



COLORADO

Department of Corrections

Priority: R-3

*Division of Parole Placeholder
FY 2014-15 CHANGE REQUEST*

Cost and FTE

- The Department is requesting that \$10 million in General Fund be reserved to implement significant adjustments in the Division of Parole. All parole operations are currently being analyzed and evaluated. The Department will submit specific proposals through the Budget Amendment process. The \$10 million placeholder represents a 24.8% increase in total funding for the Division of Parole.

Current Program

- For FY 2013-14, the Community Services programs (including Parole, Intensive Supervision Parole (ISP), Community, Community ISP, Youthful Offender System Aftercare, and Re-Entry Programs) were budgeted \$39,442,603 and 381.6 FTE for personal services, operating expenses, and contract funding for the benefit of parolees, offenders and the citizens of Colorado.

Problem or Opportunity

- New Department leadership is in the process of preparing specific proposals to address program deficiencies throughout the Parole Division.
- The National Institute of Corrections (NIC) conducted an independent outside evaluation of the Division in the areas of policy, training, and electronic monitoring. The reports were released August 30, 2013 and are being reviewed by the Department for recommended suggestions and implementations.
- The Division has contracted for a Time and Workload Study of Community Parole Officers with the National Center for State Courts (NCSC) to review internal policies and procedures. Each parole officer will be tracked over a one-month period to help determine how much time is, and should be, spent supervising parolees versus other duties and assignments. A final report is expected in January or February 2014.

Consequences of Problem

- Division resources, structure, and operations, in some instances, are not properly positioned to manage the significant risk inherent within the parole population.
- Current facility/re-entry preparation is inadequate to ameliorate offenders sufficiently to meet the demands of parole.

Proposed Solution

- Effective changes based upon study recommendations and overall program analysis will incorporate industry best practices. It is essential that changes result in trained staff that are proficient in best practice implementation and provide for overall quality assurance and fidelity to program goals.
- The extent and overall comprehensive nature of the request will be based on the outcome of the analysis and will be detailed in upcoming budget amendments.
- The Department estimates that approximately \$10.0 million is needed as a placeholder amount to address needed programmatic changes. Budget amendments may include: additional parole officers for caseload ratio adjustments, staff and/or training for implementation of industry best practices such as motivational interviewing, additional funding for pre-release/re-entry programs, equipment, electronic monitoring, data/research/tracking needs, specialized treatment capacity, and structural reorganizations of the Division to benefit the parolees and offenders assigned to the Department.

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FY 2014-15 CHANGE REQUEST
Priority: R-3 Division of Parole Placeholder
Request Detail

Problem or Opportunity:

Due to concerns about the potential inadequacy of program implementation, the Department of Corrections (DOC) requested two evaluations/studies of Parole Division operations complete with recommendations for each assessment. In parallel to these studies, Department leadership is internally reviewing current policies, program implementation, and best practices.

The National Institute of Corrections (NIC) conducted an independent outside assessment of the Parole Division's overall structure, the area of policy and procedures, training, caseloads, and electronic monitoring. The reports on electronic monitoring and overall system mapping were released August 30, 2013 and the recommendations are being reviewed by the Department with implementation plans under development. DOC's primary focus is prioritizing and addressing these recommendations. There has been insufficient time to complete that process and incorporate a specific detailed request for the November 1 budget submission. Any recommendation requiring funding will be submitted through the budget amendment process.

In addition, the Department also contracted for a Time and Workload Study of Community Parole Officers with the National Center for State Courts (NCSC). A comprehensive review of internal policies and procedures is being conducted and each parole officer is being tracked over a one-month period to help determine how much time is, and should be, spent supervising parolees versus other duties and assignments. The Study is expected to be completed in three phases. All three phases of the study are to be completed in January or February 2014. The desired outcome of the Study will be:

- Assist the Division with identifying the essential tasks of a community parole officer (CPO) as outlined in Colorado Statute and Administrative Regulations;
- Identify and distinguish the range of a CPO's tasks from direct offender contacts to those that are not directly case-related, or administrative in nature;
- Identify estimated time requirements for those essential tasks that relate to risk levels and specialized case loads; and
- Determine whether those tasks are being performed effectively and efficiently, and identify how those tasks support evidence-based practices for community-based offender management and the use of risk, needs, and responsiveness principles.

In addition, the Study is expected to provide a comprehensive review and provide recommendations concerning the appropriate duties, responsibilities, and caseload for the Division's CPOs. Tasks and responsibilities should be prioritized in terms of importance, and evaluated (and perhaps ranked) in terms of time requirements and effectiveness. The Study should identify and categorize all the various CPO tasks associated with effective offender supervision for statistical evaluation of workload. The Study should include consideration of leave time (vacation, sick, bereavement, Family Medical Leave Act, etc.) and

training requirements (new officers versus veterans, mandatory yearly trainings including pressure point control tactics, firearms, specialized trainings, Motivational Interviewing, Level of Supervision Inventory, etc.).

The parallel review of Parole policies, best practice implementation and program fidelity is focusing on methodologies of better preparing offenders within facilities as well as providing necessary tools to assist once parolees enter Colorado's communities.

Proposed Solution:

The Department is requesting a \$10.0 million General Fund placeholder for resources to implement needed changes within the Parole Division. The detailed request(s) submitted through the budget amendment process will address programmatic changes, new policy direction, and recommendations from each study performed, as well as corresponding funding needs. Areas under current analysis that may be part of future requests include: additional parole officers for caseload ratio adjustments, staff and/or training for implementation of industry evidence-based practices such as motivational interviewing, additional funding for pre-release/re-entry programs, equipment, electronic monitoring, data/research/tracking needs, computer programs and systems, specialized treatment capacity, and structural reorganizations of the Division to benefit the parolees and offenders assigned to the Division.

DOC is reviewing all internal operations as well as the independent studies released August 31, 2013 by NIC regarding the use of electronic monitoring technology and the critical decision points in the offender management process. DOC's current focus is prioritizing the recommendations outlined in the studies and implementation plans will be finalized and presented as formal requests during the Budget Amendment process for FY 2014-15. The Parole Division anticipates the following potential initiatives:

- Additional resources for subject matter expertise and oversight to implement, with fidelity, evidence-based programming and best practices, which includes funding for ensuring appropriate and ongoing training of staff including parole officers.
 - Create an institutional case plan that follows the offender throughout the system and includes the completion of an offender assessment prior to their release to parole.
 - Funding to expand the Re-Entry and Pre-Release programs for the benefit of parolees and offenders for successful re-entry by providing critical planning and transition services.
 - Addressing the current jail back-log and capacity issues may require additional resources and further discussion with all stakeholders.
 - Funding for housing homeless parolees, which is a major issue (especially sex offenders). Currently, the Division has allocated approximately \$800,000 in FY 2013-14 to assist homeless offenders with limited temporary housing.
 - Funding for evidence-based cognitive behavioral programs to address the top criminogenic needs such as anti-social thinking.
 - Funding for additional treatment and support services. While limited State resources are available to pay for offender treatment (Approved Treatment Provider, Correctional Treatment Fund, H.B.
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10-1352), offenders eventually move to self-pay and can be charged approximately \$40 per session for mental health type services and are not always financially able to manage this expense.

In addition, the CPO Time and Workload Study will assist with understanding how CPOs prioritize and spend their time, along with determining the appropriate number of FTE to effectively supervise and manage the current parolee and offender population under community-based parole supervision. Until the Time Study's results are released (January or February 2014), it is difficult to identify details of the funding request for changes in staffing levels for CPOs and other caseload driven staff (Supervisors, Team Leaders, and Administrative Assistants).

This funding request will not require a statutory change but it is possible that subsequent adjustments to programs may require statutory change, depending on the final request.

Anticipated Outcomes:

Effective changes will be based on addressing programmatic changes, new policy direction, and study recommendations that will inherently incorporate industry best practices. It is essential that changes result in trained staff that are proficient in best practice implementation and provide for overall quality assurance and fidelity to program goals.

The internal review of current policy, program implementation, and best practices coupled with the outcome of the studies will determine the depth and comprehensiveness of the forthcoming request/s to ensure public safety is protected.

Assumptions and Calculations:

Additional details will be provided through the budget amendment process once there is a better understanding of how current resources are utilized in the daily risk management activities throughout the Division.

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