



COLORADO

Department of Corrections

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HB 14-1355 ANNUAL REPORT: DEPARTMENT RE-ENTRY INITIATIVES FOR FY 2015

A REPORT SUBMITTED TO THE
JOINT JUDICIARY COMMITTEES OF THE
SENATE AND HOUSE OF REPRESENTATIVES
DUE JANUARY 1, 2016, PURSUANT TO C.R.S. 17-33-101

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INTRODUCTION

During Fiscal Year (FY) 2015, the Colorado Department of Corrections (CDOC) managed an average daily jurisdictional population of 30,992 offenders; parolees consisted of 33% of those individuals (**Figure 1**). Further, 7,936 offenders released to parole in FY 2015, which is similar to the 10-year average of 8,411 offenders releasing each year from FY 2006 to FY 2015¹ (**Figure 2**).

CDOC provides individual offender re-entry planning within the Division of Adult Parole via pre-release programming, interaction with Facility-based Community Parole Officers, and Community Re-entry and Employment Training Navigation. The re-entry programs provide direct assistance to offenders preparing for a successful transition from prison to stabilization in the community, focusing on those most at risk of returning to prison. Research suggests that it is critical to

Figure 1:
CDOC Average Daily Jurisdictional Population

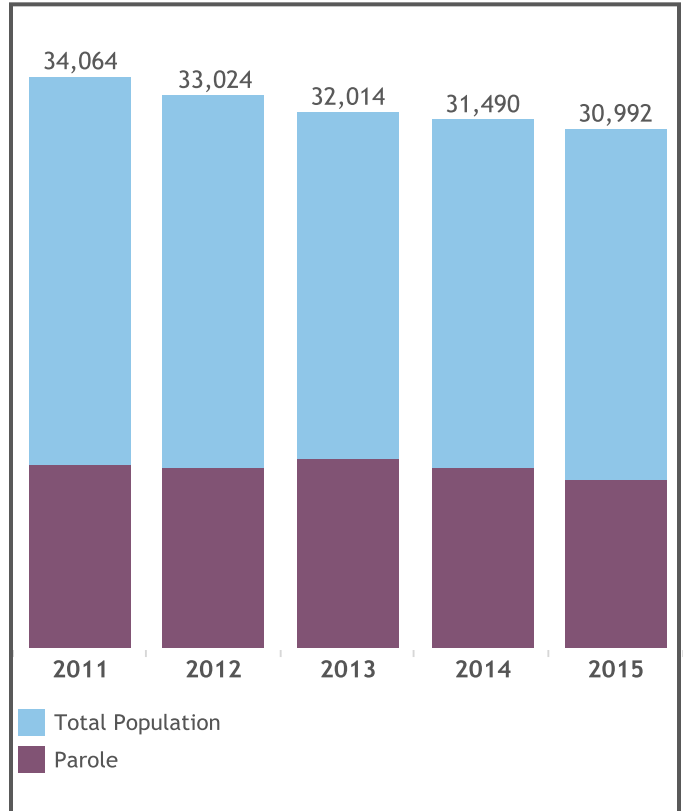
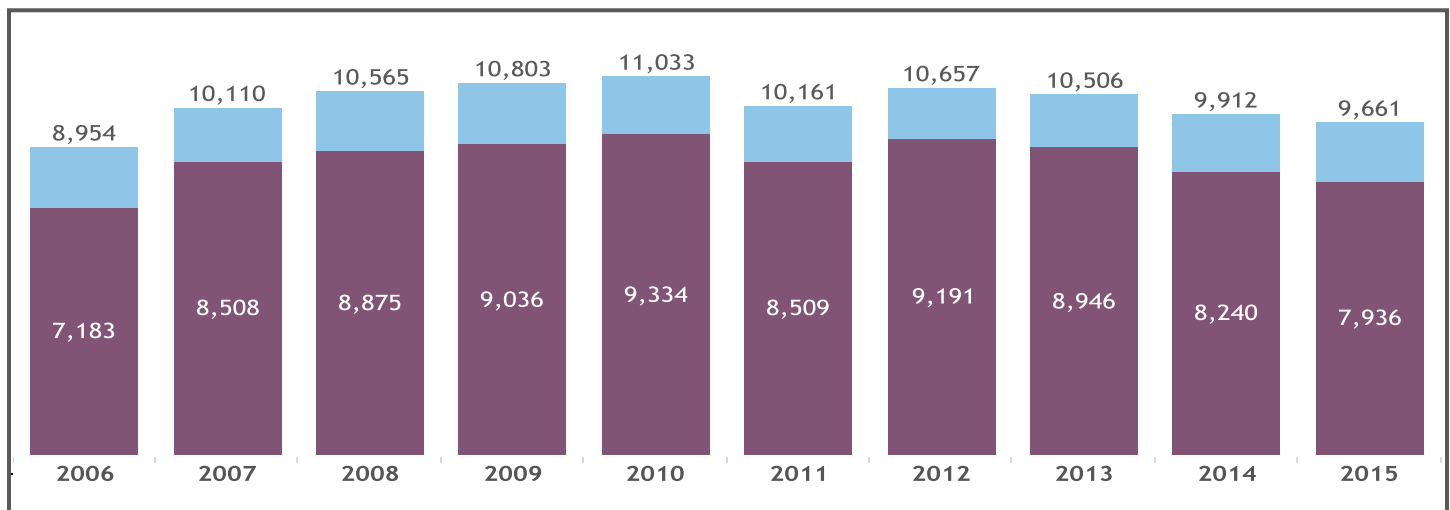


Figure 2:
Releases to Parole by Fiscal Year



¹ A statistical comparison of the FY 2015 number of releases to parole to the 10-year average found that it was not statistically significantly different with a 95% confidence interval.

link higher risk/needs offenders with specific programmatic interventions geared to meet his/her criminogenic needs and to expand formal and informal networks of support to reinforce pro-social values.²

To expand upon the existing and needed re-entry services, House Bill (HB) 14-1355 amended C.R.S. 17-33-101 to include the directive that CDOC “develop and implement initiatives within the department specifically designed to decrease recidivism, enhance public safety, and increase each offender’s chances of achieving success upon his or her release to the community” (3). It also provided an appropriation to CDOC to establish “re-entry initiatives for successful reintegration of adult offenders into the community.” The purpose of this appropriation was three-fold: “to reduce the possibility of each offender returning to prison, to assist each offender in rehabilitation, and to provide each offender with life management skills that allow him or her to function successfully in society” (2).

This report is required pursuant to C.R.S. 17-33-101(8) (2015):

THE DEPARTMENT SHALL INCLUDE A STATUS REPORT REGARDING THE PROGRESS AND OUTCOMES OF THE INITIATIVES DEVELOPED AND IMPLEMENTED BY THE DEPARTMENT PURSUANT TO THIS SECTION DURING THE PRECEDING YEAR.

Responding to the guidelines instituted in HB 14-1355, this legislative report details CDOC’s program for offender re-entry. In doing so, it discusses the existing and new initiatives both in the community and in the facilities for FY 2015 that 1) seek to assist in offender transition, 2) provide operational enhancements for staff to supervise offenders, and 3) establish grants to community organizations that provide re-entry services.

² See, for example, Andrews, D. A., Bonta, J., & Wormith, J. S. (2006). The recent past and near future of risk and/or need assessment. *Crime and delinquency*, 52(1), 7.

FACILITY-BASED RE-ENTRY INITIATIVES

HB 14-1355 provided appropriations to DEVELOP AND IMPLEMENT INITIATIVES SPECIFICALLY DESIGNED TO ASSIST OFFENDERS IN A CORRECTIONAL FACILITY TO PREPARE FOR RELEASE TO THE COMMUNITY (4).

During FY 2015, CDOC enhanced facility-based re-entry initiatives through staff additions to pre-release programming, Facility-based Community Parole Officers, and facility Case Managers to augment the existing pre-release strategies focused on offender re-entry.

Staff

The Division of Adult Parole employs staff that focuses specifically on preparing offenders for release into the community. This staff consists of Pre-release Specialists and Facility-based Community Parole Officers (FCPOs). Pre-release Specialists work with offenders both one-on-one and in groups to deliver evidence-based curriculum on the most common barriers to success upon release. FCPOs also work with offenders to facilitate issues regarding his/her barriers to success upon release and to provide links to the community-based staff and resources. Prior to HB 14-1355, the Division employed 16 Pre-release Specialists. HB 14-1355 provided resources for the Division to hire four new Pre-release Specialists and to establish and hire for the new FCPO positions. Currently, there are a total of 20 Pre-release Specialists, one Pre-release Team Leader, and one Pre-release Supervisor, along with 19 new FCPOs and two FCPO Supervisors.

Pre-release Planning

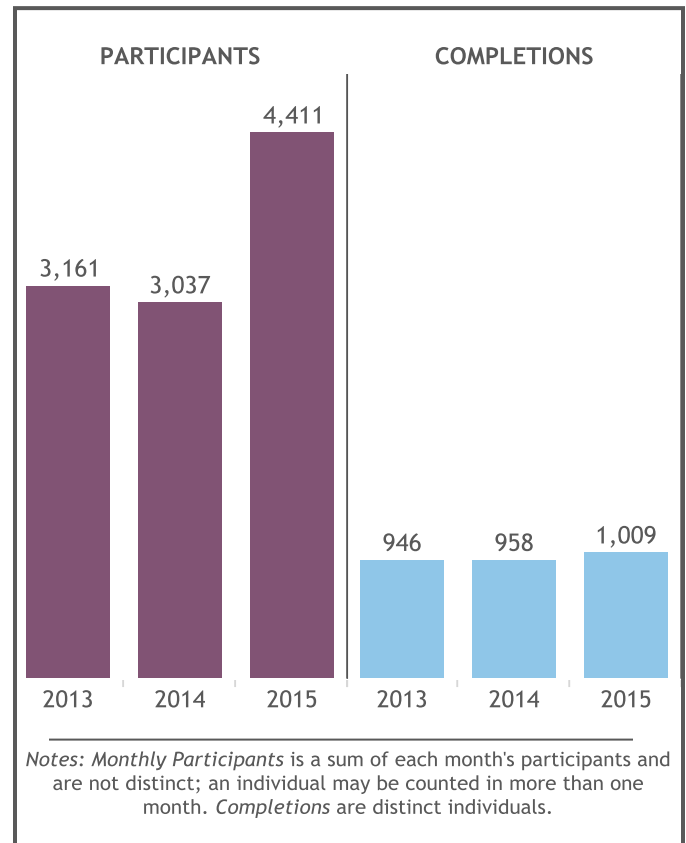
Pre-release Specialists provide classes and one-on-one sessions for offenders to obtain help with planning for his/her release to the community. Voluntary pre-release classes are offered in each facility and are taught by the Pre-release Specialists. These classes are comprised of 10 cognitive behavior-based modules, consisting of 100 hours of classroom instruction and 16 hours of computer lab time, which focus on the largest barriers to success for offenders upon his/her release. Module topics are listed below.

- *Identification* - Participants identify needed documents and the resources available for assistance.
- *Housing* - Participants identify viable options, gain an understanding of the importance of stable housing, and create a housing plan.
- *Employment Readiness and Retention* - Participants create a Career Portfolio, learn how to discuss his/her criminal history with an employer, and begin to conduct a job search.
- *Transportation* - Participants identify available resources and create a transportation plan.
- *Money Management and Credit* - Participants learn and identify money management strategies, create a budget, and create a money management plan.
- *Education Options and Resources* - Participants identify available opportunities, begin required application procedures, if applicable, and learn about resources available to offenders to develop his/her skills.

- *Healthy Lifestyles* - Participants identify strategies and establish a plan for maintaining stable mental, physical, and emotional health, including cognitive behavioral skill building related to decisions regarding substance use, grief, and loss and identifying community resources to help with his/her individual health concerns.
- *Family, Relationships, and Support Systems* - Participants explore the importance of healthy relationships and support systems to his/her transition, along with identifying resources to help he/she understand his/her responsibilities related to child support and/or custody issues.
- *Victim Awareness and Restorative Justice* - Participants gain an understanding of the importance of victim awareness and reparation to all parties of the crime, along with the opportunity to develop plans toward making reparations for his/her crime.
- *Living Under Supervision* - Participants distinguish between different release options, identify strategies for success, and have the opportunity to ask questions about community supervision requirements and processes.

During FY 2015, there were a total of 4,411 participants, which equates to a monthly average of 368 class participants,³ in the pre-release course sessions at all the facilities. A total of 1,009 enrolled offenders completed a pre-release course during FY 2015 (Figure 3).

Figure 3:
Pre-release Session Participation



Those who did not complete the course were either still active or were transitioned out due to a medical issue, disruptive behavior, court appearances, or another non-behavior-related transfer.

Offenders who participate in the pre-release course complete an entire Individualized Transition Plan (ITP) during the course term. Offenders who do not participate in the course have the option of meeting with a Pre-release Specialist either one-on-one or during open lab times to work on and complete an ITP. Course participants are provided access to the Resource Room⁴

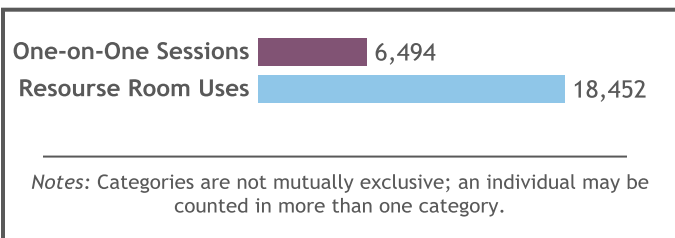
³ Please note that the sessions are 10 weeks long; thus, participants would have participated in more than one month. Hence, monthly counts are not mutually exclusive.

⁴ Resource rooms in the facilities are virtualized classrooms with 10 to 15 computer workstations which have access to the Colorado Department of Labor and Education's Connecting Colorado website, Pre-release curriculum, resource materials, and information and templates necessary to complete his/her ITP.

during classes, while non-participants are provided access during open lab times.

As **Figure 4** denotes, the Resource Rooms across all facilities were utilized a total of 18,452 times during FY 2015, with an average of 1,538 uses per month. Additionally, Pre-release Specialists conducted a total of 6,494 individual one-on-one sessions with offenders during that time period.

Figure 4:
Pre-release Participation



Facility-based Parole Officers

Facility-based Community Parole Officers (FCPOs) work with offenders who are within 180 days of release.⁵ FCPOs review offenders' records, case files, and transition plans to help offenders with identifying potential barriers to his/her success upon release. They collaborate with Case Managers, Parole Behavioral Health Specialists, and re-entry staff to identify offenders with high levels of need and determine the steps necessary for the offender to follow in conjunction with his/her release to the community. They not only assist with staffing meetings and pre-parole investigations, but they also help in completing investigations including those with a quick turnaround for offenders having less than 30 days to release. FCPOs contact individuals connected to the offender's release plan (e.g., the prospective housing

sponsor) to ensure viability and to identify and help develop solutions to any issues prior to the offender's release from prison, including contacting sponsors in- and out-of-state in order to promote family reunification.

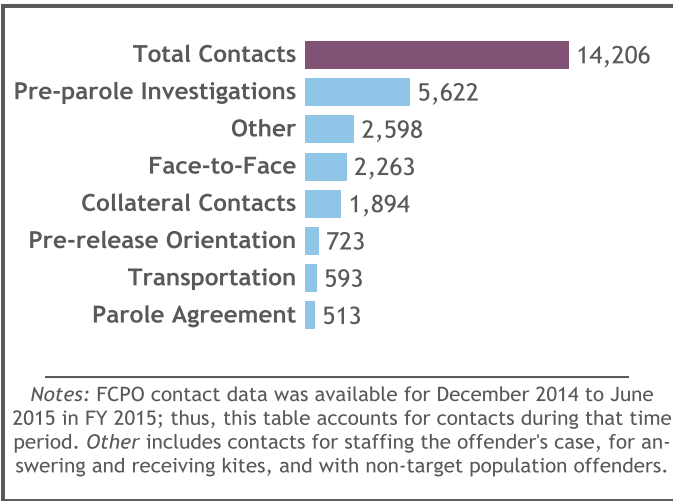
FCPOs provide an orientation to parole, as well as answering any questions the offender may have about being on parole. In doing so, FCPOs review the conditions of the parole agreement, discuss concerns, and help the offender make contact with his/her Community Re-entry Specialist and/or Community Parole Officer (CPO). The FCPOs also work directly with the Pre-release Specialists in conducting the pre-release course module, *Living Under Supervision*. Additionally, FCPOs facilitate re-entry panels, where outside vendors come in to the facility and present available resources; CPO's and Case Managers also attend to answer questions and concerns regarding release and to resolve questions and concerns regarding an inmate's time and transportation pick-up notifications.

Further, FCPOs conduct or coordinate transportation to the parole office for high risk/need parolees and work with individuals who returned to prison due to a technical parole violation to assess his/her barriers to success and to setup a plan of action for addressing those barriers. They also identify inmates as candidates for the Vivitrol program and schedule substance abuse evaluation appointments for inmates prior to release.

⁵ In FY 2016, this will expand to include those inmates assigned to a facility's re-entry unit.

From December 2014 to June 2015,⁶ FCPOs made a total of 14,206 contacts. The majority of contacts were for pre-parole investigations (40%); however, other contacts included face-to-face contacts (16%), collateral contacts (13%), pre-release orientations (5%), transportation provisions (4%), and parole agreement contacts (4%) (Figure 5).⁷

Figure 5:
Facility-based Parole Officer Contacts



Prison Operations Case Management

Prior to and during FY 2015, Prison Operations enhanced case management capabilities through the use of the Colorado Transitional Accountability Plan (CTAP), which is an assessment-driven case planning process. HB 14-1355 provided funding to increase the number of case managers within the facilities, decreasing the average caseload ratio of Case Managers to offenders. The department hired an additional 27 case managers in FY 2015 with appropriations from HB 14-1355.

⁶ Implementation of the FCPO program occurred from July to December of 2014; thus, meaningful data tracking began in December. The outcomes provided herein reflect a time frame of December 2014 to June 2015 for FY 2015.

⁷ These statistics are distinct contacts and include multiple contacts per inmate.

COMMUNITY-BASED RE-ENTRY INITIATIVES

HB 14-1355 provided appropriations to DEVELOP AND IMPLEMENT INITIATIVES SPECIFICALLY DESIGNED TO ASSIST EACH OFFENDER'S TRANSITION FROM A CORRECTIONAL FACILITY INTO THE COMMUNITY (5).

During FY 2015, CDOC implemented community-based re-entry initiatives, such as strategic additions to staff and programmatic needs, to augment the existing strategies focused on offender re-entry.

Staff

The Division of Adult Parole employs staff that focuses specifically on working with parolees to obtain services related to barriers to success experienced by parolees upon release. This staff includes Community Re-entry Specialists (CRES), Employment and Training Navigators (ETNs), and Behavioral Health Specialists (BHS). Prior to HB 14-1355, the Division employed 14 CRES. HB 14-1355 provided resources for the Division to hire two more staff into the role of CRES, four ETNs, four BHS, and one BHS Supervisor. Currently, there are a total of 16 CRES, two CRES Team Leaders, and one CRES Supervisor, along with four ETNs, four BHS, and one BHS Supervisor. Although not funded by HB 14-1355, a Community Partnership Coordinator was hired during FY 2015.

Community Re-entry Specialists

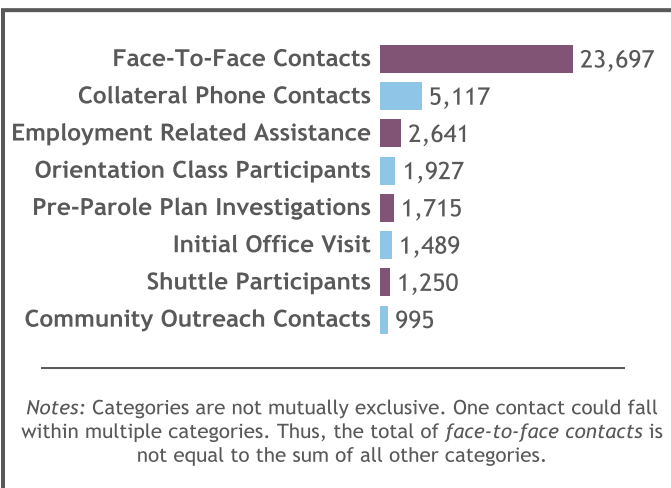
CRES provide integrated case management and support services throughout the state to assist with removing barriers that interfere with an offender's successful transition from prison to the community. Re-entry services

may include, but are not limited to, stabilization assistance or resources for housing, transportation, clothing, personal hygiene, backpacks, work tools, employment training, and job placement. The services are based on individual need and are incentive-based, requiring the offender's participation and accountability. CRES use cognitive-based interventions when interacting with the offenders to enhance motivation and reinforce positive behavior, deliver risk reduction, encourage stabilization efforts, support family reintegration, and assist with employment and job training opportunities. CRES also conduct an initial assessment to determine the appropriate level of re-entry transition assistance that may be needed for successful reintegration into the community.

In addition to direct service delivery, CRES also garner available resources from community and other agency partners to assist the offender in obtaining health care, benefits, education, substance abuse and mental health support, employment counseling, transportation, long-term housing, tools, pro-social leisure and recreation activities, legal documents, family re-unification programs, and parenting skills. Community re-entry services and resources are a continuation of the re-entry planning and transition services provided in the facilities by Case Managers, Pre-Release Specialists, and FCPOs. CRES operate in close coordination with the CPOs and ETNs to offer parolees the opportunity to be self-reliant, responsible, proactive citizens who are invested in his/her own behavior change.

During FY 2015, CRES made a total of 23,697 face-to-face contacts, which increased from the 16,136 face-to-face contacts made in FY 2014. That is an increase of 49% for FY 2015. Additionally, CRES made 5,117 collateral phone contacts, 995 community outreach contacts, and 2,641 employment-related contacts. They also conducted 1,715 pre-parole plan investigations, 1,489 initial office visits, and orientation for 1,927 parolees (Figure 6).

Figure 6:
Community Re-entry Specialist Contacts



Employment and Training Navigation

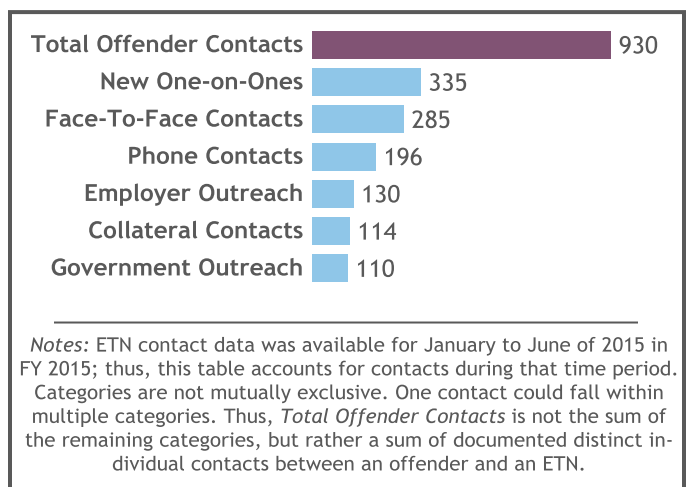
ETNs provide statewide services. Staff specialize in working with parolees to enhance job readiness by encouraging long-term employment goals with sustainable wages through case management, soft skills classes, and funding for job training. ETNs provide individual case planning following the principles of the Risk-Need-Responsivity Model⁸ and utilize strategies aimed at positive

⁸ Bonta, J., & Andrews, D. A. (2007). Risk-need-responsivity model for offender assessment and rehabilitation. *Rehabilitation*, 6, 1-22.

behavior change targeting increased decision-making and problem-solving skills. ETNs conduct an initial assessment for each parolee to determine the appropriate action items and steps for employment assistance or job training. The ETNs collaborate with state workforce centers, technical schools, community colleges, and other vocational schools to identify certificate and job training opportunities. Additionally, ETNs seek and establish relationships with employers who are willing to hire parolees, in order to expand the pool of potential job opportunities for offenders. Further, they also work with local businesses and community organizations to promote workforce development projects, internships, and apprenticeship programs.

As Figure 7 shows, from January to June 2015, ETNs made a total of 930 parolee contacts. More specifically, they made 335 new one-on-one contacts, 285 face-to-face contacts, 196 phone contacts, and 114 collateral contacts. Additionally, the ETNs made 130 contacts with potential employers and 110 contacts with governmental organizations on behalf of the parolee.

Figure 7:
Employment & Training Contacts



Behavioral Health Specialists

Four Master’s Level Behavioral Health Specialists (BHS) began working directly with parolees in FY 2015. These community-based BHS provide services for parolees across the state out of the parole offices. The BHS work with offenders to identify his/her mental health needs both immediately before and after his/her release to parole. More specifically, they work with Case Managers to assist in the transition of mentally ill offenders, provide crisis intervention services and medication assistance, and link mentally ill offenders with psychiatric appointments prior to release.

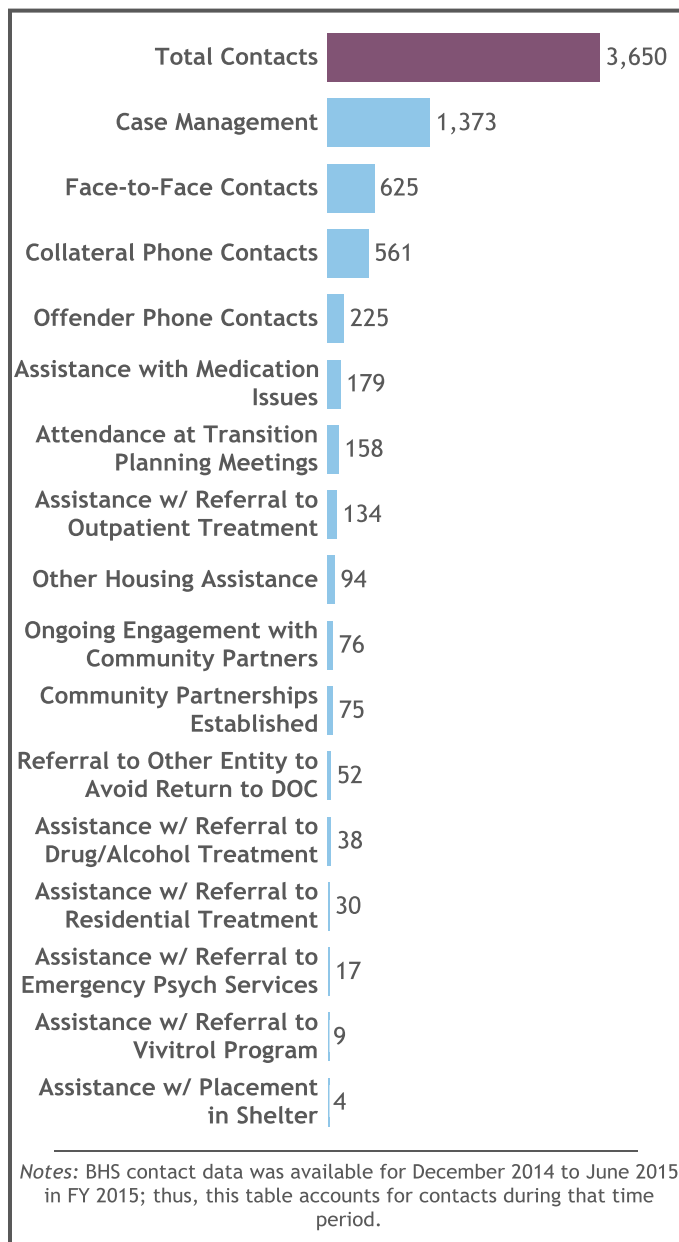
Based on available data for FY 2015, BHS staff had a total of 3,650 contacts with offenders. The majority (38%) of contacts were for case management, followed by face-to-face contacts (17%). Additionally, they made both collateral (15%) and offender (6%) phone contacts, assisted with medication issues (5%), and participated in transition planning meetings (4%) (Figure 8). Since these staff were hired during FY 2015, the above data consist of contacts from December 2014 to June 2015 only.

Community Partnership Development

Research has shown that developing partnerships with community organizations for re-entry services is beneficial; however, the process also has its challenges.⁹ During the fourth quarter of FY 2015, the Division of Adult Parole hired a Community Partnership Coordinator (CPC). The CPC’s overall responsibility includes conducting

outreach efforts in order to establish and maintain relationships with community-based and

Figure 8:
Behavioral Health Specialist Contacts



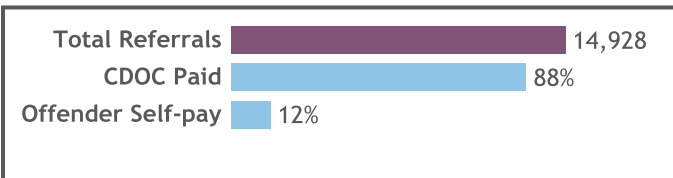
faith-based organizations in areas where partnerships do not exist or where they are inadequate in the delivery of community resources to parolees. A specific function of the position is to assist in promoting and marketing the community-based organization grant program (see page 15 of this report for further details) and to work closely with CRES, CPOs,

⁹ Yoon, J., & Nickel, J. (2008). Reentry Partnerships: A guide for states & faith-based and community organizations. U.S. Department of Justice, Office of Justice Programs.

and FCPOs to coordinate the referral process. The CPC also ensures that all legislative and contract requirements are met relative to the grant in collaboration with the grant intermediary. In addition, the CPC regularly attends both offender and victim advocacy meetings as well as other community meetings as directed.

As of the end of FY 2015, the Division had formal service partnerships with 106 non-governmental community organizations to provide services for parolees. Fifteen of those were established during FY 2015.¹⁰ Further, during FY 2015, the Division sought out partnerships with organizations that provide cognitive behavioral therapy, in order to provide those as resources for parolee referrals to approved treatment providers. As **Figure 9** shows, Division staff provided 14,928 referrals to parolees during FY 2015 to these approved vendors.

Figure 9:
Service Referrals to Community Partners



Denver Release Transportation Program

In an effort to eliminate the release of paroled and discharged inmates directly to the streets surrounding the Denver Complex and to strengthen the offender’s chance at success on the first day of release, the Denver Complex and Division of Adult Parole coordinated to implement a release transportation program.

¹⁰ As previously mentioned, the Division hired an individual to assist in developing community partnerships during the fourth quarter of FY 2015; thus, the CPC only had a short time frame to impact the on-boarding of community partnerships with the Division during FY 2015.

From September 1, 2014 to June 30, 2015, roughly 113 inmates per month paroling from the Canon City area to the Denver Metro Area or to the northern and western parts of the state who had not arranged transportation through family or friends, were shuttled from the Denver Reception and Diagnostic Center to the Division of Adult Parole Community Re-entry Center by a FCPO. This program served a total of 1,134 offenders in FY 2015.

Once at the Re-entry Center, the parolees are provided a general overview of the available re-entry services, RTD bus tickets to get the parolee to his/her parole field office, the bus station, and/or subsequent appointments, and specific directions and maps to his/her next location(s).

In addition, each parolee is provided with a backpack containing various items, such as personal hygiene items, a water bottle, socks, a wash cloth and towel, a pocket calendar, a pen, a notepad, and a folder. Parolees also receive a winter coat (seasonal) and a packet of information listing resources, such as local food and clothing bank locations, shelters, and health clinics.

If considered homeless, the parolee also meets with a CRES to receive housing assistance either via the Community Re-entry Center or via his/her parole field office once he/she reports to his/her CPO.

Vivitrol Therapy

During FY 2015, the Division provided parolees the opportunity to be assessed for participation in the Vivitrol program beginning in December 2014. Vivitrol is a non-addictive, non-narcotic FDA-approved medication for substance abuse treatment. More specifically, it is an opioid blocker that is taken once a

month, as a single shot, for up to six months. This treatment is used in conjunction with psychosocial treatment for participants with a willingness to overcome alcohol and opioid dependence. To participate, offenders must be referred to the program, complete routine blood work, and meet with a doctor to consent to the program and be evaluated prior to the first dose. From December 2014 to June 2015, the Vivitrol program served a total of 178 parolees in the Pueblo, Colorado Springs, and Denver Metro areas.

Emergency Assistance Program

As part of HB 14-1355, the Division received funding to supplement the existing emergency assistance program. Emergency assistance funds are used by Division staff to provide basic needs to parolees upon his/her release to parole supervision from prison. Those emergency needs typically consist of transportation, housing, inpatient residential treatment, psychotropic medication, clothing,

employment assistance, and any other specialized needs that may impact a parolee's successful transition into the community.

During FY 2015, the funding also was used to provide work tools, extend housing assistance from two to four weeks, and to provide additional support to facilitate an offender's stability within the community. More specifically, the Division increased the issuance of housing vouchers from approximately 256 vouchers in July 2014 to 617 vouchers in June 2015, which included a steady increase each month during that time period. The largest increases, however, were in March, April, May and June of 2015. Additionally, the Division supplied more bus tickets to offenders for job searches, education classes, and program participation and provided additional clothing to offenders during the cold temperatures in the winter.

OPERATIONAL ENHANCEMENTS

HB 14-1355 provided appropriations to MAKE NECESSARY OPERATIONAL ENHANCEMENTS AND DEVELOP AND IMPLEMENT INITIATIVES SPECIFICALLY DESIGNED TO ENSURE THAT THE DEPARTMENT HAS PROPER EQUIPMENT, TRAINING, AND PROGRAMS TO PROPERLY SUPERVISE OFFENDERS IN THE COMMUNITY TO ENHANCE PUBLIC SAFETY (6).

During FY 2015, CDOC implemented operational enhancements, such as new staff training, an electronic monitoring command post, and enhancements to the CWISE system, to augment the existing supervision strategies focused on offender re-entry.

Staff Training

The Division of Adult Parole implemented the Effective Practices in Community Supervision (EPICS) program, an evidence-based initiative, in August of 2014. The Division contracted with the University of Cincinnati Corrections Institute to provide initial training to CDOC trainers and to provide quality assurance and technical assistance to those trainers during implementation (August 2014 to December 2016). HB 14-1355 appropriations provided funding for six EPICS trainer positions, which are staffed through the Corrections Training Academy.

The EPICS Model

The EPICS model expands on traditional strategies of community supervision by incorporating principles of effective intervention, structured social learning, and

cognitive behavioral strategies into one-on-one interactions with supervisees.¹¹ This model is

designed to use a combination of monitoring, referrals, and face-to-face interactions to provide . . . offenders with a sufficient ‘dosage’ of treatment interventions, and make the best possible use of time to develop collaborative working relationship[s with his/her Community Parole Officers.] . . . The EPICS model is not intended to replace other programming and services, but rather is an attempt to more fully utilize staff as agents of change.¹²

In doing so, the EPICS model suggests that staff utilize a four-step process in interactions with supervisees. That process consists of:

1. *Check-in* - includes determining the existence of any immediate needs, establishing rapport, and assessing compliance issues;
2. *Review* - includes discussing the application of skills previously discussed and assessing and troubleshooting skill issues and referral progress;
3. *Intervention* - includes the

¹¹ See Latessa, E.J., Smith, P., & Schweitzer, M. (2013). Evaluation of the effective practices in community supervision model (EPICS) in Ohio, Draft report. Retrieved from <http://www.uc.edu/content/dam/uc/ccjr/docs/reports/Final%20CJS%20Report%202.22.13.pdf>.

¹² University of Cincinnati Corrections Institute. (2015). Effective practices in community supervision. Retrieved from https://www.uc.edu/corrections/services/trainings/effective_practices_in_community_supervision.html.

identification of needs, skill-building, and targeting of problematic thinking; and

4. *Homework* - includes hands-on practice, the assigning of a task to practice the skill, and detailed instructions to complete prior to the next meeting.¹³

Implementation

Implementation of the EPICS model has followed a three-phase process. The first phase began in August of 2014 and consisted of training staff in Motivational Interviewing (MI). This training consisted of two courses, beginning and advanced. Although some staff were previously trained in MI through the Evidence-Based Practices Implementation for Capacity grant from the Bureau of Justice Assistance, this phase of training ensured that new staff were trained in MI techniques and that other staff were provided a refresher course, if needed. Additionally, this phase included a five-day Train the Trainer MI course and a two-day MI Coaches course. As of the end of FY 2015, all management and parole staff who interact with offenders were trained in MI, which included a total of 320 Division staff.

The second phase consists of training all parole staff with offender contact or with supervisory duties over staff with offender contact in the principles of EPICS. The EPICS training consists of a three-day (for end users) or five-day (for team/work leaders and specialized trainers) training in the basic EPICS principles.

This is followed by five to six months of follow-up coaching with the six EPICS trainers, along with on-going quarterly participation in Communities of Practice (CoPs). The follow-up coaching portion of the training consists of submitting audio recorded sessions with parolees utilizing the EPICS principles, receiving feedback, and implementing feedback in future sessions. Participation in CoPs includes on-going quarterly participation in a three-hour forum with coaches and/or specialized trainers. This forum provides skill-building through a process of collective learning as participants share his/her experiences and discuss what has and has not worked in his/her sessions with supervisees.

Although on-going, EPICS training began in November of 2014. By the end of FY 2015, a total of 60 staff had fully completed training, including both the end user sessions and the coaching phase. Ten staff had also completed coaching training during this time. An additional six end user training sessions and two coaching training sessions are scheduled for FY 2016. This will result in an additional 180 trained end users and 20 coaches, for a total of 240 trained end users and 30 coaches by the end of FY 2016.

Electronic Monitoring Command Post

During FY 2015, the Division utilized appropriations for 4.7 FTE from HB 14-1355 to establish and staff a Division of Adult Parole Electronic Monitoring Command Post. This operational enhancement includes the use of staff to monitor (24 hours a day, seven days a week, and 365 days a year) live electronic monitoring devices being used by high risk parolees. This staff investigates all signals of tampering sent by the devices, including tamper alerts, location alerts, and equipment status alerts.

¹³University of Cincinnati Corrections Institute. (2015). EPICS Training Overview. [Website]. Retrieved from https://www.uc.edu/corrections/services/trainings/effective_practices_in_community_supervision/epicstrainingoverview.html.

This staff reviews the alerts against a pre-established hierarchy of alerts, assigns appropriate response protocols, clears alerts if applicable and, if appropriate, escalates response protocols if the offender or officer cannot be reached. The command post monitors alerts around the clock to ensure alert information is processed and addressed in a timely manner.

The Division has eight teams of two CPOs each designated across the state to respond to escalation protocols from the command post staff. Outside of normal business hours and on weekends, some alerts require immediate action and are forwarded to these after-hours personnel for follow up. The Command Post also monitors officer responses for alert closing information. The Command Post monitors all after-hours, weekend, and holiday management of alerts; it also has the ability to receive, monitor, and, in some cases, close invalid alerts, preventing unnecessary calling of CPOs.

CWISE Programming

During FY 2015, the Division made enhancements to the CWISE system to improve functionality for case supervision auditing, electronic monitoring alert dispatch tracking, and pre-parole assignment and investigation automation.

More specifically, these updates included programming for Command Post dispatch and resolution tracking of electronic monitoring alerts, automation of previously manual processes for tracking earned time, adding a visual display of pending alerts and tasks to the CWISE dashboard, automating the routing of multiple investigations and responses for the pre-parole investigation process, and implementing an automated process for referring, reviewing, and tracking low risk/low custody cases. Numerous smaller projects and updates to existing processes comprised the remainder of the CWISE programming during FY 2015. The Parole Complaints Automation project and the Sure and Swift programming began in FY 2015 and continue into FY 2016.

Safety Equipment Replacement Plan

During FY 2015, the Division utilized appropriations to replace safety equipment. More specifically, the funds were used to purchase custom fitted ballistic vests, along with external carriers, radio holders, and radios, for Division staff. Those purchases included 86 Harris Batteries, 63 Body Armor Ballistic Vests, 51 Motorola Radios, and 221 Motorola Batteries.

GRANT PROGRAM

HB 14-1355 provided appropriations to DEVELOP AND IMPLEMENT A GRANT PROGRAM TO PROVIDE FUNDING TO ELIGIBLE COMMUNITY-BASED ORGANIZATIONS THAT PROVIDE RE-ENTRY SERVICES TO OFFENDERS IN THE COMMUNITY ((7)(a)).

During FY 2015, CDOC implemented a grant program to provide grant monies to community-based organizations to provide re-entry services to parolees. CDOC and the Division of Adult Parole established a partnership with an intermediary organization for the selection and management of grantees. This resulted in the establishment of the Work and Gain Education & Employment Skills (WAGEES) Project.

Grant Program Development

Rather than managing the grant monies internally, the Division of Adult Parole chose to contract with an experienced community-based organization to act as an intermediary between CDOC and potential contract recipients. The intermediary selection occurred via a competitive Request for Proposals (RFP) process. The Division received one solicitation through the RFP from the Latino Coalition for Community Leadership (LCCL). The Division reviewed the proposal, and the LCCL met all required criteria, along with a submission of a passing bid. The Division contracted with LCCL effective December 5, 2014.

Intermediary

Based out of Santa Barbara, California, the LCCL has been a national intermediary since its inception in 2004, with regional offices in

Denver, Los Angeles, and Buffalo. Since that time, it has managed over \$22 Million from the federal departments of labor, justice, and health and human services in support of over 90 community and faith-based organizations across the country. In doing so, it has managed programs and services for adjudicated youth, adult offenders, and families living in high poverty and high crime communities.

The LCCL has been recognized by the Council of State Governments Justice Center as an intermediary that focuses on helping community and faith-based organizations meet stringent reporting requirements. It has also been a part of evaluations and case studies out of Baylor University and Calvin College.

Grantee Selection

As the intermediary, the LCCL selected grantees based on a competitive RFP process. Once applications were obtained, the responses were scored by two evaluators and ranked in score by the previously existing parole regions.¹⁴ The recommended grantees were submitted to and reviewed by the Division for approval. Once authorized by the Division, the LCCL notified the selected grantees, established memorandums of understanding, and implemented services.

Four community partners were selected as grantees in FY 2015. They included the following organizations:

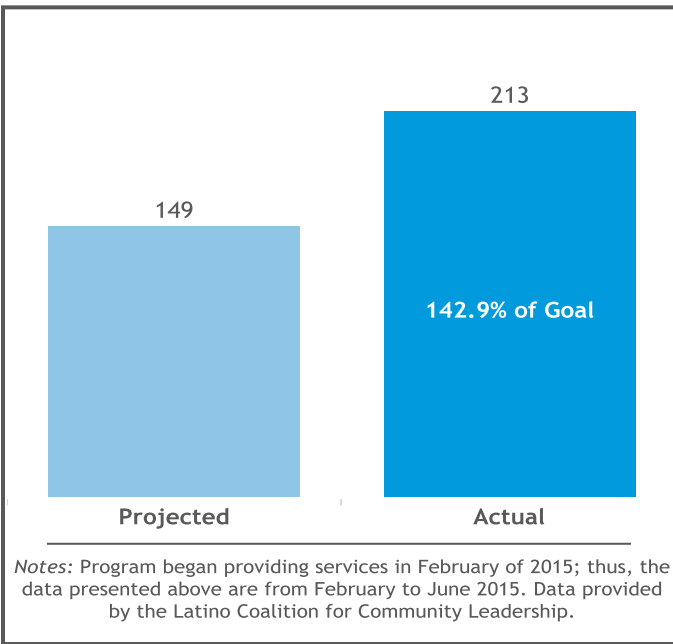
¹⁴ The Division has, since, moved from a three region system to an office system, with a total of 18 parole offices, as of the end of FY 2015.

- Bridge House (Boulder),
- Christlife Ministries (Pueblo),
- Second Chance Center (Aurora), and
- Servicios de la Raza (Denver).

The Program: WAGEES

WAGEES is a community re-entry program created to facilitate and support a strong partnership between CDOC and community- and faith-based organizations. Four community partners were awarded grants to improve the employment prospects of parolees assessed to be medium to high risk for recidivism. From February to June of 2015,¹⁵ WAGEES grantees provided services to a total of 213 parolees, which was 43% more than projected (Figure 10).

Figure 10:
WAGEES Number of Parolees Enrolled



Available Services

Although each community partner has its own unique approach, cultural competency, and service area emphasis, all partners provide or coordinate services that include the following:

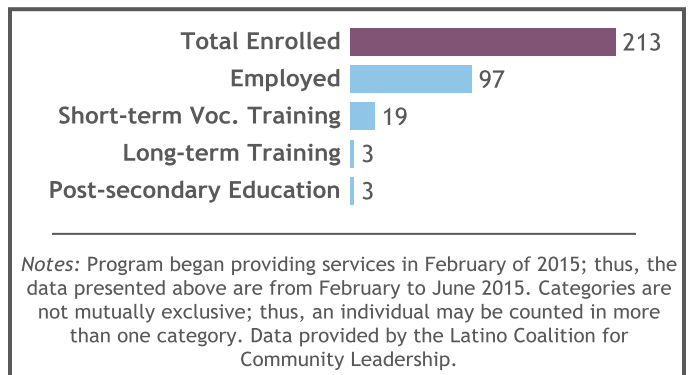
- Case Management,
- Education,
- Mentoring,
- Employment,
- Supportive Services,
- Identification Acquisition,
- Benefit Acquisition,
- Parenting/Family Reunification,
- Cognitive Behavioral Programs,
- Gang Disengagement, and
- Transportation.

These service providers may also provide support services, such as work clothing, work tools, and housing assistance.

Provided Services

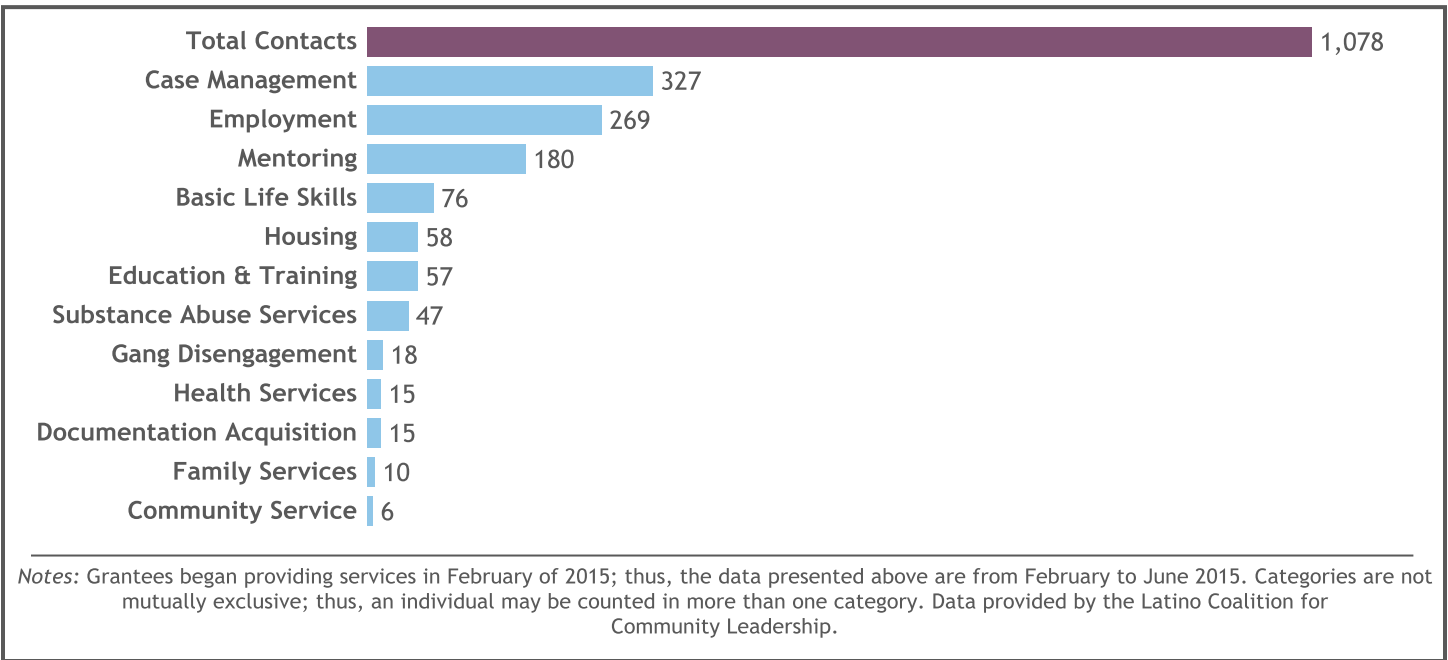
WAGEES grantees began providing services to parolees in February 2015. Thus, from February to June of 2015, the grantees provided services to a total of 213 CDOC parolees. Of those 213 parolees, 97 (46%) obtained employment and 25 (12%) began participation in a training or education program (Figure 11).

Figure 11:
WAGEES Number of Parolee Placements



¹⁵ WAGEES grantees began providing services to parolees in February of 2015.

Figure 12:
WAGEES Number of Grantee Parolee Contacts



Additionally, from February to June of 2015, grantee staff made a total of 1,078 contacts with the 213 enrolled parolees. Those contacts consisted of case management efforts (30%), employment services (25%), mentoring (17%), basic life skills contacts (7%), housing services (5%), education and training services (5%), substance abuse services (4%), gang disengagement contacts (2%), health services (1%), family services (1%), documentation acquisition (1%), and community service (1%) (Figure 12).

These grantee services consisted of a total of 2,968 contact hours. With the majority (30%) for education and training services, followed by employment (20%), mentoring (18%), substance abuse (12%), and case management (11%) (Figure 13).

Figure 13:
WAGEES Grantee Parolee Contact Hours

CONTACT TYPE	CONTACT HOURS
Education & Training	895
Employment	585
Mentoring	547
Substance Abuse Services	350
Case Management	318
Basic Life Skills	87
Community Service	62
Housing	62
Health Services	20
Gang Disengagement	16
Documentation Acquisition	16
Family Services	11
Grand Total	2,968

Notes: Grantees began providing services in February of 2015; thus, the data presented above are from February to June 2015. Categories are not mutually exclusive; thus, an individual may be counted in more than one category. Data provided by the Latino Coalition for Community Leadership.

CONCLUSION

During FY 2015, CDOC implemented strategies, in response to HB 14-1355, to enhance the previously existing programs and procedures. Those enhancements included hiring additional staff for re-entry roles in both the prison facilities and in the community-based facilities. This staff works with offenders both prior to and after release to parole to help facilitate his/her transition to the community. This consists of providing pre-release courses, establishing an individual transition plan, assessing an offender's potential barriers to successful re-entry, providing re-entry services, and providing referrals to community partners, as needed.

These enhancements also consisted of establishing a grant program to engage other community organizations into service provision for parolees and providing staff training and case management strategies. Implementation of training for both motivational interviewing and EPICS has provided staff with additional tools to motivate parolees and to identify his/her existing and future needs, while additional CWISE enhancements improved functionality of case management and supervision.

CDOC has plans for FY 2016 to implement additional strategies to further support offender re-entry. CDOC will begin implementation of units within the prison facilities specifically for individuals who are in pre-release status. These units will allow inmates more direct access to pre-release and re-entry programming, along with making it easier for CDOC to serve those in pre-release

with higher risk and higher needs. It will also add the requirement that all parolees participate in the existing re-entry orientation programming, as it was voluntary programming in FY 2015. Further, CDOC will also begin utilizing additional re-entry videos on prison television.

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