

# Joint Judiciary Committee SMART Act Hearing

November 28, 2018

Colorado Department of Corrections  
Rick Raemisch, Executive Director



## VISION STATEMENT:

*Building a Safer Colorado for Today and Tomorrow.*

## MISSION STATEMENT:

*To protect the citizens of Colorado by holding offenders accountable and engaging them in opportunities to make positive behavioral changes and become law-abiding productive citizens.*

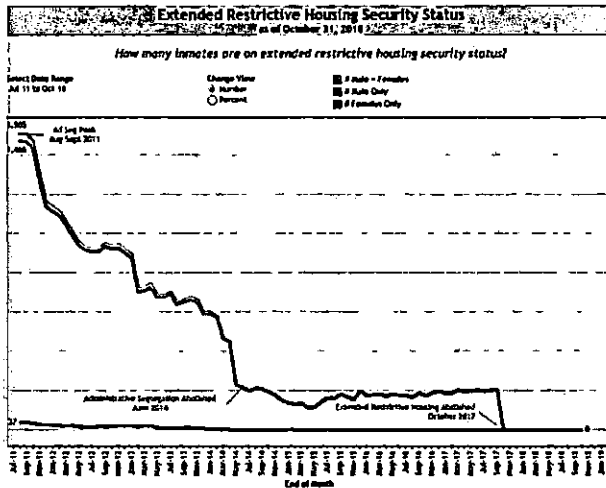


# Part 1: Looking Back:

## Enhancing Corrections from Prison to Parole



# Administrative Segregation Reform



## Recidivism Revocation vs New Crime


CY 2013: TPV 35.5%; New Crime 14.4% Total 49.8%

CY 2018: TPV 34%; New Crime 15.5% Total 49.5%

### Technical Parole Violations

FY 2013: 3,558

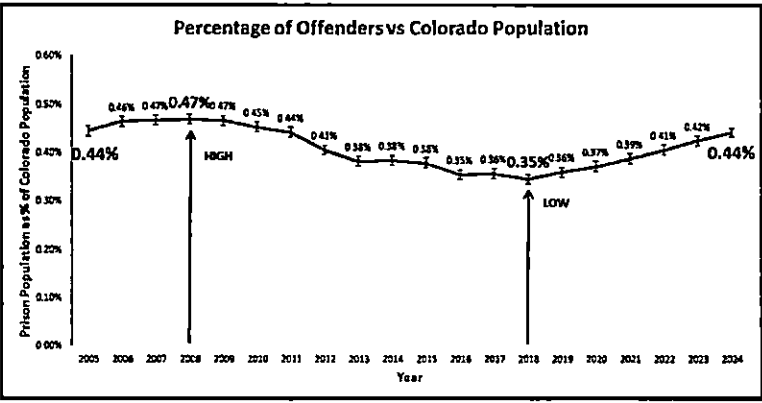
FY 2018: 2,653 (25% decrease)



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## Prison Population Remains Stable Compared to State Population



Year	Prison Population as % of Colorado Population
2005	0.44%
2006	0.46%
2007	0.47%
2008	0.47%
2009	0.47%
2010	0.45%
2011	0.44%
2012	0.41%
2013	0.39%
2014	0.38%
2015	0.38%
2016	0.35%
2017	0.36%
2018	0.35%
2019	0.36%
2020	0.37%
2021	0.39%
2022	0.41%
2023	0.42%
2024	0.44%

2005 - Prison population is .44% of state population (20,704 offenders to 4.66 million state census)  
Highest in 2008/2009 - .47%  
Lowest in 2016 and 2018 - .35%

2024 - Projected prison population is .44% of state population (27,770 offenders to 6.29 million state projected census)  
Based on December 2017 DCJ forecast



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Prison Beds have been reduced by 3,748 since FY 2008/09

Colorado Changes in Capacity Since FY 2008/09		
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	Centennial Correctional Facility South (CSP II)	316
2016-17	Kit Carson Correctional Center - (CCA facility)*	1,562
Total Bed Reductions		3,748

Does not include Hudson Correctional Facility 1,200 beds, which did not house Colorado offenders  
 \*Kit Carson beds reflect 720 funded/used by DOC and 842 unfunded beds on closure date



### Curing Inmates with Hepatitis C Treatment with Direct Acting Antiviral (DAA) medication

- Treatment with DAA medication began FY 16 (July 1, 2015)
- FY 16: 33 offenders treated with DAA
- FY 17: 45 offenders treated with DAA
- FY 18: 125 offenders treated with DAA
- FY 19: 624 currently on treatment or have completed treatment



## Expansion of Facility Re-Entry In-Reach and Reunification

- Re-Entry Pods established at Level II and higher facilities for a total of 1,392 beds.
- Targeting moderate/high risk offenders for placement in re-entry beds.

## Ensuring that Offenders have ID's

- FY 2013: 22.6% of offenders released with an ID
- FY 2018: 80% of offenders released with an ID



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## Improvements in Parolee Employment

- FY 2012: 60% of employment eligible parolees are employed
- Currently 95% of employment eligible parolees are employed



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## Colorado DOC National Recognition

- American Correctional Association (ACA) Golden Eagle Status
- 100% compliant with Prison Rape Elimination Act (PREA) standards
- Executive Director Rick Raemisch received the International Corrections and Prisons Association (ICPA) Head of Service Award; National Alliance on Mental Illness (NAMI) Award; and Governing Magazine's Public Officials of the Year Award
- Deputy Executive Director Kellie Wasko received the ACA Correctional Healthcare Leadership Award



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## Part 2: Where we are now

- Organizational Structure
  - Population Trends
  - Staffing
- Inmate Demographic Information
- Statutory Requirements of SMART Act



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## Divisions and Major Functions of the Department

### Prison Operations (Director Travis Trani)

- Manages, supervises and controls 20-state correctional facilities
- Monitors 3 privately operated prisons for contract compliance
- Incarcerates approximately 18,000 *prison* inmates
- Total FTE Authority: 4,133.2

### Adult Parole (Interim Director David Johnson)

- Responsible for the supervision of community-based inmates and parolees in 18 parole offices statewide
- Supports parolees in their efforts to successfully reintegrate into the community
- Oversight for over 9,400 domestic parolees
- Total FTE Authority: 418.6

### Finance & Administration (Interim Director Deb Goheen)

- Develops a systematic building infrastructure to provide for projected long-range needs of the facilities under the Department's control
- Operates Colorado Correctional Industries which consists of almost 60 separate operating businesses
- Manages budget and business functions
- Total FTE Authority: 316.6



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## Divisions and Major Functions of the Department

### Clinical & Correctional Services (Assistant Director Michelle Nelson)

- Manages educational, vocational and proven cognitive behavior programs within state prisons
- Provides treatment, services and the necessary tools designed to improve successful reintegration of offenders into society
- Provides comprehensive health care to offenders including hospice care, mental health, dialysis, dental, and general wellness
- Total FTE Authority: 1,232.1

### Office of the Inspector General (Jay Kirby, Inspector General)

- Investigates criminal activity, professional standards violations; investigations of waste, fraud, mismanagement; and other activities that violates the public trust in DOC
- Total FTE Authority: 48.2

### Office of Human Resources (Rick Thompkins, Chief Human Resources Officer)

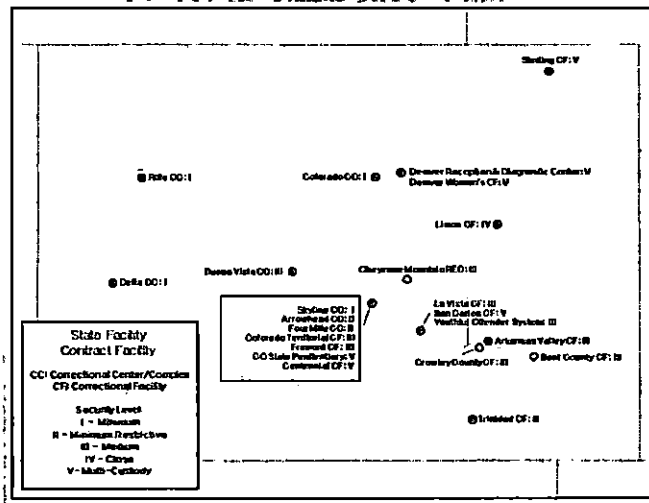
- Manages talent search process, employee benefits, compensation and training as well as hires employees
- Encourages staff wellness
- Total FTE Authority: 51.7



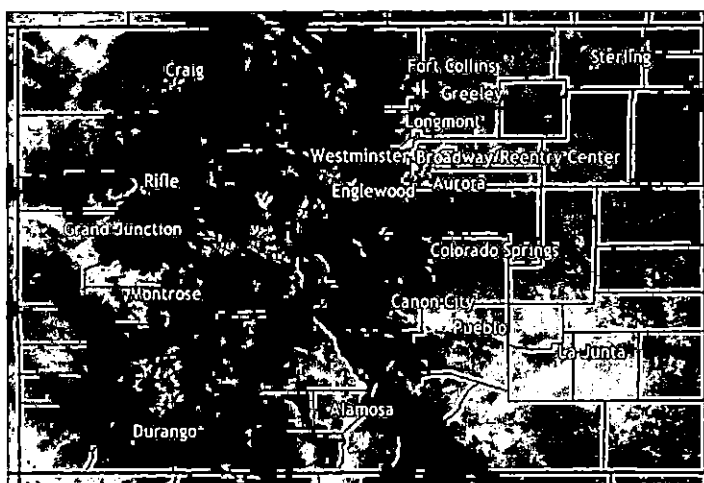
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## Colorado Prison Facilities: 20 State and 3 Private Facilities




## Colorado Parole Offices: 18 State-wide Offices






## DOC Staffing Information



- Total DOC Staff FTE Authority: 6,245.9
- Committed to 24 hour/day; 365 day/year operations
- Unit Staff maintain frontline, face to face contact with inmates
- Total COI and COII: 2,914      Total Uniform staff: 4,001
- Staff interact with some of the most difficult and dangerous incarcerated citizens within the state
- Training and communication is their most valuable tool
- Employees- Our Most Valued Resource




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## Colorado Census Data Compared to CDOC Population

	Caucasian	Hispanic/Latino	African American	Native American	Asian
➤ Colorado	68.3%	21.5%	4.5%	1.6%	3.4%
➤ Prison Inmates	45.2%	32.4%	17.7%	3.5%	1.2%
➤ Community Corrections Inmates	52.6%	26.9%	16.5%	2.8%	1.2%
➤ In State Parolees	51.7%	29.0%	15.1%	3.3%	.8%

Census data: 2017    CDOC data: 6/30/2018



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### Prison Inmate Needs - Moderate to Severe

	Male	Female	Total
Intellectual/Developmental	734 (4%)	57 (3%)	791 (4%)
Sex Offender	5,062 (28%)	105 (5%)	5,167 (26%)
Substance Abuse	12,856 (72%)	1,545 (78%)	14,401 (72%)
Mental Health	5,732 (32%)	1,552 (79%)	7,284 (37%)
Serious Mental Illness	1034 (6%)	386 (20%)	1420 (7%)

### Co-occurring Needs

	Male	Female	Total
Drug & Alcohol/Mental Health	4,414 (25%)	1,289 (65%)	5,703 (29%)

\*Serious Mental Illness is included in the Mental Health figures and the percentage is calculated as a percentage of that number.

Prison Inmates as of June 30, 2018



### Implementing Key Legislation

- HB 18-1410 Prison Population Management Measures
- HB 18-1251 Community Corrections Transition Placements
- HR 18-1007 DOC Policies for Transgender Inmate Safety



## Statutorily Required Updates

➤ **HB 14-1355: Reentry Planning and Programs for Adult Parole**

- Facility Based Community Parole Officers with purpose of assisting in transitional services by focusing on stabilization
- Expanding Community-Based Organizations through the WAGEES grant

➤ **SB 16-180: Specialized Program for Long-term Offenders convicted as Juveniles**



## GOAL: Reduce the Recidivism Rate and Revocations for Technical Parole Violations by 2018:

<https://www.colorado.gov/governor/dashboard>

Outcome Measure	Outcome Baseline (June 2015)	Actual (June 2016)	Actual (June 2017)	Actual (June 2018)	Outcome Target
Recidivism rate in state prisons	46.1% (2011)	48.6% (2012)	50.0% (2013)	49.5% (2014)	45.0%

Outcome Measure	Outcome Baseline (June 2015)	Actual (June 2016)	Actual (June 2017)	Actual (June 2018)	Outcome Target
Parole Revocations for technical violations	3.2%	2.60%	2.19%	2.20%	1.875%



## Departmental Regulatory Agenda

### Agency Rule Reviews - Regulatory Plan Progress

- Since the Department began conducting rule reviews pursuant to EO 2012-002 it has abolished 80 rules
- All rules are reviewed annually

### Regulatory Agenda - Key Policy work to be completed in 2018-19:

- AR 1350-02 - Victim Notification Program - SB 18-014 Disclose Location of Out-of-State Inmate - Notify the prosecuting attorney and any registered victim of crimes for which the inmate is serving his or her sentence of the name and location of the penal institution where the inmate is to be housed.
- AR 700-19 - Sex Offender Treatment and Monitoring Program - HB 18-1040 Inmate Treatment Incentive Plans - Requires DOC to monitor the number of inmates who need sex offender treatment or services and the number who are not receiving such treatment or services; develop an incentive plan to contract for more mental health professionals to provide sex offender treatment or services in difficult-to-serve geographic areas; and report to JBC the number of inmates needing treatment or services, and the impact of the incentive plan.



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## Departmental Regulatory Agenda cont.

### Regulatory Agenda - Key Policy work to be completed in 2017-2018 continued:

- AR 550-13 - Special Needs Parole - HB 18-1109 Discretionary Parole of Special Needs Offenders - Changes definition of special needs offender from 60 years to 55 years; adds a third definition an offender may be considered as "special needs"; parole board must also make a finding that granting parole would create a threat to public safety and that the offender is likely to commit an offense.
- AR 250-51 - Office Visits and Intake Packets - SB 18-150 Voter Registration Individuals Criminal Justice System - Requires the division of adult parole to facilitate the voting rights of people being discharged from parole.
- AR 550-01 - Integrated Case Management System - HB 18-1251 Community Corrections Transition Placements - Requires the Parole Board to submit a list of offenders for community corrections transition placement referrals to the DOC staff.



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## Department FY 2019/20 Budget Request

### Requested Funding for FY 2019/20: \$979.1 Million

- \$878,640,776 General Fund
- \$3,575,312 Federal Funds
- \$51,529,339 Reappropriated Funds
- \$45,402,542 Cash Funds
- Represents \$67.8 million increase in General Fund and \$72.0 million increase in Total Funds since FY 2018/19
  - Prison Capacity \$27.9 million
  - Staff retention \$17.5 million
  - Medical Caseload \$6.1 million
  - WAGEES Re-Entry Grant \$3.2 million
  - DeCORuM Maintenance \$2.8 million
  - Parole Caseload \$1.5 million
  - Provider Rate Increase \$1.2 million



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## Cost Drivers in Correctional Spending

The average costs per inmate per day has risen from \$58.64 in 1995 to \$108.77 in 2018

Major cost drivers include the following:

- 78% of the cost difference elates from inflation (calculations from the COLA calculator on the American Institute for Economic Research website)
- Aging population
- Mentally ill population
- Higher Risk/Need population
- Moving from a warehousing model to a treatment model
- Provider rate increases
- Increases in medical and pharmaceutical costs
- Program expansion including enhancements to reentry initiatives
- Common policy increases



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## Part 3:

# Challenges and Opportunities: What we will be working on next year



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### Challenge 1: Barriers with Retention and Recruitment

- Turnover for FY 17-18 (Department turnover 18.7%):
  - 25.6% CO I, 10.3% Parole Officer, 38.1% Nurse I
- Vacancies: On average 74 CO I vacancies in the outlying areas; averaging 200 per month statewide
- Retirement Eligible in the next 2 years: 1,035 Employees (17% of workforce)
- Challenges and Obstacles:
  - Lack of pay range movement
  - Inability to maintain salaries at market average
  - Low unemployment
  - Competitive job markets
  - Multi-generational workforce not always attracted to distant benefits
  - Lack of Available / Affordable Housing
  - Thriving industries of Colorado



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## Solution to Challenge 1: Addressing turnover in critical safety sensitive positions

- Competitive Compensation
  - Meaningful salary adjustments
    - Decision Item
    - Ability to move employee through the pay quartiles
    - Competitive with market
- Benefit packages
  - Healthcare, Retirement (20 Year)
  - Incentives



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## Challenge 2: Limited Capacity Creates Institutional Instability and Lessens Availability of Treatment

- Prison Utilization Study noted that state facilities should have no less than 2% vacancy rate.
- DOC vacancy rate is less than 1% as of October 31, 2018.
- Privates prisons are full (23 vacant beds as of October 31, 2018)
- Management Issues and Negative Consequences of Limited Capacity
  - Less availability to meet treatment needs
  - Tension among offenders
  - Limits Use of Shared Services
  - Staff At Risk
  - Public Safety At Risk
  - Jail Backlog
  - Limited treatment makes it more difficult for inmates to parole



Sled Bed in one person cell



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### Challenge 2 continued: Population Projections

DCJ Prison Population Forecast Comparison			
End of Fiscal Year	Dec 2017 Forecast	August 2018 Interim Forecast	Projected Growth from 6/30/2018
2018	19,786	20,136*	
2019	20,900	21,122	986
2020	21,943	21,977	1841
2021	23,270	22,866	2,730
2022	24,710	23,751	3,615
2023	26,263	24,561	4,425
2024	27,770	25,365	5,229

\*Actual population 6/30/2018



### Solution to Challenge 2: Continue Reporting on Utilization Targets

DOC Budget based on target utilization plan

- Parole Board Releases: Average 800 per month
- ISP-I- 3%
- Community Corrections- 8%





**Solution to Challenge 2 continued:  
2019 Potential Legislative Agenda &  
Accompanying Budget Request to Address  
Treatment and Capacity**

1. Housing of DOC Offenders at the Centennial South Campus of the Centennial Correctional Facility (CCF)

1. Budget Request = \$27.9 million total funds



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**Actions to Achieve Success**

**Continue to focus on Customer Service:**

- Continue to provide services to Victims through the Victim Services Unit
- Seek adequate capacity to ensure that offenders can participate in programs
- Seek additional resources for employees so that they can concentrate on providing customer service to victims, offenders and the public
- Concentrate on reentry planning which is good for public safety

**Continue to engage in LEAN Initiatives:**

- Example: The Department of Corrections has increased the number of offenders released with a valid ID by threefold



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## Part 4: Long-Term Objectives

Our vision for the future of  
Colorado DOC!

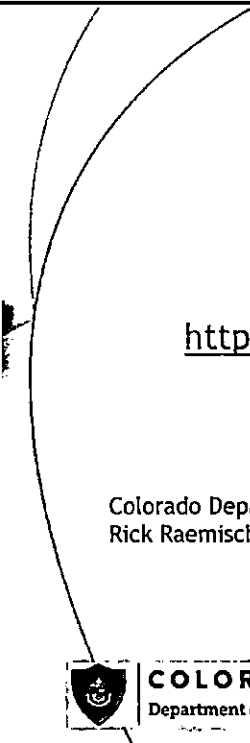


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- Staff Wellness and Safety
- Building meaningful policies to address gender responsiveness and racial disparity
- Strengthen collaborations and partnerships with other state agencies and community stakeholders




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**Thank you!**  
Visit our website at:  
<https://www.colorado.gov/pacific/cdoc>

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Rick Raemisch, Executive Director



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