



**Department of Corrections**  
**Department Description**

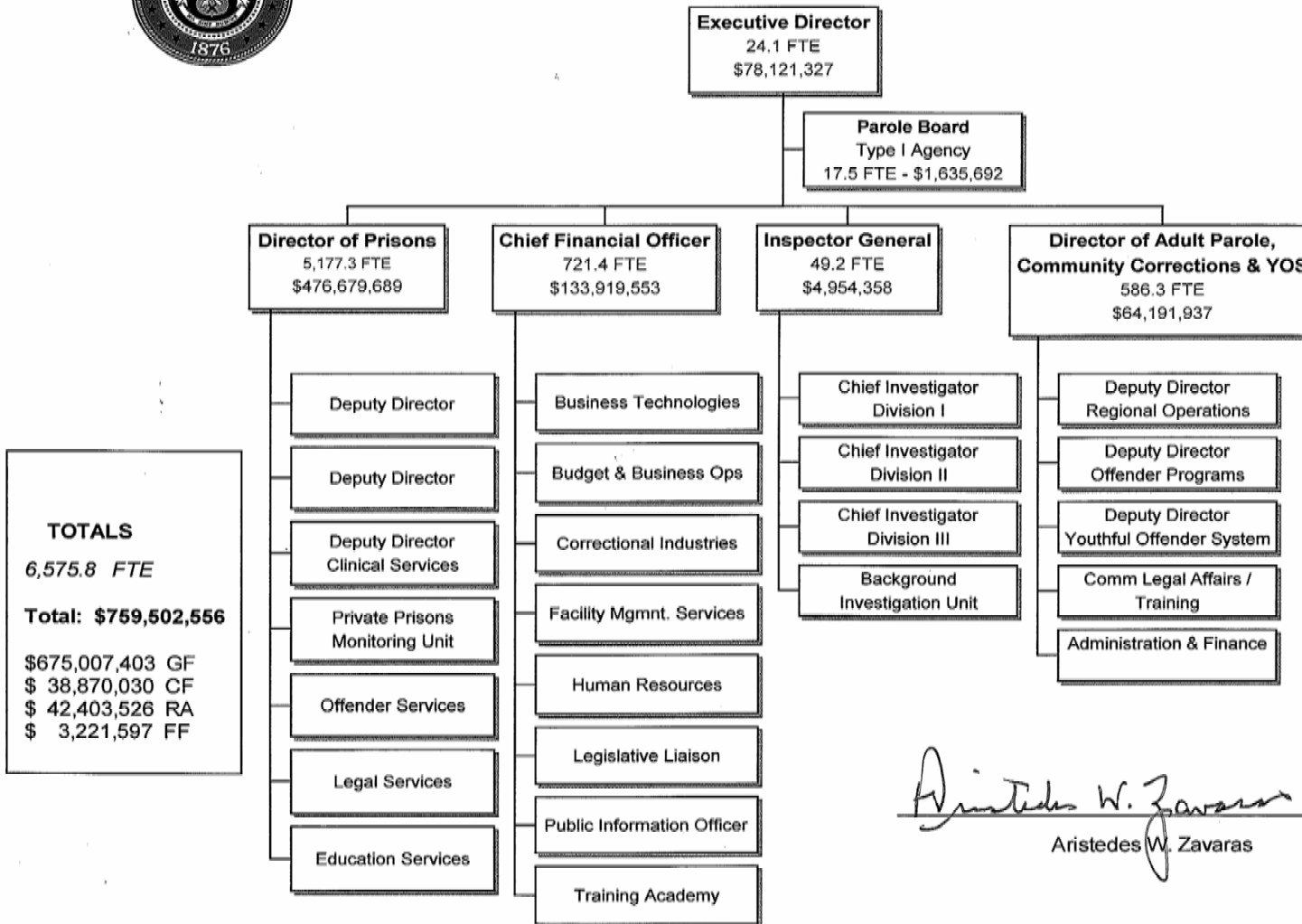
**FY 09-10 Budget Request**

**NOVEMBER 1, 2008**

**COLORADO DEPARTMENT OF CORRECTIONS**

Organizational Chart

June 26, 2008



**Background Information**

The mission of the Colorado Department of Corrections is to protect the public through effective management of criminal offenders in controlled environments which are efficient, safe, humane, and appropriately secure, while also providing meaningful work and self-improvement opportunities to assist offenders with community re-entry through pro-social stabilization.

Under the direction of Executive Director Aristedes W. Zavaras, the Colorado Department of Corrections (DOC) is responsible to:

- Manage, supervise, and control 25 correctional facilities, including the Youthful Offender System, operated and supported by the state. Facilities are located throughout the state: Buena Vista, Canon City, Crowley, Delta, Denver, Ft. Lyon, Golden, Limon, Pueblo, Rifle, Sterling, and Trinidad.
- Monitor six privately operated prison facilities for contract compliance.
- Develop educational, vocational and proven cognitive behavioral programs within state prisons that provide treatment and services and the necessary tools designed to improve successful reintegration of offenders into society.
- Develop a systematic building infra-structure program to provide for projected, long-range needs of the facilities under the Department's control.
- Develop Correctional Industries programs within the institutions which have a rehabilitative or therapeutic value for offenders and which also supplies necessary products for state institutions and other public purposes, as provided by law.
- Maintain a comprehensive parole, community and re-entry division that provides structured supervision, wrap-around services, community-based and faith-based resources, and the opportunity for offenders to successfully transition from prison into the community.

Four major internal divisions of the DOC manage 40 Subprograms contained within 8 Long Bill Groups. The majority (88%) of DOC funding derives from General Funds. Cash (5.1%) and Reappropriated (5.5%) Funds are realized through vocational and Correctional Industries sales to state agencies, state employees, and local government or non-profit agencies, as well as grants in several subprograms. Federal Funds comprise .4% of the FY 2008-09 budget. The overall budget for FY 2008-09 is \$759,502,556.

The internal divisions are: 1) Director of Prisons; 2) Chief Financial Officer; 3) Director of Adult Parole/Community Corrections & YOS; and the 4) Inspector General.

Groups and Subprograms as listed in the Long Bill consist of:

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1. **Management Group** - A) Executive Director's Office; B) External Capacity: B)1) Private Prison Monitoring Unit (PPMU), and B)2) Payments to House State Prisoners; and C) Inspector General Subprograms.
2. **Institutions Group** - A) Utilities; B) Maintenance; C) Housing and Security; D) Food Service; E) Medical Services; F) Laundry; G) Superintendents; H) Boot Camp; I) Youthful Offender System; J) Case Management; K) Mental Health; L) San Carlos Correctional Facility; and M) Legal Access Subprograms.
3. **Support Services Group** - A) Business Operations; B) Personnel; C) Offender Services; D) Communications; E) Transportation; F) Training; G) Information Systems; and H) Facility Services Subprograms.
4. **Offender Programs Group** - A) Labor; B) Education; C) Recreation; D) Drug and Alcohol Treatment; E) Sex Offender Treatment; and F) Volunteers Subprograms.
5. **Community Services Group** - A) Parole; B) Parole Intensive Supervision (ISP); C) Community Intensive Supervision (ISP); D)1) Community Supervision; D) 2) Youthful Offender System Aftercare; and E) Community Re-entry Subprograms.
6. **Parole Board**
7. **Correctional Industries**
8. **Canteen Operation**

The growth in the offender population is the primary factor driving the DOC budget. This population includes offenders who are housed in state-operated prisons, private prisons, and transition community corrections placements. Population increases have resulted in the need to build or renovate several prisons for additional beds. Due to sustained offender population growth and shortages in state beds, the Department of Corrections has contracted with private prisons to house offenders since 1993. Currently, approximately 5,000 offenders are housed in private prisons. Statutory requirements allow the department to house only offenders classified as medium custody or below in contracted private prisons. Close and administrative segregation (ad seg) offenders must be housed in state run facilities due to additional management requirements.

An expanding population also results in an increase in the number of offenders placed in community corrections and on parole. Community corrections allow offenders to transition to the community while still classified as a prison offender. Offenders assigned to community corrections are either placed in a halfway house or in an intensive supervision program (ISP). The Department of Corrections is responsible for supervision of these offenders.

### **1) Management:**

**1A) Executive Director's Office** - The EDO Subprogram provides management, leadership, and direction in all policy, fiscal, and operational matters. The EDO is charged, in general terms, with the responsibilities of maintaining safe and secure correctional facilities, as well as providing oversight to the various programs, including parole, community, and YOS. The EDO is the primary contact on public and legislative issues, and supports the effort of wardens in implementing defined facility missions.

**1B) External Capacity: 1) Private Prison Monitoring Unit (PPMU)** - The External Capacity Subprogram appropriations are used to secure long-term housing and program services to Colorado offenders through contract agreements with Colorado jurisdictions. Services provided by the PPMU staff enhance public safety by providing oversight of the physical plant security, policies and practice, and correctional operations of the private contract prisons. PPMU staff conduct weekly private prison facility visits to monitor adherence to the contract, security audits, staffing level audits, food service audits, interdictions, monitor program services, make recommendations for improvement, and provide training to private prison facility staff.

**1B) External Capacity: 2) Payments to House State Prisoners** - The External Capacity Subprogram provides options in the housing of DOC offenders whose numbers exceed the DOC's physical capacity. The Private Prison Monitoring Unit (PPMU) currently contracts with six facilities for housing and program services. In addition, the private contract prisons are authorized to house non-state offenders in their facilities after appropriate file review and approval by the PPMU, under the authority of the Executive Director. The mission of the PPMU is to ensure that the programs and services available in the private facilities are at least equal to those provided at comparable state-run facilities. The State currently utilizes the services of four (4) CCA facilities in the State (Kit Carson Correctional Center, Crowley County Correctional Facility, Huerfano County Correctional Center and Bent County Correctional Facility). The State also employs the services of the Cheyenne Mountain Re-Entry Center (CEC) and High Plains Correctional Center (Cornell Companies, Inc.).

Colorado statutes mandate compensation to local jails where incarcerated offenders are maintained on jail backlog status, awaiting physical custody by the DOC. Local jail beds are also used for parole revocation and community regression offenders, and provide enhanced public safety in the community by having an immediate, secure place to hold DOC offenders who fail to adhere to societal rules.

**1C) 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, 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 Inspector General subprogram 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

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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.

### **2) Institutions:**

**2A) Utilities** – The Utility Subprogram provides reliable, cost-effective utility services to all DOC buildings, equipment, and other systems in order to provide a secure and safe living and work environment. The subprogram is responsible for gathering, preserving, analyzing and disseminating utility related data for education of the users; implementation of incentive systems; development of budget requests; carrying out of savings and/or cost avoidance opportunities; and providing specific oversight, engineering, and management services in regard to the Department’s water rights and needs.

The Utilities Subprogram also directs the Energy Management Program. In the ninth year of operation (2007), the Energy Management Program (EMP) saved, avoided or reduced costs by approximately \$1.6M, using such measures as upgrading gymnasium lighting to more efficient fixtures, winter chiller shut down programs, electrical service “buy backs”, electrical service agreements for lower rates and metering changes, implementing transportation contracts and monitoring gas purchase agreements, and a laundry ozone program at Limon Correctional Facility (recirculates used laundry water after cleaning it first, which avoids reheating water), in addition to smaller projects for ballast replacements and bulk propane purchases. The avoidance funds are invested back into the program for implementing new EMP projects or program improvements.

**2B) Maintenance** - The Maintenance Subprogram ensures 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, and lighting, security hardware and fire alarms, which are 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 life. 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.

**2C) Housing and Security** - The Housing and Security Subprogram 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 Subprogram provides professional operation of facilities throughout the DOC, thereby providing for the safety of the public, staff, and offenders; the control of institutions; and 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 Subprogram 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, behavioral expectations, explanation of rules, problem solving, and grievance resolution. Offender management systems such as classification, discipline, case management, and earned time awards to 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 program, administrative services, offender accountability, key control, tool control, contraband control and evidence management, offender movement, non-routine offender transport, and clerical. Many of these activities must be done every day of the week at any hour of the day or night.

**2D) Food Service** - The Food Service Subprogram supports facility operations by providing offenders with nutritious, palatable meals prepared in a safe, secure, and controlled environment within budgetary parameters. In addition to regular diets, modified diets are provided for medical and religious reason, and additional calories are provided to offenders in the Boot Camp (CCAP – Colorado Correctional Alternative Program) and Youthful Offender System (YOS) programs. Nutritious meals are essential to maintain health and help control medical costs.

Food Service is one of the largest single operating budget areas within the facility. Food Service is a significant employer of offender workers and provides meaningful training and work experience to the offenders. An adequate Food Service program is a significant contributor to the effective management of the offender population.

Food Service is critical to the physical well-being, morale, and the effective management of prison populations. The Food Service program affects every offender in every facility three times a day occupying about four hours of their time.

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Food Service staff is responsible for maintaining security in kitchen facilities to include tool and knife control, chemical safety, and prevention of theft or sabotage of food, supplies, and equipment. In addition, DOC Food Service staff supervises and trains offenders in all aspects of food service operations to include acquisition, pre-preparation, production, inventory control, service, medical diets, religious diets, and sanitation.

**2E) Medical Services** - Medical services in the DOC are structured to function like other managed care organizations, providing a full range of health care services. Internally, care is provided by State FTE's 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 Physician 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.

Infirmary 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 where a hospital admission and standard outpatient care are not recommended. Additionally, the CTCF Infirmary 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, 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 Physician Health Partners, LLC.



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**2F) Laundry** – The Laundry Subprogram provides complete laundry service to offenders, including the fitting/tailoring, maintenance and distribution of state clothing, footwear, and linen. The facility laundries regulate and record the issue of offender clothing and linens; control the laundry room process; participate in the collection and distribution of laundry; tag, refurbish, alter, and mend clothing. There is a central laundry in all facilities except Colorado Women Correctional Facility (CWCF), Centennial Correctional Facility (CCF), Denver Women Correctional Facility (DWCF), San Carlos Correctional Facility (SCCF), LaVista Correctional Facility (LVCF), and the Youthful Offender System (YOS). Laundry staff research clothing fabrics and footwear, and test and evaluate new products. Contaminated articles are cleaned for the facility medical, maintenance and housekeeping, labor, food service, and correctional industries programs. The subprogram provides jobs for offenders and certified vocational education training to promote employment opportunities after release from prison.

**2G) Superintendents** - The Superintendents Subprogram is responsible for the management and administration of the DOC correctional facilities. This subprogram provides a safe and secure environment for staff, offenders, and the general public by maintaining order and ensuring consistency in the operation of DOC correctional facilities. This Subprogram retains the name “Superintendents Subprogram” in the Long Bill, although the administrative heads of correctional facilities in Colorado are referred to as “wardens” in statute and in general DOC operations.

The Superintendents Subprogram provides for the operational management of the State’s correctional facilities. In addition to providing day-to-day operational guidance at the facility level, the Superintendents Subprogram provides the personnel and systems that link the facilities with the Central Office, facility services management, technology and information systems, and population management.

The duties of this subprogram are carried out through personal contact and supervision of staff, by meeting programmatic and professional standards (such as those set by the American Correctional Association), through the management of the facilities physical plants and buildings, by using and maintaining technology and information systems, and through the management of offender populations. These activities are augmented and supported by management, providing a smooth facility operation with consistent leadership, fiscal management, and the promotion of a good public understanding of correctional facilities.

**2H) Boot Camp** - The Boot Camp Subprogram, also referred to as the Colorado Correctional Alternative Program (CCAP), provides a workable balance between a militaristic boot camp approach and traditional DOC values which emphasize safety, security, and cost effective developmental opportunities for each offender. Boot Camp provides a sentencing option for judges.

Non-violent offenders sentenced to DOC may volunteer for the CCAP during intake processing at Denver Reception Diagnostic Center (DRDC) in accordance with CRS 17-27.7-101 thru 104. Graduates of the program apply for reconsideration of sentence with

their sentencing judges. The program provides services to satisfy statute requirements of 1) military styled physical training and discipline; 2) an educational and vocational assessment and training program emphasizing job seeking skills; 3) health education; and 4) drug and alcohol education.

**2I) Youthful Offender System** - The Youthful Offender System (YOS) Subprogram differs from the regular adult correctional system in that it is built on the premise that youthful offenders can be habilitated, their past criminal behaviors can be reversed, and their futures can be positive and productive. To be successful, YOS offenders must be more than just offenders serving sentences. The offenders must be active participants in programming designed to effect significant changes in their lives. The Youthful Offender System differs from the juvenile correctional system: although YOS offenders are chronologically juveniles, they are considered adults in the criminal justice system. Because of these differences, YOS holds a distinct place in the State's correctional system.

The General Assembly created the Youthful Offender System (YOS) during a 1993 Special Legislative Session. YOS targets juveniles between the ages of 14 and 18 who have been directly filed as an adult and convicted in district court of committing violent felonies. YOS is intended as a middle tier between the juvenile and adult correctional systems.

Youthful offenders convicted of Class 2 through Class 6 felonies are eligible for YOS. Prior to the 1999 Legislative Session, both Class 1 and 2 felons were excluded from YOS. During the 1999 Session, the General Assembly extended YOS eligibility to include some juveniles convicted of Class 2 felonies. Upon conviction as an adult and sentencing to the adult correctional system, the judge has the option, if the criteria are met, to suspend the adult sentence and impose a YOS sentence. Sentences to YOS range in length from two to seven years. YOS is designed to affirm the dignity of self and others; promote the value of work and self-discipline; and develop useful skills and abilities through an individualized multi-phased program followed by supportive aftercare.

Cognitive redirection is one of the primary modalities used to achieve this goal. Cognitive redirection represents an integrated and coherent series of interventions comprised of core and supplementary elements sequenced throughout a youthful offender's commitment. YOS is designed to provide youthful offenders with relevant information concerning their behaviors, beliefs, and thinking patterns. It facilitates the processing of information, redirecting the youthful offender toward consequential thinking with adaptive and pro-social behaviors.

**2J) Case Management** - The Case Management Subprogram monitors offender behavior and serves as a primary contact and source of information for facility administration, central administration, the Parole Board, outside agencies, attorneys, families, victims and offenders by maintaining constant contact and open communication with the offenders, producing regular reports regarding the offenders' progress and behaviors, and maintaining the documentation of events in the Department and working files. The primary focus of the process is pre-release planning and preparation.

Case management was developed in response to the Ramos vs. Lamm court decision to reduce unrest in the facilities and provide ongoing documentation of the events during an offender's incarceration. The services of this program are to provide information, counseling, and guidance to the offender while acting as a resource to other departments/agencies regarding the offenders' correctional experience. The information provided can take on many different forms; it can be a conversation with a family member of the offender or a detailed report to the court regarding an incident that involved the offender. Documents provided to the department file on a regular basis have a set format, but the information provided in these documents is the result of investigative work and communication with the other areas of the department and outside agencies. This information is a common resource utilized by every office/department within the DOC and may be accessed by other judicial or law enforcement agencies.

**2K) Mental Health** - The Mental Health Subprogram 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 subprogram provides a range of professional psychiatric, psychological, social work, and mental health treatment services to offenders incarcerated in the DOC. The Mental Health Subprogram manages the mental health needs of the offender population from intake and throughout incarceration, and provides specialized transition services for targeted populations as offenders leave the facilities to 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 monitoring, infirmary 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

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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 Mental Health services are primarily directed towards the following target populations:

Offenders with Mental Illnesses (OMI): These are offenders who have identified mental health treatment needs that require attention by 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 the DOC Mental Health procedures manual and generally include disorders that are more likely to cause significant impairment. This group is defined by the same criteria utilized by the State of Colorado-Mental Health Services to identify the 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 Psychiatric Symptoms or Distress: These offenders may not meet criteria for a serious mental illness diagnosis, but who are currently experiencing some form of acute distress related to mental health problems. These offenders may present a risk of self injury, assaultive behavior, or facility disruption.

**2L) Inmate Pay** – The Inmate Pay Subprogram provides monetary stipends for offenders who contribute to food preparation, laundry services, housekeeping, maintenance, and general facility operations or who participate in educational and specialized treatment programs. It also allows offenders to purchase hygiene and canteen items, postage, or photo copies; and to pay restitution to victims, court ordered child support, etc.

**2M) San Carlos Correctional Facility** - The San Carlos Correctional Facility (SCCF) is a specialized 255-bed multi-custody correctional facility designed and operated to provide mental health treatment services to high needs, Offenders with Mental Illness (OMI), and/or Developmentally Disabled (DD) offenders. Mental health treatment services consist of a network of functions including assessment, medication management and psycho-social treatment interventions provided by psychiatrists, social workers, psychologists, registered nurses, and substance abuse counselors working in concert with program, housing, and security staff to provide both a multi-disciplinary and multi-dimensional approach to integrating treatment and correctional management of offenders with serious mental illness and developmental disabilities.

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SCCF combines core Correctional Services (Housing and Security), Physical Plant Services (Maintenance, Housekeeping, Life/Safety, Utilities), Support Services (Food, Laundry), Medical Services, Staff Services (Business Office, Training), Program Services (Academic and Vocational Education, Recreation, Case Management), and Administrative Services in a Mental Health setting that utilizes multi-disciplinary teams to manage and treat offenders with serious mental illness and developmental disabilities.

**2N) Legal Access** – The Legal Access Subprogram provides access to the courts, as mandated by federal and state case law, by providing various services defined as “legal access” to offenders at all custody levels, including the chronically mentally ill and those with disabilities, each with a unique set of security requirements and/or special needs. It is a constitutionally defensible system of access which serves to deter frivolous/recreational litigation, yet assists offenders in their ability to present meritorious issues to the courts for proper resolution. The Office of Correctional Legal Services maintains voluminous amounts of data relating to all program services. Program staff strive to assist and educate DOC employees regarding correctional law issues. Program staff assistance serves to promote positive employee morale as it relates to an individual’s confidence level in performing job duties with the knowledge that their actions are appropriate and defensible.

The ADA Inmate Coordinator program provides offenders with disabilities, with or without reasonable accommodations, access to programs and services consistent with legitimate penological interests as mandated by the *Montez Remedial Plan*. The ADA Inmate Coordinator (AIC) is responsible for ensuring that specific policies and procedures are developed and implemented by DOC to assure nondiscrimination against all offenders who have disabilities, whether or not the disability impacts placement. The AIC is responsible for tracking of all offenders with disabilities throughout the DOC ensuring that they are not denied access to programs, services, and benefits offered by DOC, and coordinating the placement and treatment decisions regarding offenders with disabilities with appropriate personnel throughout DOC.

### **3) Support Services**

**3A) Business Operations** - The Business Operations Subprogram 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 and tuition reimbursements; recording offender receipts and expenditures; processing payroll and deductions; administering worker’s compensation claims; 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

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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.

**3B) Personnel** - The Personnel Subprogram program provides a comprehensive support system to the DOC in all human resources functions, including advice regarding staffing and employee development, recruitment, testing, interviewing, selecting, hiring, orientation of employees, interpretation of personnel rules, maintenance of records (including manual and computer data capture), performance management, special actions (corrective/disciplinary, ombuds mediation, career development, appeals, and settlements), Equal Employment Opportunity (EEO), and Americans with Disabilities Act (ADA) issues.

**3C) Offender Services** - The Offender Services Subprogram provides Department-wide offender management system operations for offender population management, offender classification, high custody management, the offender disciplinary process, sentence computation, release operations, jail backlog monitoring, court services, detainer operations, and Interstate Compact, as well as to support and train staff in these system processes.

The Offender Services Subprogram provides management services for the offender population in correctional facilities and jail backlog. Classification of offenders includes centralized review, auditing, and monitoring of all classification actions. High custody management provides management services for Administrative Segregation and performing reviews of Administratively Segregated offenders to determine the possibility of returning the offender to General Population settings. Disciplinary actions are monitored to ensure that due process is provided, and proper sanctions are levied.

The Administration of the Case Management system is managed from Offender Services. Audits of the Case Management system are conducted bi-annually. Reviews are conducted for each facility case management system regularly to ensure statutory and regulatory mandates for casework are met. The Case Management system and policy development are the main function of this area as well as the associated training development and delivery to ensure compliance with policy.

Time Release Operations includes calculation of offender sentences of confinement pursuant to the applicable statute. In addition, Parole Board agendas are prepared and distributed to various law enforcement departments and other agencies.

Court Services and Detainer Operations/Jail Backlog: This unit is responsible for processing sentencing documents and establishing and monitoring the status of those offenders in the jail backlog awaiting intake into the Denver Reception and Diagnostic Center. Court Services provides for the coordination of the temporary transfer of custody to local jurisdictions to resolve pending court

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actions. Detainers from within and outside jurisdictions are processed and monitored in accordance with State and Federal laws and guidelines.

Court services coordinates with Sheriff's Offices, U.S. Marshall's, law enforcement agencies, and other states' Department of Corrections for the transfer of offenders to their temporary custody by court order; by writs of habeas corpus; and writs of ad testificandum. Court services also coordinates the transport of offenders to district court when charges have been filed on offenders who have committed additional crimes while incarcerated and for civil cases that offenders have filed against the Department of Corrections. Court services is also responsible for the record tracking and scheduling of movement for community regresses and parolees on a 180 day return and return to custody cases in coordination with classification and Case Management staff.

Jail backlog monitoring requires the processing of sentencing documents and parole revocation documents received from all sentencing jurisdictions and local jails. The process requires review of documents to ensure that sentences are within legal guidelines to the DOC as the primary jurisdiction, commitment status, and whether the individual has been previously incarcerated with the DOC. Upon verification, a DOC commitment number is issued, and the offender is placed on the backlog for that particular jail. The backlog is then monitored to determine reception status by court order, or first in, first out processing.

Detainer operations monitors all requests from Colorado law enforcement agencies and outside jurisdictions that have interest in offenders incarcerated within the DOC. Likewise, this process monitors offenders in other jurisdictions that the DOC has an interest in. This interest may be for pending criminal charges, unserved portions of sentences, or immigration matters. The legal process for filing detainers includes time frames mandated by law and subsequently requires precise management.

Commutation applications are also processed through Court Services. Applications and commutation packets are reviewed for completeness and a summary is prepared for review by the Executive Director and the Executive Clemency Advisory Board.

Offender Central Records maintains the Department record on all offenders, both active and discharged. These files are maintained in hard copy and electronic format. Central records responds to requests from Central Classification, facilities, Parole, Community, Legal Services, the Attorney General, private attorneys, courts, and civilians seeking information regarding offenders. Release of information is monitored and follows strict guidelines regarding the privacy of an individual and the needs for signed releases of information to comply with federal and state statutes. The records administrator is often called upon to produce records in court and testify on the behalf of the state regarding those records.

**3D) Communications** - The Communications Subprogram supports the DOC communication needs and the Office of Information Technology (OIT). This centralized service for DOC provides management, operations, and support services with consistent, efficient, and appropriately secure technologically sound voice communication systems and devices for staff and offenders.

The Communications Subprogram strives for the inclusion of new technology to improve communication both internally and externally. The unit plans for the development of existing infrastructure and equipment, installation of voice equipment for new sites/offices/facilities, management of operating funds and billing procedures, and maintenance of all voice hardware and equipment for staff and offender telephone systems, radios, pagers, cell phones, blackberry devices, and video conferencing. Further, the Unit monitors industry standards, technological changes, and OIT guidelines for possible implementation or upgrade to existing facilities while planning for long range consistency, uniformity, and increased efficiency.

**3E) Transportation** - The mission of the Transportation Subprogram is to provide clean, safe, reliable modes of transporting staff, goods, materials, and offenders in the most cost-effective way possible to ensure the Department's optimum functionality. Transportation vehicles used by DOC include hybrid sedans, pickups, vans, utility vehicles, buses and trucks. Staff vehicles are used for inter- and intra-facility transportation, i.e. administrative meetings, audits, training, etc. in a motor pool operation, optimizing the use of the vehicles.

The security perimeter of each facility is patrolled on a scheduled basis every day. Each facility has differing terrain conditions, and vehicles are equipped accordingly. These vehicles are also used in the event of escape.

State Fleet Management (SFM) vehicles are utilized by FTE at correctional facilities to conduct scheduled offender transports (x-rays, parole/discharge commercial bus station transports); emergency offender transports (medical or psychiatric-based transports to hospitals or Colorado Mental Health Institute in Pueblo); and unscheduled offender transports (previously unknown court, Immigration and Customs Enforcement, or medical/psychiatric transports).

Offenders, offender property, and files are transported on a daily basis between facilities, to medical facilities including clinics, medical providers' office and hospitals, courts, other correctional facilities. Offenders are also transported out of the facility for outside work crew assignments, doing manual labor for other local government and non-profit agencies.

The impact of facility-level transportation on staffing is significant. Few facilities can afford to assign FTE solely to transportation purposes. Transport duties are included within the scope of work for correctional officers. Requirements are increased as offenders classified as Level II must be escorted by two staff members, at least one of whom is trained in armed transport techniques.



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Maintenance vehicles are used for transporting materials and staff to job sites daily. Typical vehicles are pickup trucks and cargo vans. Support vehicles are used daily to deliver food, supplies and canteen to the facilities. Snow plows, perimeter maintenance equipment, and large trucks, tractors, and trailers are typical support vehicles.

**3F) Training** - The Training Subprogram 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.

**3G) Information Systems** - The Information Systems Subprogram, known as Business Technologies (BT), is responsible for the planning, development, and installation of all automated information and communication systems within the DOC and interfaces with automated information systems outside the DOC. This subprogram provides management of access to online offender files, infrastructure design and placement for network circuits, photo ID servers, LAN file servers, email servers, network security, education servers, enterprise computer systems known as Department of Corrections Information Systems (DCIS), Department of Corrections Intranet (DOCNET), DOCweb (DOC's website), Document Imaging, Colorado Integrated Criminal Justice Information System (CICJIS) interface, and Internet servers.

**3H) Facility Services** - Facility Management Services (FMS) Subprogram 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 765 separate structures and 6,691,243 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

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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.

### **4) Inmate Programs**

**4A) Labor** - The DOC Labor Subprogram (Colorado Work Program) provides work opportunities to DOC offenders in a safe and secure environment with public safety as the first priority. This program facilitates rehabilitation through the development of offender work ethics and job skills. This allows offenders to be productive and facilitates public relations while maintaining the land and resources of public entities within this state.

This subprogram funds the supervision of work crews at facilities to complete unique and standard facility and grounds maintenance projects. The work programs facilitate offender management and offset the cost of incarceration of offenders for Colorado taxpayers by providing offender labor as a resource to complete projects for DOC, federal, state, and county entities, local communities, and specified non-profit agencies.

Services provided include, but are not limited to: land reclamation/forestry, agricultural/weed control, recreation equipment installation, landfill cleanup, parks maintenance, Tamarisk eradication, DOC capital construction/renovation, landscaping/grounds maintenance, snow removal, community renovation projects, concrete work/framing/roofing, food distribution/emergency services, road/bridge maintenance, and painting/welding.

**4B) Education** – The Education Subprogram meets the diverse educational needs of offenders through the provision of quality academic, vocational, cognitive, release preparation, and library services, where offenders can successfully integrate into society by gaining and maintaining employment, and become responsible productive individuals. Most programs can be completed within a 9 to 12 month period.

The Education Subprogram designs the curriculum for and coordinates the delivery of academic, Career and Technical Education, and cognitive programs, release preparation programs, and library programs throughout the DOC. Education programs vary according to

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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.

**4C) Recreation** - The Recreation Subprogram promotes offender health and facilitates positive leisure time activities. At the same time, the Recreation Subprogram contributes to reduced stress while maintaining facility security and contributing to offender management. The Recreation Subprogram supports positive recreation activities that contribute to successful community reintegration.

Recreation activities are offered at and provided by recreational staff at all DOC facilities. The variety of programs is directly related to respective infrastructures, budget, geographical location, and custody level. Recreation programs and activities are developed and designed by recreational staff to occur after work hours and on weekends in an effort to increase participation and contribute to facility security. Recreation and leisure time activities, facilities, and equipment are made available to all general population DOC offenders.

Recreational programs are developed by recreational staff to provide meaningful opportunities for physical and mental improvement that reduce stress, contribute to facility security, and promote healthy lifestyles. Opportunities developed and facilitated in DOC recreational programs include but are not limited to: (a) structured programs that require written guidelines, offender training, and are evaluated for outcome data, and (b) non-structured programs that are not restricted and require little supervision. The following list provides examples of each type of recreational program:

Structured: Individual sports (volleyball, basketball, racquetball, handball, horseshoes, softball); league sports; intramural activities; arts and crafts activities; use of recreational equipment during offender leisure time; tournaments and contests; education programs (clinics, officiating, health, music, and community presentations); activities for physical rehabilitation; mentor and support for appropriate recreational behavior; ADA compliant activities and opportunities; and special events.

Non-Structured: Exercise/aerobic tapes and sessions; movies; table games; picture program; and music groups.

Most recreational programs offer employment opportunities for offenders. Recreational staff develop, supervise, and administer work programs that encompass janitorial, equipment inventory and maintenance, program clerical services, and recreation grounds and facilities maintenance.

**4D) Drug and Alcohol Treatment** - The Drug and Alcohol Treatment Subprogram 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

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use of dangerous drugs so offenders can begin and maintain their process of recovery from substance abuse and dependency. This subprogram manages 40 drug and alcohol groups in 20 correctional facilities with approximately 500 offenders in education and outpatient treatment at any point in time. An additional 300 offenders reside in therapeutic community residential units. Over 3,300 parolees and special needs community corrections offenders were referred to one of 60 approved treatment providers in the community in FY2007.

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 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.

**4E) Sex Offender Treatment** - The Sex Offender Treatment and Monitoring Program (SOTMP) identifies and provides specialized assessment, treatment and monitoring of sexual offenders. The program is designed to enhance public safety by providing a continuum of identification, treatment, and monitoring services throughout incarceration.

Treatment for sexual offenders includes cognitive behavioral interventions, accountability, and monitoring of behaviors. Sexual offenders remain at some level of risk to re-offend. However, with specialized treatment motivating sexual 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 sexual offenders to develop new skills and to control urges to commit sex offenses; (2) in treatment, the sexual offenders' risk factors and relapse cycles are identified which allows parole officers to

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monitor for pre-assault behaviors and contain sexual offenders prior to re-offending; (3) treatment results in a greater knowledge of the sexual offenders' sex offending patterns and behaviors allowing crimes to be solved sooner if a sexual offender does re-offend; and (4) treatment can result in increased knowledge about sexual offenders which can contribute to the general knowledge for detection and prevention efforts.

**4F) Volunteers** – The Volunteer Subprogram 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.

### **5) Community Services**

**5A) Parole** - The Division of Adult Parole Services Subprogram is established in statute (CRS 17-2-100.2 to 106). The purpose of the Division is to provide for public safety through the supervision of offenders released to the community by the State Board of Parole. The parole system provides structured supervision, wrap-around services and accountability, which allows the offenders to complete a portion of their sentence in the community. Community resources, wrap-around services, and special programs augment the parole system allowing opportunities for the offender's self improvement.

Fugitive operations are an important element in the subprogram's functions. The Division has a statutory mandate to return to custody any parolee who absconds from custody. The Division is responsible for coordinating the return of parole absconders who have been apprehended outside of Colorado. As the parole population continues to grow, the number of parole absconders is forecast to grow as well. Parole absconders account for approximately 4% of the parole population originating in Colorado.

During FY 2008-09, wrap-around services will provide funding for 200 parolees, especially those with co-occurring problems with mental health and substance abuse. Services will include, but are not limited to: mental health services, substance abuse treatment, housing and vocational assistance.

The supervision and case management of parolees with special needs is an additional function of the subprogram. The special needs population consists of sex offenders, the severe and persistently mentally ill, and those who are diagnosed as developmentally disabled. Specially trained Community Parole Officers and supervisors closely monitor the needs of this clientele.

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Supervision responsibilities of the Division include domestic and interstate parolees. The Division provides offender risk management and community reintegration through supervision, case management and treatment services. Offenders are linked with community resources and participate in programs to provide opportunities for the offender's self improvement.

The supervision of parolees that have been paroled to other states and coordinating the acceptance process for a parolee's transfer of supervision to Colorado are functions of the Interstate Compact Administrator. A Fugitive Return Coordinator is assigned to this office to arrange for the return to Colorado of those violators who have been apprehended in other states.

**5B) Parole Intensive Supervision (ISP)** - Offenders assigned to the Adult Parole Intensive Supervision Program receive enhanced supervision services, to provide public safety services, including highly restricted activities, weekly face to face contact with parole staff, daily telephone contact with parole staff, monitored curfews at the offender's place of residence once a month, employment visitation, and monitoring twice a month. Additional services include home visitations, drug and alcohol screening, treatment referrals, and monitoring, assuring payment of restitution, and community service in a manner that minimizes risks to the public.

Parole ISP also provides home detention services. All offenders assigned to Intensive Supervision and Home Detention are placed on electronic monitoring. The ISP parole system provides structured supervision and accountability, which allows the offender to complete a portion of his/her sentence in the community. Community Parole Officers monitor and enforce strict rules of behavior and accountability. Failure to abide by these strict rules can result in the return to a custodial environment.

The supervision and case management of ISP parolees with special needs is an additional function of this subprogram. This population consists of sex offenders, the severely and persistently mentally ill, and those who are diagnosed as developmentally disabled.

**5C) Community Intensive Supervision (ISP)** - The Community Intensive Supervision Subprogram protects the general public through effective management of criminal offenders in controlled environments which are efficient, safe, humane, and appropriately secure. Meaningful work and self-improvement opportunities are provided to assist offenders with community reintegration. The Community Intensive Supervision Program (ISP) provides a progressive non-residential community-based program in collaboration with local government and private contracting agencies as an earned option for adult offenders under the jurisdiction of the DOC. These offenders are in transition from a community residential facility or DOC prison facility. The Division of Community Corrections is responsible for administering the Inmate ISP program which allows eligible offenders to reside in their personal or approved residence six months prior to parole eligibility.

**5D)1) Community Supervision** - The Community Supervision Subprogram provides a progressive range of community-based residential programs statewide in collaboration with local government and private contracting agencies as an earned option for adult offenders under the jurisdiction of the DOC who are transitioning from prison. The Division of Community Corrections has the responsibility of administering community-based residential programs which provide for public safety and prepare the offender for successful transition to the Inmate Intensive Supervision Programs (ISP), parole, release, or discharge of sentence. The Division has oversight responsibilities for 39 residential community corrections facilities statewide, and has direct supervision and jurisdiction over an average daily population amounting to 7.2% of the inmate population. Successful transition into the community requires the inmate to achieve independent living and self responsibility through paid employment which provides resources to co-pay for housing expenses at the community corrections facility, restitution, child support payments, and participation in self improvement opportunities including educational, counseling, and treatment programs. The Division is responsible to respond to non-compliant inmate behavior through the application of sanctions or removal of the inmate from the community.

**5D)2) Youthful Offender System Aftercare** - The Youthful Offender System Subprogram provides a comprehensive programming continuum for youth offenders with individualized options to meet the offender's special needs throughout each of four program components. YOS Aftercare is the fourth and final component of the Youthful Offender System.

YOS Aftercare is the component that transitions the youth offender back to the community from the YOS institution located in Pueblo, CO. It is a highly structured, intensely supervised, and monitored program designed to protect the public and facilitate the habilitation of the YOS offender. Phase III emphasizes an interactive partnership of county, state, and community agencies, offering an array of support services that provide a comprehensive aftercare program statewide. These services assist the youth offender and his/her family in the areas of residency, employment, education, therapy, and re-entry services. A graduated decrease in supervision intensity accompanies positive program participation, measurable attainment of defined goals and objectives, and increasingly pro-social community involvement.

**5E) Community Re-Entry** - The Community Re-Entry Subprogram assists offenders preparing for a successful transition from prison back to the community. Community Re-Entry works with case management, correctional education, and community parole officers to support the development and implementation of offender transition plans. These plans include support services which provide the resources necessary to successfully transition the offender back to the community, function successfully on their own, modify resources and plans to adjust to changing environmental conditions and enhance public safety.

The John Inmann Work and Family Center (JIWFC) is a component of the Community Re-Entry subprogram. The Center's focus is to provide comprehensive re-entry services such as employment services, community orientations, transition planning, and pro-social skills for offenders, as well as victim assistance services for victimized community members. The Center is also recognized as a

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community focal point for collaborative efforts with federal, state, and local agencies, community based agencies and faith-based organizations to initiate programs and services to enhance the offender's transition plan while supporting their supervision plan.

**6) Parole Board** - The DOC houses one Type I agency, the State Board of Parole, which is appointed by the Governor with Senate confirmation. The Executive Director is statutorily responsible for fiscal and budgetary matters and adherence to state fiscal rules and purchasing policies for the State Board of Parole, despite the fact that this agency does not report to the Executive Director.

The Parole Board has discretion to grant or deny parole. The seven-member Board can stipulate conditions of parole for discretionary and mandatory parolees. When conditions of parole are violated, the Board can revoke a person's parole to a secure placement. The Parole Board, in accordance with CRS Section 17-2-201, considers all applications for parole. The Board conducts parole hearings on all offenders eligible for parole, granting or denying parole. The Board further sets conditions and duration of parole, conducts revocation/evidentiary hearings on parole complaints, suspension and rescission hearings.

In the performance of its duties, the Parole Board must either conduct, complete, or consider the following elements:

- Application Hearing - Hearings are required by statute when an offender has served the appropriate length of time as stipulated by statute.
- Deferred Case - An application hearing resulting in a deferral of the granting of parole.
- Full Board Review - Cases reviewed by all Parole Board members. A requirement on cases involving violent crimes, history of violence or propensity for violence.
- Notice of Colorado Parole Board Action - The form used by the Parole Board to release or defer offenders. This legal document states the special conditions of parole or the reasons for deferral.
- Parole - The conditional supervision of an offender in the community under the jurisdiction of the Parole Board.
- Parole Eligibility Date - The date an inmate is eligible for parole in accordance with state law.
- Parole Plan - A prospective plan for a parolee's residence, employment, and rehabilitation while on parole.
- Rescission Hearing - Due process hearing resulting from the suspension of parole previously granted. This may be due to an infraction of the rules of the Department of Corrections, new criminal charges, parole plan disapproval, or some other factor. The decision to be made is whether to rescind or reinstate the offender's parole.
- Revocation/Evidentiary Hearing - Hearing conducted as the result of a complaint involving violation(s) of a condition of parole.
- Tabled Cases - Offenders that the Parole Board has approved for release to parole who are awaiting investigation of their parole plan, and/or completion of a program.



**7) Correctional Industries** - Colorado Correctional Industries (CCI) Subprogram manages self-supporting, profit-oriented work programs to provide offenders with training in various job skills 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 to abide by work rules for conduct, the Division builds an offender's confidence and work habits in preparation for their future. By employing only those offenders with good institutional conduct records in jobs that are higher paying, CCI provides an incentive that has a positive effect on offender behavior.

The major businesses operated by Correctional Industries include manufacturing operations for prison cell fabrication, automobile license plates, office furniture, and modular office systems; a print shop; a leather products shop; and a garment production operation. Other programs include the Colorado Surplus Property Agency (handling disposal of all state property), dairy milk production, K-9 dog training, goats, wildhorse program, greenhouse, and tilapia production.

The Colorado Inmate 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.

**8) Canteen Operation** – The Canteen Subprogram provides various personal items for purchase by offenders including toiletries, snack foods, phone services, and other approved items. Per court order, 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.

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Focus of the Canteen Subprogram 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 to 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 seventy (70) 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 are 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.

### **Prior Year Legislation**

#### **HB 08-1067 (Gardner, Kester) Immunity Parole Admin Hearing Officers**

Adds parole administrative hearing officers to the statutory definition of a public employee for purposes of the "Colorado Governmental Immunity Act". Clarifies that a parole administrative hearing officer is protected by governmental immunity only when acting within the scope of his or her duties as a public employee.

#### **HB 08-1076 (Ferrandino, Gordon) Fees for Copies of Criminal Justice Records**

Limits the fee that a criminal justice agency may charge for a copy of a criminal justice record to 25¢ for a standard page; or the actual cost of providing a copy, printout, or photograph of a criminal justice record in a format other than a standard page. Applies the limit on fees for copies of criminal justice records to county and municipal criminal justice agencies.

#### **HB 08-1082 (Fernandino, Bacon) Sealing Criminal Justice Records**

Reduces the number of years that a person must wait before filing a petition to seal arrest and criminal records information pertaining to a criminal offense that was not charged or a case that was dismissed due to a plea agreement in a separate case. Requires a probation department or a parole officer under certain circumstances to advise a defendant of the right to seal criminal justice records. Extends the criminal justice record sealing procedure to convictions. Permits a defendant, after a specified number of years following the completion of a sentence or release from supervision, whichever is later, to petition the district court to seal criminal conviction records information ("conviction records"). Prohibits the sealing of conviction records if the defendant still owes court-ordered

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restitution, fines, or fees. Specifies the procedure for sealing conviction records. Requires the court, in making the decision whether to seal conviction records, to weigh the privacy interests of the defendant against the public interest in retaining the conviction records as open records. Prohibits employers and certain institutions and agencies from requiring an applicant to disclose information in sealed conviction records. Permits the bar committee of the state board of law examiners to make inquiries into the fact of a conviction that comes to the attention of the bar committee through other means. Requires a defendant to be advised of the right to seal conviction records by the court, the probation department, and the defendant's parole officer under the appropriate circumstances. Prohibits the sealing of conviction records as to traffic offenses and infractions, any offense with an underlying factual basis involving unlawful sexual behavior, crimes involving specified special circumstances for which enhanced sentencing is required, and other specified offenses. Specifies that court orders sealing conviction records shall not limit the operation of discovery rules in civil cases. Specifies that the conviction records sealing procedure shall apply to judgments of conviction entered on and after a specified date. Permits the procedure to apply to judgments of conviction entered before a specified date with the consent of the prosecuting attorney.

**HB 08-1132 (Stafford, Keller) Youthful Offender System Treatment**

Allows a sex offender 18 years of age or older in the youthful offender system to receive adult sex offender treatment. Adds mental health treatment as an available treatment option that offenders in the youthful offender system can receive without parental consent.

**HB 08-1192 (Mitchell V., Spence) DOC Inmate Copayment Medical Services**

Requires the executive director of the Department of Corrections ("executive director") to establish procedures requiring inmates to pay a copayment for inmate-initiated medical, mental health, dental, and optometric visits. Allows the executive director to specify services for which no copayment will be assessed and the specific and exclusive bases upon which a copayment may be waived.

**HB 08-1247 (Primavera, Vega) Sexually Violent Predator Evaluations Return To Court**

Requires the Department of Corrections, if it receives a mittimus that does not indicate whether the court determined whether a defendant is a sexually violent predator, to notify the court and, if necessary, return the defendant to the custody of the sheriff for transport to the court for the determination.

**HB 08-1282 (Buescher, Keller) Supplemental Appropriations to the Department of Corrections**

Makes a supplemental appropriation to the Department of Corrections.

**HB 08-1352 (Stephens, Morse) Parole Revocation Placement**

Limits the parole board's option of placing a parolee in a community return-to-custody facility after revocation to a parolee whose parole is revoked based on a technical violation, who has no active felony warrant, felony detainer, or pending felony criminal charge, and who was on parole for an offense that was a class 5 or class 6 nonviolent felony other than menacing or unlawful sexual behavior.

**HB 08-1363 (Madden, Romer) Private Prison Contract Rates**

Allows the Department of Corrections ("Department") to negotiate a contract rate for the confinement and maintenance of state inmates in private contract facilities or facilities operated by a political subdivision of the state ("contract rate"). Prohibits a contract rate negotiated by the Department from exceeding the maximum rate provided in the annual general appropriations bill. Specifies that, for the 2008-09 fiscal year, a contract in holdover status or a purchase order for the confinement and maintenance of state inmates in private contract facilities or facilities operated by a political subdivision of the state shall be at the rate provided in the general appropriation bill enacted in the 2007 regular legislative session. Specifies that, if the Department and either a private contractor or a political subdivision of the state are mutual parties to a fully executed contract for the confinement and maintenance of state inmates for the 2008-09 fiscal year, which contract is not in holdover status, the contract rate shall be the rate provided for in the contract.

**HB 08-1382 (Carroll T., Shaffer) Criminal Procedural Matters**

Section 1. Defines the ability of the Department of Corrections to determine that an inmate is a sex offender for purposes of mandating sex offender treatment. Section 2. Requires a juvenile who is petitioning for removal from the sex offender registry to file his or her motion in the juvenile's change of venue court. Section 3. Removes the prohibition on certain offenders being awarded earned time while on parole or during reincarceration after a parole revocation. Sections 4, 5, & 6. Specifies conditions and eligibility of parole. Makes conforming amendments.

**SB 08-006 (Boyd, Solano) Suspend Medicaid For Confined Persons**

Suspends medicaid benefits for persons who are in the custody of the Department of Corrections or confined in a jail, committed to a juvenile commitment facility, or committed to or placed in a Department of Human Services facility pursuant to court order or certification.

**SB 08-066 (Williams, Marshall) Felony Murder Penalty For Juveniles**

Reduces first degree murder to a class 2 felony if the defendant was under 18 years of age at the time of the offense, was convicted as an adult, and did not commit or assist in committing the homicidal act. Makes a defendant convicted of class 2 felony first degree murder eligible for sentencing to the youthful offender system. Makes conforming amendments.

**SB 08-155 (Cadman, Kerr) Centralize IT Management in OIT**

Transfers the rights, powers, duties, and functions of the following state agencies to the office of information technology (office) in the governor's office:

- \* The general government computer center, from the Department of personnel;
- \* Telecommunications coordination, from the Department of personnel;
- \* State archives and public records, from the Department of personnel;
- \* The office of the chief information security officer, within the governor's office. Limits the office's oversight to IT in the executive branch agencies and not the legislative or judicial departments. Specifies that the employees of those state agencies whose employment is deemed necessary by the chief information officer of the office (CIO) shall become employees of the office. Sets requirements for initial setup of Department of OIT to include staffing, purchasing, information sharing, and geographic plans. Makes the position of CIO a member of the governor's cabinet. Creates the information technology revolving fund. Requires that any moneys appropriated from the general fund to the office or a state agency for the 2008-09 fiscal year and for each fiscal year thereafter for the procurement of information technology resources or major automation system projects, which moneys are unexpended or unencumbered as of the close of the fiscal year as a result of savings achieved by the office or state agency in connection with such procurements, shall not revert to the general fund and shall be transferred to the revolving fund. Makes conforming amendments. Deletes obsolete language. Defines terms.

**SB 08-171 (Ward, Stafford) Test Methods for Substances For Parolees**

Revises the chemical testing requirement to which a parolee must submit as a condition of parole to a test of a biological substance sample from the parolee. Requires the Department of Corrections and the Department of Public Safety and local governmental agencies for inmates paroled to Community Corrections to contract with a private laboratory for testing of parolees' biological substances.

**SB 08-172 (Ward, Stafford) Community Parole Officer Revisions**

Changes the term "parole officer" to "community parole officer". Revises the definition of "community corrections program agent" to reflect that these agents are also community parole officers.

**SB 08-175 (Ward, Stafford) DOC Inspector General**

Clarifies and reorganizes the statute concerning the Department of Corrections inspector general. Makes conforming amendments.

## **Hot Issues**

### **Bed Needs**

Offender populations in the Department of Corrections continue to grow every year. For over a decade, state-run facilities have been filled to capacity, and the additional growth has been housed in private prisons. The State still faces economic challenges in funding capital construction projects for all state agencies and higher education. Therefore, as the prison population continues to increase, the Department has had to rely on private prisons to provide the needed bed capacity, and the percentage of inmates in private prisons continues to grow.

Presently, the only state beds under construction are at DRDC (62 beds) and CSP II (948 beds). Even with double bunking at certain state facilities, if the current trend continues, the Department will have over 37% of their offenders in private facilities by the end of the planning period of FY 2014-15. The Department's position has not changed in the last decade, and maintains the belief that the private prison percentage should not exceed 20%-25%. Statutory requirements only allow the department to house medium and below custody offenders in contract facilities. The additional pressures will be left to the state run level III facilities to absorb the higher classification offenders.

The Legislative Council Staff (LCS) December, 2007 projections estimate the June, 2008 offender population will be 23,322. This is estimated to increase by 4,922 to 28,244 in June 2012. The Department's five-year capital construction plan provides for both state owned and private prisons to accommodate this growth, providing that State funding is made available. Without State funding, the expanded use of private prisons will be imperative.

The Department critically needs the right bed for the right offender, specifically Offenders with Mental Illness and high-custody offenders. Special needs offenders are more appropriately managed in state run facilities.

The Department believes that providing more mental health services to offenders with mental illnesses is essential. The adequacy of the Department's mental health services has decreased due to the dramatic increase in the number of incarcerated offenders with mental illnesses and budget constraints. Currently, mentally ill offenders comprise 17% of the total population. The increase in the number of offenders with mental illnesses occurred over the past 15 years, with the greatest surge occurring between approximately 1995 and 2005. During that time, the number of identified offenders with significant mental illnesses rose from approximately 600 to over 3,400.

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The Department continues to review and update its bed plan including the need for high custody beds. If current trends continue, the Department believes additional state-run higher custody facilities will be needed. The lower custody offenders will be housed at private facilities which will necessitate a further increase in the Close Custody population in the state-run facilities. The completion of CSP II will alleviate some of the pressure for the current facilities housing Administrative Segregation (Ad Seg) offenders but will only meet the Department's needs for the short term.

The Department has also observed a developing trend in the offender population. Offenders are more difficult to manage today than in the past. The Department's many challenges include managing a growing security threat group (gang) population. The affiliation with a gang may lead to individual disruptive behavior, but also leads to more disruptive/incidents between Security Threat Groups (STG). Although the average age of an offender has increased, the offender population appears to be more defiant and resistive to authority. This may be due to a reflection of society and/or the gang involvement.

### **Fuel prices**

Higher fuel prices affect many areas in the DOC, as it does in the private sector. Offenders must be transported between facilities, to medical appointments, to court appearances, to release destinations, to job sites for outside work crews, etc. Staff vehicles are used for inter- and intra-facility transportation, i.e. administrative meetings, audits, training, etc. in a motor pool operation, optimizing the use of the vehicles. The security perimeter of each facility is patrolled on a scheduled basis every day. Maintenance vehicles are used for transporting materials and staff to job sites daily. Support vehicles are used daily to deliver food, supplies, and canteen to the facilities. In FY 06-07, DOC vehicles traveled a total of 10,316,727 miles. In FY 08 the Central Transportation Unit spent \$308,777 on fuel and operating costs alone; in addition, facilities paid \$862,310 in FY 08 in the maintenance subprogram for variable mileage costs charged by Fleet Management.

Indirect costs of rising fuel prices have also affected other areas as shipping and transportation costs are increasing commodity prices. Food prices have risen 10 percent over the past 12 months (July 07 to June 08). In FY06-07, the Department spent \$11,906,000 of the Food Service Subprogram budget on food. Largely due to increases in food prices, the DOC is projected to spend \$13,060,700 on food in FY07-08, an increase of \$1,154,738. Many vendors are adding fuel surcharges to invoices to cover shipping fuel costs.

### **Staffing**

Due to budget constraints in the state of Colorado in 2002-2003, Department of Corrections lost 588.4 FTE positions and \$56,431,571 in four budget cuts from FY 01-02 through FY 03-04. Almost five years later, the Department is still managing facilities with staffing ratios that have not recovered from the budget cuts. The Department identifies certain job duties, or "posts", that must be maintained at all times (called minimum staffing). Many facilities are at minimum staffing on a daily basis, which can be a stressful situation with the increasing number of higher custody offenders housed in today's state-run facilities.

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In the Corrections system, staff levels and post coverage are critical, as the workload does not stop when a staff cannot work at their post: the same number of offenders need to be supervised, the same meals need prepared and served, the same laundry collected, cleaned, and distributed, the same movements monitored, medical/mental health/dental services must be provided, incidents reported and investigated, canteen orders delivered, etc. The safety and security of both offenders and staff depend upon adequate monitoring and supervision of offender activities. Existing staff must work overtime to cover absences due to annual leave (vacation), sick leave, turnover vacancies, Family Medical Leave absences, etc. In FY 08, DOC spent \$1,624,436 in overtime payments.

### **CSP II**

In 2003, the General Assembly funded Certificates of Participation for CSP II, a 948 bed Level V facility to be located in Canon City. Litigation ensued, and the project was delayed 3 ½ years. The Department and state won the lawsuit, but cost of construction had increased due to various economic factors. The General Assembly funded a supplemental in FY 05-06 to bring the project back within budget( with the exception of moveable equipment). In FY 08-09, the Capital Development Committee approved \$2,000,000 for moveable equipment for CSP II, which is half the amount required; the second half is being requested in FY 09-10. The Department's Facility Management Services Subprogram has been overseeing construction of the new facility, expected to come online in 2010.

Staffing and operating costs for opening the facility is being requested as a Decision Item in FY 09-10.

The Department continues to review and update its bed plan including the need for high custody beds. If current trends continue, the Department believes additional state-run higher custody facilities will be needed. The lower custody offenders will be housed at private facilities which will necessitate a further increase in the Close Custody population in the state-run facilities. The completion of CSP II will alleviate some of the pressure for the current facilities housing Administrative Segregation (Ad Seg) offenders but will only meet the Department's needs for the short term. As of December, 2007, there were approximately 160 offenders awaiting movement into CSP or Sterling Correctional Facility Ad Seg. At this current rate, the Department could have 600 to 700 offenders awaiting an Ad Seg bed by the time CSP II opens.

### **Aging Facilities**

In the 1980's and 1990's, Capital Construction funding was adequate, and Corrections was able to build several facilities: Centennial Correctional Facility (1980), Four Mile Correctional Center (1983), Arkansas Valley Correctional Facility (1987), Arrowhead Correctional Facility (1989), Denver Regional Diagnostic Center (1990), Limon Correctional Facility (1990), Colorado State Penitentiary (1993), San Carlos Correctional Facility (1995), Denver Women's Correctional Facility (1998), Sterling Correctional



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Facility (1998), and Trinidad Correctional Facility (1999). As a result, the physical plant infrastructure and facility equipment are aging and reaching the end of their life cycles at the same time.

Other facilities throughout the state have additional issues due to the age of their facilities: Buena Vista Correctional Complex (1889), Colorado Correctional Center (1939), Colorado Territorial Correctional Facility (1890), Colorado Women’s Correctional Facility (1966), Delta Correctional Center (1864), Fremont Correctional Facility (1939), Ft. Lyon Correctional Facility (1867), Youthful Offender System (1932), Rifle Correctional Facility (1978), Skyline Correctional Center (1957), and LaVista Correctional Center (1935). Due to budget constraints and budget cuts from 2002-2004, controlled maintenance and equipment replacement cycles have had to be modified or eliminated to fund crucial daily operating expenses.

Some routine maintenance has had to be deferred to fund emergency repairs. Although the maintenance staff attempts to perform preventive maintenance and replace components that are at the end of their useful life before the systems completely fail, the lack of funding requires the DOC to patch, rebuild and repair components (pumps, valves, motors, etc.) when the systems should be replaced. The ultimate consequence of deferred routine maintenance is a significant increase in the number of controlled maintenance projects that will surface in the future.

Industry standards for institutional food service equipment replacement suggest that equipment should be replaced at an average rate of 10 percent per year. The Department’s food service equipment expenditures have averaged less than five percent of the value of the inventory of food service equipment, or less than half the industry standard. This replacement rate will not meet the replacement needs due to the number of pieces of equipment that have exceeded, or are close to exceeding, the anticipated life cycle.

The Department considers the age of the equipment as well as present reliability, repair history, and anticipated future downtime/repair needs before replacement. The Department replaces equipment deemed to be mission essential and critical to the Food Service operation at the individual facility. The Department strives to phase equipment replacement based on the useful life of the equipment, although most replacement is long after the recommended useful life of the item. This practice allows the most use from the asset.

### **Inflation**

Inflation costs are another significant issue for the Department of Corrections. The Department did not receive an inflationary increase for food in FY01, FY03, FY04, FY05 and FY 09. In addition, the Department took significant budget cuts in FY02 and FY03. These events reduced the amount of funds available within the Food Service subprogram for equipment replacement.

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Prices for food are rising at a rate not seen since the inflationary days of the mid 1970’s. Food prices took the biggest one-month leap in 18 years in April, 2008 and have risen at a 6.3 percent rate so far in 2008, well above last year’s increase. Soaring energy costs pushed inflation in May, 2008 at the fastest pace in six months.

The rise in food prices is largely due to increasing fuel costs, the higher costs for transporting goods, and the conversion of soy and corn crops to ethanol production. At this time, 25 percent of corn produced in this country is used for ethanol. The rise in fuel prices and the related diversion of food crops to ethanol production are inflationary pressures that are not expected to subside.

Inflation and fuel costs also drive up other commodity prices, affecting maintenance, warehouse, medical supplies, and transportation operations. Increased energy costs will affect the utility subprogram, as energy rates are expected to reach all time highs in coming months. Projected utility pricing for the winter of FY 08/09 continues to climb as there continues to be concerns over the level of gas in storage and surging crude oil prices. In addition, world wide demand for Liquefied Natural Gas remains strong with markets in Europe and Asia currently paying between \$11.00 and \$14.00 per Dth (more than twice the DOC current procured price on the futures market.) This increase will more than likely be compounded in FY 09/10.

As reported by the E Source Energy Managers’ Consortium, projections for electricity price increases indicate a range of 15 to 25 percent over the next two years, with greater percentage increases in the Western region and smaller increases in the Eastern region.

**Central Office Lease**

The Department’s headquarters lease will expire June, 2010. Efforts have begun to find alternative locations and configurations that would benefit the State and DOC by possibly combining administrative and training resources in one location.

**Workload Indicators**

	<b>Outcome</b>	<b>FY 2006-07 Actual</b>	<b>FY 2007-08 Actual</b>	<b>FY 2008-09 Approp</b>	<b>FY 2009-10 Request</b>
Adult Offender Jurisdictional Population	Benchmark	23,159	20,553	22,970	24,133
TOTAL (State and Private Prisons)	Actual	19,279	19,597		
% Change in TOTAL Population		5.1%	6.9%	11.8%	5.1%

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	<b>Outcome</b>	<b>FY 2006-07 Actual</b>	<b>FY 2007-08 Actual</b>	<b>FY 2008-09 Approp</b>	<b>FY 2009-10 Request</b>
Adult Prison Population State-owned Prisons	Benchmark	14,362	14,506	15,589	18,441
	Actual	14,330	14,373		
Adult Male Offender Jurisdictional Population State-owned Prisons	Benchmark	20,698	12,994	13,056	16,354
	Actual	12,814	12,913		
Adult Female Offender Jurisdictional Population State-owned Prisons	Benchmark	2,479	1,516	1,516	2,087
	Actual	1,516	1,458		
Adult Private Prison Population	Benchmark	5,120	5,967	7,048	4,646
	Actual	4,949	5,224		
Percentage in Private Prisons	Benchmark	30%	30%	30%	30%
	Actual	25.7%	26.7%		
Parole Offender Population supervised in Colorado (In State Only)	Benchmark	6,071	6,803	10,648	12,029
	Actual	7,947	8,783		
Parole Offender Caseload Ratio: Staff to Offender	Benchmark	1:60	1:60	1:60	1:60
	Actual	1:68	1:71		
Parole ISP Offender Population Supervised in Colorado	Benchmark	1,000	1,000	1,398	1,701
	Actual	1,011	1,318		
Parole ISP Offender Caseload Ratio: Staff to Offender	Benchmark	1:20	1:20	1:20	1:20
	Actual	1:21	1:22		
Community ISP	Benchmark	1,031	1,104	1,072	1,072

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	<b>Outcome</b>	<b>FY 2006-07 Actual</b>	<b>FY 2007-08 Actual</b>	<b>FY 2008-09 Approp</b>	<b>FY 2009-10 Request</b>
Offender Pop. Supervised in Colorado	Actual	869	966		
Community ISP Caseload Ratio: Staff to Offender	Benchmark	1:20	1:20	1:20	1:20
	Actual	1:24	1:24		
Community Residential Off. Pop. Supervised in Colorado	Benchmark	1,546	1,656	1,668	1,760
	Actual	1,711	1,734		
Community Residential Caseload Ratio: Staff to Offender	Benchmark	1:60	1:60	1:60	1:60
	Actual	1:60	1:60		
Total DOC Staff TOTAL (funded FTE Staff)	Benchmark	6,093.6	6,492.0	6575.9	7073.2
	Actual	6,339.9	6,310.9		