



Cost and FTE

- The Department requests \$4,783,486 General Fund and Cash Funds and 44.2 FTE for FY 2014-15 to increase offender bed capacity. The Department's change request annualizes to \$4,948,268 and 48.3 FTE in FY 2015-16.

Current Program

- The Department protects the citizens of Colorado with the effective management of criminal offenders in controlled environments that also provide meaningful work and self-improvement opportunities to assist offenders with community re-entry.
- Private providers are utilized for housing offenders in excess of the Department's physical capacity.
- The Department's budget supports an operational capacity of 16,892 state and private facility beds for offenders in FY 2014-15.

Problem or Opportunity

- The population projection from the summer 2013 Colorado Division of Criminal Justice interim forecast indicates the prison population will stabilize and not decline, as previously projected.
- The Colorado Prison Utilization Study recommended the Department adopt the common practice of including a vacancy rate when calculating available beds.
- The combined changes drive an additional 393 male and 76 female offender beds.
- This request marks a reversal in a downward trend in the state's prison population. Since 2009, the Department eliminated funding for over 3,000 offender beds to keep pace with past population decreases.

Consequences of Problem

- The Department will not have sufficient beds for housing male and female offenders based on the most recent population forecast.
- Housing offenders in overcrowded units or at inappropriate custody levels decreases safety levels for both offenders and staff.
- A delay in assigning an offender to a bed can also slow placement into various treatment and training programs that facilitate an offender's eventual re-entry into the community.

Proposed Solution

- This request will add 393 state beds and 76 private facility beds to meet offender operational capacity requirements in FY 2014-15.
- The request proposes reopening 317 state male beds at a daily rate of \$17.97 per offender.
- The Department applied the same methodology as used in the Prison Utilization Study to determine operational capacity requirements.

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FY 2014-15 CHANGE REQUEST
Priority R-1: Offender Population Caseload
Request Detail

Problem or Opportunity:

The Department of Corrections has implemented several bed reduction actions since 2009 in order to align operational capacity to rapidly declining prison populations (Table 1). The most recent actions, included in the Department's FY 2013-14 Budget Amendment Funding Request, take 176 state and 411 private facility beds offline based on the December 2012 Colorado Division of Criminal Justice (DCJ) prison population forecast (Table 2). The DCJ issued an interim prison population forecast in July 2013 which now reflects a leveling off of prison populations for the next several years. This turn of events resulted in an increase to the average daily population the Department had previously expected to house in FY 2014-15 and drives a need for 393 male and 76 female offender beds (Tables 3-10).

The Colorado Prison Utilization Study recommended the Department adopt the common practice of discounting the number of available beds by a fixed percentage to account for the fact that at any given time a correctional system will have vacant beds. The Department's request reflects this recommended practice and acknowledges that the change of methods for calculating operational capacity is a contributing factor to the need for more offender beds in FY 2014-15.

Proposed Solution:

The summer 2013 interim population projection indicates the Department will be short 393 male offender and 76 female offender beds in FY 2014-15. The proposed solution for this shortfall adds 393 state beds and 76 private facility beds.

Upon the release of the Prison Utilization Study, the Department collaborated with the authors of the study to finalize the operational capacity for each facility. After making the recommended changes regarding punitive segregation, infirmary, and emergency beds, the Department had capacity differences at five state facilities (Table 7) as well as with the private prison facilities. These differences have been reconciled with CNA (Prison Utilization Study contractor) and the Department is now reflecting a total operational capacity of 16,992 beds (Table 8). The budget action that takes 100 beds offline at Sterling Correctional Facility on February 1, 2014 will further reduce this number; therefore, an operational capacity of 16,892 became the starting point for calculating bed requirements in FY 2014-15.

As the first step in addressing the male offender bed shortfall, the Department recommends reutilizing 317 state facility beds that are already offline or are scheduled to be closed in FY 2013-14. The Department used a combination of methods to reduce its bed inventory in recent years. This included taking several hundred beds offline in state facilities that remained open. Because these facilities continued to operate, the savings from taking beds offline was not as significant as it might have been if the facilities had been closed. The reutilization of state beds, therefore, becomes the most cost effective method for housing a growing prison population. This proposal cancels the planned 100 bed reduction at Sterling Correctional Facility in FY 2013-14 and reutilizes 117 beds at the Buena Vista Correctional Facility and 100 beds at

Trinidad Correctional Facility. The FY 2014-15 cost of this action is \$1,991,644 and 24.7 FTE (Table 17). This requirement annualizes to \$2,079,786 and 27.0 FTE in FY 2015-16. The annualized cost of re-opening 317 male state beds equates to a daily rate of \$17.97 per offender.

Because the re-opening of 317 state beds does not fully satisfy the operational capacity requirement for male beds, the second part of the solution is to fund an additional 76 beds at the private prison facilities. The cost of this action is \$1,490,748 when calculated with the current provider rate of \$53.74 per offender per day (Table 19). The total increase of 393 male offender beds allows for a 2 percent state bed vacancy rate in the operational capacity for male offender beds which is consistent with the Prison Utilization Study.

The female offender bed shortfall is satisfied by reutilizing 76 beds that were taken offline at Denver Women's Correctional Facility on July 1, 2013. The increase of 76 beds will establish a 4.9 percent vacancy rate for female offender beds which is consistent with the Prison Utilization Study. The FY 2014-15 cost of this action is \$1,301,094 and 19.5 FTE (Table 18) and represents a reversal of the budget amendment funding request submitted for FY 2013-14. This requirement annualizes to \$1,377,734 and 21.3 FTE in FY 2015-16.

The Prison Utilization Study assumed a 2 percent bed vacancy rate for both state and private facilities. The Department believes the vacancy rate established for state beds will be sufficient for managing moderate population fluctuations and recommends not increasing the private facility bed requirement for this purpose. As a result of this change, the proposal supports an overall vacancy rate of 1.8 percent (Table 11).

Anticipated Outcomes:

Increase total appropriations to reflect the actual need for prison beds. Having an appropriate custody level bed available for each offender allows the Department to provide for the safe and efficient housing of offenders. The assignment of offenders to beds in a timely manner also expedites the delivery of treatment and training programs that facilitate an offender's eventual re-entry to the community. The proposed solution emphasizes efficient operations by utilizing 393 state beds taken offline when the offender population was declining. Because these beds are located in facilities that remained open, the incremental cost of reactivating the male beds is approximately one-third the cost of using private prison beds. The reactivation of 393 state beds does not fully satisfy the increased need for male offender beds; therefore, private prison facilities will be utilized for the remaining 76 male bed requirement.

Assumptions and Calculations:

The Department and CNA agreed to an operational capacity of 16,992 beds subsequent to the release of the Colorado Prison Utilization Study (Table 8). This capacity will be reduced by the budget action that takes 100 beds offline at Sterling Correctional Facility on February 1, 2014. The Department therefore used an operational capacity of 16,892 beds in determining bed needs for FY 2014-15.

The requested 469 beds are needed for the entire fiscal year. The change request for Buena Vista, Denver Women's, Sterling, and Trinidad Correctional Facilities includes 12 months of operating expenses and 11

months of personal services (Tables 12 - 18). The 76 beds requested from the private prisons would also be funded for 365 days (Table 19). Total costs for the change request are summarized in Table 20.

Appendix:

Fiscal Year	Facility	# Beds
2008-09	Huerfano County Correctional Facility (CCA facility)	774
2008-09	Colorado Women's Correctional Facility - Facility closed	224
2009-10	High Plains Correctional Facility (GEO women's facility)	272
2010-11	Boot Camp - Beds offline	100
2011-12	Fort Lyon Correctional Facility - Facility closed	500
2012-13	Colorado State Penitentiary II - Facility closed	316
2012-13	Sterling Correctional Facility - Beds offline	100
2012-13	Trinidad Correctional Facility - Beds offline	100
2012-13	Buena Vista Correctional Facility - Beds offline	117
2013-14	Denver Women's Correctional Facility - Beds offline	76
2013-14	Sterling Correctional Facility - Beds offline	100
2013-14	CCA Facilities – Reduced bed usage	318
2013-14	Cheyenne Mountain Re-entry Center (CEC facility) – Reduced beds	93
	Total Bed Reductions	3,090

End of Fiscal Year	Dec 2012 Forecast	Avg Daily Population	Jul 2013 Forecast	Avg Daily Population
2013	20,079		20,135	
2014	19,825	19,952	20,149	20,142
2015	19,556	19,691	20,135	20,142
2016	19,437	19,497	20,243	20,189
2017	19,426	19,432	20,499	20,371
2018	19,396	19,411	20,728	20,614
2019	19,437	19,417	21,024	20,876

End of Month:	Total Pop. Projection	Facility Population	FY 2014-15 Facility ADP
June 2013*	18,355	16,000	
June 2014	18,378	15,989	
June 2015	18,393	16,002	15,995

*Actual Figures for June 2013

Table 4: Male Offender Facility Population Projection**(Rolling 12 Month Average Using Actual Data)**

	2012				2013								Rolling Average
	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul*	Aug*	
Male Jurisdictional	18,825	18,704	18,683	18,634	18,512	18,407	18,371	18,327	18,359	18,355	18,468	18,517	18,514
Male Facility	16,220	16,209	16,220	16,218	16,044	15,944	15,936	16,021	16,109	16,000	16,158	16,095	16,098
% in Facilities	86.2%	86.7%	86.8%	87.0%	86.7%	86.6%	86.7%	87.4%	87.7%	87.2%	87.5%	86.9%	87.0%

*Adjusted for excess jail backlog

Table 5: Female Population Projections**(DCJ Summer 2013 Interim Forecast)**

End of Month:	Total Pop. Projection	Facility Population	FY 2014-15 Facility ADP
June 2013*	1,780	1,379	
June 2014	1,771	1,367	
June 2015	1,742	1,345	1,356

* Actual Figures for June 2013

Table 6: Female Offender Facility Population Projection**(Rolling 12 Month Average Using Actual Data)**

	2012				2013								Rolling Average
	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul*	Aug*	
Female Jurisdictional	1,803	1,772	1,769	1,745	1,719	1,733	1,756	1,760	1,785	1,780	1,799	1,811	1,769
Female Facility	1,380	1,360	1,355	1,345	1,328	1,327	1,352	1,366	1,382	1,379	1,403	1,417	1,366
% in Facilities	76.5%	76.7%	76.6%	77.1%	77.3%	76.6%	77.0%	77.6%	77.4%	77.5%	78.0%	78.2%	77.2%

*Adjusted for excess jail backlog

Facility	Previously Used Capacity*	CNA Original Capacity**	Nov 1, 2013 Facility Capacity
Centennial	320	320	320
Colorado State Penitentiary	756	756	756
Denver Reception	524	572	572
Denver Women's	884	968	900
San Carolos	234	234	234
Sterling	2,389	2,468	2,412
Limon	925	930	930
Arkansas Valley	991	1,050	1,050
Buena Vista Complex	1,031	1,065	1,044
Colorado Territorial	897	929	929
Fremont	1,598	1,620	1,620
La Vista - Female Beds	456	450	450
La Vista - Male Beds	94	94	94
Arrowhead	520	520	520
Four Mile	521	521	521
Trinidad	400	400	400
CCC (Camp George West)	150	150	150
Delta	480	484	480
Rifle	188	204	192
Skyline	249	252	252
Total State Facilities	13,607	13,987	13,826

* Previously used capacity utilized monthly population reports and excluded punitive and infirmary beds

** CNA capacity excludes punitive and infirmary beds but includes "emergency" beds

	CNA Original Capacity	Nov 1, 2013 Updated Capacity
State Male Beds	12,569	12,476
State Female Beds	1,418	1,350
Subtotal State Beds	13,987	13,826
Private Prison Beds	3,904	3,480
Subtotal State and Private Beds	17,891	17,306
Vacancy Rate Adjustment	(358)	(314)
Total Operational Capacity	17,533	16,992

Capacity Reconciliation Details:

- Denver Women's Correctional Facility implemented a 76 bed reduction effective July 1, 2013

which occurred after the study was published. The Department also updated the number of punitive segregation beds to 24 from the 32 beds used in the study's calculations.

- Sterling Correctional Facility had two issues that contributed to the calculation difference. The facility's protective custody unit has 64 cells with 32 of the cells holding a single bunk and 32 of the cells double bunked for a total of 96 beds. Although this unit contains 96 beds, the Department can only utilize 64 beds at the same time due to fixture limitations (e.g., showers, toilets, etc.). As a result, the bed count for this unit is 32 fewer than what was included in the study. The second issue concerned the number of punitive segregation beds. The number of beds listed in the study was 72 but the actual number of punitive beds in the facility is 96.
- The Buena Vista Correctional Complex has a total of 34 emergency beds, with 21 of these beds residing in punitive segregation units.
- Delta Correctional Center has four emergency beds that are located in the punitive segregation unit.
- The Rifle Correctional Center is capped at 192 beds per C.R.S. 17-25-102 (1).
- The Department had funding for 3,916 private prison beds in FY 2012-13. The private facilities were part of a 411 bed reduction effective July 1, 2013 which occurred after the study was published. In addition, HB 13-1160 further reduced the private prison bed count by 25 in FY 2013-14 due to anticipated savings from revised theft statutes.

Table 9: Male Bed Calculations		
FY 2014-15 Capacity:	Total Beds	Bed Increase
State Facilities	12,476	
Less: Sterling bed reduction (2/1/2014)	(100)	
Subtotal State Facilities	12,376	
Private Facilities	3,480	
Total Operational Capacity	15,856	
Forecasted Population (FY 2014-15 ADP)	15,995	
Proposed Capacity:		
State Facilities	12,693	317
Less: Vacancy Rate Adjustment (2%)	(254)	
Subtotal State Facilities	12,439	
Private Facilities	3,556	76
Total Proposed Capacity	15,995	393

Table 10: Female Bed Calculations		
FY 2014-15 Capacity:	Total Beds	Bed Increase
State Facilities	1,350	
Forecasted Population (FY 2014-15 ADP)	1,356	
Proposed Capacity	1,426	76
Less: Vacancy Rate Adjustment (4.9%)	(70)	
Total Proposed Capacity	1,356	76

Table 11: Proposed Capacity Summary	
State Male Beds	12,693
State Female Beds	1,426
Subtotal State Beds	14,119
Private Prison Beds	3,556
Subtotal State and Private Beds	17,675
Vacancy Rate Adjustment (1.8%)	(324)
Total Operational Capacity	17,351

Table 12: 317 State Male Beds Personal Services Summary							
FY 2014-15							
	FTE Request	Personal Services*	HLD	AED	SAED	STD	Total Request
Correctional Officer I	18.4	\$803,528	\$89,039	\$28,800	\$27,000	\$1,252	\$949,619
Correctional Officer II	1.8	\$88,553	\$8,904	\$3,174	\$2,976	\$138	\$103,745
Case Manager I	2.7	\$146,454	\$13,356	\$5,250	\$4,920	\$228	\$170,208
Teacher I	1.8	\$101,196	\$8,904	\$3,628	\$3,400	\$158	\$117,286
Total	24.7	\$1,139,731	\$120,203	\$40,852	\$38,296	\$1,776	\$1,340,858

*Includes PERA and Medicare

Table 13: 317 State Male Beds Personal Services Summary							
FY 2015-16							
	FTE Request	Personal Services*	HLD	AED	SAED	STD	Total Request
Correctional Officer I	20.0	\$876,642	\$97,132	\$34,563	\$33,384	\$1,367	\$1,043,088
Correctional Officer II	2.0	\$96,610	\$9,713	\$3,809	\$3,679	\$151	\$113,962
Case Manager I	3.0	\$159,780	\$14,571	\$6,300	\$6,084	\$249	\$186,984
Teacher I	2.0	\$110,404	\$9,714	\$4,352	\$4,204	\$172	\$128,846
Total	27.0	\$1,243,436	\$131,130	\$49,024	\$47,351	\$1,939	\$1,472,880

*Includes PERA and Medicare

Table 14: 76 State Female Beds Personal Services Summary**FY 2014-15**

	FTE Request	Personal Services*	HLD	AED	SAED	STD	Total Request
Correctional Officer I	8.3	\$361,587	\$40,067	\$12,960	\$12,150	\$564	\$427,328
Correctional Officer II	2.7	\$132,829	\$13,356	\$4,761	\$4,463	\$207	\$155,616
Corr Supp Trade Supv I	3.7	\$177,105	\$17,808	\$6,348	\$5,951	\$276	\$207,488
Case Manager I	0.9	\$48,818	\$4,452	\$1,750	\$1,640	\$76	\$56,736
Nurse I	2.1	\$134,501	\$13,356	\$4,821	\$4,520	\$210	\$157,408
Social Worker II	0.9	\$47,062	\$4,452	\$1,687	\$1,581	\$73	\$54,855
Teacher I	0.9	\$50,598	\$4,452	\$1,814	\$1,700	\$79	\$58,643
Total	19.5	\$952,500	\$97,943	\$34,141	\$32,005	\$1,485	\$1,118,074

*Includes PERA and Medicare

Table 15: 76 State Female Beds Personal Services Summary**FY 2015-16**

	FTE Request	Personal Services*	HLD	AED	SAED	STD	Total Request
Correctional Officer I	9.0	\$394,489	\$43,710	\$15,553	\$15,023	\$615	\$469,390
Correctional Officer II	3.0	\$144,915	\$14,570	\$5,713	\$5,519	\$226	\$170,943
Corr Supp Trade Supv I	4.0	\$193,219	\$19,427	\$7,618	\$7,358	\$301	\$227,923
Case Manager I	1.0	\$53,260	\$4,857	\$2,100	\$2,028	\$83	\$62,328
Nurse I	2.3	\$146,739	\$14,570	\$5,785	\$5,588	\$229	\$172,911
Social Worker II	1.0	\$51,345	\$4,857	\$2,024	\$1,955	\$80	\$60,261
Teacher I	1.0	\$55,202	\$4,857	\$2,176	\$2,102	\$86	\$64,423
Total	21.3	\$1,039,169	\$106,848	\$40,969	\$39,573	\$1,620	\$1,228,179

*Includes PERA and Medicare

Personal Services Details:

- Salaries calculated at the current entry level per the FY 2013-14 compensation plan:
 - Correctional Officer I: \$3,273/month
 - Correctional Officer II: \$3,607/month
 - Correctional Support Trades Supervisor I: \$3,607/month
 - Case Manager I: \$3,977/month
 - Nurse I: \$4,764/month
 - Social Worker II: \$3,834/month
 - Teacher I: \$4,122/month
- PERA calculated at 10.15% salary
- Medicare calculated at 1.45% salary
- Health, Life, and Dental calculated at \$4,856.64 annually

- Short-Term Disability calculated at 0.174%
- Amortization Equalization Disbursement (AED) calculated at 4.0% for FY 2014-15 and 4.4% in FY 2015-16
- Supplemental Amortization Equalization Disbursement (SAED) calculated at 3.75% for FY 2014-15 and 4.25% for FY 2015-16

	FTE	Cost per FTE	FY 2014-15
Initial Uniform Issue	34.0	\$215	\$7,310
Basic Training	48.3	\$1,450	\$70,035
Total Start-Up Costs			\$77,345

Personal Services	Appr	FTE	FY 2014-15	FTE	FY 2015-16
1A EDO - HLD			\$120,203		\$131,130
1A EDO - AED			\$40,852		\$49,024
1A EDO - SAED			\$38,296		\$47,351
1A EDO - STD			\$1,776		\$1,939
2C Housing/Security	H05	20.2	\$892,081	22.0	\$973,252
2I Case Management	C05	2.7	\$146,454	3.0	\$159,780
4B Education	E06	1.8	\$101,196	2.0	\$110,404
Total Personal Services		24.7	\$1,340,858	27.0	\$1,472,880

Operating	Appr		FY 2014-15		FY 2015-16
2B Maintenance Op Exp	M25		\$114,800		\$114,800
2C Housing/Security Op Exp	H25		\$31,401		\$31,401
2D Food Service Op Exp	F25		\$323,964		\$323,964
2E Medical Op Exp	024		\$13,054		\$13,054
2F Laundry Op Exp	L25		\$24,860		\$24,860
2G Superintendents Op Exp	X25		\$42,708		\$42,708
2G Superintendents Start-up	X13		\$43,880		\$0
2I Case Management Op Exp	C25		\$938		\$938
2J Mental Health Op Exp	M24		\$967		\$967
2K Inmate Pay	051		\$35,863		\$35,863
3F Training Op Exp	T29		\$1,401		\$1,401
4A Labor Op Exp	L26		\$3,781		\$3,781
4B Education Op (Cash Funds)	E26		\$10,520		\$10,520
4C Recreation Op (Cash Funds)	R26		\$2,649		\$2,649
Total Operating			\$650,786		\$606,906
Overall Total		24.7	\$1,991,644	27.0	\$2,079,786

Table 18: 76 Female State Beds Summary

Personal Services	Appr	FTE	FY 2014-15	FTE	FY 2015-16
1A EDO - HLD			\$97,943		\$106,848
1A EDO - AED			\$34,141		\$40,969
1A EDO - SAED			\$32,005		\$39,573
1A EDO - STD			\$1,485		\$1,620
2B Maintenance	M05	2.8	\$132,829	3.0	\$144,915
2C Housing/Security	H05	11.0	\$494,416	12.0	\$539,404
2D Food Service Personal Services	F05	0.9	\$44,276	1.0	\$48,304
2E Medical Services Personal Services	004	2.1	\$134,501	2.3	\$146,739
2I Case Management	C05	0.9	\$48,818	1.0	\$53,260
2J Mental Health Personal Services	M04	0.9	\$47,062	1.0	\$51,345
4B Education	E06	0.9	\$50,598	1.0	\$55,202
Total Personal Services		19.5	\$1,118,074	21.3	\$1,228,179

Operating	Appr		FY 2014-15		FY 2015-16
2B Maintenance Op Exp	M25		\$23,291		\$23,291
2C Housing/Security Op Exp	H25		\$12,207		\$12,207
2D Food Service Op Exp	F25		\$74,428		\$74,428
2E Medical Op Exp	024		\$7,865		\$7,865
2F Laundry Op Exp	L25		\$6,038		\$6,038
2G Superintendents Op Exp	X25		\$13,461		\$13,461
2G Superintendents Start-up	X13		\$33,465		\$0
2I Case Management Op Exp	C25		\$1,190		\$1,190
2J Mental Health Op Exp	M24		\$200		\$200
2K Inmate Pay	051		\$8,558		\$8,558
3F Training Op Exp	T29		\$504		\$504
4B Education Op (Cash Funds)	E26		\$1,278		\$1,278
4C Recreation Op (Cash Funds)	R26		\$535		\$535
Total Operating			\$183,020		\$149,555
Overall Total		19.5	\$1,301,094	21.3	\$1,377,734

Table 19: FY 2014-15 Private Prison Bed Increase

Facility	# Beds	# Days	Daily Per Diem	Total
Private Prisons	65	365	\$53.74	\$1,274,982
CMRC	11	365	\$53.74	\$215,766
Total	76	365	\$53.74	\$1,490,748

Table 20: Request Summary				
	FTE	FY 2014-15	FTE	FY 2015-16
State Male Beds	24.7	\$1,991,644	27.0	\$2,079,786
State Female Beds	19.5	\$1,301,094	21.3	\$1,377,734
Private Prison Beds	-	\$1,490,748	-	\$1,490,748
Total	44.2	\$4,783,486	48.3	\$4,948,268

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