of the principal department. (Section 24-1-105(1), C.R.S. (2013)).

The parole board consists of seven members who are appointed by the Governor and confirmed by the senate to serve three-year terms, and may serve consecutive terms (Section 17-2-201(1)(a), C.R.S. (2013)). The chairperson of the State Board of Parole is the administrative head of the parole board. He/she has the responsibility to enforce the rules and regulations of the board, and to assure that parole hearings are scheduled and conducted properly.

The chairperson oversees and monitors the performance of the other six board members and seven full-time support staff. The chairperson also has the authority to contract with licensed attorneys to serve as administrative hearing officers to conduct revocation hearings and contract with qualified individuals to serve as release hearing officers (Section 17-2-201, C.R.S. (2013)). Additionally, the chairperson is allowed to contract with a defense attorney to represent parolees who are not competent to represent themselves during parole revocation hearings, and to contract with temporary workers to assist the parole board staff in carrying out duties critical to comply with statutory requirements assist with the incredible workload of parole board staff.

Although the chairman of the parole board monitors the performance and directs the workload of the six board members, all seven board members are appointed to serve at the pleasure of the Governor. All staff support positions are selected by DOC through their established state human resources competitive process.

Currently, the parole board and staff consist of the chairperson, vice-chairperson, and five board members; seven full-time support staff, two administrative hearing officers, one release hearing officer, one defense attorney, and two temporary staff. Although the parole board consistently collaborates with DOC, it is an independent entity under the employ of the Governor of Colorado.

MAJOR PROGRAM AREA DESCRIPTION**COLORADO BOARD OF PAROLE****Board Appointments and General Background Information:**

Members of the Colorado Board of Parole are appointed by the Governor and confirmed by the Colorado Senate. The seven members are composed of representatives from multidisciplinary areas of expertise. Two members must have experience in law enforcement, one must have experience in offender supervision and four members are required to have experience in other relevant fields. Each member must have a minimum of five years of experience in a relevant field and must have a working knowledge of the parole system, rehabilitation, correctional administration and the functioning of the criminal justice system. Board members are required by state statute to consider their appointment to the Colorado Board of Parole to be a full-time position.

While the board operates independently from other state agencies, it maintains a collaborative and cooperative relationship with DOC, and the Colorado Division of Criminal Justice. It also works closely with the DOC Victim's Service Unit, Voices of Victims, the Colorado Criminal Justice Reform Coalition and the Colorado Citizens United for the Rehabilitation of Errants.

In the past year, the board has worked diligently to foster a more open and communicative working environment, internally and with those individuals, agencies and organizations that are directly and indirectly impacted by the decision making process of the Colorado board of parole. The board conducts application and revocation hearings Monday through Friday. Fridays are currently reserved for executive sessions of the board which include but are not limited to the process of full board reviews and the continued education and relative training of board members.

Board members participate in the Colorado Commission on Criminal and Juvenile Justice and individual members attend meetings of various subcommittees. Board members attend meetings of Voices and CURE on a regular basis.

Hearings:

The board is charged with the responsibility of evaluating and assessing the potential for success of a discretionary release to parole for those individual inmates of DOC who are eligible for such consideration. The board is required to schedule and hold application hearings and set conditions of parole for all inmates prior to their being released on parole either discretionarily or mandatorily.

Individual members normally conduct and make decisions in regard to application hearings, but all hearings are subject to a review process. Application hearings that involve inmates that have been sentenced to a minimum and maximum life term are required to be heard by two board members.

The board conducts rescission hearings for inmates whose parole has been granted and subsequently suspended for cause prior release.

The board has the responsibility to conduct revocation hearings for those inmates that are on parole and have had a complaint filed with the board of parole by the Division of Parole alleging a violation(s) of their parole agreement. The board also reviews, approves and signs warrants for the arrest of parolees alleged to be in violation of their parole agreement.

Any discretionary release of an inmate that has been convicted of a violent or sexual crime as described by statute or by the policy and procedures of the Colorado Board of Parole is required to be reviewed by the full board.

During Fiscal Year 2013 the board conducted over 27,000 hearings. Overall, the board conducts approximately 2,250 hearings per month.

COLORADO BOARD OF PAROLE STRATEGIC POLICY INITIATIVES

I. Enhanced Use of Technology

The Colorado Board of Parole will engage, utilize and embrace technological advances designed to make the work for the board more effective, efficient and productive. The Colorado Board of Parole has traditionally utilized a system of operation that was greatly dependent upon hand written hard copies. The board was directed, with the assistance of the DOC, to transform as many operational activities as possible from this paper based platform to a paperless, electronic procedure.

Performance Goal: Automate the revocation hearing process by June 30, 2015.
Work with the Governor’s Office of Information Technology (OIT) to complete the programming of the revocation hearing process.
Test the new revocation hearing process.
Ensure policy complies with the new revocation hearing process.
Train stakeholders on the new process.
Go-live and monitor new process for necessary adjustments.
Performance Goal: Restructure the parole board calendar schedule by June 30, 2015.
Work with the OIT to restructure the PB electronic calendar schedule.
Test the new calendar schedule.
Ensure policy complies with the new calendar schedule process.
Train stakeholders on the new process.
Go-live and monitor new process for necessary adjustments.
Performance Goal: Automate a bridge between revocation hearing data and the Colorado web-based integrated support environment (CWISE) by June 30, 2016
Prepare an OIT project request and submit for the DOC OIT committee review and prioritization.
Program the bridge.
Test the new system.
Ensure policy complies with the new process to access revocation hearings in CWISE.
Train stakeholders on the new process.
Go-live and monitor new process for necessary adjustments.

OUTCOME MEASURE		Baseline ⁶	1 YEAR (July 1,2015)	3 YEAR (July 1, 2017)
1	% of technical parole violations.	44%	40%	38%

⁶ Baseline is annualized using actual data through May 31, 2014, averaged monthly to project the expected rate through June 30, 2014.

II. Staff Development and Efficiencies

To maintain proficiency and to remain current on changes in parole laws and developments an aggressive and innovative training program was initiated July 1, 2011, in accordance with SB11-241. This initiative assures that parole board members, administrative hearing officers and release hearing officers meet or exceed the 20 hours of mandatory training required. Training enhances the board’s internal mandate to be more responsive and transparent to our customers and partners.

The board recognizes the value of performance data to measure the success and/or failure of the overall decision making process. In collaboration with the DOC Office of Planning and Analysis, the board has an opportunity to formulate outcome measures to track board performance as well as offender/parolee success rates. Through effective use of measures, the board can adjust practices, establish competency development and apply evidence-based practices to further its mission.

Performance Goal: Enhance staff competencies by June 30, 2015.
Implement additional evidence-based training opportunities for parole board members and staff (e.g. motivational interviewing).
Monitor training requirements for existing and new board members; implement skill-based training as appropriate.
Performance Goal: Improve timely analysis of data to measure performance and address deficiencies by June 30, 2015.
In collaboration with the DOC Office of Planning and Analysis (DOC OPA), implement a strategy for the new parole board data analyst to identify relevant metrics for routine monitoring of offender/parolee success rates.
Identify relevant metrics where data availability must be developed, if necessary, in collaboration with the DOC OPA and/or the Governor’s Office of Information Technology.
Using relevant data, identify deficiencies in board decision-making, and develop board education modules to enhance board performance.
Define strategies the board can address to enhance offender/parolee success: <ol style="list-style-type: none"> 1) Within the board’s control. 2) In collaboration with other stakeholders.

OUTCOME MEASURE		Baseline ⁷	1 YEAR ⁸	3 YEAR ⁹
2	Rate of technical violations for mandatory releases.	32%	31%	29%
3	Rate of new law crime violations for mandatory releases.	7%	6%	5%
4	Rate of technical violations for discretionary releases.	18%	17%	15%
5	Rate of new crime violations for discretionary releases	4%	3%	2%

⁷ Measures are 2012 calendar year releases, reported as 2013 calendar year recidivism.

⁸ Measures are 2013 calendar year releases, reported as 2014 calendar year recidivism.

⁹ Measures are 2015 calendar year releases, reported as 2016 calendar year recidivism.

**Colorado Board of Parole
2014-2015 Operating Component**

MAJOR PROGRAM AREA					
Colorado State Parole Board					
INPUTS		PROCESS	OUTPUTS		
Data Description	Historical Data		Data Description	Historical Data	
Average daily population (ADP) for Colorado state and private facilities.	FY14	N/A	Conduct parole hearings, make determinations and set conditions of parole.	FY13	17%
	FY13	17,546		FY12	N/A
	FY12	18,681		FY11	N/A
	(Y11	19,275			
	FY10	19,625			
	Projections				
	FY 15	17,954		FY 15	15%
	FY 17	18,356		FY 17	13%
Data Description	Historical Data				
Parole Board member and staff salaries.	FY14	1197526			
	FY13	1,197,526			
	FY12	1,197,526			
	FY11	1,105,012			
	FY10	1,374,215			
	Projections				
	FY 15	1,376,891			
	FY 17	1,376,891			
Data Description	Historical Data				
Parole Board operating budget (includes contract staff).	FY14	377,327			
	FY13	393,327			
	FY12	328,182			
	FY11	322,925			
	FY10	380,950			
	Projections				
	FY 15	378,827			
	FY 17	378,827			

**FY 2014 Performance Plan Evaluation
Colorado Board of Parole**

In 2012, the Colorado Board of Parole developed a strategic plan for 2012-2015. Since that time, the board chairperson and vice-chairperson have turned-over and new members were appointed. Despite the dramatic change in leadership, several important goals and objectives have been achieved.

1. Application of the Colorado Actuarial Risk Assessment (CARAS) to measure the board's performance in accomplishing its mission.
2. Baseline metrics and performance monitoring are ongoing with the CDOC Office of Planning and Analysis.
3. Filled a board data analyst position to improve measuring and monitoring board performance and offender/parolee outcomes.
4. Education practices are in effect to enhance board member competencies in the most recent and innovative parole decision making practices and evidence-based practices, such as motivational interviewing techniques.
5. Instituted a public education program to enhance transparency and promote collaboration with the public.
6. Implemented file review procedures to reduce board workload and allow for improved quality performance.
7. Implemented electronic signature for board members to sign and issue all warrants.