

**Schedule 13**

**Funding Request for the FY 2015-16 Budget Cycle**

Department of Public Safety

PB Request Number **NPR-01**

Request Titles

**NPR-01 Annual Fleet Vehicle Request**

Dept. Approval By:

*Karen Y. Anderson*

Supplemental

OSPB Approval By:

*[Signature]*

Change Request FY 2015-16  
Base Reduction FY 2015-16  
Budget Amendment FY 2015-16

**FY 2015-16**

**Year 2 Continuation**

**Line Item Information**

Fund	FY 2014-15	Request	Base Request	FY 2015-16	Governor Budget Request
Total	\$7,198,994	\$0	\$7,313,481	\$1,550,044	\$1,550,044
FTE					
GF	\$755,698	\$0	\$837,365	(\$118,674)	(\$118,674)
CF	\$6,171,282	\$0	\$6,208,082	\$1,385,186	\$1,385,186
RF	\$158,000	\$0	\$158,000	\$236,062	\$236,062
FF	\$114,014	\$0	\$114,014	\$47,470	\$47,470

**FY 2015-16**

**Year 2 Continuation**

**Line Item Information**

Fund	FY 2014-15	Request	Base Request	FY 2015-16	Governor Budget Request
Total	\$264,001	\$0	\$359,001	\$25,203	\$25,203
CF	\$108,289	\$0	\$108,289	(\$3,430)	(\$3,430)
GF	\$84,408	\$0	\$189,408	\$11,072	\$11,072
RF	\$81,326	\$0	\$81,326	\$17,561	\$17,561
Total	\$6,526,063	\$0	\$6,526,063	\$1,633,839	\$1,633,839
CF	\$6,056,425	\$0	\$6,056,425	\$1,383,731	\$1,383,731
FF	\$110,210	\$0	\$110,210	\$51,274	\$51,274
GF	\$276,123	\$0	\$276,123	\$0	\$0
RF	\$83,295	\$0	\$83,295	\$199,834	\$199,834
Total	\$416,940	\$0	\$428,407	(\$108,998)	(\$108,998)
CF	\$6,588	\$0	\$41,388	\$4,885	\$4,885
FF	\$3,804	\$0	\$3,804	(\$3,804)	(\$3,804)
GF	\$395,169	\$0	\$371,836	(\$129,746)	(\$129,746)
RF	\$11,379	\$0	\$11,379	\$19,667	\$19,667

Letternote Text Revision Required?

Yes  No

If Yes, describe the Letternote Text Revision:

Cash or Federal Fund Name and CORE Fund Number:

Various Cash Funds to include Highway Users Tax "Off-the-Top" Funds

Reappropriated Funds Source, by Department and Line Item Name:

Various Reappropriated Funds

Approval by OIT?

Yes  No  Not Required:

Schedule 13s from Affected Departments:

Department of Personnel and Administration

Other Information N/A

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**Schedule 13**

**Funding Request for the FY 2015-16 Budget Cycle**

Department of Public Safety  
PB Request Number R-01

**Request Titles**

R-01 Operating and Maintenance for New CBI Facilities

Dept. Approval By: Jason Y. Andrade

OSPB Approval By: [Signature]

Supplemental  
Change Request FY 2015-16   
Base Reduction FY 2015-16   
Budget Amendment FY 2015-16

Line Item Information	Fund	FY 2015-16			Year 2 Continuation	
		FY 2014-15	Request	Base Request	FY 2015-16	Governor Budget Request
	Total	\$9,037,098	\$0	\$8,073,820	\$264,754	\$264,754
	FTE	-	-	-	-	-
Total of All Line Items	GF	\$7,184,938	\$0	\$6,353,829	\$264,754	\$264,754
	CF	\$1,726,857	\$0	\$1,584,589	\$0	\$0
	RF	\$125,302	\$0	\$125,302	\$0	\$0
	FF	\$0	\$0	\$0	\$0	\$0

Line Item Information	Fund	FY 2015-16			Year 2 Continuation	
		FY 2014-15	Request	Base	FY 2015-16	Governor Budget Request
	Total	\$9,037,098	\$0	\$8,073,820	\$264,754	\$264,754
05. Colorado Bureau of Investigations - Operating Expenses	CF	\$1,726,857	\$0	\$1,584,589	\$0	\$0
	GF	\$7,184,938	\$0	\$6,353,829	\$264,754	\$264,754
	RF	\$125,302	\$0	\$125,302	\$0	\$0

Letternote Text Revision Required? Yes  No  If Yes, describe the Letternote Text Revision:

Cash or Federal Fund Name and CORE Fund Number: N/A

Reappropriated Funds Source by Department and Line Item Name: N/A

Approval by OIT? Yes  No  Not Required:

Schedule 13s from Affected Departments: N/A

Other Information

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**COLORADO**  
Department of Public Safety

Priority: R-01  
Operating and Maintenance for New CBI  
Facilities  
FY 2015-16 Change Request

***Cost and FTE***

- The Department requests \$264,754 General Fund in FY 2015-16 and beyond for the operation and maintenance costs of two new Colorado Bureau of Investigation (CBI) buildings located in Pueblo and Arvada, Colorado.

***Current Program***

- The CBI's Laboratory and Investigation Units provide forensic and investigative assistance to law enforcement and criminal justice agencies statewide.
- The CBI has strategic performance output measures to decrease the average turnaround time of forensic analysis and crime scene reports, while increasing its investigative affirmative case clearance (cleared by arrest) rate.

***Problem or Opportunity***

- Funding for the lease purchase of the new Pueblo Regional facility was provided through the enactment of H.B. 14-1170. Funding for ongoing operating and maintenance expenses were not included in the appropriation. The Arvada facility was funded by Capital Construction but didn't include ongoing operating and maintenance funding.
- Both facilities are expected to become operational in the latter half of FY 2014-15.
- The facility expansions were partially the result of legislation requiring CBI to process sexual assault kits received pursuant to H.B. 13-1020 and processing DUI/DUID blood samples received pursuant to H.B. 14-1340.

***Consequences of Problem***

- Operating and maintenance funding is necessary to ensure that the new facilities in Pueblo and Arvada are available for laboratory and investigative work.
- Without the additional facility operating and maintenance funding, the Department may not be able to maintain effective operations. Each piece of specialized laboratory equipment has defined needs per the manufacturers' specifications for electrical, gases, and ambient temperatures, including cooling of specific instrument rooms. If these specifications are not met, the equipment will not operate as expected and could potentially affect the forensic analysis.
- Additionally, if DNA and DUI/DUID samples are not stored at the proper temperature then they may become compromised, which could negatively impact law enforcement agencies' criminal prosecution proceedings.

***Proposed Solution***

- The funding would ensure both facilities are adequately maintained to process DNA and DUI/DUID samples. It will allow work to be completed in a timely manner by trained forensic scientists and investigators housed in buildings meeting all applicable industry standards.

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# COLORADO

## Department of Public Safety

FY 2015-16 Funding Request | November 1, 2014

John W. Hickenlooper  
Governor

Stan Hilkey  
Executive Director

**Department Priority: R-01**  
**Request Detail: Operating and Maintenance for New CBI Facilities**

Summary of Incremental Funding Change for FY 2015-16	Total Funds	General Fund
Operating and Maintenance for New CBI Facilities	\$264,754	\$264,754

### **Problem or Opportunity:**

During the 2014 budget/legislative session, the Department was authorized in H.B. 14-1170 and H.B.14-1336 (Capital Construction) to purchase two new buildings for the Colorado Bureau of Investigation's (CBI) Pueblo regional office and Denver forensic laboratory. The Pueblo regional facility will be located in Pueblo West at 79 North Silicon Valley with a footprint of 16,500 square feet. This building will be renovated into the Pueblo regional facility and will house both CBI investigations staff and forensic science laboratory staff and equipment. The Denver forensic laboratory will be located in Arvada at 6000 West 54<sup>th</sup> Avenue and with a footprint of 24,500 square feet to be used for laboratory and office space.

Currently, the Pueblo regional facility staff is housed in rented property on the North side of Pueblo. Because this building is rented through a private landlord, the maintenance of this building is provided by the building owners. The Denver Forensic Science Laboratory is located on the 4<sup>th</sup> floor of 690 Kipling, which is state-owned under the Capital Complex system with operating and maintenance costs for this building shared by multiple state tenants. With the acquisition of these new buildings, the CBI will be responsible for the costs associated with operating and maintenance of the new facilities. The operating and maintenance costs include: heating/cooling, electrical, water, landscaping, snow removal, HVAC maintenance, roofing maintenance, and other costs associated with maintaining buildings of these sizes which house specialized functions. The authorization to acquire the new facilities during the 2014 budget/legislative sessions did not provide funding for the ongoing operation and maintenance of the new buildings.

### **Proposed Solution:**

The Department requests \$264,754 General Fund for FY 2015-16 and beyond for the operation and maintenance costs of the two new buildings. Without the approval of this request, the Department would need to explore using existing operating resources for lab maintenance and operating costs, which could ultimately limit the effectiveness of the laboratories' operations. The operating and maintenance functions are necessary to maintain the integrity of the forensic analysis performed at the lab. Each piece of specialized laboratory equipment has defined needs per the manufacturers' specifications for electrical, gases, and ambient temperatures, including cooling of specific instrument rooms. If these specifications are not met, the equipment will not operate as expected and could potentially affect the forensic analysis. The DNA and DUI/DUID evidence samples must also be stored at the proper temperature and under proper

conditions. Compromised samples could negatively impact law enforcement agencies' criminal prosecution proceedings.

As an alternative, the Department considered including the maintenance of these buildings as part of the Capital Complex network. However, this alternative places the responsibility and financial burden on another Department without the necessary funding. Additionally, this solution does not provide the required resources for the day-to-day operating and utility costs for electricity, natural gas, water and sewer.

#### ***Anticipated Outcomes:***

Approval of this request will allow the Department to appropriately and safely operate and maintain both buildings that perform critical forensic and investigative services, and allow work to be completed in a timely manner by trained forensic scientists and investigators housed in buildings meeting all applicable industry standards.

#### ***Assumptions and Calculations:***

The Department attempted to obtain operating and maintenance (O&M) budgets from the owners of the new building in Arvada. However, the data provided for the Arvada facility was for time periods in which the building was vacant and therefore cost data is not accurate for analysis. Additionally, the Arvada facility was previously used for testing water samples, and would not be comparable to its new use as a forensic laboratory. A forensic laboratory requires a special environment (cleanroom) to conduct scientific analysis. This special environment minimizes or eliminates pollutants such as dust, airborne microbes, aerosol particles and chemical vapors. Moreover, it must be free of particulate contamination and be protected from moisture. Controlling the environment in this manner requires specialized equipment, instrumentation and HVAC not found in water testing facilities. The operating for the laboratories includes the need for electrical, water, heating, cooling, and sewer for both personnel and for specialized laboratory equipment as described above. In addition to the specific needs for the forensic laboratory equipment, each piece of equipment is connected to a computer which requires additional electricity. The new building in Pueblo was previously a retail furniture establishment, and its O&M costs would not be comparable to its future use as a forensic laboratory and investigative office space. Therefore, the Department estimated the O&M of these two facilities using data from CBI's Grand Junction regional facility, which houses operations very similar to what will be performed in the two new buildings. Due to these similarities the Department believes the O&M of the Grand Junction regional facility can serve as a cost model for the two new facilities.

The Grand Junction regional facility had an operating budget of \$304,782 for FY 2013-14 and is approximately 38,000 square feet, equating to an average O&M cost of \$8.02 per square foot. The new Pueblo regional facility is approximately 16,500 square feet. Using these estimates for the new building in Pueblo, the Department estimates the gross O&M costs of \$132,330. This estimate, however, will be offset by existing O&M funding in the amount of \$64,066 used for the current Pueblo facility. Based upon the calculations above, this amount will not cover the new O&M costs of the new facility. Therefore, the Department requests an additional \$68,264 General Fund for O&M of the new Pueblo regional facility.

Similarly, the new Denver Forensic Science Laboratory in Arvada will be approximately 24,500 square feet. Using the average O&M costs from the Grand Junction regional facility, the Department estimates the O&M costs of the new Denver Forensic Science Laboratory at \$196,490 General Fund. Currently, there is no O&M budget for the Denver Forensic Science Laboratory to offset the total cost.



<b>Estimated O&amp;M Costs for Pueblo Regional Facility</b>	
Average O&M Cost Per Square Foot for Grand Junction Regional Facility	\$8.02 per sq. ft.
Total Square Footage at 79 N. Silicon Drive, Pueblo	16,500 sq. ft.
Total Estimated Cost	\$132,330
Less Current Annual Operating Expenses	\$64,066
Net Budget Need (General Fund)	\$68,264
<b>Estimated O&amp;M Costs of Denver Forensic Science Laboratory (Arvada)</b>	
Average O&M Costs Per Square Foot for Grand Junction Regional Facility	\$8.02 per sq. ft.
Total Square Footage at 6000 W. 54 <sup>th</sup> Avenue, Arvada	24,500
Total Estimated Cost	\$196,490
Less Current Annual Operating Expenses	\$0
Net Budget Need (General Fund)	\$196,490
<b>Total Net Budget Need for Both Facilities (General Fund)</b>	<b>\$264,754</b>

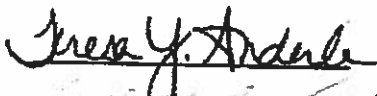

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**Schedule 13**

**Funding Request for the FY 2016-16 Budget Cycle**

Department of Public Safety  
PB Request Number R-02

Request Title  
R-02 Fire Equipment Purchasing Agent

Dept. Approval By:		---	Supplemental
		X	Change Request FY 2016-16
OSP8 Approval By:		---	Base Reduction FY 2016-16
		---	Budget Amendment FY 2016-16

FY 2015-16 Year 2 Continuation

Line Item Information	Fund	FY 2014-15		FY 2015-16		Governor Budget Request
		Total	Request	Base Request	Total	
	Total	\$28,378,422	\$0	\$28,173,922	\$36,371	\$38,300
	FTE	45.9	-	46.0	0.5	0.5
Total of All Line Items	GF	\$4,977,018	\$0	\$5,821,933	\$36,371	\$38,300
	CF	\$18,154,471	\$0	\$19,950,416	\$0	\$0
	RF	\$1,522,596	\$0	\$1,733,285	\$0	\$0
	FF	\$724,337	\$0	\$868,285	\$0	\$0

Line Item Information	Fund	FY 2014-15		FY 2015-16		Year 2 Continuation Governor Budget Request
		Total	Request	Base Request	Total	
	Total	\$12,313,959	\$0	\$13,446,904	\$7,927	\$7,927
	CF	\$8,882,892	\$0	\$9,598,219	\$0	\$0
01. Executive Director's Office - Health, Life, and Dental	FF	\$397,998	\$0	\$480,768	\$0	\$0
	GF	\$2,593,932	\$0	\$2,834,239	\$7,927	\$7,927
	RF	\$448,437	\$0	\$564,678	\$0	\$0
	Total	\$238,854	\$0	\$283,100	\$24	\$28
	CF	\$164,287	\$0	\$174,413	\$0	\$0
01. Executive Director's Office - Short-Term Disability	FF	\$7,201	\$0	\$8,163	\$0	\$0
	GF	\$57,187	\$0	\$80,779	\$24	\$28
	RF	\$8,179	\$0	\$9,745	\$0	\$0
	Total	\$4,393,765	\$0	\$6,139,976	\$850	\$1,104
	CF	\$3,081,415	\$0	\$3,542,792	\$0	\$0
01. Executive Director's Office - Amorization Equalization Disbursement	FF	\$131,118	\$0	\$164,940	\$0	\$0
	GF	\$1,049,272	\$0	\$1,234,839	\$850	\$1,104
	RF	\$151,960	\$0	\$197,404	\$0	\$0
	Total	\$4,118,183	\$0	\$4,864,928	\$821	\$1,093
	CF	\$2,870,078	\$0	\$3,422,015	\$0	\$0
01. Executive Director's Office - Supplemental Amorization Equalization Disbursement	FF	\$122,923	\$0	\$189,317	\$0	\$0
	GF	\$983,892	\$0	\$1,192,920	\$821	\$1,093
	RF	\$142,482	\$0	\$180,674	\$0	\$0

	<b>Total</b>	<b>\$3,365,768</b>	<b>\$0</b>	<b>\$3,424,897</b>	<b>\$21,571</b>	<b>\$25,673</b>
	CF	\$2,439,260	\$0	\$2,478,236	\$0	\$0
03. Division of Fire Prevention and Control - Personal Services	FTE	45.9	-	46.0	0.5	0.5
	GF	\$270,952	\$0	\$281,876	\$21,571	\$25,673
	RF	\$655,556	\$0	\$664,785	\$0	\$0
	<b>Total</b>	<b>\$949,823</b>	<b>\$0</b>	<b>\$945,120</b>	<b>\$5,178</b>	<b>\$475</b>
	CF	\$736,741	\$0	\$736,741	\$0	\$0
03. Division of Fire Prevention and Control - Operating Expenses	FF	\$75,097	\$0	\$75,097	\$0	\$0
	GF	\$21,983	\$0	\$17,280	\$5,178	\$475
	RF	\$116,002	\$0	\$116,002	\$0	\$0

Letternote Text Revision Required?      Yes    No    X      If Yes, describe the Letternote Text Revision:

Cash or Federal Fund Name and CORE Fund Number:      N/A

Reappropriated Funds Source, by Department and Line Item Name:      N/A

Approval by OIT?      Yes    No    Not Required:      X

Schedule 13s from Affected Departments:      N/A

Other Information:      N/A



# COLORADO

Department of Public Safety

Priority: R-02  
Fire Equipment Purchasing Agent  
FY 2015-16 Change Request

## ***Cost and FTE***

- The Department requests an increase of \$36,371 General Fund and 0.5 FTE in FY 2015-16 and \$36,300 General Fund and 0.5 FTE in FY 2016-17 and beyond to fund a 0.5 FTE Fire Equipment Purchasing Agent. This position would purchase wildland firefighting equipment and supplies at a discounted rate from the Defense Logistics Agency (DLA) on behalf of local fire agencies and volunteer fire departments and volunteer fire protection districts (cooperators), resulting in substantial cost savings to these entities.

## ***Current Program***

- The General Services Administration (GSA) operates a federal program that allows state and local agencies to acquire a broad range of wildland firefighting equipment and supplies at an approximate 38 percent savings.
- The Division of Fire Prevention and Control (DFPC) and its cooperators currently purchase products, supplies, and equipment directly through the GSA program.

## ***Problem or Opportunity***

- Effective May 1, 2014, GSA transferred their wildland fire program to the DLA, but is honoring customer orders under the current agreement until December 1, 2014. Under the new DLA purchasing rules the application process to register with DLA for access to the specialized wildland firefighting equipment and supplies program will be more cumbersome for fire agencies in the state.
- There are approximately 400 fire departments and volunteer fire departments in the state that stand to benefit from the new DLA purchasing program.
- If DFPC as the state point of contact for the DLA had the capacity to assist cooperators with ordering products, supplies, and equipment through the DLA program, potentially every fire service agency in the state could participate in the program.

## ***Consequences of Problem***

- Many small local fire departments and cooperators will not have the ability to order firefighting related supplies and equipment at a substantial cost savings through the DLA resulting in a decrease of wildland fire management capacity throughout the state and putting Colorado communities at risk.

## ***Proposed Solution***

- A DLA Fire Equipment Purchasing Agent could purchase fire tools and equipment on behalf of local fire departments that are losing the capability to place those orders directly through GSA at the end of the 2014 fire season. Approval of this request would allow local government cooperators to obtain needed equipment at a discounted rate, resulting in a cost savings to these entities.

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**COLORADO**  
 Department of Public Safety

John W. Hickenlooper  
 Governor

Stan Hilkey  
 Executive Director

FY 2015-16 Funding Request | November 1, 2014

*Department Priority: R-02*  
*Request Detail: Fire Equipment Purchasing Agent*

Summary of Incremental Funding Change for FY 2015-16	Total Funds	General Fund
Fire Equipment Purchasing Agent	\$36,371	\$36,371

**Problem or Opportunity:**

The U.S. General Services Administration (GSA) currently furnishes specialized wildland firefighting equipment and supplies to federal, state, and other cooperating agencies through formal agreements with the USDA Forest Service (USFS). Under the current Colorado Statewide Cooperative Wildland Fire Management Agreement, cooperators include all state, county, local and municipal resources (both personnel and equipment) from within the State of Colorado. Currently, GSA stocks approximately 250 fire items, such as water handling equipment, sleeping bags, field packs, fire line tools, chainsaw chaps, canteens, goggles, gloves, fire shelters and protective clothing, to name a few. The program leverages cooperating agencies' purchasing power. The table below lists examples of items purchased from GSA versus the Supply Cache (private vendor) and demonstrates that the same items purchased directly from the Supply Cache would constitute a 38 percent increase in costs to the cooperators:

**Price Comparisons - GSA vs. Supply Cache**

Item	GSA Item #	GSA Cost	Supply Cache Item #	Supply Cache Cost
Drip Torch	4210-01-558-9951	\$102.96	770-64501	\$151.25
Backfire Torches 72/case	1370-00-294-1279	\$97.65	770-64201	\$168.00
Fire Shelter, Regular	4240-01-498-3194	\$242.47	250-12051	\$363.00
Fire Shelter, Large	4240-01-524-5248	\$320.66	250-12051	\$428.00
Practice Fire Shelter, Regular	6930-01-499-0605	\$90.67	250-55801	\$129.50
Nomex Shirt	8415-01-434-0618	\$86.80	105-49201	\$110.50
Nomex Pants	8415-01-464-2282	\$87.17	105-49901	\$141.50
Helmet	8415-01-597-6005	\$42.71	204-2040H	\$51.00
Face & Neck Shroud	8415-01-483-6075	\$30.21	304-20581	\$38.50
Pulaski	5120-00-293-3467	\$46.41	651-24201	\$44.50
McLeod Tool	4210-00-203-3512	\$77.80	651-24221	\$71.25
Total		\$1,225.51		\$1,697.00
			% Increase	38%

H.B. 12-1283 consolidated the State's fire prevention and control functions under the Division of Fire Prevention and Control (DFPC). Among other things, the bill transferred fire and wildfire preparedness, response, suppression, coordination, and management functions to the DFPC from the Colorado State Forest Service (CSFS) and the Board of Governors of Colorado State University (CSU).

Prior to the passage of H.B. 12-1283, the CSFS managed orders for supplies and equipment to the GSA for smaller fire departments, while larger fire departments ordered supplies directly from the GSA. The GSA program only requires a fire department to apply for an activity address code in order to be able to order directly from its specialized wildland firefighting equipment and supplies program. Whereas the larger fire departments ordered equipment and supplies directly from the GSA, many small departments chose to have the state GSA point of contact place orders on their behalf (the CSFS prior to the passage of H.B. 12-1283). The CSFS GSA Point of Contact encouraged local departments to order directly and trained local departments, but many small fire departments chose to use the services of the CSFS GSA point of contact for ordering supplies, mainly due to staffing and budgetary constraints.

The CSFS has not ordered supplies through the GSA for fire departments since the passage of H.B. 12-1283. The CSFS discontinued this service for smaller fire departments because H.B. 12-1283 transferred wildland firefighting functions out of the CSFS. In addition, effective May 1, 2014, the GSA transferred the wildland fire program to the Defense Logistics Agency (DLA). The GSA will continue to accept customer orders under the current agreement until December 31, 2014. On January 1, 2015, new DLA purchasing rules will take effect.

Under the new DLA purchasing rules the application process for registering as a certified agent with the DLA specialized wildland firefighting equipment and supplies program will be much more cumbersome. For example, there will be an extra security measure required to register a point of contact for a single fire department or a state point of contact. The security measure includes an extra security clearance, called a "PKI token," in order to access the Department of Defense (DoD) "EMALL" ordering system. The process for each application will take several months and will require multiple forms, certified documents, and validations from the employer. Once obtained, the PKI token will be valid for only one person and one computer. In addition, for each registered user of the system, there will be an initial application fee of \$247 and an ongoing annual fee of \$139 per year (the price of the PKI token will vary depending on the vendor chosen). If the person holding the clearance leaves the fire department, the new assigned person will be required to undergo the same multi-month clearance process. This cumbersome process is also required if the computer breaks or is changed out, which could take months to get a new PKI token for the replacement computer. However, a central state purchasing agent could obtain the necessary clearance and certification and act as the purchasing agent for several or all of the fire departments in the state. It is reasonable to assume that the cumbersome process will exclude many of the smaller fire departments from accessing the discounted wildland firefighting equipment and supplies program if required to individually certify and register for access to the DLA supplies program.

Currently, DFPC has the ability to purchase wildland firefighting equipment and supplies from the federal program. For FY 2013-14, the DFPC ordered less than \$5,000 of equipment and supplies from GSA for the Wildland Fire Management Section's Fire Equipment Shop, Fire Engine Crews, and Fire Management Officers. The ordering is the responsibility of a DFPC Wildland Section staff person (Accountant) who is also responsible for various other duties and will not be able to dedicate the necessary time to be a central purchasing agent for fire departments throughout the state.



The Department believes that as the state agency responsible for wildland fire management in the state, it is logical and reasonable for the DFPC to serve as a centralized state point of contact with the federal government for ordering discounted wildland firefighting equipment and supplies for fire departments throughout the state. With the exception of four states, all other states require local fire departments to purchase supplies and equipment from a central state purchasing function through the federal program.

#### ***Proposed Solution:***

The Department requests an increase of \$36,371 General Fund in FY 2015-16 and \$36,300 General Fund in FY 2016-17 and beyond to fund a DLA Fire Equipment Purchasing Agent at the General Professional III level to manage the firefighting DLA program for the State of Colorado. Approval of this request will allow DFPC to purchase supplies and equipment directly from DLA on behalf of cooperating fire agencies, resulting in a substantial cost savings to these entities. The part-time DLA Fire Equipment Purchasing Agent will be responsible for processing and managing transactions related to the purchase of fire tools and equipment on behalf of local fire departments that may no longer place orders directly through the DLA after December 31, 2014. CSFS district foresters provided this service prior to July 1, 2012; the Department does not have data from CSFS on the workload involved in providing this service to fire departments. Thus, the Department cannot determine the exact workload associated with providing this service in the future. However, the Department assumes that the workload will be substantial. Therefore, the Department requests a part-time position, which will allow the Department to start ordering fire supplies, tools and equipment on behalf of local fire departments on July 1, 2015, and at the same time determine the actual workload needs associated with providing this service statewide to local fire departments in the future. This will also give DFPC an opportunity to undertake process improvement efforts to determine the actual need for providing this service.

As an alternative, DFPC considered charging a fee to cooperators to fund this position. The Department does not currently have information on how many of the smaller fire departments will choose to utilize a central state purchasing agent to purchase wildland firefighting equipment from the federal government's discounted program if an annual fee is charged. Nor is the Department able to determine how many fire departments would choose to go through the cumbersome application process described above. However, the Department assumes that many smaller fire departments will not go through the cumbersome registration process and will choose to utilize a state purchasing agent instead. However, the Department believes that smaller fire departments, such as volunteer and rural fire departments, that do not have a budget and adequate staffing or have a limited budget and staffing, would not have the ability to participate in the DLA program if there is an associated fee with the program. Therefore, the Department does not believe that charging fire departments a fee is a viable alternative.

#### ***Anticipated Outcomes:***

Currently, there are approximately 400 fire departments around the state. With the approved part-time DLA Fire Equipment Purchasing Agent, DFPC would have the capability to allow any fire service agency in the state to purchase specialized wildland firefighting equipment and supplies from the federal government at a discounted rate resulting in significant cost savings to local fire departments. If approved, the part-time position would carefully track fire agency participation in the program and amounts of wildland firefighting equipment and supplies procured.

#### ***Assumptions and Calculations:***

The part-time DLA Fire Equipment Purchasing Agent will need to work with DLA and stakeholders to develop program procedures, train cooperators and ensure that the procurement program procedures are in

accordance with federal rules, departmental policies, fiscal rules, and generally accepted accounting principles. Additionally, there is a greater variety of equipment and supplies available through the firefighting program, requiring more time and expertise to order and distribute the material. For these reasons, the Department believes that the most appropriate job classification for the position is a General Professional III. The table in the Appendix shows the detailed calculations for the position.

The Department is unable to determine the actual workload associated with providing this service to the smaller fire departments because the CSFS previously provided the service. In addition, because the DLA will now charge a fee for participation in the program, some of the larger fire departments may choose to order supplies and equipment through the state point of contact. Therefore, once the need associated with providing this service is determined, the Department may need to submit an FY 2015-16 supplemental requesting additional resources.

**Appendix: FTE Calculations**

<b>Calculation Assumptions:</b>						
<b>Personal Services</b> -- Based on the Department of Personnel and Administration's August 2013 Annual						
<b>Operating Expenses</b> -- Base operating expenses are included per FTE for \$500 per year. In addition, for						
<b>Standard Capital Purchases</b> -- Each additional employee necessitates the purchase of a Personal						
<b>General Fund FTE</b> -- New full-time General Fund positions are reflected in FY 2015-16-14 as 0.9166 FTE to account for the pay-date shift.						
<b>Expenditure Detail</b>		<b>FY 2015-16</b>		<b>FY 2016-17</b>		
<i>Personal Services:</i>		<b>FTE</b>	<b>\$</b>	<b>FTE</b>		
	Monthly Salary					
General Professional III	\$ 3,834	0.5	19,328	0.5	23,004	
PERA			1,962		2,335	
AED			850		1,104	
SAED			821		1,093	
STD			24		28	
Medicare			280		334	
Health-Life-Dental			7,927		7,927	
<b>Subtotal Position 1, 0.0 FTE</b>		<b>0.5</b>	<b>\$ 31,193</b>	<b>0.5</b>	<b>\$ 35,825</b>	
<b>Subtotal Personal Services</b>		<b>0.5</b>	<b>\$ 31,193</b>	<b>0.5</b>	<b>\$ 35,825</b>	
<i>Operating Expenses</i>						
Regular FTE Operating	500	0.5	250	0.5	250	
Telephone Expenses	450	0.5	225	0.5	225	
PC, One-Time	1,230	1.0	1,230			
Office Furniture, One-	3,473	1.0	3,473			
<b>Subtotal Operating Expenses</b>			<b>\$ 5,178</b>		<b>\$ 475</b>	
<b>TOTAL REQUEST</b>		<b>0.5</b>	<b>\$ 36,371</b>	<b>0.5</b>	<b>\$ 36,300</b>	
<i>General Fund:</i>			<b>\$ 36,371</b>		<b>36,300</b>	
<i>Cash funds:</i>						
<i>Reappropriated Funds:</i>						
<i>Federal Funds:</i>						

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**Schedule 13**

**Funding Request for the FY 2015-16 Budget Cycle**

Department of Public Safety

PB Request Number R-03

Request Titles

R-03 Public Safety Intelligence Support

Dept. Approval By:

*Jana Y. Anderle* \_\_\_\_\_

Supplemental

Change Request FY 2015-16

Base Reduction FY 2015-16

OSPB Approval By:

*[Signature]* \_\_\_\_\_

Budget Amendment FY 2015-16

**FY 2015-16**

**Year 2 Continuation**

Line Item Information	Fund	Base		FY 2015-16	Governor Budget Request
		FY 2014-15	Request		
<b>Total</b>		\$23,487,487	\$0	\$28,253,387	\$138,012
<b>FTE</b>		8.9	-	9.8	2.0
<b>Total of All Line Items</b>		\$5,248,115	\$0	\$5,928,835	\$0
	GF	\$14,978,470	\$0	\$16,735,439	\$129,434
	RF	\$1,385,587	\$0	\$1,587,050	\$0
	FF	\$1,858,315	\$0	\$2,002,263	\$0

**FY 2015-16**

**Year 2 Continuation**

Line Item Information	Fund	Base		FY 2015-16	Governor Budget Request
		FY 2014-15	Request		
<b>Total</b>		\$12,313,059	\$0	\$13,445,904	\$15,854
<b>CF</b>		\$8,862,692	\$0	\$9,595,219	\$15,854
<b>FF</b>		\$387,098	\$0	\$460,768	\$0
<b>GF</b>		\$2,593,932	\$0	\$2,834,239	\$0
<b>RF</b>		\$448,437	\$0	\$554,578	\$0
<b>01. Executive Director's Office - Health, Life, and Dental</b>					
<b>Total</b>		\$238,854	\$0	\$263,100	\$202
<b>CF</b>		\$164,287	\$0	\$174,413	\$202
<b>FF</b>		\$7,201	\$0	\$8,163	\$0
<b>GF</b>		\$57,187	\$0	\$60,779	\$0
<b>RF</b>		\$8,179	\$0	\$8,745	\$0
<b>01. Executive Director's Office - Short-Term Disability</b>					
<b>Total</b>		\$4,393,765	\$0	\$5,139,975	\$4,049
<b>CF</b>		\$3,081,415	\$0	\$3,542,792	\$4,049
<b>FF</b>		\$131,118	\$0	\$164,940	\$0
<b>GF</b>		\$1,049,272	\$0	\$1,234,839	\$0
<b>RF</b>		\$151,980	\$0	\$197,404	\$0
<b>01. Executive Director's Office - Amortization Equalization Disbursement</b>					
<b>Total</b>		\$4,119,153	\$0	\$4,984,928	\$3,911
<b>CF</b>		\$2,870,076	\$0	\$3,422,015	\$3,911
<b>FF</b>		\$122,923	\$0	\$159,317	\$0
<b>GF</b>		\$983,692	\$0	\$1,192,920	\$0
<b>RF</b>		\$142,462	\$0	\$190,674	\$0
<b>01. Executive Director's Office - Supplemental Amortization Equalization Disbursement</b>					

	<b>Total</b>	<b>\$1,745,326</b>	<b>\$0</b>	<b>\$1,794,055</b>	<b>\$102,690</b>	<b>\$102,690</b>
	CF	\$0	\$0	\$0	\$102,690	\$102,690
06. Division of Homeland Security and Emergency Management - Personal Services	FF	\$717,923	\$0	\$717,923	\$0	\$0
	FTE	8.9	-	9.8	2.0	2.0
	GF	\$438,619	\$0	\$487,348	\$0	\$0
	RF	\$588,784	\$0	\$588,784	\$0	\$0
<hr/>						
	<b>Total</b>	<b>\$659,330</b>	<b>\$0</b>	<b>\$655,427</b>	<b>\$11,306</b>	<b>\$1,900</b>
	CF	\$0	\$0	\$0	\$11,306	\$1,900
06. Division of Homeland Security and Emergency Management - Operating Expenses	FF	\$491,152	\$0	\$491,152	\$0	\$0
	GF	\$122,413	\$0	\$118,510	\$0	\$0
	RF	\$45,765	\$0	\$45,765	\$0	\$0

Letternote Text Revision Required?      Yes    No    X      If Yes, describe the Letternote Text Revision:

Cash or Federal Fund Name and CORE Fund Number:      Marijuana Tax Cash Fund

Reappropriated Funds Source, by Department and Line Item Name:      N/A

Approval by OIT?      Yes    No    Not Required:    X

Schedule 13s from Affected Departments:      N/A

Other Information:    N/A



# COLORADO

Department of Public Safety

Priority: R-03  
Public Safety Intelligence Support  
FY 2015-16 Change Request

## ***Cost and FTE***

- The Department requests \$138,012 Cash Fund spending authority and 2.0 FTE in FY 2015-16, and \$129,434 and 2.0 FTE in FY 2016-17 and beyond to provide reliable and actionable information and analysis for local and state law enforcement, the Marijuana Enforcement Division, and other stakeholders regarding diversion of marijuana to illicit markets inside and outside of Colorado.

## ***Current Program***

- The Colorado Information Analysis Center (CIAC) provides integrated, multi-disciplined information analysis for state and local law enforcement agencies and other key stakeholders in order to ensure the safety and security of Colorado citizens, except when it comes to the diversion of retail and medical marijuana, a growing problem in Colorado.

## ***Problem or Opportunity***

- New data indicates that the diversion of medical and retail marijuana for illicit purposes is accelerating in Colorado, including to Colorado youth. Law enforcement lacks credible and ongoing intelligence and analysis to determine the extent of diversion activities in Colorado.
- Colorado has become a source state for the illegal diversion of marijuana, and this fact is undermining Colorado's retail and medical marijuana industries—and the regulatory and statutory framework created in partnership with private industry to legitimize it.
- The CIAC lacks sufficient personnel to devote to the problem of the illegal sale and diversion of retail and medical marijuana in Colorado, which undermines legitimate markets and gives rise to other illicit activities, such as underage possession or consumption, illegal sales, property crimes, trafficking, and drugged driving to name a few.

## ***Consequences of Problem***

- The illegal sale and diversion of retail and medical marijuana is accelerating, making it more accessible to Colorado youth.
- The statutory and regulatory framework created to support development and expansion of the retail and medical marijuana industry will become increasingly compromised if strong enforcement mechanisms are not instituted based upon real-time intelligence and analysis.

## ***Proposed Solution***

- The 2.0 criminal intelligence analysts would allow the CIAC to develop an analytical team devoted to the illegal sale and diversion of retail and medical marijuana in Colorado.
- This will provide the foundation for timely information exchange between local law enforcement, the Marijuana Enforcement Division within the Department of Revenue, and other state and federal agencies to establish and maintain a strong legal environment for the legal marijuana industry.
- Strong enforcement mechanisms are needed across Colorado to discourage illegal diversion activities, most notably diversion of legal marijuana to youth and for illicit purposes and profits.

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**COLORADO**  
Department of Public Safety

John W. Hickenlooper  
Governor

Stan Hilkey  
Executive Director

FY 2015-16 Funding Request | November 1, 2014

*Department Priority: R-03*  
*Request Detail: Public Safety Intelligence Support*

Summary of Incremental Funding Change for FY 2015-16	Total Funds	Cash Funds
Public Safety Intelligence Support	\$138,012	\$138,012

***Problem or Opportunity:***

The Department of Public Safety is requesting \$138,012 Cash Fund spending authority in FY 2015-16 to fund 2.0 Criminal Intelligence Analysts to provide reliable and actionable information and analysis for local and state law enforcement, the Marijuana Enforcement Division, and other stakeholders regarding diversion of marijuana to illicit markets inside and outside of Colorado. The request will annualize to \$129,434 and 2.0 FTE in FY 2016-17 and beyond.

The Department is dedicated to providing a high level of products and services that support statewide law enforcement efforts related to preventing the illegal diversion of medical and retail marijuana. In order to succeed in this mission, the Department's local, state, and federal partners must rely upon timely and actionable intelligence and information sharing to identify current and future threats to public safety associated with the diversion of retail and medical marijuana to youth and to out of state entities. Through a more concentrated local and state enforcement effort directed against the diversion of legal marijuana to illicit channels, the Office of Prevention and Security (OPS) will be able to improve public safety and support the regulatory framework surrounding Colorado's marijuana industry.

This request guides and informs enforcement efforts through greater reliance on actionable intelligence produced by the Colorado Information Analysis Center (CIAC), the state's fusion center, which has a strong reputation in the law enforcement community for excellence in information sharing and analysis. Without the additional 2.0 Criminal Intelligence Analysts devoted to diversion intervention and supporting local and state enforcement efforts, statewide deterrence will be ad hoc, rather than based upon informed intelligence and analytical insights that promote a more orderly and coordinated approach to diversion investigations. Because diversion serves as a catalyst for a variety of other illicit activities such as underage possession and/or consumption, illegal sales, trafficking, and drugged driving, it is vital that local and state enforcement efforts focus on this growing problem.

As one of only two states in the nation that has legalized recreational marijuana, Colorado's experience is being closely monitored by other states and localities across the nation. In light of this oversight and scrutiny, it is paramount that Colorado maintains a strong regulatory environment for the legal sale and use of retail and medical marijuana, while adopting strong enforcement mechanisms across Colorado to discourage illegal activities, most notably diversion of legal marijuana to youth and for illicit purposes and

profits. Diversion of the products outside of the regulatory and legal framework has the potential to undermine this new industry. The U.S. Attorney General's Office is concerned with the nationwide push to legalize marijuana and what that means for enforcement of the Controlled Substance Act (CSA). In a recent guidance document, the U.S. Attorney's Office outlined several federal enforcement priorities related to the legalization of marijuana, namely:

- Preventing the distribution of marijuana to minors;
- Preventing revenue from the sale of marijuana from going to criminal enterprises, gangs and cartels;
- Preventing the diversion of marijuana from states where it is legal under state law in some form to other states;
- Preventing state-authorized marijuana activity from being used as a cover or pretext for the trafficking of other illegal drugs or other illegal activity;
- Preventing violence and the use of firearms in the cultivation and distribution of marijuana;
- Preventing drugged driving and the exacerbation of other adverse public health consequences associated with marijuana use;
- Preventing the growing of marijuana on public lands and the attendant public safety and environmental dangers posed by marijuana production on public lands; and
- Preventing marijuana possession or use on federal property.<sup>1</sup>

Many of these priorities are shared by local and state law enforcement officials in Colorado. Unfortunately, the Department, the Marijuana Enforcement Division (MED) in the Department of Revenue (DOR), and other local and state law enforcement agencies lack a common operating picture of what is actually occurring statewide as the centralized collection, analysis and distribution of actionable intelligence on diversion activities is limited.

Established in 2005, the Colorado Information Analysis Center (CIAC) conducts integrated, multi-disciplined intelligence and analysis of pattern crime and other threats and hazards for local and state law enforcement agencies and other key stakeholders. Its purpose is to further criminal investigations, identify trends, inform policy makers, educate elected and appointed officials, and most importantly, ensure a safe environment in Colorado for citizens and visitors alike. Over the years, the CIAC has developed extensive expertise in providing accurate and timely intelligence surrounding a variety of threats and hazards and complex case investigations. However, the CIAC does not have the sufficient analytical personnel to devote to the issue of illegal sale and diversion of marijuana in Colorado. The integrity of Colorado's marijuana industry requires dedicated FTE and resources to provide actionable intelligence and analytical support to local law enforcement and the Marijuana Enforcement Division at DOR. The principal source for such information currently is the Rocky Mountain High Intensity Drug Trafficking Area (RMHIDTA or Rocky Mountain HIDTA). In recognition of growing concerns over diversion and other illicit activities, RMHIDTA has requested analytical support from the CIAC to meet growing demand for actionable intelligence as they also lack the capacity and staff to meet ongoing expectations.

The Department seeks to meet the challenge of identifying the impacts of illegal sales of marijuana (and associated criminal activity) to illicit markets here and abroad. This information is integral to state and local law enforcement agencies and the collective ability of these agencies to ensure public safety and

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<sup>1</sup> U.S. Department of Justice (DOJ), Deputy Attorney General James M. Cole, Guidance Regarding Marijuana Enforcement, Memorandum for All United States Attorneys (Washington, D.C.: U.S. DOJ, August 29, 2013), <http://www.justice.gov/iso/opa/resources/3052013829132756857467.pdf>.

compliance with Colorado laws. A limited but growing body of research highlights the challenges Colorado faces now and in the future. The Marijuana Policy Group and Colorado DOR's 2014 report *Market Size and Demand for Marijuana in Colorado* found that a significant portion of demand is supplied by black and "gray-market" dealers outside of the regulated market. In addition, according to a recent report from the RMHIDTA,<sup>2</sup> diversion is accelerating across the state since medical and retail marijuana has been legalized and commercialized, including to Colorado youths:

### Youth Diversion

- There was a 26 percent increase in youth (ages 12 to 17 years) monthly marijuana use in the three years after medical marijuana was commercialized (2009) compared to the three years prior to commercialization [p. 24].
- There was a 32 percent increase in drug-related suspensions and expulsions in Colorado for academic school years 2008/2009 to 2012/2013 [p. 24].
- A June 2014 Rocky Mountain HIDTA survey of 100 Colorado school resources (SROs) revealed:
  - 89 percent have experienced an increase in student marijuana-related incidents since recreational marijuana was legalized with 57 percent handling an average of one incident or more per week.
  - The most common violation on campus is possession, followed by being under the influence.
  - Most students obtain their marijuana from a friend who gets it legally or their parents [p. 32].

### Diversion Activities

- In 2013, there were 288 Colorado marijuana seizures destined for other states (mostly from stopped motorists on highways) compared to 58 in 2008. This is a 397 percent increase [p. 90].
- Of the 288 seizures in 2013, there were 40 different states destined to receive marijuana from Colorado. The most common destinations identified were Kansas, Missouri, Illinois, Texas and Oklahoma [p. 90].
- Comparing yearly interdiction seizures involving Colorado marijuana from 2005-2008 to 2009-2013, the average number of interdiction seizures per year more than quadrupled, from 52 to 251 [p.90].
- The total average number of pounds of Colorado marijuana seized during 2005-2008 compared to 2009-2013 increased 33.5 percent from 2,763 pounds to 3,690 pounds [p. 90].
- From 2009 through 2013, the total pounds of marijuana seized from U.S. packages mailed from Colorado has increased each year:
  - In 2009: **0** pounds
  - In 2010: **57.20** pounds
  - In 2011: **68.20** pounds
  - In 2012: **262.00** pounds
  - In 2013: **493.05** pounds
  - **762** percent increase from 2010 to 2013 [p. 114].
- Between 2010 and 2013, the number of states destined to receive marijuana mailed from Colorado has increased each year:
  - In 2010: **10** states
  - In 2011: **24** states
  - In 2012: **29** states

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<sup>2</sup> Rocky Mountain High Intensity Drug Trafficking Area (RMHIDTA), *The Legalization of Marijuana in Colorado: The Impact*, Vol. 2 (Denver: August 2014), <http://www.rmhidta.org/html/August%202014%20Legalization%20of%20MJ%20in%20Colorado%20the%20Impact.pdf>.

- In 2013: 33 states
- 230 percent increase from 2010 to 2013 [p. 114].

It is important to note that these figures include only cases where Colorado marijuana was actually seized and reported. It is unknown how many Colorado marijuana loads on highways were undetected or unreported; however, a 2014 survey of approximately 100 interdiction experts estimates that they seize only 10 percent or less of what goes through undetected.<sup>3</sup> Concealment methods continue to grow more sophisticated, making seizures more difficult for law enforcement and often reliant on K-9 searches. In short, the problem of diversion is anticipated to be far worse than what is revealed in official statistics.

While these statistics begin to demonstrate that Colorado has become a source state for the illegal diversion of marijuana, comprehensive, reliable data and analysis is needed to better inform policymakers and law enforcement of the extent and precise nature of these problems. Diversion activities potentially undermine Colorado's retail and medical marijuana industries—and the regulatory and statutory environment created in concert with private industry representatives—to provide a well-regulated industry and allay concerns of ongoing illegal activity such as diversion. Diversion is also placing increasing demands on local and state law enforcement officials to reverse the trend—something that high-level enforcement and policy/statutory changes alone cannot accomplish.

Actionable intelligence should drive enforcement activities so the state is better leveraging its limited resources and exacting a force-multiplier effect that benefits public safety and better informs law enforcement officials, elected officials and policy makers in Colorado. The Marijuana Policy Group recently found "... total marijuana demand [in Colorado] to be much larger than previously estimated." More alarming, their findings indicated that "...there are about 149,000 marijuana users under the age of 21 who largely obtain their marijuana outside of the regulated market."<sup>4</sup> Thus, illegal diversion to Colorado youth must remain a top law enforcement priority.

#### ***Proposed Solution:***

The Department requests \$138,012 Cash Fund spending authority and 2.0 FTE in FY 2015-16, and \$129,434 and 2.0 FTE in FY 2016-17 and beyond to provide reliable and actionable information and analysis for local and state law enforcement, the Marijuana Enforcement Division (MED), and other key stakeholders regarding diversion and sale of marijuana to illicit markets inside and outside of Colorado. The request includes 2.0 Criminal Intelligence Analysts to support the creation of an intelligence and information sharing network to support public safety officials throughout Colorado.

This request represents a first step towards intelligence and analysis that will drive enforcement action that significantly reduces the diversion of medical and retail marijuana. Approval of the request would allow the CIAC to develop an analytical team devoted to criminal analysis related to the diversion of retail and medical marijuana in Colorado. The CIAC team will work with and build upon what RMHIDTA has done, but also mine new data sources that provides better real-time intelligence for law enforcement. A strong relationship will need to exist with the MED at DOR, and some of the work the CIAC does will be driven by DOR and other stakeholders. The Department also hopes to begin to build a strong partnership with members of the regulated industry for coordination and support in its diversion reduction efforts. These

<sup>3</sup> Ibid., p. 91-92.

<sup>4</sup> Miles K. Light, Adam Orens, Brian Lewandowski, and Todd Pickton, *Market Size and Demand for Marijuana in Colorado* (Denver: The Marijuana Policy Group and Colorado Department of Revenue, 2014).

capabilities will eventually provide a basis for law enforcement and the fusion center to establish and maintain a strong legal environment for the retail and medical marijuana industry.

Given the CIAC's long-standing position as the intelligence arm of the Department of Public Safety, and its depth of experience in providing crime analysis services, the CIAC is best suited to monitoring, evaluating and reporting diversion activities across Colorado, along with highlighting best practices in ways to stem the problem. Without resources dedicated to conducting intelligence gathering on, and analysis of, illegal diversion activities related to marijuana (and possible connections to other illicit drug trafficking and criminal activities), the state lacks a comprehensive intelligence framework to effectively identify current and future threats and other linked criminal behavior. It will also make it exceedingly difficult to 'connect the dots' and determine the true extent of marijuana diversion in Colorado. Early identification of threats, trends and areas of concern based upon timely and actionable intelligence can equip local and state law enforcement, and the Marijuana Enforcement Division at DOR in particular, with vital information to jump-start the implementation of more effective enforcement tactics, techniques, or other protective measures to reduce diversion activities across Colorado.

#### ***Anticipated Outcomes:***

The success of this proposal rests upon a devoted team of highly trained criminal analysts establishing an intelligence and information sharing network in Colorado specifically targeted to diversion activities that threaten the well-regulated retail and medical marijuana industries and that are harmful to Colorado youth. This team of analysts would work with key stakeholders to create a criminal intelligence network and infrastructure that can produce accurate and timely intelligence on diversion activities, coupled with direct analytical program support to RMHIDTA, drug task forces and law enforcement agencies.

This information would then be communicated using a variety of products that are disseminated to law enforcement and regulatory agencies. Services such as geospatial analysis, complex case investigation support, and link analysis used to uncover criminal networks and associates, will also greatly aid enforcement efforts in Colorado, as will enforcement and arrest statistics. The 2.0 Criminal Intelligence Analysts will be accountable for a variety of workload outputs, all of which will contribute to the achievement of long-term outcomes, with the overarching goal of reducing diversion statewide.

Key workload outputs include the following:

- Daily crime bulletins that pinpoint crime clusters
- Weekly and quarterly intelligence reports
- Investigative case support and link analysis that ties offenders to incidents
- Analysis of diversion offenders
- Education and awareness products for law enforcement audiences
- Requests for information (RFI) and investigative assistance to law enforcement
- Case coordination / support to RMHIDTA or drug task forces
- On-site, mobile support and analysis
- Analysis of illegal marijuana seizures
- Geospatial analysis

Key long-term outcomes for subsequent years stemming from this proposal include: reducing access to, consumption of, and possession of marijuana by Colorado youths; increasing the number of pounds of diverted marijuana seized through coordinated interdiction efforts; increasing the number of arrest filings at the state and federal level for diversion/smuggling activity; increasing bulk cash seizures of illicit

marijuana sales; reducing robbery, burglary and theft occurrences at retail and medical marijuana locations; shaping policy and the regulatory environment based upon best practices to further incentivize adherence to local ordinances and state statutes; increasing voluntary reporting by those legally operating retail and medical marijuana establishments in Colorado when confronted with illegal opportunities for diversion; and preserving the integrity of the retail and regulatory environment created in partnership with industry as an example to other states.

This proposal represents the ‘best option’ for consideration as it is unobtrusive to the retail and medical marijuana industry itself, it provides timely information and analysis to a broad consortium of local, state and federal enforcement officials, and ultimately, it can better direct the state’s limited enforcement activities toward reducing diversion of marijuana. The status quo would be to continue relying on organizations such as RMHIDTA and the Marijuana Policy Group for ad-hoc, delayed analysis of issues and trends, which have proven to fall short of equipping law enforcement officials with any up-to-date analysis, information or tools to make timely enforcement decisions. An alternative could be for the MED to hire intelligence analysts, but this would duplicate CIAC roles and responsibilities, creating a system of inefficient operations. Local and state law enforcement or drug task forces could develop their own intelligence sources, but this also would lead to wide scale duplication of effort and an uncoordinated approach.

**Assumptions and Calculations:**

As retail and medical marijuana storefronts continue to expand statewide, opportunities for diversion are expected to multiply. The 2.0 Criminal Intelligence Analysts requested in this proposal will be geographically focused, enabling them to provide a range of products and services to local, state and federal law enforcement officials in their respective areas of responsibility to better inform, educate and drive limited enforcement resources. (See Appendix for FTE calculations table.)

<b>Department of Public Safety – Estimates of Hourly and Total FTE Impact</b>		
<b>R-03, HSEM Public Safety Intelligence Support</b>		
<b>Description</b>	<b>Year 1</b>	<b>Year 2 and Beyond</b>
Provide intel support to drug task forces, RMHIDTA, MJ Enforcement Div.	850	950
Establish intelligence collection and production requirements	40	20
Develop / maintain criminal information sharing pathways for MJ industry	173	210
Develop intel products for statewide distribution	704	850
Produce annual threat assessment on retail / medical marijuana industry	352	325
Track seizure, arrest and diversion activity across Colorado / Develop trend analysis	173	180
Providing briefings, presentations or trainings (including preparation time)	346	500
Data exchange and analysis with Marijuana Enforcement Division (DOR)	346	450
Develop diversion outreach program for local and state law enforcement agencies	225	325
Perform analyses to determine diversion intra- and inter-state	225	325
Attend intel / criminal analysis training & certification	575	225
<b>Total Annual Hours</b>	<b>4009</b>	<b>4360</b>
<b>Total Annual FTE</b>	<b>1.927404</b>	<b>2.096154</b>

With drug enforcement agencies scattered around the state, coupled with various drug task forces, it is vital that the criminal analysts provide mobile, on-site analytical support in close partnership with these agencies that furthers criminal investigations, leading to more arrests and the seizure of illicit drug proceeds or

contraband marijuana. The flexibility afforded to these analysts enables them to augment local resources as necessary, providing real-time intelligence support. Support to RMHIDTA, the Marijuana Enforcement Division in DOR, and various drug task forces in particular will enable focused targeting of diversion and other illicit activities.

The marijuana industry in Colorado is expanding and so is the web of criminal networks that are seeking to exploit the legal framework adopted in Colorado by voters. The range of criminal enterprises and illicit activities being observed across Colorado by law enforcement agencies, to include the increasing diversion and seizure of marijuana on state highways and postal facilities, highlight the urgency of this request. Colorado's experience with retail and medical marijuana has shown some successful outcomes, but underground markets are threatening the industry in a myriad of ways that only intelligence and analysis can uncover to benefit local and state law enforcement officials. Data highlighted in this request from RMHIDTA convincingly demonstrates that diversion to illicit markets, including Colorado youth, is a growing problem. The critical regulatory and enforcement framework will be placed in jeopardy, unless aggressive steps are taken now.

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**Appendix – FTE Calculations**

**Calculation Assumptions:**

**Operating Expenses** -- Base operating expenses are included per FTE for \$500 per year. In addition, for regular FTE, annual telephone costs assume base charges of \$450 per year.

**Standard Capital Purchases** -- Each additional employee necessitates the purchase of a Personal Computer (\$900), Office Suite Software (\$330), and office furniture (\$3,473).

**General Fund FTE** -- New full-time General Fund positions are reflected in FY 2015-16 as 0.9166 FTE to account for the pay-date shift.

Expenditure Detail		FY 2015-16		FY 2016-17	
<i>Personal Services:</i>		FTE		FTE	
General Professional III	\$ 3,834	2.0	92,016	2.0	92,016
PERA			9,340		9,340
AED			4,049		4,417
SAED			3,911		4,371
Medicare			1,334		1,334
STD			202		202
Health-Life-Dental			15,854		15,854
<b>Subtotal Position 1, ## FTE</b>		<b>2.0</b>	<b>\$ 126,706</b>	<b>2.0</b>	<b>\$ 127,534</b>
<b>Subtotal Personal Services</b>		<b>2.0</b>	<b>\$ 126,706</b>	<b>2.0</b>	<b>\$ 127,534</b>
<i>Operating Expenses</i>					
Regular FTE Operating	500	2.0	1,000	2.0	1,000
Telephone Expenses	450	2.0	900	2.0	900
PC, One-Time	1,230	2.0	2,460		
Office Furniture, One-Time	3,473	2.0	6,946		
<b>Subtotal Operating Expenses</b>			<b>\$ 11,306</b>		<b>\$ 1,900</b>
<b>TOTAL REQUEST</b>		<b>2.0</b>	<b>\$ 138,012</b>	<b>2.0</b>	<b>\$ 129,434</b>
<i>Cash funds:</i>			<i>\$ 138,012</i>		<i>129,434</i>



**Schedule 13**

**Funding Request for the FY 2015-16 Budget Cycle**

Department of Public Safety  
PB Request Number R-04

Request Titles  
R-04 Juvenile Justice Specialist Funding

Dept. Approval By: Mary J. Anderson  Supplemental  
 OSPB Approval By: [Signature]  Change Request FY 2015-16  
 Base Reduction FY 2015-16  
 Budget Amendment FY 2015-16

Line Item Information	Fund	FY 2015-16			Year 2 Continuation	
		FY 2014-15	Request	Base Request	FY 2015-16	Governor Budget Request
Total		\$3,649,069	\$0	\$3,779,693	\$67,363	\$67,363
FTE		37.7	-	38.1	-	-
Total of All Line Items	GF	\$2,388,481	\$0	\$2,480,502	\$67,363	\$67,363
	CF	\$654,240	\$0	\$671,251	\$0	\$0
	RF	\$508,433	\$0	\$509,482	\$0	\$0
	FF	\$99,935	\$0	\$118,458	\$0	\$0

Line Item Information	Fund	FY 2015-16			Year 2 Continuation	
		FY 2014-15	Request	Base Request	FY 2015-16	Governor Budget Request
Total		\$3,649,089	\$0	\$3,779,693	\$67,363	\$67,363
CF		\$654,240	\$0	\$671,251	\$0	\$0
FF		\$99,935	\$0	\$118,458	\$0	\$0
04. Division of Criminal Justice	FTE	37.7	-	38.1	-	-
- DCJ Administrative Services	GF	\$2,388,481	\$0	\$2,480,502	\$67,363	\$67,363
	RF	\$508,433	\$0	\$509,482	\$0	\$0

Lettermote Text Revision Required? Yes  No  If Yes, describe the Lettermote Text Revision:

Cash or Federal Fund Name and CORE Fund Number: N/A

Reappropriated Funds Source, by Department and Line Item Name: N/A

Approval by OIT? Yes  No  Not Required:

Schedule 13s from Affected Departments: N/A

Other Information: N/A

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# COLORADO

Department of Public Safety

Priority: R-04  
Juvenile Justice Specialist Funding  
FY 2015-16 Change Request

## *Cost and FTE*

- The Department requests an increase of \$67,363 General Fund in FY 2015-16 and beyond to fund 52 percent of time to state-related efforts performed by a Juvenile Justice Specialist that support participation in state mandated committees and collaborative efforts within the juvenile justice arena.

## *Current Program*

- The Office of Adult and Juvenile Justice is part of the Division of Criminal Justice and is responsible for managing a number of federal and state justice related grants and programs. The Office also provides oversight and expertise to a number of statewide initiatives to improve the criminal and juvenile justice system in Colorado.

## *Problem or Opportunity*

- There has been an increased demand for time and effort from the Juvenile Justice Specialist to support state-related matters. Some of these demands have come from statutory mandates for participation on state committees or task forces (including the Juvenile Parole Board, Restorative Justice Coordinating Council, Senate Bill 91-94 State Advisory Board, and the Collaborative Management Program State Advisory Committee). Others have come from collaborative efforts with other state agencies to improve juvenile justice, such as the Prison Rape Elimination Act (PREA) compliance projects and the Youth and Family Bridges Council.
- Over time, state-related work has accumulated; the Juvenile Justice Specialist spends approximately 90 hours per month (52 percent of time) on state efforts and collaborations.
- The office lacks sufficient state funding to support its leadership and partnerships on these mission critical, public-facing efforts. There is no other position within the Department that is state-funded and has the level of experience and contacts within the state's juvenile justice system to adequately fill this role. Because approximately 52 percent of the Juvenile Justice Specialist's time is spent on state-related efforts, it is difficult to manage federal grants effectively (including but not limited to juvenile justice grants).

## *Consequences of Problem*

- Without this funding, the Juvenile Justice Specialist will have to cut back on participation in state efforts, both mandated and discretionary, that are unsupported by state funds. This will reduce collaboration among agencies, reduce information sharing, and potentially violate statutes that mandate the Department's representation.

## *Proposed Solution*

- The anticipated outcomes include: complying with statutory mandates, maintain shared knowledge among a variety of agencies at the local and state level, continued improvement of processes related to juvenile justice, and avoidance of duplication of effort among the numerous stakeholders.

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**COLORADO**  
Department of Public Safety

John W. Hickenlooper  
Governor

Stan Hilkey  
Executive Director

FY 2015-16 Funding Request | November 1, 2014

*Department Priority: R-04*  
*Request Detail: Juvenile Justice Specialist Funding*

Summary of Incremental Funding Change for FY 2015-16	Total Funds	General Fund
Juvenile Justice Specialist Funding	\$67,363	\$67,363

***Problem or Opportunity:***

The Office of Adult and Juvenile Justice is part of the Division of Criminal Justice and is responsible for managing a number of federal and state justice related grants and programs. Over time, there has been an increased demand for time and effort from this program to support state-related matters. Some of these demands have come from statutory mandates for participation on state committees or task forces and some have come from requests from other state agencies to support collaborative efforts to improve juvenile justice. However, the office lacks sufficient state funding to support its leadership and partnerships on these mission critical, public-facing efforts.

Over time, mandates have accumulated along with the ad hoc collaborations necessary for efficient planning and implementation of ideas. The office currently participates in four statutorily mandated committees: Juvenile Parole Board (19-2-206(1)(c), C.R.S.), Restorative Justice Coordinating Council (19-2-213(2)(c), C.R.S.), Senate Bill 91-94 State Advisory Board (19-2-212, C.R.S.), and the Collaborative Management Program State Advisory Committee (24-1.9-101, et seq., C.R.S.). Many agencies do not wait for legislation to mandate coordinating efforts but create their own collaborations to address problems facing the state. Currently, these include the Prison Rape Elimination Act (PREA) compliance projects, private foundation grant implementation in cooperation with other agencies to address mental health needs for juveniles, the Youth and Family Bridges Council, the current request to assist the state in the implementation of the Pew-MacArthur Results First Initiative within the Governor's Office, and the recently concluded Colorado Combined Youth Information Sharing collaboration. Though these efforts are housed in other agencies, it is critical to their success that they are guided and led by individuals who have a deep understanding of all parts of the juvenile justice system.

The juvenile justice specialist within the Office of Adult and Juvenile Justice now spends approximately 90 hours per month on state-related efforts due to the added mandates. There is no other position within the Department that is state-funded and has the level of experience and contacts within the state's juvenile justice system to adequately fill this role. Representation on the various committees needs to be at a General Professional VI (GP VI) level in order to make decisions on behalf of the Division and the Department as well as have the knowledge, experience, and authority to achieve effective solutions. In addition, this position is responsible for the management of federal grants (including but not limited to

juvenile justice grants). Because approximately 52 percent of the Juvenile Justice Specialist's time is spent on state-related efforts, it is difficult to manage the grants effectively.

***Proposed Solution:***

The Department requests \$67,363 General Fund in FY 2015-16 and beyond to provide state funding commensurate with the time devoted to state efforts performed by the Office of Adult and Juvenile Justice. This solution supports continued participation in the four mandated committees and other timely, necessary state efforts by the juvenile justice specialist. Participating in the state committees and working groups is a significant benefit because it promotes collaboration among agencies, reduces duplication of efforts, provides informed planning assistance, and aligns services to the benefit of consumers and the public at large. This proposed solution will also allow the position to participate in other efforts that promote information sharing and joint planning and implementation of improvements to the state's juvenile justice system. These roles are important to continue to be a good public partner and to further the mission of the Division of Criminal Justice.

The juvenile justice specialist position is classified at a General Professional VI level with decision-making authority, which allows for continuity of current work and projects. This position is the only one in the Department with the proper level of expertise and authority to both represent the Division and provide the most benefit to other state and community partners.

If the solution is not approved, this position will have limited ability to continue activities that are of great benefit to the state, and will impair the ability of the Division and the Department to comply with state mandates.

***Anticipated Outcomes:***

The anticipated outcomes included complying with statutory mandates, maintaining shared knowledge among a variety of agencies at the local and state level, continuing improvement of processes relating to juvenile justice, and avoidance of duplication of effort among the numerous agencies, task forces, and committees dedicated to juvenile justice issues. The Office of Adult and Juvenile Justice would also be able to manage its workload and maintain oversight of federal grants more effectively.

***Assumptions and Calculations:***

The total salary for this position is \$8,951/month and benefits are \$2,056/month. A time study over the past six months revealed that this position devotes 52 percent of time to state-related efforts. This equates to \$5,613.57 per month or a yearly state impact of \$67,363 General Fund dollars. Following is a list of state-related boards, committees, and projects as well as the average monthly hours spent on each one:

- Colorado Juvenile Parole Board – 28 hours/month
- Commission on Criminal and Juvenile Justice (CCJJ) – 4 hours/month
- Juvenile Task Force of the CCJJ – 8 hours/month
- Senate Bill 94 State Advisory Board – 14 hours/month
- Restorative Justice Coordinating Council – 18 hours/month
- Collaborative Management Program State Advisory Committee – 6 hours/month
- Youth and Families Bridges Council – 5 hours/month
- MacArthur Foundation – 4 hours/month

Prison Rape Elimination Act Compliance – 3 hours/month  
Total hours spent on state-related efforts – 90 hours/month  
90 hours x 12 months = 1,080 hours per year  
1,080 hour /2,080 hours = 52 percent.

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**Schedule 13**

**Funding Request for the FY 2015-16 Budget Cycle**

Department of Public Safety

PB Request Number R-05

Request Titles

R-05 Community Corrections Provider Rate Increase

Dept. Approval By:

*Jerem Y. Anderson*

OSPB Approval By:

*[Signature]*

Supplemental  
Change Request FY 2015-16  
Base Reduction FY 2015-16  
Budget Amendment FY 2015-16

Line Item Information	Fund	FY 2015-16			Year 2
		FY 2014-15	Request	Base Request	Continuation Governor Budget Request
	Total	\$65,925,131	\$0	\$65,925,131	\$659,252
	FTE	-	-	-	-
Total of All Line Items	GF	\$63,281,262	\$0	\$63,281,262	\$659,252
	CF	\$0	\$0	\$0	\$0
	RF	\$2,643,869	\$0	\$2,643,869	\$0
	FF	\$0	\$0	\$0	\$0

Line Item Information	Fund	FY 2015-16			Year 2
		FY 2014-15	Request	Base Request	Continuation Governor Budget Request
	Total	\$80,347,695	\$0	\$80,347,695	\$603,477
04. Division of Criminal Justice - Community Corrections Placements	GF	\$57,703,828	\$0	\$57,703,828	\$603,477
	RF	\$2,643,869	\$0	\$2,643,869	\$0
	Total	\$3,232,185	\$0	\$3,232,185	\$32,322
04. Division of Criminal Justice - Community Correction Facility Payments	GF	\$3,232,185	\$0	\$3,232,185	\$32,322
	Total	\$2,288,876	\$0	\$2,288,876	\$22,889
04. Division of Criminal Justice - Community Corrections Boards Administration	GF	\$2,288,876	\$0	\$2,288,876	\$22,889
	Total	\$56,375	\$0	\$56,375	\$564
04. Division of Criminal Justice - Specialized Offender Services	GF	\$56,375	\$0	\$56,375	\$564

Letternote Text Revision Required? Yes  No  X  If Yes, describe the Letternote Text Revision:

Cash or Federal Fund Name and CORE Fund Number: N/A

Reappropriated Funds Source, by Department and Line Item Name: N/A

Approval by OJT? Yes  No  Not Required:

Schedule 13s from Affected Departments: N/A

Other Information: N/A

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# COLORADO

Department of Public Safety

Priority: R-05  
Community Corrections Provider Rate Increase  
FY 2015-16 Change Request

## ***Cost and FTE***

- The Department requests \$659,252 General Fund for FY 2015-16 and beyond to account for a community provider rate increase of 1.0 percent, which includes the Community Corrections Providers who contract with the Department of Public Safety (DPS).

## ***Current Program***

- The Community Corrections Program provides funding to 36 community corrections providers, 22 boards, 53 programs, and all referral agencies. The recipients of the services are offenders housed in correctional facilities that are transitioning out into the community, diversion programs, and specialized services such as substance abuse treatment, offender assessments, intensive residential treatments and outpatient therapeutic community programs.
- For FY 2014-15, the Department was budgeted \$65,925,131 in Community Corrections Program that is eligible for the provider rate increase.

## ***Problem or Opportunity***

- The Office of Community Corrections seeks to address continued inflationary increases and to provide the same standard of supervision, treatment, and housing for offenders placed in community corrections programs. The 1.0 percent community provider rate increase represents an increase of per diem rates paid to providers in both the standard and specialized community corrections line items.

## ***Consequences of Problem***

- Should this request not be funded, community corrections providers will be forced to continue to absorb cost increases, potentially inhibiting their ability to offer treatment and education programs that help offenders stabilize in the community.

## ***Proposed Solution***

- The Department requests an increase of \$659,252 General Fund in the Office of Community Corrections to address a 1.0 percent community provider rate increase.

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**COLORADO**  
Department of Public Safety

John W. Hickenlooper  
Governor

Stan Hilkey  
Executive Director

FY 2015-16 Funding Request | November 1, 2014

*Department Priority: R-05*  
*Request Detail: Community Corrections Provider Rate Increase*

Summary of Incremental Funding Change for FY 2015-16	Total Funds	General Fund
Community Corrections Provider Rate Increase	\$659,252	\$659,252

**Problem or Opportunity:**

In FY 2015-16, the Governor’s Office established a community provider rate increase of 1.0 percent, to include the Community Corrections Providers who contract with the Department of Public Safety (DPS). The Department requests an increase of \$659,252 which represents a 1.0 percent increase of per diem rates paid to providers in both the standard and specialized community corrections line items. Should this request not be funded, community corrections providers will be forced to continue to absorb cost increases, potentially harming their ability to offer treatment and education programs that help offenders stabilize in the community.

**Proposed Solution:**

The Department requests an increase of \$659,252 in the Office of Community Corrections to address continued inflationary increases and to provide the same standard of supervision, treatment, and housing for offenders placed in community corrections programs.

**Anticipated Outcomes:**

With the increased funding, the Department would be able to partially offset some of the inflationary pressures of basic necessities community corrections providers face, as well as assist providers in supervising higher-risk offenders.

**Assumptions and Calculations:**

Calculations are based on a 1.0 percent across the board rate increase for the following Community Corrections line items:

Line Item	FY 2014-15 Appr.	1.0% Increase
Boards Administration Line Item	\$2,288,876	\$22,889
Community Corrections Placement Line Item	\$60,347,695	\$603,477
Community Corrections Facility Payments	\$3,232,185	\$32,322
Specialized Offender Services	\$56,375	\$564
<b>Total Amount Requested</b>		<b>\$659,252</b>

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