

Joint Budget Committee



Staff Budget Briefing FY 2025-26

Department of Corrections

JBC Working Document - Subject to Change

Staff Recommendation Does Not Represent Committee Decision

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<https://leg.colorado.gov/agencies/joint-budget-committee>

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ADDITIONAL RESOURCES

Brief summaries of all bills that passed during the 2024 legislative session that had a fiscal impact on this department are available in Appendix A of the annual Appropriations Report: <https://leg.colorado.gov/sites/default/files/fy24-25apprept.pdf>

The online version of the briefing document may be found by searching the budget documents on the General Assembly's website by visiting leg.colorado.gov/content/budget/budget-documents. Once on the budget documents page, select the name of this department's *Department/Topic*, "Briefing" under *Type*, and ensure that *Start date* and *End date* encompass the date a document was presented to the JBC.

Executive Summary

Purpose

This briefing aims to help the JBC and General Assembly understand and manage: (1) prison caseload and capacity, and (2) the primary factors driving the cost of incarceration. It also aims to explain why options for significant budget reductions (e.g. 5.0%) are limited.

Key Takeaways

- The DOC budget grew by \$246.7 million over the past six years even though the prison and parole population declined. The coronavirus pandemic drove caseload down. Changes to employee compensation policies were largely responsible for driving the budget up. The JBC and General Assembly moderated growth in the DOC budget by denying over \$50.0 million in other requests for General Fund in the past two fiscal years alone. JBC staff expects the gap between caseload and compensation will narrow over the next few years. Staff also expects the DOC's General Fund budget to grow by at least \$236.0 million through FY 2029-30, based on fairly conservative estimates.
- The most recent prison population projections show the State reaching budgeted capacity limits by FY 2027-28. Those same projections show the State hitting operational capacity limits by the end of the decade, as they did in early 2020.
- Barring a dramatic and unexpected drop in the prison population, JBC staff expects that prison caseload adjustments will continue to be difficult. Capital projects could complicate the operating budget and capacity is scarce for certain custody classifications.
- The Department's FY 2025-26 request seeks a net increase of \$39.9 million General Fund, or about 3.7%, plus a \$1.5 million General Fund transfer to a cash fund. This includes \$34.0 million for compensation, \$16.3 million for prison and medical caseload, and a reduction of \$5.6 million for various items.
- A 5.0% reduction to the DOC budget would be about \$54.0 million General Fund. Staff has not yet thought of a way to hit that target without cutting employee compensation or caseload, even on a one-time basis. The only way to sustain a cut of that size is to reduce the prison population enough to close prisons and reduce the number of employees.

Recommended Reading

Staff recommends that readers focus on Issue Brief #1 Big Budget Picture, Issue Brief #2 Male Prison Caseload and Capacity Limits, and the Budget Reduction Options. Issues 3, 4, and 5 provide important information, but staff plans to address these in the briefing only as time allows. That said, the JBC should direct staff to focus on what the JBC thinks is most important.

Overview of Department

The Department of Corrections (DOC) manages the State's prison and parole system. The DOC budget includes eight divisions.

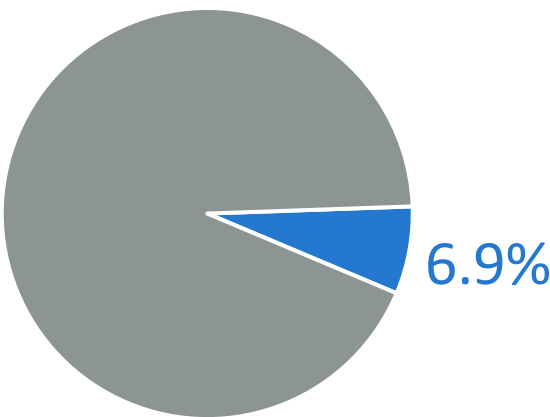
- 1 **Management:** This division supports the Department's leadership, certain line items that are distributed to the Department's other divisions, and payments to private prisons and local jails. It also includes the Department's Inspector General Subprogram.
- 2 **Institutions:** This is the largest division in the Department, making up almost half of all funding. It supports the functions and costs directly connected with the DOC's prison operations.
- 3 **Support Services:** This division comprises the Department's support operations. These operations include budget management, personnel, offender services, transportation, training, and information services.
- 4 **Inmate Programs:** This division includes vocational, educational, recreational, and labor programs for offenders. Also included are the sex offender treatment and the drug and alcohol treatment programs.
- 5 **Community Services:** This division funds the supervision and support of inmates and parolees in the community.
- 6 **Parole Board:** The Parole Board's primary functions are the granting and revoking of parole. The Board submits its budget through the Department of Corrections, but it is an independent decision making body.
- 7 **Correctional Industries:** Correctional Industries employs DOC inmates. Its purpose is to develop rehabilitation and work programs to promote successful rehabilitation, reentry, and reintegration into the community. It is a state enterprise under Article X of the State Constitution (TABOR).
- 8 **Canteen Operation:** Inmates can purchase food, personal items and phone time through the Canteen Operation, paying with personal accounts maintained by the Department.

Recent Appropriations

Corrections: Recent Appropriations (adjusted for HB 24-1466 ARPA swap)				
Funding Source	FY 2022-23	FY 2023-24	FY 2024-25	FY 2025-26*
General Fund	\$924,164,084	\$1,005,212,589	\$1,075,808,491	\$1,118,400,163
Cash Funds	48,634,468	45,818,231	50,593,592	64,332,101
Reappropriated Funds	44,473,298	44,928,789	45,071,575	28,443,324
Federal Funds	2,932,122	3,246,495	3,247,135	3,341,003
Total Funds	\$1,020,203,972	\$1,099,206,104	\$1,174,720,793	\$1,214,516,591
Full Time Equivalent Staff	6,317.0	6,374.0	6,424.4	6,436.0
*Requested appropriation				

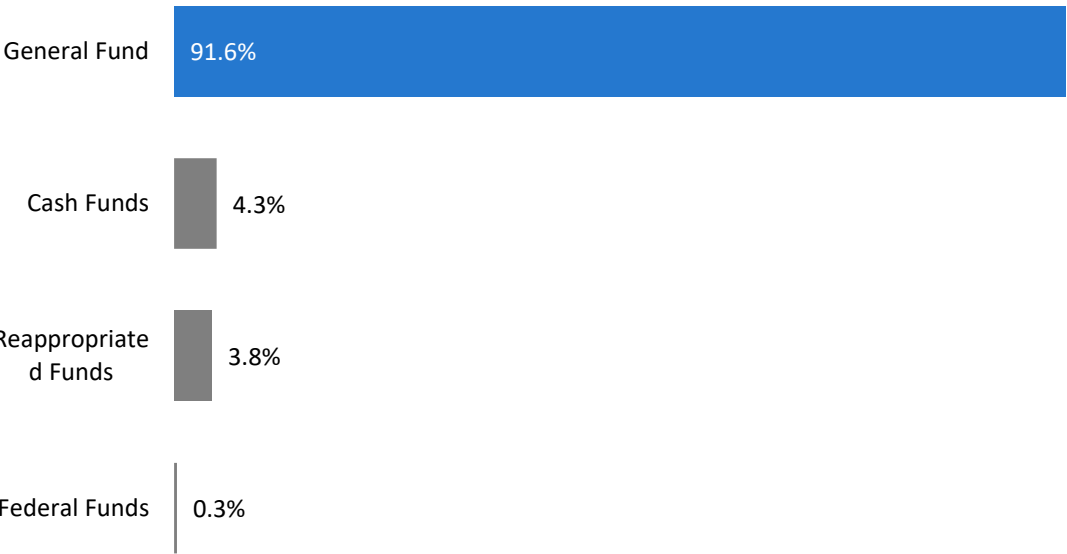
Graphic Overview

Department's Share of Statewide General Fund



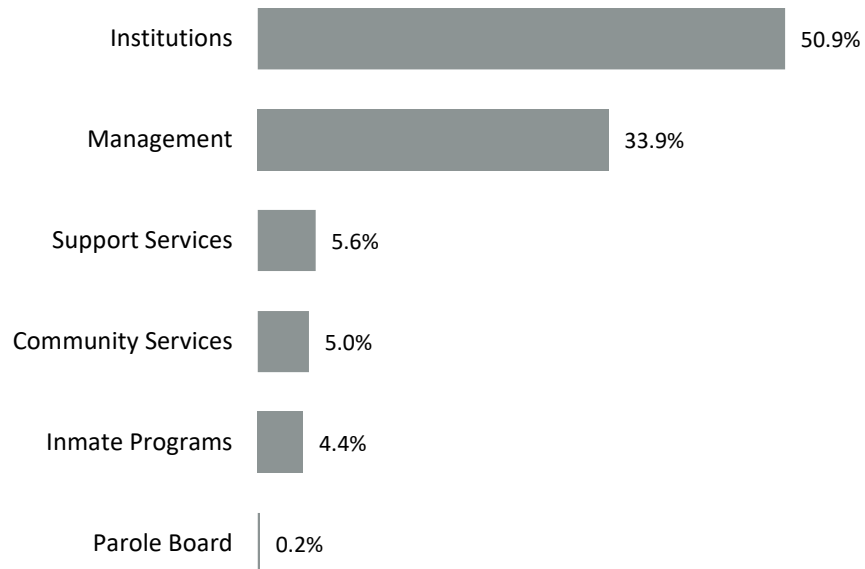
Based on the FY 2024-25 appropriation. Excludes impact of H.B. 24-1466.

Department Funding Sources



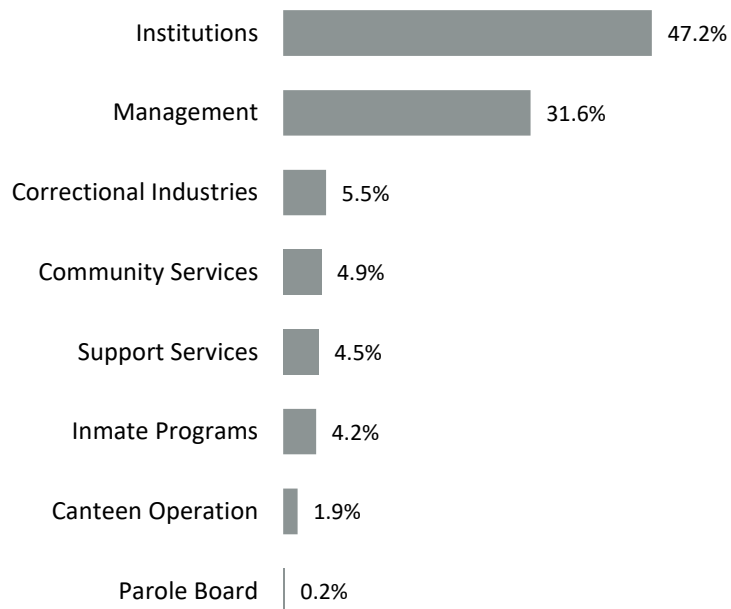
Based on the FY 2024-25 appropriation. Excludes impact of H.B. 24-1466.

Distribution of General Fund by Division



Based on the FY 2024-25 appropriation. Excludes impact of H.B. 24-1466.

Distribution of Total Funds by Division



Based on the FY 2024-25 Appropriation. Excludes impact of H.B. 24-1466.

Cash Funds Detail

Department of Corrections Cash Funds Detail				
Fund Name	FY 2024-25 Approp.	Note	Primary Revenue Sources	Primary Uses in Dept.
Canteen, Vending Machine, and Library Account	\$23,047,290	^{1,2}	Items sold to inmates (canteen) or visitors (vending machines).	Statute says that expenditures from this account shall be for the educational, recreational, and social benefit of the inmates and to supplement direct inmate needs. This account is continuously-appropriated to the Department.
Correctional Industries Account	\$18,797,220	²	Manufactured goods, sales to other state agencies	Supports the Colorado Correctional Industries division.
State Criminal Alien Assistance Program Cash Fund	\$2,893,386	²	Federal State Criminal Alien Assistance Program	This federal program compensates the State for incarcerating undocumented criminal aliens pursuant to the federal "Immigration and Nationality Act", 8 U.S.C. sec. 1231 (i). (Also see Section 17-1-107.5 (2), C.R.S.) The appropriation is located in the Payments to in-state private prisons line item.
Broadband Infrastructure Cash Fund.	\$4,482,661		General Fund transfer to cash fund	Reflects impact of JBC-sponsored H.B. 24-1386. Interest earned on the balance of the fund will be subject to TABOR.
Various cash funds	\$1,373,035		Various	Represents various cash fund sources providing between \$3,000 and \$500,000.
Total	\$50,593,592*			

¹ Not appropriated by the General Assembly. Amounts shown in Long Bill are for informational purposes only.

² TABOR exempt.

* Excludes impact of H.B. 1466 (ARPA swap)

Additional Details

The Correctional Industries Account and the Canteen, Vending Machine, and Library Account are managed by the Department's Correctional Industries (CI) division. CI is a state enterprise. The Correctional Industries Account is annually appropriated, whereas the Canteen Account is continuously appropriated.

General Factors Driving the Budget

Employee compensation and the prison population are the primary factors driving the budget. This General Factors section provides a very high-level summary of these factors. The Issue Briefs provide more information and analysis.

Employee Compensation

Funding for compensation depends on two main things: (1) the number of employees used to operate the State's prisons and programs, and (2) compensation policies.

Number of employees

Imprisonment requires a lot of human resources. The DOC must house provide security and programming for about 16,000 inmates at all times.¹ Only one section of the state budget—Higher Education—supports more full-time equivalent (FTE) staff than the DOC's 6,424.4 FTE. But no state agency employs more FTE supported by the General Fund than the DOC. Compensation line items consequently make up about \$681.5 million (63.3%) of the DOC's \$1.1 billion General Fund budget in FY 2024-25.

Employee compensation is about two-thirds of the DOC's \$1.1 billion General Fund budget (\$, millions)



The number of employees used to manage the prison population mainly depends on the following factors: (1) the size of the prison population, (2) the characteristics of that population and the facilities in which they reside, and (3) the goals of imprisonment as a policy tool.

¹ There were 16,028 people in prison as of October 31, 2024.

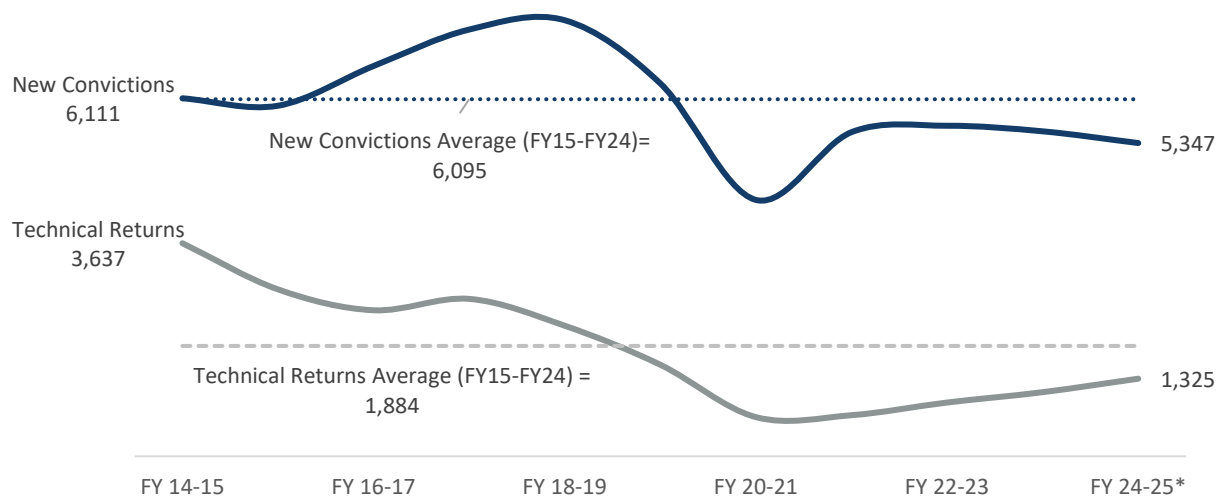
Size of the prison population

Several factors affect the size of the prison population. These factors include the State's adult population, laws, crime rates, law enforcement and prosecution intensity, sentencing decisions, parole supervision intensity, parole board decisions, and the length of stay once an offender arrives in prison.

Admissions & releases

Factors driving caseload fall in two broad categories: admissions and releases. **New convictions make up the majority of admissions into DOC prisons.** Of those new convictions, most are “new court commitments,” which refer to people who are: (A) completely new to the DOC system, or (B) have completely exited the DOC system after a prior offense. A “technical parole return” is when a parolee returns to prison because they violate the terms of their parole. New convictions are below the 10-year historical average, but technical parole returns are increasing toward the 10-year average.

Technical parole returns are increasing while new convictions are trending slightly down

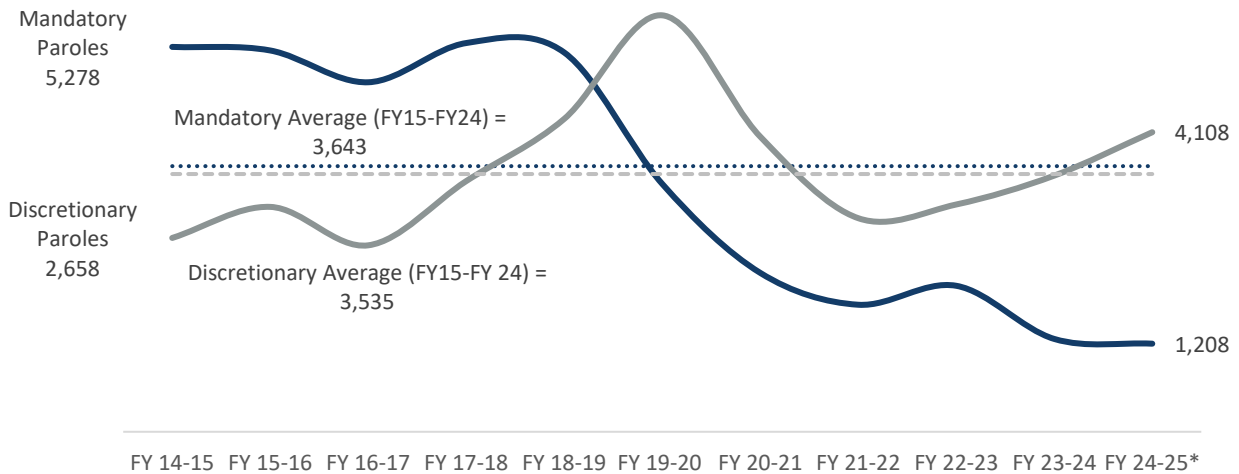


*Projection based on year-to-date data as of Oct. 31, 2024.

Parole is the most common form of prison release. There are two main ways that an inmate ends up on parole. The first is *discretionary* parole, which is when an offender is released into the community before their mandatory release date. Discretionary parole depends on: (1) the parole eligibility date, which depends on the sentence and the offense, and (2) approval by the Parole Board, which evaluates and makes decisions on parole applications.

The second is *mandatory* parole, which is based on the offender's statutory mandatory release date. This date initially equals the length of the prison sentence, but can be moved up if the inmate acquires “earned time” through good behavior. Mandatory releases are historically more common than discretionary releases. But that has changed in the last few years. Discretionary releases are now far more common.

Discretionary paroles are now more common than mandatory paroles



Characteristics of the prison population and prison facilities

Costs and staffing needs vary between prisons. Overall staffing levels are not perfectly correlated with the overall size of the prison population. That is because staffing levels are not based on a specific staff-to-inmate ratio. Rather, staffing levels depend more on the physical design and location of a facility, the level of security required to manage the inmates housed there, and the programs and activities it offers. Issue Brief #2 provides additional details.

The goals of imprisonment as a policy tool

Security and custody goals drive the type and number of FTE far more than the programming component. More than half of the of the DOC's 6,424.4 FTE are correctional officers (COs). The primary purpose of a CO is to "maintain the safety and security of the general public, staff and inmates." Duties include counting inmates, controlling inmates' movement within the prison, inspecting cells, and responding to emergency situations (e.g. fights, medical episodes, fires, escapes).

Compensation Policies

A large number of employees means that increased compensation will have a big budgetary impact. Over the last six fiscal years, compensation policies and decisions drove more than \$201.4 million of a \$246.7 million increase (29.8%) in the DOC's General Fund budget. In that same timeframe, the number of FTE grew by 2.8 percent.² Issue Brief #1 (Big Budget Picture) provides additional details about these factors.

² Increase not adjusted for inflation. When adjusted for inflation, the DOC budget increased by just 2.4% (\$25.7 million). This is explained in more detail in the section on Budget Reduction Options.

Summary of Request

Department of Corrections						
Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
FY 2024-25 Appropriation						
H.B. 24-1430 (Long Bill)	\$1,170,146,402	\$1,075,804,841	\$46,022,851	\$45,071,575	\$3,247,135	6,423.5
Other legislation	4,574,391	-323,996,350	328,570,741	0	0	0.9
Total	\$1,174,720,793	\$751,808,491	\$374,593,592	\$45,071,575	\$3,247,135	6,424.4
FY 2025-26 Requested Appropriation						
FY 2024-25 Appropriation	\$1,174,720,793	\$751,808,491	\$374,593,592	\$45,071,575	\$3,247,135	6,424.4
R1 Prison caseload	8,209,752	8,209,752	0	0	0	13.5
R2 Medical caseload	8,084,137	8,084,137	0	0	0	0.0
COWINS non-base building incentives	7,541,247	7,541,247	0	0	0	0.0
R3 Pharmacy system	808,928	808,928	0	0	0	0.0
R4 Restorative justice	349,396	349,396	0	0	0	1.8
R5 Inmate legal access	429,150	429,150	0	0	0	2.7
R6 Recruitment and retention	644,540	644,540	0	0	0	0.0
R7 Broadband [requires legislation]	1,500,000	0	1,500,000	0	0	0.0
R8 Overtime reduction	-2,027,618	-2,027,618	0	0	0	0.0
R9 Parole insurance payments	-364,196	-364,196	0	0	0	0.0
R10 Remove education virtual reality	-513,765	-513,765	0	0	0	-4.0
Centrally appropriated line items	32,566,870	32,338,807	221,295	6,768	0	0.0
Technical adjustments	288,689	282,112	6,577	0	0	0.0
Indirect cost assessment	70,095	-70,095	-47,186	93,508	93,868	0.0
Non-prioritized decision items	4,200	4,200	16,728,527	-16,728,527	0	0.0
Annualize prior year actions	-17,795,627	310,875,077	-328,670,704	0	0	-2.4
Total	\$1,214,516,591	\$1,118,400,163	\$64,332,101	\$28,443,324	\$3,341,003	6,436.0
Increase/-Decrease	\$39,795,798	\$366,591,672	-\$310,261,491	-\$16,628,251	\$93,868	11.6
Percentage Change	3.4%	48.8%	-82.8%	-36.9%	2.9%	0.2%
Increase/-Decrease excludes HB 24-1466	\$39,795,798	\$42,591,672	\$13,738,509	-\$16,628,251	\$93,868	11.6
Percentage Change	3.4%	4.0%	2.0%	-36.9%	2.9%	0.2%

Compensation accounts for most of the requested increase at \$34.0 million General Fund.³ Prison and medical caseload account for a combined increase of \$16.3 million General Fund. Inmate pay and phone call costs make up about \$3.2 million General Fund. These and other changes, including requested reductions not shown in the table, net to a total requested increase of \$39.9 million General Fund, or 3.7%. The Budget Reduction Options issue discusses reductions not listed in the table.

³ Includes total compensation plus non-base building incentives less reduced overtime.

Not included in request

- Per-diem rates for private prisons? In its Long Range Financial Plan, the Department states that it expects the per-diem rate for private prisons to increase to over \$100.00 in FY 2025-26.⁴ This would cost about \$35.0 million General Fund.

The November 1 budget submission (R1 Prison Caseload) is based on the current per diem rate of \$66.52. The Department's current contract with CoreCivic, the private prison operator, will expire on June 30, 2025. It is JBC staff's understanding that the FY 2025-26 contract has not been finalized.

However, JBC staff's conversations with CoreCivic suggest that CoreCivic has not asked for a per-diem rate over \$100.00. Rather, they desire parity with the rate for local jails, which is \$77.16. Matching this rate would cost about \$11.2 million General Fund. JBC staff provides additional context in Issue Brief #3 Private Prison Per-diem Rate.

Incremental Change Descriptions

R1 Prison caseload

Request: Increase of \$8.2 million General Fund and 13.5 FTE.

Purpose: Activate 427 male prison beds to accommodate the projected prison population.

Description: The Department based its request on the June 2024 prison population forecast from the Division of Criminal Justice. There is no requested adjustment for female prison beds. Issue Brief #2 provides additional details and analysis.

R1 Prison Caseload Cost Breakdown		
	FY 25-26	FY 26-27
227 male private prison beds	\$5,511,515	\$5,511,515
200 male state prison beds (Buena Vista)		
Personal Services	\$1,255,146	\$1,341,915
FTE	13.5	14.8
Operating Expenses	\$1,320,494	\$1,320,494
Utilities	\$628,000	\$628,000
Maintenance	108,669	108,669
Housing	23,658	23,658
Food Service	368,934	368,934
Medical	9,392	9,392
Laundry	20,752	20,752
Superintendents	22,561	22,561
Case Management	2,100	2,100
Inmate Pay	136,428	136,428
Start-up costs	\$122,597	\$0
Total	\$8,209,752	\$8,173,924

⁴ Page 4 of the DOC's FY 2025-26 Long Range Financial Plan, bottom of page.

R2 Medical caseload

Request: Increase of \$8.1 million General Fund and 0.0 FTE.

Purpose: Provide adequate external medical care and pharmaceuticals for inmates.

Description: The request accounts for a projected increase in the per-offender per-month (POPM) rates for external medical services and pharmaceuticals. It also accounts for a projected increase the prison population. Issue Brief #5 Medical Costs provides additional details and analysis.

COWINS non-base building incentives

Request: One-time increase of \$7.5 million General Fund and 0.0 FTE.

Purpose: Per the COWINS agreement, "...to ensure progress continues to improve staffing in [the State's] 24/7 facilities..."

Description: Provide employees in certain job classes with an additional \$139.50 per month. This request stems from Section 32.2 of the Colorado WINS agreement. The following table shows the request by job class.

FY 2025-26 DOC Critical Staffing Incentive		
Job Classification	Amount	FTE
Correctional Officer (CO) I	\$4,577,620	2,178.0
Correctional Officer (CO) II	1,400,275	673.0
Correctional Officer (CO) III	615,277	297.0
Correctional Officer (CO) IV	207,012	100.0
Health Professionals I-VII	97,296	47.0
Nurses I-III	390,217	188.5
Legal Assistants I & II	24,841	12.0
State Teachers I-II	237,029	114.5
Health Care Tech	4,140	2.0
Total	\$7,553,706	3,612.0
Social Workers (mentioned in critical staffing section of COWINS agreement)	\$0	\$0

R3 Pharmacy system

Request: Increase of \$808,928 General Fund and 0.0 FTE, increasing to \$837,240 in FY 2026-27.

Purpose: Improve medical prescription management, especially for controlled substances.

Description: The requested funds would allow the Department to procure a new pharmacy software and database system. It supports ongoing fees thereafter for required software licensing and technical support.

Per the request, the current system has multiple shortcomings.

- It is difficult to participate in the federal 340B drug pricing agreement. The current system cannot track patient eligibility and medication history. Participation in the 340B program requires both.
- The current system does not have electronic prescribing capabilities for controlled substances. The DOC's pharmacists have to manually submit and process prescriptions.
- The current system lacks the ability to submit insurance claims. This hinders the DOC's ability to provide timely information to the Department of Health Care Policy and Financing. This information is necessary for participation in the 1115 Medicaid waiver program as required by H.B. 23-1300 (Continuous Eligibility Medical Coverage).

An IT capital project that began in 2015 was supposed to address these shortcomings. But this part of the project was shut down in FY 2019-20 due to functionality shortfalls. A new vendor was hired to replace this canceled part of the new system. However, the Board of Pharmacy told the DOC in April 2023 that this new vendor's pharmacy software did not meet the Board's requirements.

The Department intends to submit a Supplemental IT Capital request to procure a new system. This operating request (R3 Pharmacy System) for FY 2025-26 would fund ongoing licensing and support for that system.

R4 Restorative justice

Request: Increase of \$349,396 General Fund and 1.8 FTE, increasing to \$350,774 and 2.0 FTE in FY 2026-27.

Purpose: Reduce Code of Penal Discipline violations and recidivism.

Description: The request aims to expand restorative justice (RJ) programing and replace related contract staff with state FTE. There are currently three RJ programs operating under the Victim Services Unit (VSU) through an RJ Coordinator.

- An Accountability/Apology Letter Bank in effect since 2012, where inmates sent letters to victims.
- A Victim-Offender Education Group at Skyline Correctional Facility.
 - A modified 12-week version hosted by volunteers at Rifle, Buena Vista, Colorado Territorial, Skyline, and La Vista
- A Victim-Offender Dialogue program in effect since 2011, completing 21 dialogues and 19 alternative dialogues.

The VSU contracted with non-profit contractors from October 2023 to June 2024 to do some of this RJ work. The VSU renewed this contract for FY 2024-25. JBC staff is unaware of any budget requests or legislation that provided funding for this and concludes that it was done within existing appropriations.

The Department would rather do this work with state FTE. Per the request, not doing so jeopardizes the future expansion of RJ programing. Using contract staff limits the potential expansion of the program due the current RJ budget, facility access protocols, and number of contract staff available. The current contract is \$49,000.

That contract makes up about two-thirds of the \$75,000 General Fund appropriation for RJ Victim Offender Dialogues. The request says that the VSU must utilize as much of the current \$75,000 as possible for RJ program operations, rather than for the contract. This line item reverted \$35,151 General Fund in FY 2023-24.

This request echoes an FY 2022-23 request for restorative justice funding (FY 2022-23 BA4 Recidivism Reduction). That request for \$697,941 General Fund and a term-limited Social Worker was denied by the JBC.

Request Evidence Designation: Evidence informed

R5 Inmate legal access

Request: Increase of \$429,150 General Fund and 2.7 FTE. Cost decreases to \$236,066 in FY 2026-27 but FTE increase to 3.0.

Purpose: Ensure compliance with legal responsibilities. Specifically, make virtual court proceedings and attorney-client visits available to inmates on an ongoing basis.

Description: In the early stages of the coronavirus pandemic, the DOC only scheduled virtual court hearings for certain types of cases. Cases involving juveniles, civil cases not involving the DOC, divorce, and custody hearings were not scheduled.

In January 2021, a county court held DOC in contempt for rejecting a juvenile case writ for a current inmate. The Attorney General's Office issued a mandate requiring DOC to comply with all court order writs, regardless of type.

The DOC received ARPA funds in FY 2022-23 to provide 13.0 FTE and operating expenses to deal with this. Vacancy savings covered these costs in FY 2023-24 and FY 2024-25. Total FTE rose to 19.0 FTE during this time.

Now the Department is requesting administrative support funding for 3.0 of these 19.0 FTE. The request would support an Administrative Assistant III and two Technician IIIs.

R6 Recruitment and retention

Request: Increase of \$644,540 General Fund and 0.0 FTE. Cost stays the same in FY 2026-27.

Purpose: Reduce staff vacancy rates and improve staff retention.

Description: This request seeks funding for advertising, job fair/event registrations, and travel and professional development. It partially continues funding for an FY 2024-25 request, which was approved for \$2.0 million General Fund on a one-time basis. The Department thinks that it is important to continue at least a portion of that funding to sustain improved staffing levels.

Request Evidence Designation: Evidence informed

R7 Broadband [requires legislation]

Request: JBC-sponsored legislation for an annual transfer of \$1.5 million General Fund into the Broadband Cash Fund from FY 2025-26 through FY 2029-30, then a \$500,000 transfer in FY 2030-31. The total cost is about \$8.0 million General Fund. This includes a total of \$575,055 over this timeframe for 1.0 Designer/Planner FTE.

Purposes: Increase number of educational degrees and certifications earned, increase telehealth appointments, and reduce medical transports.

Description: This request follows a partially funded request for FY 2024-25. That request sought \$11.6 million General Fund and was approved for a lesser amount of \$4.6 million. The JBC sponsored H.B. 24-1386 (DOC Broadband Infrastructure) to create the Broadband Infrastructure Cash Fund and transfer the money into that cash fund. The bill specified the facilities where the money could be spent.

The current request seeks funding for the facilities that were not funded in H.B. 24-1386. It differs from last year's request in that it spreads the funding over multiple years through an annual statutory transfer mechanism. The request assumes that inflation will be 6.0% annually.

R8 Overtime reduction

Request: Reduction of \$2.0 million General Fund. Reduction continues in FY 2026-27.

Purpose: Account for reduced overtime stemming from improved staffing levels, particularly among correctional officers.

Description: The request says the passage of H.B. 24-1228 (Corrections Officers Flexible Schedules) also helps. The bill created an exception to existing law regarding overtime. This exception states that no overtime is payable for hours over 8.5 in 24-hour period if the time worked is a normal shift and is part of a compressed, flexible, or alternative scheduling system.

R9 Parole insurance payments

Request: Reduction of \$364,196 General Fund. Reduction continues in FY 2026-27.

Purpose: Account for zero utilization of an appropriation from S.B. 21-146 (Improve Prison Release Outcomes).

Description: The bill required the DOC to ensure that any inmate who is 65 years of age or older and is being released from prison is enrolled in the most appropriate medical insurance benefit plan. It also required the DOC to pay any insurance premiums and penalties for up to 6 months from the start of coverage, which result in the appropriation addressed in this request.

Per the request, no parolees over 65 years old have been without Medicaid or Medicare coverage in the first six months after their release. This means that the entirety of the appropriation for that purpose has been reverted since passage of the bill.

R10 Remove education virtual reality program

Request: Reduction of \$513,765 General Fund and 4.0 FTE. Reduction continues in FY 2026-27.

Purpose: Eliminate a program that never came to fruition after being requested by the Department and approved by the JBC for FY 2023-24.

Description: Technology problems scuttled the program. For example, the vendor made changes to their platform that were not compatible with the DOC's policies and security protocols. The Department made efforts to resolve these problems. In late June 2024, the program appeared ready for implementation. But the vendor performed another update and all progress was lost.

The request says that fully-immersive virtual reality programs are proving to be an impractical model. For example, they rely heavily on social media connections and frequent updates. Every time an update occurs, the system goes offline and it is weeks before the Office of Information Technology can resolve the issues. The social media connectivity requires extensive monitoring and adjustments to the platform. Lastly, they require significant and stable high-speed broadband connectivity which does not exist in some DOC facilities.

Centrally appropriated line items

The request includes a net increase of \$32.6 million, as shown in the table below.

Centrally appropriated line items						
Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Salary survey*	\$11,082,369	\$10,927,124	\$155,245	\$0	\$0	0.0
Health, life, and dental*	7,338,053	7,386,915	-48,862	0	0	0.0
Shift differential*	4,291,551	4,294,259	-2,708	0	0	0.0
Step Plan*	2,965,421	2,940,413	25,008	0	0	0.0
Payments to OIT	2,516,923	2,506,855	10,068	0	0	0.0
AED and SAED adjustment*	1,774,390	1,838,155	-63,765	0	0	0.0
Vehicle lease payments	1,066,105	909,465	156,640	0	0	0.0
Risk management & property	845,837	827,398	18,439	0	0	0.0
PERA direct distribution*	829,993	850,287	-20,294	0	0	0.0
CORE adjustment	173,547	160,010	6,769	6,768	0	0.0
Short-term disability*	121,124	122,176	-1,052	0	0	0.0
Paid Family & Medical Leave Insurance*	80,982	83,851	-2,869	0	0	0.0
Legal services	-313,435	-306,602	-6,833	0	0	0.0
Workers' compensation	-205,990	-201,499	-4,491	0	0	0.0
Total	\$32,566,870	\$32,338,807	\$221,295	\$6,768	\$0	0.0
Subtotal compensation	\$28,483,883	\$28,443,180	\$40,703	\$0	\$0	\$0

*Included in compensation subtotal

Technical adjustments

The request includes \$288,689 total funds for lease escalator payments.

Indirect cost assessment

The request includes a net increase in the Department's indirect cost assessments.

Non-prioritized decision items

The request includes a net increase of \$4,200 total funds for requests originating in other agencies. This includes a net-zero reclassification of reappropriated funds to cash funds related to a Department of Revenue request. This request reroutes revenue from Revenue's License Plate Cash Fund to Correctional Industries enterprise cash fund.

Annualize prior year actions

The table below shows the out-year impact of prior budget actions and legislation.

Annualize prior year actions						
Item	Total Funds	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
FY25 R11 Inmate pay	\$2,453,140	\$2,453,140	\$0	\$0	\$0	0.0
HB23-1133 Inmate phone calls	716,922	716,922	0	0	0	0.0
FY25 R5 Broadband	9,817	9,817	0	0	0	0.1
FY25 R1.5 FTE for budget and stats office	9,403	9,403	0	0	0	0.2
R1/BA1 Prison caseload	8,781	-7,247	16,028	0	0	0.8
FY25 R7 Disabilities Act funding	7,922	7,922	0	0	0	0.3
FY 2024-25 Step Plan	0	-1	1	0	0	0.0
HB 24-1466 Refinance ARPA funds	0	324,000,000	-324,000,000	0	0	0.0
FY25 Non-base building incentives	-8,333,815	-8,221,430	-112,385	0	0	0.0
HB24-1386 DOC broadband	-4,478,218	75,215	-4,553,433	0	0	0.1
FY25 R9 Maintenance	-2,000,000	-2,000,000	0	0	0	0.0
FY25 R3 Staff retention and talent acq.	-1,883,459	-1,883,459	0	0	0	-6.2
FY25 BA3 Clinical staff incentives	-1,868,640	-1,868,640	0	0	0	0.0
Prior year salary survey	-1,125,698	-1,104,783	-20,915	0	0	0.0
FY25 BA4 Corrections training academy	-769,596	-769,596	0	0	0	0.0
FY25 R8 Transportation	-405,003	-405,003	0	0	0	0.2
FY25 R4 Transgender unit and healthcare	-134,343	-134,343	0	0	0	2.1
HB24-1115 Drug label access	-2,840	-2,840	0	0	0	0.0
Total	-\$17,795,627	\$310,875,077	-\$328,670,704	\$0	\$0	-2.4

Issue Brief #1: Big Budget Picture

This issue brief provides an overview of recent and projected trends in the DOC budget.

Summary

The DOC budget grew by \$246.7 million over the past six years even though the prison and parole population declined. The coronavirus pandemic drove prison caseload down. Changes to employee compensation policies were largely responsible for driving the budget up. General operating and medical costs also contributed. The JBC and General Assembly moderated growth in the DOC budget by denying over \$50.0 million in other requests for General Fund in the past two fiscal years alone.

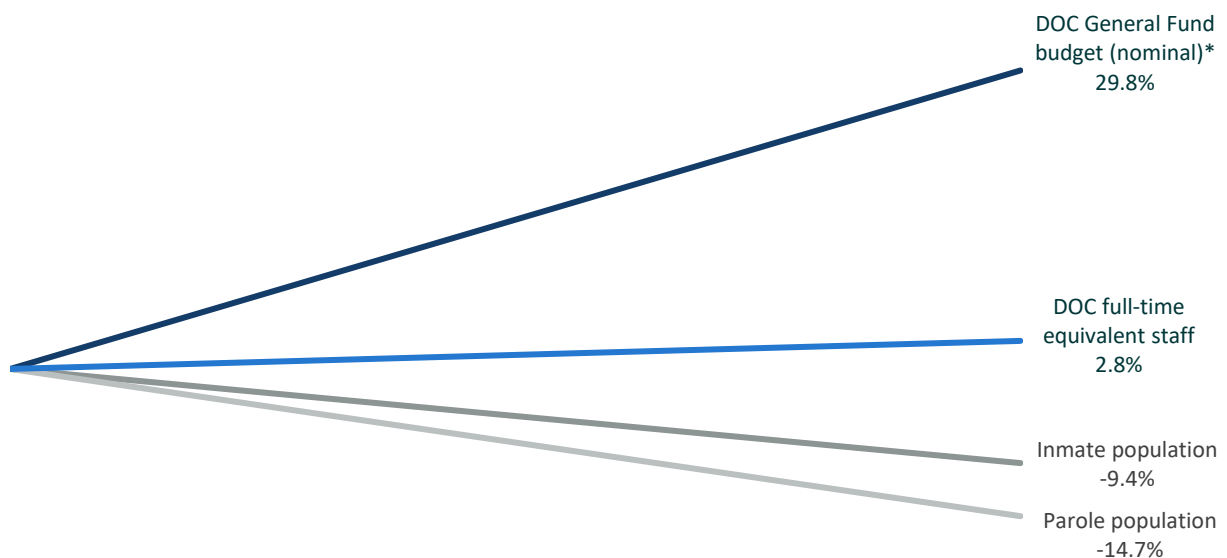
JBC staff expects the gap between compensation and caseload to narrow over the next few years. The initial impact of major changes to compensation policies caused large increases in the current budget (e.g. step pay, shift differential). Future increases will likely be smaller in the absences of further policy changes. Prison and medical caseload are trending toward a larger share of year-over-year budget increases as available capacity dwindles and medical costs rise.

Discussion

Budget changes from FY 2018-19 to FY 2024-25

The \$246.7 million increase in the DOC budget over the last six fiscal years is not adjusted for inflation. When adjusted for inflation, the increase was \$25.7 million, or 2.4%.

The DOC budget increased over the last six fiscal years while the inmate and parole populations decreased.



Context for the \$246.7 million unadjusted increase

Line item-by-line item analysis

JBC staff compared the DOC's FY 2018-19 budget to its FY 2024-25 budget on a line item-by-line item basis. This comparison focused only on changes in General Fund appropriations. Of the \$246.7 million increase, JBC staff could not account for about \$300,000.

Key Takeaways

- Compensation accounts for 81.5% of the total increase, or \$201.4 million. This was mostly driven by total compensation increases, not by large increases in FTE.
- Medical care accounts for 11.0%, or \$27.1 million. Medical care costs rose more than this number would suggest because it is skewed low by big decreases in Hepatitis C treatment funding. This appropriation was new in FY 2018-19. It started at \$20.5 million and now stands at \$8.4 million. Meanwhile, external medical services rose by \$25.0 million, a 73.1% increase. This number would be much higher if the coronavirus pandemic had not driven a large drop in the prison population.
- General operations and common policy-affected line items increased by a combined \$45.0 million. The biggest increase in this category was Payments to OIT at \$9.6 million.

The highlighted rows in the table show the top 10 biggest increases, most of which relate to compensation.

DOC Budget Changes FY 2018-19 to FY 2024-25: Line item-by-line item General Fund Only					
Category	Line item	FY 18-19	FY 24-25	Change (\$)	Change (%)
All	Totals	\$829,097,218	\$1,075,808,491	\$246,711,273	29.7%
Compensation	Personal Services	390,659,465	503,362,885	112,703,420	28.8%
	Health, Life, and Dental	54,092,443	80,050,656	25,958,213	48.0%
	Step Plan	0	16,275,915	16,275,915	n/a
	Salary Survey	10,516,363	24,428,432	13,912,069	132.3%
	Unfunded Liability Amortization				
	Equalization	32,629,710	42,652,444	10,022,734	30.7%
	Shift Differential	8,015,331	17,949,518	9,934,187	123.9%
	PERA Direct Distribution	0	8,695,905	8,695,905	n/a
	Temporary Employees related to Authorized Leave	0	2,025,459	2,025,459	n/a
	Paid Family and Medical Leave Insurance	0	1,918,225	1,918,225	n/a
	Short-term Disability	541,742	545,183	3,441	0.6%
	Subtotal Compensation	\$496,455,054	\$697,904,622	\$201,449,568	81.7%
Medical care	External Medical Services	34,175,999	59,173,755	24,997,756	73.1%
	Purchase of Pharmaceuticals	15,093,461	22,552,077	7,458,616	49.4%
	Transgender Healthcare	0	5,317,500	5,317,500	n/a
	Medical Contract Services (Mental Health Subprogram)	4,132,436	5,782,084	1,649,648	39.9%
	Service Contracts (Medical Services Subprogram)	2,550,231	2,402,731	-147,500	-5.8%

DOC Budget Changes FY 2018-19 to FY 2024-25: Line item-by-line item
General Fund Only

Category	Line item	FY 18-19	FY 24-25	Change (\$)	Change (%)
	Hepatitis C	20,514,144	8,368,384	-12,145,760	-59.2%
	Subtotal Medical Care	\$76,466,271	\$103,596,531	\$27,130,260	35.5%
General operations	Operating Expenses (all divisions and line items except those listed below)	22,410,429	28,925,624	6,515,195	29.1%
	Maintenance Operating Expenses	7,114,522	13,538,111	6,423,589	90.3%
	Food Service Operating Expenses	17,804,557	22,654,004	4,849,447	27.2%
	Utilities	20,658,871	25,093,539	4,434,668	21.5%
	Leased Space	4,746,907	6,339,596	1,592,689	33.6%
	Maintenance Pueblo	2,059,181	3,023,427	964,246	46.8%
	Food Service Pueblo	2,000,369	2,578,959	578,590	28.9%
	Laundry Operating Expenses	2,197,545	2,492,993	295,448	13.4%
	Youthful Offender Maintenance and Food	1,029,249	1,252,987	223,738	21.7%
	Dispatch Services	224,477	328,510	104,033	46.3%
	Subtotal General Operations	\$80,246,107	\$106,227,750	\$25,981,643	32.4%
Line items affected by operating and other common policies	Payments to OIT	23,060,038	32,647,829	9,587,791	41.6%
	Risk Management and Property Funds	4,973,743	9,106,899	4,133,156	83.1%
	Digital Trunk Radio Payments	0	2,638,440	2,638,440	n/a
	Legal Services	1,962,690	3,802,219	1,839,529	93.7%
	Contract Services (multiple divisions)	3,947,633	4,674,394	726,761	18.4%
	Worker's Compensation	7,182,613	7,412,706	230,093	3.2%
	Vehicle Lease Payments	2,925,476	3,102,813	177,337	6.1%
	Capitol Complex Leased Space	40,305	0	-40,305	-100.0%
	CORE Accounting	409,594	76,351	-333,243	-81.4%
	Subtotal Operating and Legal Common Policies	\$44,502,092	\$63,461,651	\$18,959,559	42.6%
Support for community supervision	Grants to Community-based Orgs Parolee Support	2,101,971	7,176,734	5,074,763	241.4%
	Community-based Org. Housing Support	0	500,000	500,000	n/a
	Parolee Housing Support	0	500,000	500,000	n/a
	Insurance Payments	0	389,196	389,196	n/a
	Dress out	735,433	1,006,280	270,847	36.8%
	Offender ID Program	341,135	367,884	26,749	7.8%
	Wrap Around Services Program	1,878,604	1,822,869	-55,735	n/a
	Psychotropic Medication	131,400	31,400	-100,000	-76.1%
	Offender Re-employment Center	364,000	100,000	-264,000	-72.5%
	Community Supervision Support Services	3,901,123	2,353,744	-1,547,379	-39.7%
	Parolee Supervision and Support Services	6,906,784	4,847,969	-2,058,815	-29.8%
	Subtotal Support for Community Supervision	\$16,360,450	\$19,096,076	\$2,735,626	16.7%
Inmate pay and phone calls	Inmate pay	2,347,885	4,664,514	2,316,629	98.7%
	Inmate Telephone Calls	0	717,712	717,712	n/a
	Subtotal Inmate Pay and Phone Calls	\$2,347,885	\$5,382,226	\$3,034,341	129.2%
External capacity	Payments to In-state Private Prisons	64,134,444	67,056,718	2,922,274	4.6%

**DOC Budget Changes FY 2018-19 to FY 2024-25: Line item-by-line item
General Fund Only**

Category	Line item	FY 18-19	FY 24-25	Change (\$)	Change (%)
	Inmate Programs at Pre-release Parole				
	Revocation Facilities	121,151	0	-121,151	-100.0%
	Payments to Local Jails	13,413,234	9,969,844	-3,443,390	-25.7%
	Payments to Pre-release parole				
	revocation facilities	12,650,395	0	-12,650,395	-100.0%
	Subtotal External Capacity	\$90,319,224	\$77,026,562	-\$13,292,662	-14.7%
Other	Lease purchase of Colorado State				
	Penitentiary II	20,255,668	0	-20,255,668	-100.0%
	Lease Depreciation Equivalent Payments	0	659,571	659,571	n/a
	Subtotal Other	\$20,255,668	\$659,571	-\$19,596,097	-96.7%

Increases to budget far less than requested by department

JBC staff estimates that the JBC approved about \$52.4 million less than what the DOC requested over the past two fiscal years. This figure includes a handful of items where the JBC approved more than what was requested and items that were not requested by the department.

The following table shows various requests where the JBC's action differed from the Department's request. Amounts shown are the totals across all fund sources. Most of the items shown are entirely General Fund. The ones that are not entirely General Fund are mostly General Fund. Supplemental requests for FY 2023-24 are not included.

Differences between DOC request and JBC action: FY 2023-24 and FY 2024-25

Fiscal Year	Request Title	Request Amount	JBC staff Rec.	JBC Approved	Difference between JBC approved and request
2024-25	R6 Workforce housing	16,360,000	360,000	360,000	-16,000,000
	R1/BA1 Prison caseload	6,563,429	-470,331	-440,677	-7,004,106
	R5 Broadband	11,606,770	11,606,770	4,682,412	-6,924,358
	Central services omnibus	3,816,609	0	0	-3,816,609
	Shift differential	9,936,381	6,934,935	6,934,935	-3,001,446
	R9 Maintenance	3,750,000	3,750,000	2,000,000	-1,750,000
	BA3 Clinical staff incentives	2,994,077	1,868,640	1,868,640	-1,125,437
	R3 Staff recruit and retain	3,098,081	3,098,081	1,997,061	-1,101,020
	COWINS non-base incentives	9,272,914	8,333,815	8,333,815	-939,099
	Provider rate common policy	2,663,326	2,411,211	1,988,162	-675,164
	R10 Victim services unit	300,196	300,196	0	-300,196
	R11 Inmate pay	586,190	4,491,660	2,245,830	1,659,640
	Subtotal-selected items	\$70,947,973	\$42,684,977	\$29,970,178	-\$40,977,795
	Total budget	\$1,213,625,966	\$1,187,952,587	\$1,174,717,143	-\$38,908,823
2023-24	Prison caseload	26,030,627	16,398,441	16,398,441	-9,632,186
	Sober recovery homes	5,000,000	0	0	-5,000,000
	JBC staff initiated-Remove				
	suspended work program				
	funding	1,500,000	0	0	-1,500,000

Differences between DOC request and JBC action: FY 2023-24 and FY 2024-25					
Fiscal Year	Request Title	Request Amount	JBC staff Rec.	JBC Approved	Difference between JBC approved and request
	JBC staff initiated-Eliminate appropriation to Community-based Reentry Services Cash Fund	1,481,662	0	0	-1,481,662
	Gang disengagement unit	500,000	0	0	-500,000
	Provider rate common policy	3,532,135	3,772,846	3,772,846	240,711
	JBC staff initiated-Match Human Services clinical contract increase	0	510,061	510,061	510,061
	Subtotal-selected items	\$36,544,424	\$19,181,348	\$19,181,348	-\$17,363,076
	Total budget	\$1,096,009,376	\$1,081,091,253	\$1,082,512,096	-\$13,497,280

Recent legislation added \$3.2 million General Fund to budget

The impact of recent legislation has been small relative to other changes in the DOC budget. JBC staff estimates that legislation since 2020 added about \$3.2 million General Fund and 19.3 FTE. The following table shows a chronological list of these bills.

General Fund appropriations added to DOC base budget through other legislation (2020-2024)					
Session	Bill Number	Bill Title	Amount in FY 2024-25 budget	Notes	
2024	1115	Prescription Drug Label Accessibility	\$3,650		
2023	39	Reduce Child and Incarcerated Parent Separation	64,672	1.0 FTE	
2023	172	Workers' Rights	225,883	3.3 FTE	
2023	1133	Inmate Phone Calls	717,712	\$1.4 million requested for FY 2025-26	
2023	1013	Restrictive practices	18,872		
2022	1133	FAMLI Pre-pay	-839,571		
2021	138	Brain Injury Support Criminal Justice	314,973	1.0 FTE	
				4.0 FTE. Excludes changes to private prison and medical caseload lines.	
2021	146	Improve Prison Release Outcomes	1,382,036		
2021	193	Protection Of Pregnant People In Perinatal Period	176,909	2.0 FTE	
2021	1162	Management of Plastic Products	51,838		
2021	1209	Parole Eligibility Youthful Offenders	154,948	2.0 FTE	
2020	1153	CO Partnership Quality Jobs and Services	885,038	6.0 FTE	
Total			\$3,156,960	19.3 FTE	

Projected budget over next five years

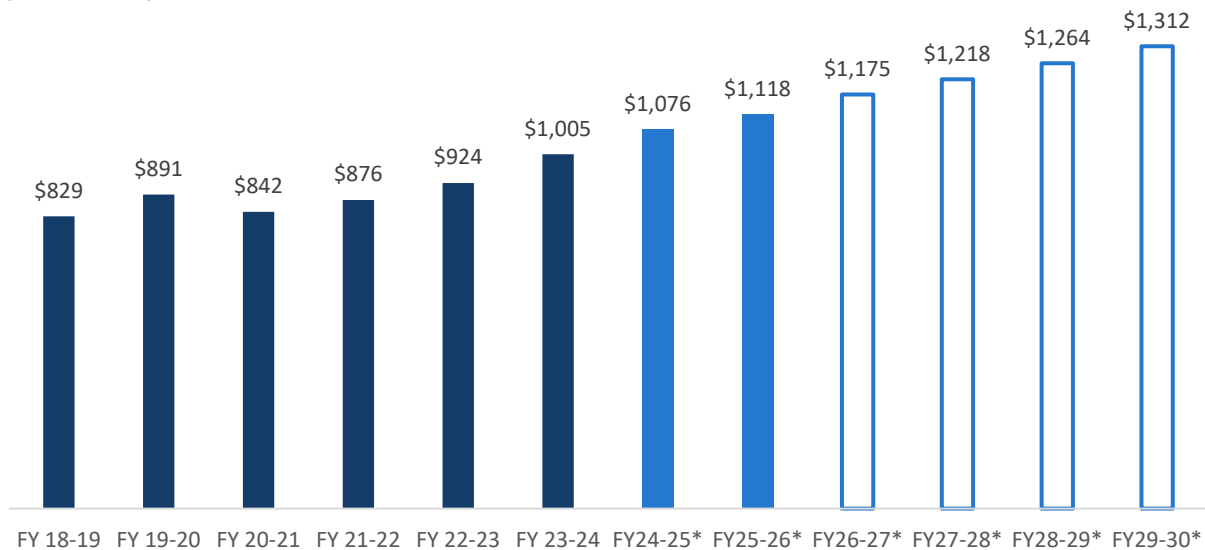
JBC staff estimates that the DOC General Fund budget will grow by over \$230.0 million through FY 2029-30. These estimates expect:

- Prison caseload growth tracks with the DCJ June 2024 prison population forecast. Estimated prison caseload costs are \$14.8 million in FY 2026-27 to account for the opening of Centennial South's C tower and \$5.0 million thereafter.
- Medical caseload costs track with historical averages. This adds over \$12.0 million to the budget every year.

- A 2.5% increase for total compensation in FY 2025-26, a 3.1% increase in FY 2026-27, and 2.0% thereafter. Step pay is about \$2.0 million per year. These add over \$20.0 million to the budget every year.
- About \$2.0 million annually for general operations costs, which includes things like vehicle lease common policies. About \$3.0 million annually for payments to OIT, which tracks with historical averages.
- Approval of the FY 2025-26 budget as requested.

These estimates do not account for capital construction projects or any future budget requests not related to caseload. They do not account for provider rate increases. Lastly, they do not account for an increased number of FTE, other than FY 2026-27 prison caseload.

JBC staff's estimates for the DOC's General Fund budget through FY 2029-30
(\$, millions)



*FY 2024-25 appropriated, FY 2025-26 requested, FY 2026-27 and beyond projected.

JBC Staff Estimated DOC General Fund Budget					
	FY 25-26*	FY 26-27	FY 27-28	FY 28-29	FY 29-30
Total General Fund Budget	1,118,400,163	1,175,116,293	1,218,246,275	1,263,722,689	1,311,921,328
Salary survey and unfunded liability	\$14,603,434	\$16,224,670	\$10,792,022	\$11,007,863	\$11,228,020
Health Life and Dental	7,386,915	6,138,305	6,567,987	7,027,746	7,519,688
Step Plan	2,965,421	2,000,000	2,000,000	2,000,000	2,000,000
Shift Differential	4,291,551	444,876	453,773	462,849	472,106
General Operations		2,126,246	2,168,771	2,212,146	2,256,389
Payments to OIT	2,516,923	2,886,032	3,122,962	3,379,342	3,656,770
Prison Caseload	8,209,752	14,837,102	5,000,000	5,000,000	5,000,000
External Medical Services	7,321,647	10,056,343	11,081,641	12,425,239	14,045,542
Purchase of Pharmaceuticals	762,490	1,751,504	1,684,243	1,694,887	1,745,793
Hepatitis C	0	251,052	258,583	266,341	274,331

*Requested

Issue Brief #2: Male Prison Caseload and Capacity Limits

This issue explores standard budget practices for prison caseload adjustments, projected capacity issues, and factors complicating both.

Summary

The most recent prison population projections show the State hitting operational capacity limits by the end of the decade, as they did in early 2020. Those same projections show the State reaching budgeted capacity limits by FY 2027-28. If the forecast is off by 2.0%, either high or low, that timeline moves forward or backward by one year. Standard budget practices exclude a handful of factors that could ease capacity issues or make them worse.

Regardless of prison population projections, JBC staff expects that budgeting for prison caseload will continue to be difficult. Capital projects, such as a \$21.3 million request for the Denver Reception and Diagnostic Center in FY 2025-26, could complicate the operating budget. Existing capital projects are already driving a historically large number of beds offline. Staff also expects a request to open the third and final tower at Centennial South no later than FY 2026-27. This expectation stems from an analysis of male prison capacity by custody classification and the possible complications arising from capital projects like the DRDC request.

Discussion

Operational capacity limits and historical context

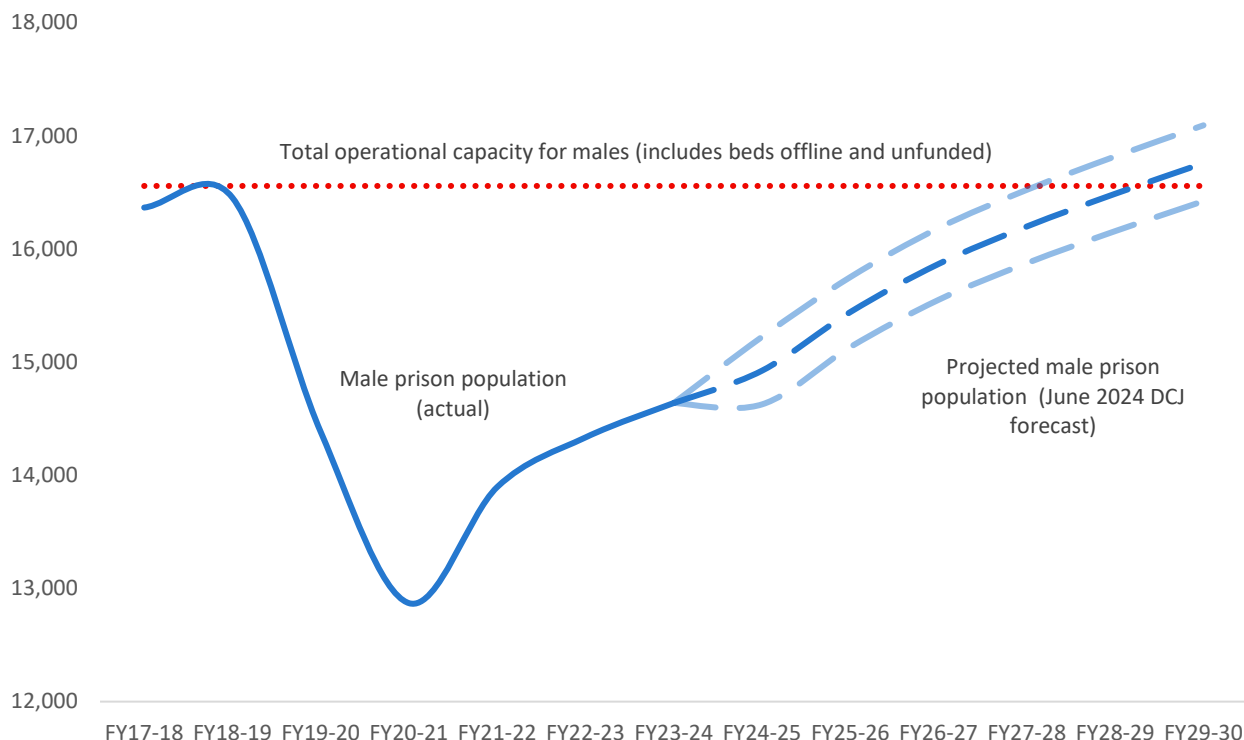
There are 16,557 male prison beds in the DOC system. This is the operational limit of male prison capacity in the State. This includes 15,489 beds that are currently funded and open and 1,068 that are unfunded and closed. It excludes 362 restrictive housing beds and 68 infirmary beds, which is consistent with past practice.⁵

The State approached its operational capacity limits in early 2020. In February 2020, only 0.2% of male prison beds were vacant after the closure of the Cheyenne Mountain Reentry Center, a private facility run by GEO Group. The General Assembly reacted by passing legislation to open 600 beds at Centennial South. These beds cost about \$21.0 million General Fund and 210.4 FTE. In the months that followed, the coronavirus pandemic drove the release of hundreds of inmates to parole in an effort to create room in prisons to manage the spread of the virus. About 27.0% of male prison beds were vacant by the end of 2020.

⁵ Restrictive housing beds are used to house inmates who are temporarily removed from the general population for safety and security reasons (e.g. violent behavior)

The prison population has rebounded but remains below pre-pandemic levels. The June 2024 prison population forecast from the Division of Criminal Justice (DCJ) shows the State hitting operational capacity limits in FY 2029-30.⁶ If that forecast is low by 2.0% percent, the State reaches those limits in FY 2028-29, with very little wiggle room left in FY 2027-28 (+45 beds).

Figure 1: Projected male prison population (+/- 2%) compared to total operational capacity for males



JBC staff recommends against viewing operational capacity limits as an acceptable threshold for prison management. As the prison population approaches these limits, the DOC becomes unable to: (1) manage ebbs and flows in the total prison population, (2) move inmates between facilities for programming, medical, or behavioral reasons, and (3) Move inmates around for any other reason, such as a maintenance issues or emergencies. There is also a safety component as overcrowding limits the DOC's management options. The DOC cannot safely manage the prison population on a daily basis if every bed in the system is filled at all times.

⁶ June 2024 Interim Prison Population Forecast, Division of Criminal Justice, Department of Public Safety

Prison capacity based on standard budget practices

Key takeaway

The State would need to build or lease additional prison capacity sometime between FY 2026-27 and FY 2028-29, depending on forecast error. Updated population forecasts may paint a different picture, but prison caseload adjustments will likely be difficult anyways.

Estimated cost over the next two fiscal years

The June forecast suggests that the State will need 875 more male prison beds over the next two years. JBC staff estimates that these beds will cost between \$23.0 million and \$35.0 million General Fund (includes 122.0 FTE). The wide range aims to show the JBC how changes to per-diem rates for private prisons could affect overall prison caseload costs. It does not reflect expectations or assumptions about decisions that JBC will make.

Estimated costs for 875 male prison beds over next two fiscal years			
Fiscal Year	R1 Prison Caseload	Cost	FTE
FY 2025-26	227 private prison beds (227 * 66.52 per diem *365)	\$5,511,515	0.0
	200 minimum-restricted state beds at Buena Vista	2,698,237	13.5
	Subtotal cost of 427 male prison beds	\$8,209,752	13.5
	Alternative R1 with increased private prison per diems	Estimated Cost	FTE
	227 private prison beds (227 * \$77.16 per diem *365)	\$6,393,092	0.0
	Additional cost to apply increased per diem to existing beds	11,188,651	0.0
	Private prison cost subtotal	\$17,581,743	0.0
	200 minimum-restricted state beds at Buena Vista	2,698,237	13.5
	Subtotal cost of 427 male prison beds	\$20,279,980	13.5
Fiscal Year	Estimated Additional Capacity	Estimated Cost	FTE
FY 2026-27	316 close custody state beds at Centennial South (requires legislation)*	\$13,692,477	100.0
	132 minimum or minimum-restricted state beds at Sterling*	1,144,625	8.5
	Subtotal cost of 448 male prison beds	\$14,837,102	108.5
	Total (FY 2025-26 R1 Prison Caseload + FY 2026-27 estimated costs)	\$23,046,854	122.0
	Total (FY 2025-26 Alternative R1 + FY 2026-27 estimated costs)	\$35,117,082	122.0

*Estimates based on FY 2023-24 request from DOC

Overview of standard budget practices for prison caseload

Key assumptions

- The prison population is a percent of the projected total inmate population
- The projected prison population is the average for the fiscal year
- Some amount of beds will be offline for maintenance.
- 2.5 percent of state prison beds are held vacant to help the DOC manage the prison population.

Key omissions

- Consideration of different security or custody levels
- Backlog of inmates in local jails
- Possible impact of prison population management measures

Key vocabulary

- **Total inmate population**: All inmates in the custody of the DOC. This includes inmates who are housed in prison facilities and inmates who are in the community. It excludes parolees.
- **Prison population**: Inmates who are housed in state-operated or privately-operated prison facilities.
- **Community population**: Inmates in community corrections facilities and county jails, on intensive supervision parole, or fugitives.
- **Bed**: The space available to house one inmate.
- **Funded capacity**: The number of beds supported by the budget to house inmates in prisons.
- **Operational capacity**: The number of beds available to house inmates in prisons. Unlike funded capacity, operational capacity can fluctuate from month-to-month.
- **Bed vacancies**: The number of open beds within the prison system relative to either funded or operational capacity.
- **Vacancy rate**: The number of vacant beds as a percentage of funded or operational capacity.

Explanation and analysis of standard budget practice

The goal of prison caseload budget adjustments

Resolve the difference between funded prison capacity and the projected prison population. These adjustments focus exclusively on the number of funded prison beds versus the number of people expected to be physically present in a prison.

Step 1: Calculate the projected prison population as a percentage of projected inmate population

Key Takeaway: Increasing the percent of the inmate population in the community can ease prison capacity pressures.

Prison population forecasts focus on the “total inmate population,” which includes inmates who are in the community and not in prisons. Prison caseload budgeting focuses only on the prison population. So one must estimate the projected number of inmates in prison within the larger projected inmate population.

To do this, the DOC calculates the percent of inmates who were actually in prison over a recent three-month period. The DOC included the following table in R1 Prison Caseload. It shows that

an average of 92.0% of the inmate population was in DOC prisons from April to June 2024. The other 8.0% were in the community.

Table 2a. Rolling Three-Month Average of Prison Populations: Male

	April	May	June	Average
Total Population	15,964	15,953	15,984	15,967
# in Facility	14,795	14,652	14,639	14,695
% in Facility	92.7%	91.8%	91.6%	92.0%

Source: FY 2025-26 R1 Prison Caseload

Increasing the percentage of inmates in the community will decrease the percentage of inmates in prisons. This reduces the number of prison beds needed to accommodate the projected prison population.

A slightly smaller proportion of DOC inmates were in prisons prior to the coronavirus pandemic. For example, the prison caseload request for the FY 2018-19 budget cycle shows that the prison population made up an average of 89.8 percent of the inmate population. It is based on a 12-month average, as opposed to the 3-month average in the current request.

Table 4: Male Offender Facility Population Projection													
(Rolling 12-Month Average Using Actual Data)													
	2016						2017						Rolling Avg
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	
Total Pop.	17,839	17,898	17,837	17,873	17,877	17,899	17,965	18,073	18,147	18,149	18,144	18,108	17,984
Facility	15,972	15,907	15,924	15,911	15,992	16,075	16,065	16,120	16,438	16,397	16,461	16,480	16,145
% in Facility	89.5%	88.9%	89.3%	89.0%	89.5%	89.8%	89.4%	89.2%	90.6%	90.3%	90.7%	91.0%	89.8%

Source: FY 2018-19 R2 Prison Capacity

A difference of 2.0% can have a large impact on prison capacity pressures. For example, in the current request, an average prison population of 89.8% would require 370 fewer prison beds. This would bring the current request of 427 male prison beds down to just 57 beds. Staff expands on this concept in Issue Brief #2 in the Division of Criminal Justice briefing document.

Step 2: Figure out the average prison population for the coming fiscal year

Key Takeaway: When the prison population is increasing, the average population produces a lower number than the population at the end of the fiscal year.

The average prison population is the midpoint between the expected prison population at the beginning and end of the fiscal year. The DOC included the following table in R1 Prison Caseload. It shows the projected ADP, or average daily prison population, for the next two fiscal years.

Table 3a. Prison Population Projection for FY 2025, 2026, and 2027: Male

End of Fiscal Year	DCJ Population Projection	Facility Population (92% of Total Pop)	Projected Facility ADP
2025	16,534	15,211	
2026	17,037	15,674	15,443
2027	17,459	16,062	15,868

Source: FY 2025-26 R1 Prison Caseload

The distinction between the average prison population and end-of-year population has come up in recent budget cycles. It has been suggested that budgeting to an average population can create problems toward the end of the fiscal year, when the population exceeds the average.

For many years, it has been standard budget practice to use the average population to calculate prison caseload changes. That is largely because “external capacity” exists in the form of private prisons and local jails to manage ebbs and flows in the prison population.

Private prisons help in the sense that they provide capacity for the most common security classification (medium custody), aiding the movement of inmates between facilities. And those beds can be increased in small increments, as opposed to state prison facilities where entire living units of dozens or perhaps over 100 beds are opened at the same time.

The local jail backlog helps in the sense that they hold DOC inmates waiting to be transported to the Denver Reception and Diagnostic Center, where intake and processing into the DOC prison system occurs. There is always a jail backlog of some kind as the DOC processes inmates and then moves them elsewhere in the system. Factors complicating the use of local jails are discussed on pages 34-36.

Step 3: Account for beds offline for maintenance

Maintenance projects reduce the number of beds that can be used to house the prison population. Adjusting the budget to account for these beds is not uncommon. Examples from past requests include:

- FY 2018-19: 18 beds for 243 days at a cost of \$248,443
- FY 2022-23: 37 beds for 365 days at a cost of \$787,521
- FY 2023-24: 87 beds for 365 days at an unspecified cost.
 - Represents a mix of beds offline for different amounts of time. Beds offline for less than a year were pro-rated (e.g. 10 beds offline for 180 days = paying for 5 additional beds for a full year).
- FY 2024-25: 115 beds for 365 days at an unspecified cost.
 - Represents a mix of beds offline for different amounts of time. These beds were also pro-rated for length of time offline.

The current request assumes that 166 beds will be offline in FY 2025-26. The DOC included the following table in R1 Prison Caseload, which shows how it arrived at the 166 figure. However, it

is not pro-rated for length of time offline, as was the case in prior requests. JBC staff calculates that the pro-rated bed count for FY 2025-26 is 116. If the Department agrees, it would save an about \$1.2 million General Fund in FY 2025-26.⁷

Table 4. Beds Needed Due to Capital Renewal/ Controlled Maintenance Projects

Projects	FY 26 # of Months	FY 26 # of Beds	FY 27 # of Months	FY 27 # of Beds
AVCF Shower/Drain/Toilet Room Improvements	12	60	5	25
SCF Access Controls, Phase 2 of 2	7	82	12	140
BVCF Critical Security Improvements	4	24	0	0
Total Beds Offline		166		165

Source: FY 2025-26 R1 Prison Caseload.

AVCF = Arkansas Valley Correctional Facility. SCF = Sterling Correctional Facility. BVCF = Buena Vista Correctional Facility.

Bed needs stemming from capital projects are not made explicit in the capital request itself. Capital requests include standard language saying that beds will have to be vacated, but not how many or when. That information manifests later in prison caseload requests. This concerns JBC staff more than whether or how to pro-rate bed needs. See pages 32-33 for more details.

Step 4: Apply a 2.5% vacancy rate

Key takeaway: A higher vacancy rate increases the number of funded beds. This means the State would need to build or lease additional prison capacity sooner than they would with a lower vacancy rate.

It is standard practice in Colorado and elsewhere to fund beds that are assumed to be vacant. It allows the DOC to: (1) manage ebbs and flows in the prison population, (2) move inmates between facilities for programming, medical, or behavioral reasons, and (3) Move inmates around for any other, such as a temporary maintenance issues. There is also a safety component. The DOC cannot safely manage the prison population on a daily basis if all beds are assumed to be filled at all times.

In the last two budget cycles, the DOC requested alternative vacancy rates, though they were not explicitly identified as such. For FY 2023-24, the DOC requested a *de facto* vacancy rate of 6.5%. For FY 2024-25, the DOC requested a *de facto* vacancy rate of 3.8%. Both figures appeared in the January budget amendment package, not in the November budget package.

The current prison caseload request (R1) uses a 2.5% vacancy rate. The request states, “The Department utilizes a 2.5% vacancy rate in line with previous year’s approved caseload requests

⁷ 50 beds * \$66.52 private prison per-diem *365 days.

and recommended standard. A 2.5% vacancy rate is on the lower end of the previous prison utilization study’s recommended vacancy rate of 2-5% for general population beds.”⁸

The DOC’s responses to the JBC’s requests for information put it slightly different. These state, “DOC targets operating with a vacancy rate of 2.5%, although studies and benchmarks point to a higher vacancy rate of up to 5% as being preferable.”

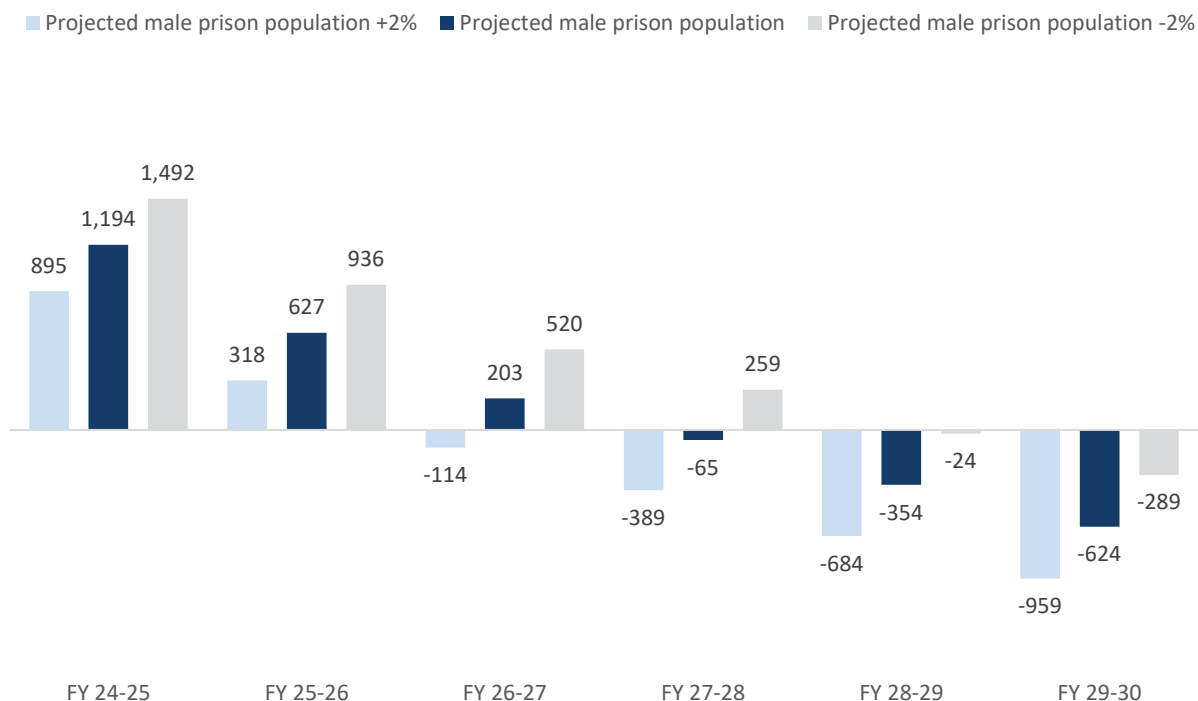
Prison capacity forecast

The following graph shows total operational capacity compared to the projected male prison population. Total capacity reflects the sum of open and closed beds, less beds offline for maintenance and 2.5% of beds held vacant for management purposes.

The projected male prison population includes 2.0% forecast error on both the high and low end. JBC staff’s analysis of forecast error suggests 2.0% is a reasonable assumption, especially 1.5-2.5 years out from the date of the forecast.

The graph below shows that the State will run out of existing prison capacity in the next few years, per standard budget practices.

Figure 2: Projected male prison bed surplus/shortfall graph with +/- 2% forecast error (Standard budget practice)



⁸ CGL Companies, LLC, State Prison Utilization Study, January 2021, p. 19-20

Calculations for Figure 2 Graph							
Line	Category	FY 24-25	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
A	Total male operational prison capacity (less beds offline for maintenance and 2.5% vacancy rate)	16,119	16,070	16,071	16,134	16,134	16,134
B	Projected male prison population +2% [C * 1.02]	15,224	15,752	16,185	16,523	16,818	17,093
C	Projected male prison population	14,925	15,443	15,868	16,199	16,488	16,758
D	Projected male prison population -2% [C * 0.98]	14,627	15,134	15,551	15,875	16,158	16,423
E	Projected male prison capacity surplus/shortfall [+2%, A-B]	895	318	-114	-389	-684	-959
F	Projected male prison capacity surplus/shortfall [A- C]	1,194	627	203	-65	-354	-624
G	Projected male prison capacity surplus/shortfall [-2%, A - D]	1,492	936	520	259	-24	-289

The table below lays out more detailed calculations for prison capacity from present to FY 2029-30. It adds capacity in each fiscal year, which draws down on currently-closed capacity until none remains in FY 2027-28. At that point the State would need to buy or lease a shuttered facility and staff it, or contract with a private provider to operate it.

Male Prison Bed Capacity (assumes FY 25-26 R1 Prison Caseload approved as requested)							
Line		FY 24-25	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
A	Funded state bed capacity	12,508	12,708	13,156	13,360	13,360	13,360
B	Add 100 bed for Transgender Unit at Sterling	100	100	100	100	100	100
C	Subtotal starting state bed capacity [A + B]	12,608	12,808	13,256	13,460	13,460	13,460
D	Beds offline due to maintenance projects	-115	-166	-165	-100	-100	-100
E	State beds online [C + D]	12,493	12,642	13,091	13,360	13,360	13,360
F	Less: 2.5% vacancy rate [E * 0.025]	-312	-316	-327	-334	-334	-334
G	Subtotal available male state beds [E + F]	12,181	12,326	12,764	13,026	13,026	13,026
H	Funded private prison beds	2,881	3,108	3,108	3,108	3,108	3,108
I	Subtotal available male prison capacity	15,062	15,434	15,872	16,134	16,134	16,134
J	Projected average male prison population (June 2024 DCJ forecast)	14,925	15,443	15,868	16,199	16,488	16,758
K	Bed surplus/-shortfall [I-J]	137	-9	4	-65	-354	-624

	Currently closed and unfunded male beds	FY 24-25	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
L	Centennial South (close custody, requires legislation)	316	316	0	0	0	0
M	Sterling (minimum-restricted and minimum custody)	232	232	100	0	0	0
N	Buena Vista (minimum restricted custody)	200	0	0	0	0	0
O	Rifle Correctional Center (minimum custody)	8	8	8	0	0	0
P	Delta Correctional Center (minimum custody)	96	96	96	0	0	0
Q	Private prisons (medium custody)	227	0	0	0	0	0
R	Subtotal beds remaining to open [sum L through Q]	1,079	652	204	0	0	0
S	Beds remaining to open after applying bed surplus/shortfall [R-K]	1,216	643	208	-65	-354	-624

Factors complicating prison caseload and capacity issues

Prison population forecast differences and year-to-date trends

Key Takeaway: The Legislative Council Forecast from December 2023 is considerably lower than the DCJ's June 2024 forecast. Year-to date data shows little growth in the prison population, with releases outpacing admissions.

The December 2023 forecast from Legislative Council Staff (LCS) paints a less urgent picture. That forecast is considerably lower than the DCJ forecast. The LCS forecast only provides three years of projections. But JBC staff's estimates based on these projections suggest that the State will reach its operational capacity limits 2-3 years later than the DCJ forecast.

Both DCJ and LCS will update their forecasts over the coming weeks. JBC staff will adjust some of the data in this issue brief accordingly and will present it to the JBC during the supplemental and figure setting process.

However, it is worth noting that fiscal year-to-date data shows minimal change in the inmate population. Releases are outpacing admissions thus far, which suggests that the forecasts will be revised downward. The following table, adapted from the DOC's monthly reports, shows 1.4% growth in male prison admissions in FY 2024-25 and 9.0% growth in releases.

Male Prison Admissions and Releases			
Admissions	FY 2022-23	FY 2023-24	FY 2024-25
New court commitments	4,126	4,062	4,062
Technical parole returns	803	945	1,134
Parole returns new felony conviction	761	722	606
Other	10	12	18
Total	5,700	5,741	5,820
Change %		0.7%	1.4%

Releases	FY 2022-23	FY 2023-24	FY 2024-25
Discretionary	2,652	3,515	3,867
Mandatory Parole	1,717	1,080	1,058
Reparole	77	40	3
Discharge	587	656	833
Other	93	81	93
Total	5,126	5,372	5,854
Change %		4.8%	9.0%

Capital construction projects

Summary and key takeaway: Existing and requested capital projects could complicate prison caseload adjustments.

The current prison caseload request—R1 Prison Caseload—expects that an unusually large number of beds will be offline in FY 2025-26 (166 beds) and FY 2026-27 (165 beds). Previously approved capital renewal projects are the reason for at least 140 of these beds.

The Arkansas Valley (AVCF) and Sterling (SCF) projects are both capital renewal projects funded through the Capital Construction section of the Long Bill. The Arkansas Valley project was funded in FY 2022-23 for \$12.4 million. It improves shower/drain and toilet in the prison's living units. It is the first and only phase of the project.

The Sterling project was funded in FY 2024-25 for \$33.3 million. It replaces the security system that has been in place since the facility opened in 1998. This system supports door controls, intercoms, paging systems, and security integration with the security video system.

The capital budget requests for these projects do not specify how many prison beds will be taken offline or for how long. Their impact on the operating budget is not made explicit until after the project is funded. Both requests include the same standard language:

“This project will require the correction housing unit cells in the affected dayhalls to be vacated during construction, and will impact external capacity funding. This operating funding will be requested through the normal budget process pending approval of this capital renewal request.”

An FY 2025-26 capital request for the Denver Reception and Diagnostic Center (DRDC) includes the same language. If approved, construction would begin in June 2025 and run through June 2028.

The timing of the DRDC project could coincide with prison capacity pressures and also complicate prison operations. This request seeks \$21.3 million to replace the DRDC fire protection system. Male prison beds would have to be taken offline because of this project. Staff thinks this is a big deal because the DRDC is where the DOC processes new commitments from local jails. It is also home to one of the DOC’s two infirmaries, a special needs medical unit for inmates with long-term care, and the Department’s dialysis unit.

Consequently, JBC staff thinks the JBC should discuss these capital issues during the Department’s hearing. Staff recommends the following questions be added to the hearing agenda:

- If the FY 2025-26 DRDC capital project is approved, how and when would that impact future prison caseload requests? How many beds would have to be taken offline at any given time and for how long?
- How would the DRDC capital project affect prison capacity and population management, especially given its unique qualities (e.g. intake facility and specialized health care units)?
- Does the Department intend to relocate intake and processing functions from DRDC to Centennial South, like it requested in FY 2019-20 at a cost of \$11.1 million (which was denied)? If so, what is the estimated cost today?
- How are current projects affecting prison capacity and population management?

Limited ability to hold DOC inmates in local jails before intake?

Key Takeaway: Accounting for the funded backlog of DOC inmates in local jails delays prison capacity pressures. But the DOC points to a court order that limits its ability to rely on a local jail backlog.

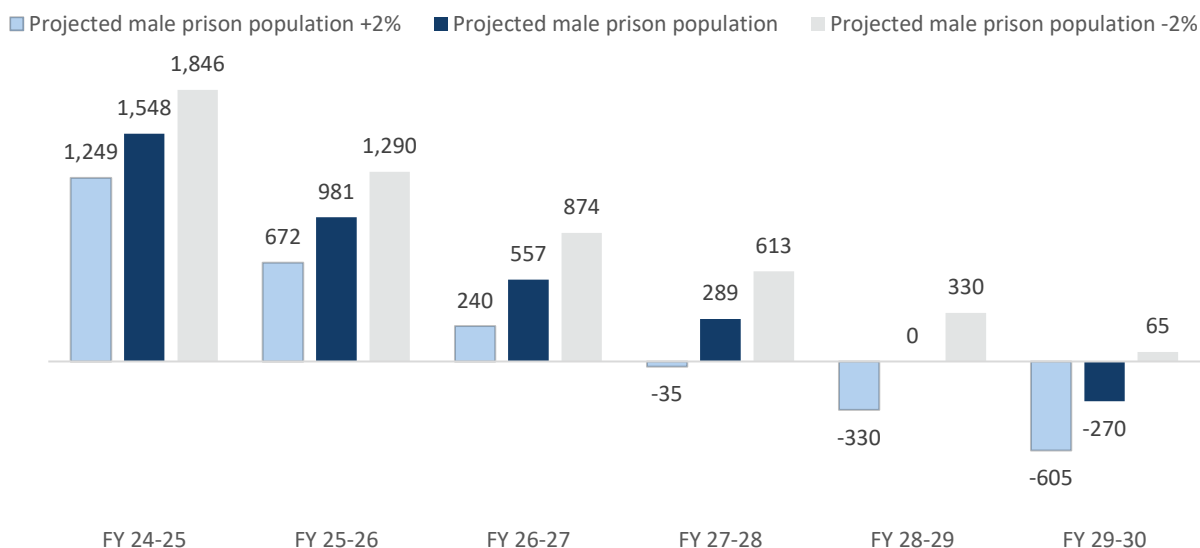
Local jails hold DOC inmates waiting to be transported to the Denver Reception and Diagnostic Center (DRDC) after sentencing. There is always a jail backlog of some kind as the DOC processes new commitments at DRDC and moves them elsewhere in the system.

The current Long Bill appropriation supports an average daily population of 354 DOC inmates in local jails. This aligns with historical averages but it is much lower than recent appropriations.⁹ The Long Bill supported an average daily population of 600 as recently as FY 2022-23.¹⁰ Large reversions prompted JBC staff to recommend reducing the line item, which the JBC approved.

Because they hold DOC inmates in non-state facilities, both local jails and private prisons have long been considered “external” prison capacity. But the two are treated differently in the budgeting process: private prison capacity is included, the local jail backlog is excluded.

Prison capacity pressures emerge about a year later if one assumes that 354 DOC inmates will be in local jails throughout the fiscal year. The following graph reflects the same calculations as the preceding pages, but with 354 more beds added to the total male operational prison capacity.

Figure 3: Projected male prison bed surplus/shortfall graph with +/- 2% forecast error (Adds 354 local jail beds to capacity assumptions)



However, the DOC has raised issues the jail backlog multiple times in the past 5-6 years. In an FY 2019-20 budget request, the DOC said,

“County jails are run by county governments, and many times have differing needs, bed availabilities, or internal structures. Some counties have contractual agreements with DOC holding specific numbers of available beds for DOC offenders, allowing DOC to utilize their facilities and resources more readily. Some counties only accept new commitments [from the courts] and will not hold offenders [waiting for a parole

⁹ \$9,969,844 General Fund in FY 2024-25 at a per-diem rate of \$77.16

¹⁰ \$13,284,306 General Fund in FY 2022-23 at a per-diem rate of \$60.61

revocation hearing]. Still other counties have very limited bed availability, only house arrestees from their own county, or have litigation settlements to move offenders to DOC within 72 hours...”¹¹

A document in the DOC’s most recent budget request emphasizes the 72-hour limit. Per the DOC, jail intake priority is given to Denver and Jefferson counties. This stems from a court order that requires the DOC to receive inmates from those counties within 72 hours. If similar requirements emerge in other counties, it would further limit the DOC’s ability to rely on a jail backlog to manage the prison population.¹²

Scarcity of close, medium, and minimum restricted custody beds

Summary and key takeaway: JBC staff found that almost 90.0% of vacant male beds at the end of October 2024 were minimum custody. This points to a scarcity of beds in higher classifications. If R1 Prison Caseload is approved, there will be no more medium custody male beds left to open. JBC staff’s analysis also suggests that the DOC will need to open and operate C tower at Centennial South in the near future. This facility is currently closed and requires legislation to open.

Custody classification overview

Standard budget practices largely ignore differences between inmates. The assumed vacancy rate applies to the entire prison system. In reality, inmates cannot be indiscriminately placed in any vacant bed or any prison facility.

Custody classification is one the primary factors guiding an inmate’s placement within the prison system. The DOC classifies every inmate based on the level of security required to safely supervise that inmate. Similarly, DOC prisons offer varying levels of security, which guides where the Department can place an inmate.

Generally, inmates needing high levels of security cannot be placed in low-security facilities and living units. But inmates needing low levels of security can be placed in higher security facilities. The following table demonstrates the general relationship between inmate and facility security levels. A “Yes” means that an inmate with that classification can be placed in a facility with the corresponding security level. Exceptions are discussed later in this subsection.

Security/Custody Levels	(Most secure) Level V	Level IV	Level III	Level II	Level I
Close (Most secure)	Yes			No	
Medium	Yes			No	
Minimum-restricted	Yes				No
Minimum	Yes				

¹¹ FY 2019-20 Capital Construction Request: Denver Reception & Diagnostic Center and Centennial Correctional Facility (CCF) Population Swap, page 7.

¹² Page 10 of the FY 2025-26 Long Range Financial Plan

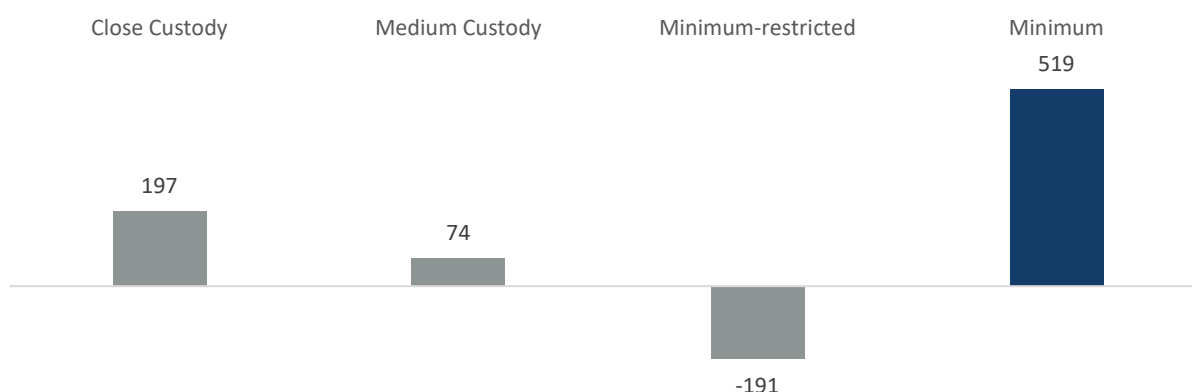
Estimating vacant beds by custody class

The most common inmate classification is “medium,” comprising 61.4% of the prison population on October 31, 2024. Close custody makes up another 16.0% of the population. Minimum-restricted makes up 18.0%. Minimum makes up 4.5%.

Most of the vacant beds in the DOC system are minimum custody. JBC staff’s analysis points to a scarcity of medium and minimum-restricted beds. It also points to a somewhat misleading number of vacant close custody beds.¹³

For example, 29 vacant close custody beds are at the Denver Reception and Diagnostic Center, which is the Department’s intake and processing facility. Another 40 are at San Carlos, which houses inmates with severe mental illnesses participating in a residential treatment program. San Carlos is also home to the DOC’s Dementia Care Unit. An estimated 62 beds are in Centennial’s residential treatment program, which is a step down in severity from San Carlos.

Figure 4: JBC staff estimated male prison bed vacancies by custody classification on October 31, 2024



Centennial South’s C Tower

If R1 Prison Caseload is approved, there will be no more medium custody male beds left to open. All that remains after that is Centennial South’s C-tower—316 close custody beds—and a smattering of minimum custody beds that are in low demand. There are limitations on existing bed vacancies in close custody units. It follows that the C Tower will be necessary at some point in the near future. JBC staff cannot pinpoint the exact timing. A lot depends on updated prison population forecasts and unknown complications stemming from capital construction projections. But staff expects a request no later than the FY 2026-27 budget cycle.

¹³ JBC staff compared the October 2024 prison population to current funded capacity by facility and custody classification. This comparison accounted for beds offline for maintenance. It also estimated actual capacity for different custody types. For example, the Denver Reception and Diagnostic Center (DRDC) comprises 570 close custody beds. On October 31, 2024, there were 315 medium custody inmates in DRDC, 92 minimum-restricted inmates, and 5 minimum inmates. Subtracting these inmates from DRDC’s close custody capacity leaves 158 beds for inmates who are actually classified as close custody.

Statute prohibits the DOC from using the C tower for housing close custody inmates. But it includes a few exceptions for other circumstances. The full statute says,

“Not more than six hundred and fifty beds at the Centennial south campus of the Centennial correctional facility may be operated by the department for the purpose of housing inmates who are close custody inmates. At the discretion of the executive director, the department may house inmates of a lower than close custody level in order to facilitate the movement of inmates displaced as a result of prison closure, during a declared disaster emergency by the governor, or if the lower than close custody inmate is voluntarily assigned to work at the facility, or voluntarily serving as a mentor peer-support, or in another other leadership role as part of departmental programming with the purpose of progressing close custody inmates to lower security levels. The underlying declared disaster emergency must impact state prison operations.”

During the FY 2023-24 budget cycle, the DOC requested that the JBC sponsor legislation to open the C Tower at a cost of \$13.6 million General Fund and 98.3 FTE. This request was denied.

Statutory prison population management measures

Key Takeaway: Statute requires the DOC to do many things when the prison bed vacancy rate falls below 3.0% for thirty consecutive days. JBC staff cannot draw firm conclusions about whether, or to what extent, these things would relieve prison capacity pressures.

In this scenario, statute requires that the DOC shall:

- Request the Office of Community Corrections (OCC) to provide the Department with information regarding the location and nature of any unutilized community corrections beds. The OCC shall provide the information within seventy-two hours of the request and on a weekly basis until the OCC receives notification that the vacancy rate exceeds 3.0%.
- Request that the Parole Board review a list of inmates who are within ninety days of their mandatory release date, have an approved parole plan, and do not require full board review or victim notification.
- Coordinate with the Parole Board to review the list of inmates who have satisfied conditions for conditional release verified by the department of corrections, do not require full board review or victim notification pursuant and have satisfied the condition or conditions required for an order to parole.
- Submit to the Parole Board a list of eligible inmates with a favorable parole plan who have been assessed to be medium or lower risk on the validated risk assessment scale. The Parole Board shall conduct a file review of each inmate on the list and set conditions of release for the inmate within thirty days after receipt of the list and set a day of release no later than thirty days after conducting the file review.
 - In an exception to the above bullet, if victim notification is required and a victim wishes to provide input, the Parole Board shall schedule a hearing in lieu of a file review and set conditions of release for the inmate and a date of release no later than thirty days after conducting the hearing.

- If additional information is needed, the Parole Board may table a decision after the file review or hearing and request additional information from the department. The Parole Board may grant or deny parole to an applicant, and, if the decision is to deny parole, it must be based on a majority vote of the full Board.
- An inmate is not eligible for release if he or she is serving a sentence for an offense enumerated in section 24-4.1-302 or section 16-22-102 (9) or has had a Class 1 Code off Penal Discipline violation within the previous twelve months from the date of the list or since incarceration, whichever is shorter; has been terminated for lack of progress or declined in writing to participate in programs that have been recommended and made available to the inmate within the previous twelve months or since incarceration, whichever is shorter; has been regressed from community corrections or revoked from parole within the previous one hundred eighty days; or has a pending felony charge, detainer, or an extraditable warrant.

[JBC staff note: The list of offenses in the statutes mentioned in the above bullet is very long. Many, but not all, relate to violent offenses. Per the DOC's demographic statistics, over 66.0% of inmates are in prison for violent offenses.

Also, technical parole revocations increased by 18.0% in FY 2023-24 (945) and are projected to increase by another 20.0% in FY 2024-25 (1,134). When combined with the other conditions, it is not clear to JBC staff that there is or will be a long list of inmates who do satisfy the conditions for release under this statute.]

- An inmate is eligible for release if the inmate is at or past his or her parole eligibility date and is only serving a sentence for a conviction of a level 3 or level 4 drug felony or a class 3, class 4, class 5, or class 6 nonviolent felony offense.

It is also unclear how the Department tracks the vacancy rate for the purposes of this statute. The DOC's monthly prison population management reports show multiple vacancy rates. There's an overall vacancy rate, vacancy rates for males and females, and vacancy rates for males and females that exclude residential treatment program capacity. So JBC staff asked, "How does the Department calculate the prison bed vacancy rate for the purposes of Section 17-1-119.7 (1), C.R.S. [Prison Population Management Measures]?" The Department provided this response:

"To calculate the prison bed vacancy rate for the purposes of Section 17-1-119.7 the Department looks at the utilized, operational capacity at each security level and facility and subtracts the total number of inmates to arrive at the total number of vacant beds. The Department's Office of Planning and Analysis has created an internal dashboard so vacancy rates can be tracked on a daily basis to facilitate prison operations and population management."

Issue Brief #3: Private Prison Per-diem Rates

This short issue brief provides information about the private prison per-diem rate and the number of beds that private prisons provide.

Summary

The per-diem rate for private prisons has not kept pace with inflation. Every \$1.00 increase in the per-diem rate would cost about \$1.0 million General Fund. Matching the per-diem rate for local jails—\$77.16—would cost about \$11.2 million General Fund. This excludes caseload changes related to R1 Prison Caseload.

Discussion

The issue

Per its Long Range Financial Plan, the Department expects the per-diem rate for private prisons to increase to over \$100.00 in FY 2025-26.¹⁴ The Department based this number on “national standards.”

The November 1 budget submission (R1 Prison Caseload) is based on the current per diem rate of \$66.52. The Department’s current contract with CoreCivic, the private prison operator, will expire on June 30, 2025. It is JBC staff’s understanding that the FY 2025-26 contract beginning July 1 has not been finalized.

JBC staff sees two issues with the statement in the Department’s financial plan. First, it is not clear that CoreCivic has sought, or would seek, a per-diem rate over \$100.00. JBC staff’s conversations with CoreCivic indicate that CoreCivic has not asked for \$100.00 or more. Rather, they desire parity with the rate for local jails, which is \$77.16. Matching that rate would cost \$11.2 million General Fund.¹⁵

Second, the General Assembly sets the appropriation and writes laws. During the Great Recession, there was a discrepancy between the contracted per-diem rate and the rate desired by the General Assembly. The Long Bill included a footnote that stated the General Assembly’s intent to not fund any supplemental requests that result from paying a higher per-diem rate than the one desired by the General Assembly. If a footnote is not strong enough, the General Assembly could consider legislation to set the per-diem rate in statute for however long it thinks is necessary.

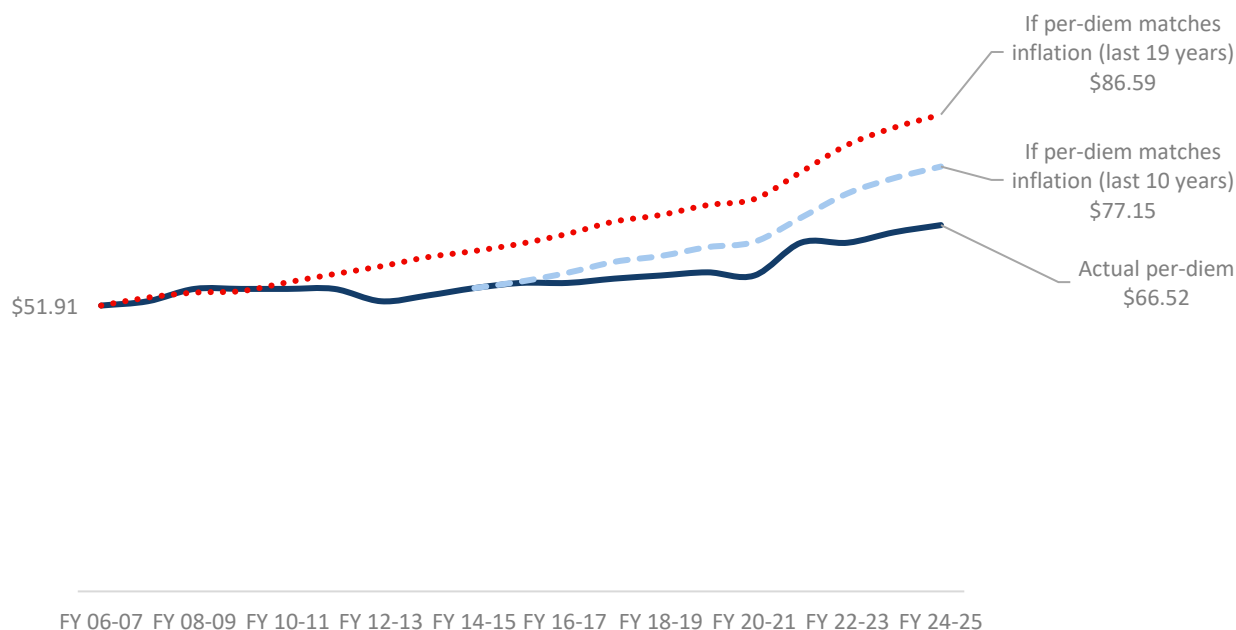
¹⁴ Page 4 of the DOC’s FY 2025-26 Long Range Financial Plan, bottom of page.

¹⁵ This assumes no changes in the number of funded beds or cash fund appropriations from the State Criminal Alien Assistance Cash Fund. Per DOC documents, the federal State Criminal Alien Assistance Program (SCAAP) reimburses state and local governments for correctional officer salary costs related to “managing incarcerated undocumented criminal aliens.” [Link](#) to DOC document.

Historical context

The following graph shows the actual per-diem rate compared to inflation. During the 2022 legislative session, the Department requested a 7.7% increase in the per-diem rate. The JBC and General Assembly approved this increase.

Figure 1: The per-diem rate for private prisons has not kept pace with inflation.



Role in male prison capacity

The DOC prison system would be overwhelmed if the two private prisons no longer housed 2,889 male inmates.¹⁶ The DOC's maximum operational capacity for male inmates in state facilities is 13,340. This includes beds that are currently offline and unfunded. There are about 14,800 male inmates in the DOC prison system. If every male prison bed were occupied there would be a shortfall of about 1,334 beds. This does not take custody classifications or needs (medical, educational, rehabilitative) into account.

Maximum State Prison Capacity for Males vs. Current Male Prison Population	
Maximum male state prison capacity (includes closed beds, excludes private beds)	13,460
Male inmates in DOC prisons (Oct. 31, 2024)	14,794
Shortfall if every bed were occupied, regardless of custody level and needs	-1,334

The shortfall in medium custody beds would be even more pronounced. In terms of custody classifications, the two private prisons provide about 32.0% of the DOC's medium custody

¹⁶ As of October 31, 2024

capacity for males. Medium custody is the most common custody classification, representing about 61.0% of the male prison population. The DOC could house some of these inmates in close custody beds or reclassify some inmates for a lower custody level. But these options are limited and the DOC would still be well short of space to house this population.

Maximum State Prison Capacity for Males vs. Current Male Prison Population (Medium custody only)	
Maximum male state prison capacity (excludes private beds)	6,020
Male inmates in DOC prisons (Oct. 31, 2024)	9,090
Shortfall if every bed were occupied, regardless of custody level and needs	-3,070

Issue Brief #4: Staff Vacancies and Spending

This short issue brief touches on current staffing levels and shortfalls in personnel funding that occurred at the end of FY 2023-24.

Summary

- Correctional officer (CO) staffing has improved. The job vacancy rate for COs current sits at 10.8%, down from highs above 25.0% in FY 2022-23.
- Clinical and treatment staffing seems to be improving, but staff cannot draw clear conclusions at this time. The nurse vacancy rate dropped from about 30.0% to about 20.0%. The social worker vacancy rate dropped from about 64.0% to 37.5%. This indicates that vacancy rates are improving, but the data recently received by JBC staff do not perfectly match data from previous years.
- There are no obvious vacancy savings that can be put to other uses. The DOC spent all of its vacancy savings in FY 2023-24 and still came up \$7.2 million short. Contract medical services and shift differential expenses drove the shortfall. The Governor authorized transfers from other line items pursuant to Section 24-75-108 (1).

Discussion

Staff vacancies

The following table shows current job vacancies for select job classes. The department-wide vacancy rate has halved since October 2022. The most recent data received by JBC staff shows job vacancies by broad job class, not specific job classes (Correctional Officer vs. Correctional Officer I, II, III, etc.). Correctional officer vacancies are clearly lower than they were a couple of years ago.

There appears to be improvement in certain clinical job classes. But staff is hesitant to draw firm conclusions. For example, there were about 60 social worker job vacancies earlier in 2024, which meant a vacancy rate over 50.0%. The more recent data shows a larger number of vacancies, but also a larger number of positions, driving down the vacancy rate.

DOC Staff Vacancies (as of 11/19/24)				
Job Class	Vacancies	Total Allocated Positions	Current Vacancy Rate	Prior Vacancy Rates (in last 2 years)
Department Wide	848	6,205	13.7%	≈26.0% in Oct. 2022
Correctional Officer	387	3,567	10.8%	≈25.0% in Oct. 2022
Community Parole Officer	50	248	20.2%	≈18.0% in Oct. 2022
Nurse	39	198	19.7%	≈30.0% in Mar. 2024
Social Worker	72	192	37.5%	≈53.4 % in Mar. 2024 Social Workers III-IV
State Teacher	31	148	20.9%	≈51.0% in Dec. 2024

Personnel spending

The DOC faced a \$7.2 million shortfall in personnel funding at the end of FY 2023-24. The Governor authorized transfers from other line items to cover this shortfall. Statute requires that these transfers “be made only between appropriations for like purposes.”¹⁷ The following table shows the affected line items and the rationale provided by the Office of State Planning and Budgeting.

FY 2023-24 transfers to cover personnel funding shortfall			
Transfer Source Line Item	Transfer Destination Line Item	Amount	Rationale
Payments to Local Jails	Housing and Security Personal Services	4,000,000	Both line items serve the same purpose of protecting the safety and security of inmates who have been committed to DOC custody.
Drug and Alcohol Treatment-Contract Services	Medical Services-Personal Services	2,163,571	Both line items serve the purpose of supporting the medical needs of inmates.
Utilities	Maintenance-Personal Services	1,000,000	Both line items serve the same purpose of maintaining the physical plant of DOC facilities.
Total		\$7,163,571	

Contract medical services and shift differential expenses drove the shortfall. The contract medical services shortfall occurred even though the JBC approved a \$5.5 million General Fund supplemental increase for that purpose in FY 2023-24. The \$2.2 million transferred from the Drug and Alcohol Treatment-Contract Services line item represents almost the entire appropriation for that line.

JBC staff calculates that the DOC overspent its shift differential appropriation by about \$8.6 million General Fund. This includes the \$4.0 million transfer from the local jails line item. Staff assumes that vacancy savings covered the rest.

Staff also calculates that the DOC overspent its unfunded PERA liability line items (AED and SAED) by about \$5.2 million General Fund. Staff assumes that vacancy savings also covered these expenditures.

¹⁷ Section 24-75-108 (1), C.R.S.

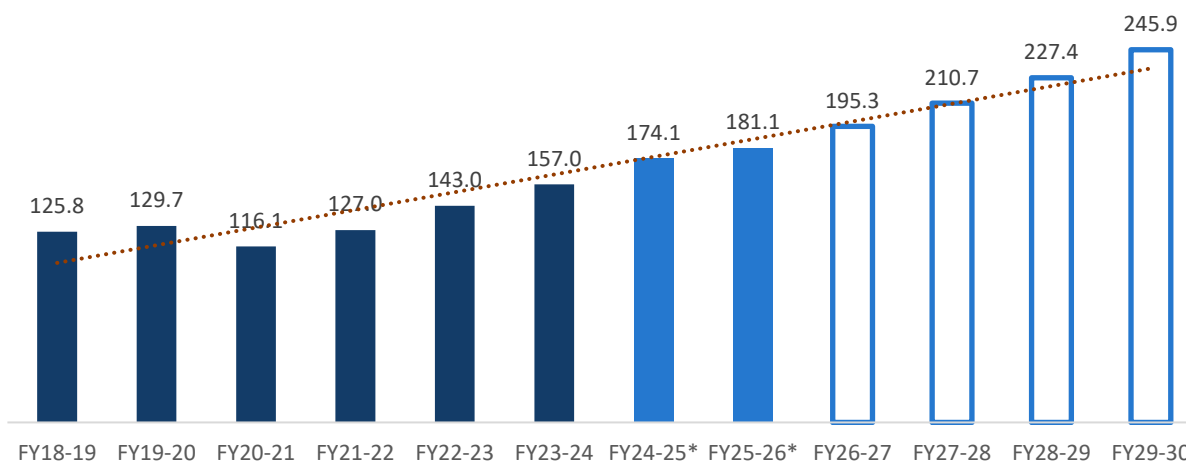
Issue Brief #5: Medical Costs

This issue brief provides an overview of recent and projected trends in the cost of medical services for DOC inmates. It focuses on the Medical Services Subprogram. It excludes other treatment-oriented subprograms like Drug and Alcohol Treatment and Sex Offender Treatment. Appendix B provides an appropriations history and some additional details about those subprograms.

Summary

Actual expenditures increased by \$31.2 million, or 24.8%, from FY 2018-19 through FY 2023-24. JBC staff estimates a further increase of \$88.2 million from FY 2023-24 through FY 2029-30. This is almost all from General Fund. The DOC spent just \$139,105 cash funds in FY 2023-24.

Figure 1: Medical costs have increased following a drop in the prison population during the coronavirus pandemic in FY 2020-21 and FY 2021-22.
(\$,millions)



*Projections from FY 2024-25 through FY 2029-30

Increasing costs for external medical services and an increasing prison population are the primary factors driving these changes. Increasing pharmaceutical costs, state employee compensation, and contract staffing costs also play a role.

Each of these has their own driving factors. This issue brief discusses these factors, with the exception of the prison population, and provides more information about the assumptions in staff's cost projections.

Discussion

Overview of Medical Services Subprogram

The Medical Services Subprogram provides acute and long-term health care services to all inmates in the DOC system.

There are two main categories of medical care: internal and external. Internal care occurs within each state correctional facility and primarily consists of primary care with some emergency care. Both State FTE and contracted clinical staff provide these services. External care consists of specialty services, outpatient tests and procedures, more extensive emergency services, and inpatient hospital care. Offenders who receive external services must be accompanied by corrections officers, or by contractors who provide security.

There are eight line items in the Medical Services Subprogram. The following table shows those line items, FY 2023-24 actual expenditures, and a brief description of each.

Overview of line items in the Medical Services Subprogram		
Line Item	FY 23-24 Actual Expenditures	Description
Personal Services	64,766,883	This line item compensates clinical staff who provide medical care at DOC facilities. In FY 2023-24, the DOC spent \$45.3 million on state FTE and \$19.0 million on contract staff.
Operating Expenses	2,673,999	Mainly pays for laboratory and other supplies.
Purchase of Pharmaceuticals	22,612,807	Supports the purchase of pharmaceuticals.
Hepatitis C Treatment	7,443,384	Added in FY 2018-29, supports Hepatitis C treatments.
External Medical Services	56,861,820	Supports medical care that goes beyond that which can be provided at a DOC prison. Added in FY 2024-25 following a budget request and consent decree. Supports gender-confirming surgery and other medical needs for transgender inmates.
Transgender Healthcare	5,317,500	This line supports contract medical and support services, including physicians, dentists, psychiatrists, psychologists, and medical assistants.
Service Contracts	8,245,978	
Indirect cost assessment	1,626	Cash funds for indirect costs.

Medical caseload

Medical caseload adjustments drive the budget for the Medical Services Subprogram. These adjustments usually affect the External Medical Services and Purchase of Pharmaceuticals line items to account for changes in the prison population and the costs for medical drugs and services.¹⁸ The following table summarizes the populations that qualify for care under each appropriation.

¹⁸ The Hepatitis C Treatments line item is sometimes included.

Population	Used to compute appropriation for	Offenders in DOC facilities (including YOS*)	Offenders in private prisons	Offenders in community corrections, jails, on parole, ISP-I*
Pharmaceutical population	<i>Purchase of Pharmaceuticals</i>	Yes	No	No
External medical services population	<i>External medical services</i>	Yes	Yes	No

The Department contracts with a third-party administrator, Correctional Health Partners (CHP), to manage external health care services for inmates. CHP reviews requests for external services, making sure that all suitable internal care options have been utilized before an inmate is sent out for external care. CHP also establishes a network of external specialty and institutional providers who treat DOC inmates. CHP verifies the resulting bills but the DOC makes the payments.

To determine its caseload adjustments for external medical services, the DOC and CHP extrapolate trends in recent “per offender per month, or “POPM,” costs. The Department then multiplies projected per offender costs by the projected population.

FY 2025-26 medical caseload request

The Department is requesting an increase of \$8.1 million General Fund. This includes \$7.3 million for External Medical Services and \$0.7 million for pharmaceuticals. The following tables show the DOC’s FY 2025-26 medical caseload request (R2 Medical Caseload).

Requested Changes to External Medical Services	
FY24-25 External Medical Services appropriation	\$59,173,755
Base services	
FY25-26 Projected population (June 2024 DCJ Forecast)	16,953
FY25-26 Projected POPM	\$314.18
Subtotal FY25-26 projected base funding	\$63,915,522
Administrative charges	
FY25-26: \$13.75 per inmate per month up to 14,000 inmates	\$2,309,798
FY25-26: \$7.61 per inmate per month above 14,000 (2,953)	269,767
Subtotal FY25-26 administrative charges	\$2,579,565
Total FY25-26 projected need	\$66,495,402
Change from FY 24-25 levels	\$7,321,647
Requested Changes to Purchase of Pharmaceuticals	
FY24-25 Purchase of Pharmaceuticals appropriation	\$22,552,077
FY25-26 Projected pharmaceutical population (June 2024 DCJ Forecast)	16,953
Less FY25-26 Requested private prison population	-3,108
FY25-26 Pharmaceutical population	13,845
FY25-26 projected POPM	\$140.33
Total FY25-26 requested appropriation (POPM * population * 12)	\$23,314,426
Change from FY24-25 levels	\$762,349

Historical and projected POPM trends

External Medical Services

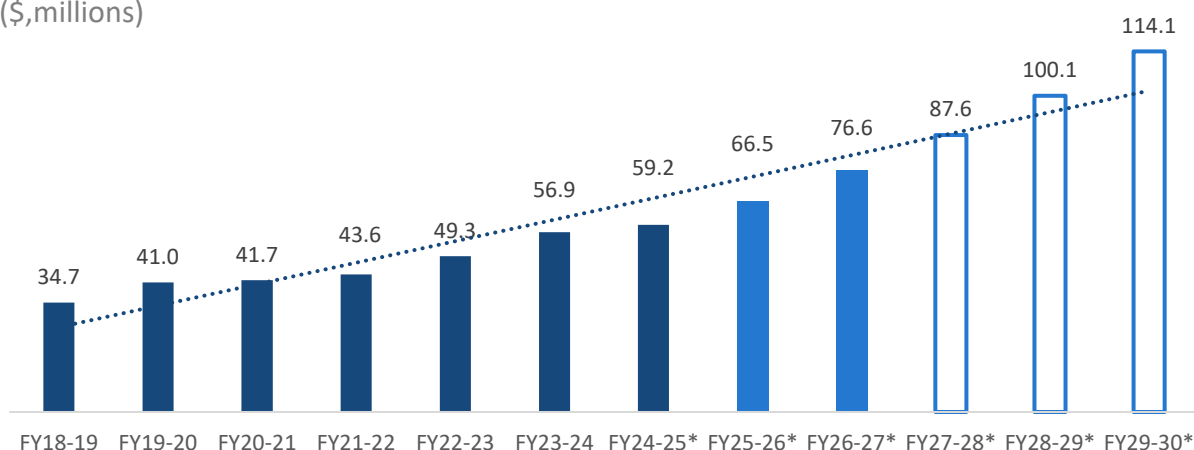
The requested POPM rate for FY 2025-26 is \$314.18. This is 124.0% higher than the rate for FY 2018-19. Since that time, the POPM rate increased by an average of about 12.4%. Applying that average through the end of the current decade points to a further increase of 42.0% in the POPM rate.

JBC staff calculates that external medical costs will grow by \$54.9 million General Fund, or 92.8 percent, from current levels through FY 2029-30. Staff's projections make the following assumptions:

- Medical service POPMs will increase by 12.4% per year, in line with historical averages.
- Administrative fees will increase by 4.0% per year, according to the DOC's current request
- The prison population follows the DCJ's June 2024 forecast

The following graph shows these projections.

Figure 2: Increasing offender per month costs and prison population driving expenditures for external medical services (\$,millions)



*FY24-25 appropriated, FY25-26 requested, FY26-27 and beyond projected by JBC staff

Factors driving external medical services POPM rate increase

JBC staff asked the Department about the biggest factors driving increases in the POPM rate. The Department responded with,

“Inflation/costs for supplies have increased significantly, and it is assumed that the same cost increases would affect the outside medical providers, who will, in turn, pass those increases along to DOC through the billing process. Additionally, looking at the prior [fiscal year], there have been increases in inpatient length of stay, outpatient authorizations, and some higher-cost services appear to have increased, such as CAT scans and MRIs. [Emergency room] expenses, while still high, seem to have leveled out a bit from FY 2023 to FY 2024.”

JBC staff also inquired about inmate age and health factors. The data provided by the DOC show a mild increase in the average age of the prison population over the past six fiscal years. The average age at initial start increased by just one year, from 35.6 to 36.7. The average age of the whole prison population also increased by a little over one year, from 38.7 to 40.1.

The DOC provided some additional context that suggests inmates are unhealthy when they arrive at the DOC. “It is expected that many of the DOC population has not had a consistent engagement with healthcare providers prior to their arrival to DOC, and due to that, likely arrive with several conditions that have been untreated or are more advanced [than] someone of the same age who is not justice-involved.”

In sum, inmates are using more of an increasingly expensive suite of care options. This does not stem advanced age across the whole prison population, but rather from poor health to begin with.

Purchase of Pharmaceuticals

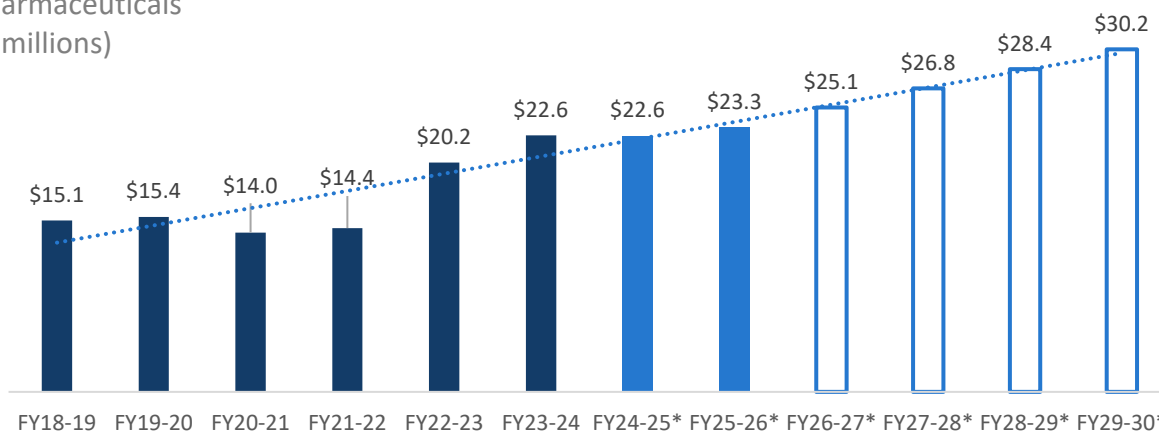
The requested POPM rated for FY 2025-26 is \$140.33. This is 61.3% higher than the rate for FY 2018-19. Since that time, the POPM rate increased by an average of about 7.3%. The median is lower at 3.1% due to significant variance year-to-year.

JBC staff calculates that pharmaceutical costs will grow by \$7.6 million General Fund, or 33.9%, from current levels through FY 2029-30. Staff’s projections make the following assumptions:

- Pharmaceutical POPMs will increase by 4.0% per year, generally in line with historical averages
- The prison population follows the DCJ’s June 2024 forecast
- Approval of R1 Prison Caseload, which adds 227 male private prison beds in FY 2025-26
- No more private prison capacity will be added after FY 2025-26

The following graph shows these projections.

Figure 3: Increasing offender per month costs and prison population driving expenditures for pharmaceuticals (\$,millions)



*FY24-25 appropriated, FY25-26 requested, FY26-27 and beyond projected by JBC staff

Factors driving pharmaceutical POPM rate increase

JBC staff asked the Department about the biggest factors driving increases in the POPM rate. The Department responded with,

“Specialty medications tend to be significantly more expensive than most medications. Within the past decade, the vast majority of new medications entering the market have been specialty medications such as biologics and immunomodulators that target very specific conditions (such as cancers with specific resistance to most available treatment options). These medications are now being used more frequently than before due to changes in community practice standards advocating their use.

The consolidation of drug manufacturers within the US has led to a decrease in suppliers, reduced generic medication options (reduced competition), and an increase in supply constraints. According to the US Bureau of Labor Statistics, the cumulative inflation between July 2018 (the start of FY 18-19) and October 2024 is 25%. Both factors have resulted in an overall increase in drug costs.

Federal court rulings on Title II of the American with Disabilities Act and interpretation of denial of MAT as “cruel and unusual punishment” within the Eighth Amendment require that federal, state, and local government penal systems provide reasonable access to FDA-approved medications for the treatment of Opioid Use Disorder and other substance use disorders. Additionally, Colorado Revised Statute 17-26-104.9 indicates that “a facility... shall provide medication-assisted treatment and other appropriate withdrawal management care... through the duration of the person’s incarceration, as medically necessary.” to provide treatment for substance abuse disorders have added additional financial burdens without increasing our overall population figures.”

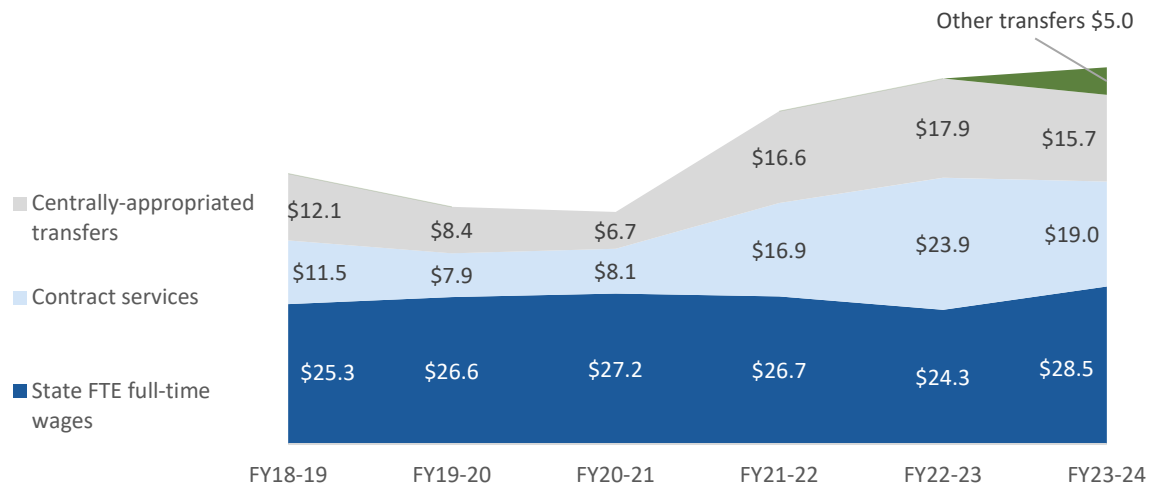
Clinical staffing costs

These costs are mainly located in the Personal Services line item in the Medical Services Subprogram. This includes both state FTE and contract staff.

Actual expenditures for this line have not increased much more than the rate of inflation. From FY 2018-19 through FY 2023-24, expenditures increased by \$14.3 million, or 28.5%.

However, cost changes and methods for dealing with those occurred within the line. The following graph shows that two things increased within the line: (1) expenses for contract staff services, and (2) transfers from centrally-appropriated compensation line items. Expenses for full-time state FTE were relatively flat.

Figure 4: Expenses for contract staff and transfers from centrally appropriated line items increased as expenses for state FTE remained relatively flat (\$,millions)



JBC staff concludes that the increase in centrally-appropriated transfers is related to the increase in contract staff expenses. High staff vacancy rates across the entire department mitigated the impact of these transfers. Now that staffing vacancies are down, JBC staff can see how the increased use these transfers cover staffing shortfalls in a single line item could have knock-on effects elsewhere.

Staff is less able to draw conclusions about expenses moving forward. On the one hand, state FTE staffing levels are improving. The Department paid for 347.7 state FTE in FY 2023-24, up from a low of 322.3 in FY 2022-23, though both figures are below pre-COVID staffing levels. Furthermore, the Department states that it has seen improvement in staffing levels for some clinical staff.¹⁹ This follows a recruitment and retention incentive package approved by the JBC for the current FY 2024-25 budget. Staffing vacancy data provided by the Department supports this claim, though not conclusively, that clinical staffing levels are improving.

On the other hand, expenses for contract service costs increased slightly from FY 2022-23 to FY 2023-24 (\$26.5 million to \$27.2 million). The apparent decline that occurred in the Personal Services line item was offset by a supplemental increase of \$5.5 million for a different line item called Service Contracts.

Lastly, it remains unclear how the State's compensation for clinical staff compares to the market. The Department of Personnel's FY 2025-26 Compensation Report says, "Overall, the State's base salaries and pay range midpoints for these jobs are above the market."²⁰ The following table, taken from the report, shows the results of their analysis.

¹⁹ FY 2025-26 Long Range Financial Plan, page 6.

²⁰ FY 2025-26 State of Colorado Annual Compensation Report, page 20. [Link](#) to report.

Critical Staffing Job Market Analysis

For FY 2025-26, the State also reviewed certain critical staffing jobs including Corrections Officers, Nurses, Teachers, Social Workers, Legal Assistants, Client Care Aides, Health Professionals, and Health Care Technicians to ensure that their pay ranges are competitive with the market due to challenges with recruiting and retaining staff. Overall, the State's base salaries and pay range midpoints for these jobs are above the market.

Series	Average Compa-ratio*	Average FY 2025-26 Midpoints Variance with Market Rate	Average Actual Salaries Variance with Market
Corrections Officers	90.7%	+3.1%	-8%
Nurses	86.4%	+14%	-4%
State Teachers	86.5%	+42%	+7%
Social Worker / General Counselors	86.7%	+25%	+7%
Legal Assistants	88.7%	+16%	+1%
Client Care Aides	80.8%	+39%	+11%
Health Professionals	95.0%	**	**
Health Care Technicians	96.3%	+23%	+22%

*Compa-ratio is defined as salary divided by pay range midpoint. This value provides a measurement of an employee's position within their pay range (i.e. a compa-ratio of 100% means the employee is paid at midpoint while a compa-ratio of 90% means the employee is paid 10% below midpoint).

**Accurate comparator jobs for this series are not available in survey data.

Source: FY 2025-25 State of Colorado Annual Compensation Report, page 20

On the other hand, the DOC's Long Range Financial Plan says, "Contract nursing agencies routinely charge hourly rates that can more than double the hourly wage of state nursing staff."²¹ This aligns with information provided to JBC staff during the FY 2024-25 budget cycle. The difference between contract wages and state wages drove JBC staff to recommend a larger incentive package than the Department asked for, which the JBC approved.²²

The JBC may consider asking the DOC to comment on contract service costs in the current year, the cause of clinical staffing shortfalls, the apparent increase in centrally-appropriated transfers, and the impact of incentives for clinical staff. The JBC may also consider asking the Department of Personnel to comment on their analysis, especially given the known discrepancy between State and contract wages.

²¹ FY 2025-26 Long Range Financial Plan, page 4.

²² The Department asked for \$14,000 incentives. The JBC approved \$25,000 incentives.

Budget Reduction Options

This issue brief reviews the DOC's budget reduction requests and other options identified by JBC staff.

Key Takeaway

The only way to significantly reduce the DOC budget in a safe and sustainable way is to reduce the prison population in order to close prisons and reduce the number of employees.²³

Summary

- A 5.0% reduction to the DOC's General Fund budget is about \$54.0 million. Cutting employee compensation by 5.0% gets about two-thirds of the way there. Doing so would probably jeopardize recent staffing gains. One would have to eliminate or reduce multiple programs, or reverse prior budget decisions, to cut another \$20.0 million.
- The Department requests a net increase of \$39.9 million General Fund, or 4.0%. This includes proposed reductions totaling \$5.6 million General Fund, or 0.5% of the budget.
- Past budget cuts affected compensation and caseload. The most recent example is FY 2020-21 in response to the coronavirus pandemic. A reduction in the prison population to mitigate the spread of the virus enabled cuts to both prison capacity and staff compensation. Those options are not viable unless legislation emerges to reduce the prison population.

Discussion

Funding History FY 2018-19 to FY 2024-25

The DOC's General Fund budget increased by 2.4 percent over the last six fiscal years after adjustments for inflation and H.B. 24-1466. This is less than the statewide increase in General Fund appropriations of 11.3 percent over the same period.²⁴ When not adjusting for inflation, the DOC budget increased by \$246.7 million.

²³ "Safe" here is used in reference to prison management, not public safety more broadly.

²⁴ FY 2024-25 appropriations are adjusted to *exclude* the impact of H.B. 24-1466 (Refinance Federal Coronavirus Recovery Funds) which provided for a one-time decrease of \$587.2 million in General Fund appropriations for FY 2024-25, spread across the Corrections, Human Services, and Judicial Departments. Temporary personal services reductions in these departments were backfilled with federal funds from the American Rescue Plan Act (ARPA). Fiscal year 2018-19 appropriations are adjusted for inflation, calculated based on the Legislative Council Staff

DOC FY 2018-19 to FY 2024-25 Appropriations Comparison - Adjusted for Inflation					
Fund	FY 2018-19		FY 2024-25	Increase/ -Decrease after inflation adjustment	
	Nominal	FY 24-25 Dollars		Amount	Percent
General Fund	\$829,097,218	\$1,050,082,161	\$1,075,808,491	\$25,726,330	2.4%
Total Funds	\$928,048,606	\$1,175,407,739	\$1,174,720,793	(\$686,946)	-0.1%

¹ Adjusted to exclude one-time refinance in H.B. 24-1466.

Coronavirus pandemic budget balancing actions for FY 2020-21

Budget balancing actions reduced the DOC's General Fund budget by \$32.0 million. Most of this cut—\$28.3 million—related to employee compensation and prison closures/capacity reductions.

FY 2020-21 Reductions to DOC General Fund Budget		
Item	Amount	Note
5% personal services reduction	-19,465,170	Applied as reduction to the Health, Life, and Dental line item. Added back into the budget for FY 2021-22.
Refinance personal services with ARPA	-6,200,000	ARPA not available in FY 25-26
Suspend Transitional Work Program	-2,000,000	Not possible now. This appropriation was removed to account for an Executive Branch decision to suspend this program in mid-2022.
Close Skyline Correctional Center	-1,889,633	This facility has been reopened and occupied.
Provider rate common policy	-1,128,316	Represents a 1.0% reduction at the time
Reduce Beds at La Vista Correctional Facility	-788,630	This reduction of 147 beds has been reversed.
Refinance volunteers program	-480,002	General Fund was swapped for Canteen funds, which are continuously appropriated to the Department.
Temporarily suspend restorative justice Program	-75,000	The Department's FY 25-26 request includes an increase of \$439K for restorative justice programing.
Total	-\$32,026,751	

DOC Budget Requests for General Fund Relief

The Department's request includes reductions totaling \$5.6 million General Fund, or 0.5% of the budget. The proposals for General Fund relief are summarized in the table below. None of the proposals require legislation.

Budget Requests for General Fund Relief				
Option	General Fund	Other Funds	Bill? Y/N	Description
Expenditure Reductions				
Statewide R4: Combine personal services and operating expenses, reduce by 1%	-\$2,606,574	\$0	N	Combines some personal services and operating expense line items and then reduces the new line item by 1.0%. The request excludes caseload-related line items and other line items for specific expenses.

September 2024 forecast, which reflects an increase in the Denver-Aurora-Lakewood consumer price index of 26.7 percent between FY 2018-19 and FY 2024-25.

Budget Requests for General Fund Relief				
Option	General Fund	Other Funds	Bill? Y/N	Description
DOC R8 Overtime reduction	-2,027,618	0	N	Reduces the Overtime line item by \$2.0 million General Fund.
DOC R10 Remove education virtual reality program	-513,765	0	N	This program was added to the budget for FY 2023-24. The reduction includes 4.0 FTE.
DOC R9 Parole insurance payments	-364,196	0	N	Eliminates all but \$25,000 of the existing appropriation.
Statewide R5: Round to nearest \$1,000	-62,424	-56,045	N	Rounds various appropriations down to the nearest \$1,000
Subtotal - Expenditures	-\$5,574,577	\$-56,045		
Net General Fund Relief	\$5,574,577			

Additional Options for JBC Consideration

Reevaluating recent legislation

The Committee may consider reevaluating prior legislation. Legislation since 2020 added about \$3.2 million General Fund and 19.3 FTE to the DOC's base budget. The following table shows a chronological list of these bills. If the Department disagrees with these figure

General Fund appropriations added to DOC base budget through other legislation (2020-2024)				
Session	Bill Number	Bill Title	Amount in FY 2024-25 budget	Notes
2024	1115	Prescription Drug Label Accessibility	\$3,650	
2023	39	Reduce Child and Incarcerated Parent Separation	64,672	1.0 FTE
2023	172	Workers' Rights	225,883	3.3 FTE
2023	1133	Inmate Phone Calls	717,712	\$1.4 million requested for FY 2025-26
2023	1013	Restrictive practices	18,872	
2022	1133	FAMLI Pre-pay	-839,571	
2021	138	Brain Injury Support Criminal Justice	314,973	1.0 FTE
2021	146	Improve Prison Release Outcomes	1,382,036	4.0 FTE. Excludes changes to private prison and medical caseload lines.
2021	193	Protection Of Pregnant People In Perinatal Period	176,909	
2021	1162	Management of Plastic Products	51,838	2.0 FTE
2021	1209	Parole Eligibility Youthful Offenders	154,948	2.0 FTE
2020	1153	CO Partnership Quality Jobs and Services	885,038	6.0 FTE
Total			\$3,156,960	19.3 FTE

Additional Options (not recommended)

Staff is not recommending any of these options. Nor will they be recommended in the future. Their purpose is to show what it might look like to reach a \$54.0 million General Fund reduction. Staff will continue to look for viable options ahead of figure setting.

Cut personal services by 5.0%

Description: Reduces appropriations by about \$34.0 million General Fund.

Key Considerations: Over the last few years, the General Assembly has invested hundreds of millions in compensation increases, new compensation policies, and employee recruitment and retention efforts. These efforts occurred amid a severe staffing shortage that seems to have improved, particularly for correctional officers. Does the General Assembly want to jeopardize these gains?

Eliminate funding for the WAGEES program

Description: Reduces appropriations by \$7,176,734.

Key Considerations: Eliminates the DOC's funding for the Work and Gain Employment and Education Skills Program.

Additional background: This is a popular program that was recently extended through S.B. 23-157 (Sunset Offender Reentry and Education Programs). The WAGEES program uses temporary housing to stabilize participants and to provide rental history. This rental history helps participants find stable long-term housing by having a current rental history. This housing is short term and meant to help bridge the time between release from prison and a permanent housing solution.

Reverse increase to local jail per-diem rate, match private prison rate

Description: Reduces the local jail per-diem rate to \$66.52 from \$77.16, reduces General Fund appropriations by \$1.4 million.

Key Considerations: The JBC approved an increase in the per-diem rate for local jails during the FY 2023-24 budget cycle. The increase matched a recommendation from a previous JBC staffer a few years prior.

Reverse inmate pay increase

Description: Partially reverse an increase of \$2.45 million General Fund that the JBC approved for the FY 2024-25 budget. Another \$2.45 million increase is planned for FY 2025-26 for a total cost of about \$4.9 million.

Key Considerations: Inmates do a lot of work in DOC facilities. Inmate pay had been languishing for the better part of two decades and was way below the estimated national average. Pay increases in the current fiscal year have already occurred, so staff is unsure how much is available to cut. But staff will not recommend doing this.

Additional background: JBC staff asked the Department, "How has the increase in inmate pay been implemented? Has the Department encountered any obstacles to implementation? Please provide:

- Average daily pay across all jobs
- Changes in wages for specific jobs
- Any issues with IRS 1099 form report.

The DOC response: Pay grades for all inmate jobs were increased 110% effective July 1, 2024.

- The weighted average daily pay across all jobs is \$2.14. The Department was able to apply a greater increase to the pay grades this year due to a lower number of paid positions in place when the increases were implemented. The Department plans to add peer educator and peer mentor positions throughout this year and next year which are paid at the highest pay grades. The goal in the original request was to target slightly higher than the \$2.00 national average.
- All jobs and pay grades were increased equally.
- No issues encountered relating to IRS 1099 reporting. As of now, the number of 1099 reportables is 984 which is up from the December 31, 2023 total of 895. The Department will have a complete total after December 31, 2024. A significant increase in 1099 reportables is expected in 2025 due to the increases in inmate pay being in effect for a full calendar year.

Reverse funding for broadband infrastructure

Description: Transfer \$4.5 million General Fund from the Broadband Infrastructure Cash Fund to the General Fund. As far as staff is aware, no money has been expended from the fund yet as projects are in the planning phase.

Key Considerations: This reverses the partial approval of an FY 2024-25 budget request to install broadband at five DOC facilities: the Denver Reception and Diagnostic Center, Fremont, Denver Women's, Buena Vista, and San Carlos. This would limit the DOC's ability to, among other things, increase the use of telehealth appointments for inmate medical care, which helps reduce the cost of said care.

Footnotes and Requests for Information

Update on Long Bill Footnotes

The General Assembly includes footnotes in the annual Long Bill to: (a) set forth purposes, conditions, or limitations on an item of appropriation; (b) explain assumptions used in determining a specific amount of an appropriation; or (c) express legislative intent relating to any appropriation. Footnotes to the 2024 Long Bill (H.B. 24-1430) can be found at the end of each departmental section of the bill at <https://leg.colorado.gov/bills/HB24-1430>. The Long Bill footnotes relevant to this document are listed below.

- 6 Department of Corrections, Management, Executive Director's Office Subprogram, Salary Survey -- Of this amount, \$8,221,430 General Fund is for non-base building compensation for correctional officers, nurses, state teachers, social workers, legal assistants, health professionals, and health care technicians employed by the Department of Corrections at its 24/7 facilities for state fiscal year 2024-25 only.

Comment: This footnote clarifies that a portion of the larger appropriation for Salary Survey is intended as a non-base building incentive for specific job classifications. Staff will recommend keeping this in the Long Bill as long as non-base building incentives are relevant.

- 7 Department of Corrections, Management, Executive Director's Office Subprogram, Incentives and Bonuses -- It is the General Assembly's intent that \$6,312,464 of this appropriation be used to provide hiring incentives up to \$25,000 for nurses, licensed practical nurses, mid-level providers, health professionals, and social workers. The Department may also use this appropriation to provide incentives for psychologists if they identify that position as an area of greatest need. It is also the General Assembly's intent that of the \$25,000 hiring incentive, new hires receive this incentive as installments paid over the course of a year as determined by the Department, with the final installment after twelve months of employment. This portion of the appropriation remains available until the close of the 2025-26 state fiscal year.

Comment: This footnote was first included in the Long Bill for FY 2024-25. It specifies the General Assembly's intent regarding incentive payments for certain clinical staff positions. This footnote should be removed from the Long Bill in FY 2025-26 if these incentives are not continued. The Department is not requesting that they be continued.

- 8 Department of Corrections, Management, External Capacity Subprogram, Payments to House State Prisoners -- The department of corrections is authorized to transfer up to 5.0 percent of the total appropriation for external capacity subprogram between line items in the external capacity subprogram for purposes of reimbursing local jails, private prison providers, and community corrections providers.

Comment: This footnote has been in the Long Bill for many years. It allows the Department to transfer up to 5.0% of the entire appropriation for the External Capacity subprogram between line items within that subprogram. This allows the Department to utilize more private prison or

local jail beds than the appropriation can support, but not both. One must be underutilized to make a transfer possible. The goal of this footnote, as JBC staff understands it, is to provide the Department with some flexibility to manage the prison population. It also reduces the need for emergency supplementals at the end of the fiscal year in June.

9 Department of Corrections, Management, External Capacity Subprogram, Payments to House State Prisoners, Payments to in-state private prisons at a rate of \$66.52 per inmate per day-- It is the General Assembly's intent that in-state private prisons use funds provided through this appropriation to provide levels of staffing and services similar to comparable state prisons to the extent possible

Comment: This footnote has been in the Long Bill since FY 2021-22. It states the General Assembly's intent regarding private prison services.

10 Department of Corrections, Institutions, Medical Services Subprogram -- In addition to the transfer authority provided in section 24-75-108, C.R.S., the department of corrections is authorized to transfer up to 5.0 percent of the total appropriation for purchase of pharmaceuticals, Hepatitis C treatment costs, and external medical services between those line items for the purposes of providing pharmaceuticals, Hepatitis C Treatments, and external medical services for inmates.

Comment: This footnote has been in the Long Bill since FY 2022-23. It works similar to the footnote for external capacity and has similar goals.

Update on Requests for Information

The Joint Budget Committee annually submits requests for information (RFIs) to executive departments and the judicial branch via letters to the Governor, other elected officials, and the Chief Justice. Each request is associated with one or more specific Long Bill line item(s), and the requests have been prioritized by the Joint Budget Committee as required by Section 2-3-203 (3), C.R.S. Copies of these letters are included as an Appendix in the annual Appropriations Report (Appendix H in the FY 2024-25 Report):

<https://leg.colorado.gov/sites/default/files/fy24-25apprept.pdf>

The RFIs relevant to this document are listed below.

Department of Corrections Requests

- 1 Department of Corrections -- It is requested that the Department of Corrections submit a report to the Joint Budget Committee by January 2, 2025 that provides the raw data for fiscal year-to-date actual expenditures by object code and line item through November 2024.

Comment: The Department said it will comply with this request.

- 2 Department of Corrections, Institutions, Mental Health Subprogram -- It is requested that the Department of Corrections submit a report to the House Judiciary Committee and the Senate Judiciary Committee by January 31, 2025, detailing progress related to the mental health unit at the Centennial Correctional Facility.

Comment: The Department said it will comply with this request.

- 3 Department of Corrections, Management, Executive Director's Office, Incentives and Bonuses -- It is requested that the Department of Corrections submit a report to the Joint Budget Committee on January 2, 2025 that shows the incentives paid to clinical staff by job classification, amount, and date of the first payment. It is further requested that the Department submit a report to the Joint Budget Committee by November 1, 2025 that shows number of clinical staff, by job classification, who received an incentive in FY 2024-25, the total incentives paid for those job classifications, and the number of those staff who received incentives that are still working for the Department at the time the report is written.

Comment: The Department said it will comply with this request.

- 4 Department of Corrections, Institutions, Superintendent's Subprogram, Inmate Phone Calls -- It is requested that the Department of Corrections submit a report to the Joint Budget Committee by January 2, 2025 that provides the fiscal year-to-date minutes used per month, the cost per minute, the average daily number of inmates per month, and the amount that has been billed to the Department to cover the 35.0 share of the cost of inmate phone calls. The Department is further requested to provide hard copies of

any invoices received by the Department, as well as an explanation of any federal fee included in those invoices.

Comment: The Department said it will comply with this request.

- 5 Department of Corrections, Management, Executive Director's Office Subprogram, Additional Prison Capacity -- It is requested that the Department of Corrections submit a report to the Joint Budget Committee by November 1, 2024 detailing the number of prison beds, by facility and by custody level, that have been brought online in FY 2024-25.

Comment: The Department said it will comply with this request. The Department brought 302 beds online thus far in FY 2024-25. This includes 194 state male beds, 116 private prison beds, and 50 female beds.

- 6 Department of Corrections -- It is requested that the Department of Corrections submit an annual report to the Joint Budget Committee by November 1 that shows available prison capacity by custody level and facility and the Department's methodology for calculating prison caseload adjustments. This report should include:
- a A definition of "capacity" as it relates to prison caseload adjustments;
 - b The current number of beds that are considered available "capacity" for the purposes of calculating prison caseload adjustments, by facility and custody level;
 - c The current number of beds that are open and available for utilization that are not considered "capacity" for the purposes of calculating prison caseload adjustment, along with an explanation for why they excluded from prison caseload calculations;
 - d The bed vacancy rate, as a percentage of "capacity," that the Department believes is necessary for managing the prison population, along with an explanation for why that vacancy rate is necessary.
 - e An explanation of any changes to the methodology for calculating prison caseload changes from FY 2020-21 through FY 2024-25, as well as any changes to the methodology for FY 2025-26.

Comment: The Department complied with this request. Much of this information is discussed in Issue Brief #2.

The following was not an official request for information, but it should have been.

Regarding workforce housing, is it possible adopt the Buena Vista model in Sterling? Whether yes or no, please explain why.

DOC Response: It is possible to adopt the BV housing model at Sterling, although the Department does not have plans at this time. The Department explored another housing model with the P3 Office at Sterling Complex, as 75% of our staff live within 20 miles of this facility. The Department continues to monitor the implementation of the private-vendor model of housing used at BV for lessons-learned. The Department is also cognizant that workforce housing was specifically included in the second Partnership Agreement, and we await the results of the Partnership Agreement working group per section 32.9 of the Statewide PA.

Department Annual Performance Report

Pursuant to Section 2-7-205 (1)(b), C.R.S., the Department of Corrections is required to publish an **Annual Performance Report** for the *previous state fiscal year* by November 1 of each year. This report is to include a summary of the Department's performance plan and most recent performance evaluation for the designated fiscal year. In addition, pursuant to Section 2-7-204 (3)(a)(I), C.R.S., the Department is required to develop a **Performance Plan** and submit the plan for the *current fiscal year* to the Joint Budget Committee and appropriate Joint Committee of Reference by July 1 of each year.

For consideration by the Joint Budget Committee in prioritizing the Department's FY 2025-26 budget request, the FY 2023-24 Annual Performance Report and the FY 2024-25 Performance Plan can be found at the following link:

<https://www.colorado.gov/pacific/performancemanagement/department-performance-plans>

Appendix A: Numbers Pages

Appendix A details actual expenditures for the last two state fiscal years, the appropriation for the current fiscal year, and the requested appropriation for next fiscal year. This information is listed by line item and fund source.

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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Department of Corrections Moses 'Andre' Stancil, Executive Director

(1) Management

Primary Functions: Central management, appropriations for private prisons, and the Inspector General's Office.

(A) Executive Director's Office Subprogram

Primary Function: Provide oversight and develop policies for the entire Department.

Personal Services	<u>4,316,222</u>	<u>4,380,792</u>	<u>4,794,793</u>	<u>5,239,272</u>
FTE	40.2	44.4	45.9	47.8
General Fund	4,198,725	4,263,295	4,550,988	4,995,467
Cash Funds	0	0	0	0
Reappropriated Funds	117,497	117,497	243,805	243,805
Restorative Justice Program with Victim-Offender Dialogues in Department Facilities	<u>6,007</u>	<u>35,151</u>	<u>75,000</u>	<u>248,800</u>
FTE	0.0	0.0	1.2	1.2
General Fund	6,007	35,151	75,000	248,800
Cash Funds	0	0	0	0
Health, Life, and Dental	<u>69,132,439</u>	<u>74,635,154</u>	<u>81,334,107</u>	<u>88,924,664</u>
General Fund	67,405,949	73,061,188	80,050,656	87,690,075
Cash Funds	1,726,490	1,573,966	1,283,451	1,234,589
Short-term Disability	<u>599,134</u>	<u>659,914</u>	<u>554,707</u>	<u>677,394</u>
General Fund	584,163	648,249	545,183	668,922
Cash Funds	14,971	11,665	9,524	8,472

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Paid Family and Medical Leave Insurance	<u>0</u>	<u>0</u>	<u>1,946,778</u>	<u>2,032,447</u>	
General Fund	0	0	1,918,225	2,006,763	
Cash Funds	0	0	28,553	25,684	
Unfunded Liability Amortization Equalization					
Disbursement Payments	<u>0</u>	<u>0</u>	<u>43,286,954</u>	<u>45,165,464</u>	
General Fund	0	0	42,652,444	44,594,719	
Cash Funds	0	0	634,510	570,745	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
S.B. 04-257 Amortization Equalization Disbursement	<u>19,122,947</u>	<u>19,313,837</u>	<u>0</u>	<u>0</u>	
General Fund	18,645,113	18,924,777	0	0	
Cash Funds	477,834	389,060	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
S.B. 06-235 Supplemental Amortization Equalization					
Disbursement	<u>19,122,947</u>	<u>19,313,837</u>	<u>0</u>	<u>0</u>	
General Fund	18,645,113	18,924,777	0	0	
Cash Funds	477,834	389,060	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
PERA Direct Distribution	<u>261,587</u>	<u>2,357,781</u>	<u>8,837,393</u>	<u>9,667,386</u>	
General Fund	0	2,326,626	8,695,905	9,546,192	
Cash Funds	261,587	31,155	141,488	121,194	

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Salary Survey	<u>12,014,192</u>	<u>27,804,611</u>	<u>24,791,715</u>	<u>18,623,616</u>	
General Fund	12,014,192	27,804,611	24,428,432	18,468,371	
Cash Funds	0	0	363,283	155,245	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Step Increases	<u>0</u>	<u>0</u>	<u>16,431,610</u>	<u>2,965,421</u>	
General Fund	0	0	16,275,915	2,940,413	
Cash Funds	0	0	155,695	25,008	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Overtime	<u>0</u>	<u>36,374,330</u>	<u>35,340,753</u>	<u>33,313,135</u>	
General Fund	0	36,374,330	35,340,753	33,313,135	
Cash Funds	0	0	0	0	
Incentives	<u>0</u>	<u>17,605,726 0.0</u>	<u>14,334,002</u>	<u>12,465,362</u>	
General Fund	0	17,605,726	14,334,002	12,465,362	
Cash Funds	0	0	0	0	
Temporary Employees Related to Authorized Leave	<u>0</u>	<u>2,025,459</u>	<u>2,025,459</u>	<u>2,025,459</u>	
General Fund	0	2,025,459	2,025,459	2,025,459	
Cash Funds	0	0	0	0	
Shift Differential	<u>10,999,620</u>	<u>11,047,379 0.0</u>	<u>17,982,314</u>	<u>22,273,865</u>	
General Fund	10,735,514	11,015,805	17,949,518	22,243,777	
Cash Funds	264,106	31,574	32,796	30,088	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Workers' Compensation	<u>6,956,967</u>	<u>6,494,251</u>	<u>7,584,883</u>	<u>7,378,893</u>	
General Fund	6,799,044	6,346,831	7,412,706	7,211,207	
Cash Funds	157,923	147,420	172,177	167,686	
Operating Expenses	<u>414,249</u>	<u>446,289</u>	<u>416,761 0.0</u>	<u>411,709</u>	
General Fund	384,984	318,939	326,761	321,709	
Cash Funds	0	0	0	0	
Reappropriated Funds	5,000	5,000	5,000	5,000	
Federal Funds	24,265	122,350	85,000	85,000	
Legal Services	<u>3,897,693</u>	<u>4,187,584</u>	<u>3,893,252</u>	<u>3,579,817</u>	
General Fund	3,808,880	4,092,683	3,802,219	3,495,617	
Cash Funds	88,813	94,901	91,033	84,200	
Payment to Risk Management and Property Funds	<u>5,591,850</u>	<u>14,273,485</u>	<u>9,318,427</u>	<u>10,164,264</u>	
General Fund	5,464,915	13,953,620	9,106,899	9,934,297	
Cash Funds	126,935	319,865	211,528	229,967	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Leased Space	<u>6,228,521</u>	<u>6,155,226</u>	<u>6,516,921</u>	<u>6,805,610</u>	
General Fund	6,069,503	5,990,803	6,339,596	6,621,708	
Cash Funds	159,018	164,423	177,325	183,902	
Capitol Complex Leased Space	<u>57,186</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	40,851	0	0	0	
Cash Funds	16,335	0	0	0	

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Planning and Analysis Contracts	<u>0</u>	<u>71,416</u>	<u>82,410</u>	<u>82,410</u>	
General Fund	0	71,416	82,410	82,410	
Cash Funds	0	0	0	0	
Payments to District Attorneys	<u>447,235</u>	<u>681,102</u>	<u>681,102</u>	<u>681,102</u>	
General Fund	447,235	681,102	681,102	681,102	
Cash Funds	0	0	0	0	
Payments to Coroners	<u>32,175</u>	<u>32,175</u>	<u>32,175</u>	<u>32,175</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	32,175	32,175	32,175	32,175	
Cash Funds	0	0	0	0	
IT Accessibility	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Annual depreciation-lease equivalent payments	<u>659,571</u>	<u>659,571</u>	<u>659,571</u>	<u>659,571</u>	
General Fund	659,571	659,571	659,571	659,571	
Cash Funds	0	0	0	0	
Start-up Costs	<u>0</u>	<u>0</u>	<u>0</u>	<u>14,000</u>	
General Fund	0	0	0	14,000	
Cash Funds	0	0	0	0	

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Digital trunk radio payments	<u>0</u>	<u>2,697,508</u>	<u>2,638,440</u>	<u>2,642,640</u>	
General Fund	0	2,697,508	2,638,440	2,642,640	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Additional prison capacity - Personal Services	<u>0</u>	<u>3,143,404</u>	<u>525,466</u>	<u>0</u>	
FTE	0.0	0.0	6.3	0.0	
General Fund	0	3,143,404	485,218	0	
Cash Funds	0	0	40,248	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Additional prison capacity - Operating Expenses	<u>0</u>	<u>1,150,425</u>	<u>159,184</u>	<u>0</u>	
General Fund	0	1,150,425	156,165	0	
Cash Funds	0	0	3,019	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Additional prison capacity - Facility start-up	<u>0</u>	<u>113,763</u>	<u>7,326</u>	<u>0</u>	
General Fund	0	113,763	7,326	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Additional prison capacity - Personnel start-up	0	198,578	24,250	0	
General Fund	0	198,578	24,250	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Centrally Appropriated Personal Services (ARPA Swap)	0	0	0	0	
General Fund	0	(495,000,000)	(324,000,000)	0	
Cash Funds	0	495,000,000	324,000,000	0	
SUBTOTAL - (A) Executive Director's Office Subprogram	159,860,542	255,858,748	284,275,753	276,074,476	(2.9%)
<i>FTE</i>	40.2	44.4	53.4	49.0	(8.2%)
General Fund	155,941,934	(242,539,188)	(43,402,682)	272,903,891	(728.8%)
Cash Funds	3,771,846	498,153,089	327,344,630	2,836,780	(99.1%)
Reappropriated Funds	122,497	122,497	248,805	248,805	0.0%
Federal Funds	24,265	122,350	85,000	85,000	0.0%

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(B) External Capacity Subprogram

Primary Function: Oversee and fund private prisons.

(1) Private Prison Monitoring Unit

Personal Services	<u>1,010,827</u>	<u>1,017,253</u>	<u>1,065,590</u>	<u>1,139,368</u>	
FTE	11.5	12.9	12.7	12.7	
General Fund	1,010,827	1,017,253	1,065,590	1,139,368	
Cash Funds	0	0	0	0	
Operating Expenses	<u>175,935</u>	<u>153,976</u>	<u>183,443</u>	<u>183,443</u>	
General Fund	175,935	153,976	153,976	153,976	
Cash Funds	0	0	29,467	29,467	
SUBTOTAL -	1,186,762	1,171,229	1,249,033	1,322,811	5.9%
FTE	11.5	12.9	12.7	12.7	0.0%
General Fund	1,186,762	1,171,229	1,219,566	1,293,344	6.0%
Cash Funds	0	0	29,467	29,467	0.0%

(2) Payments to House State Prisoners

Payments to local jails	<u>7,010,831</u>	<u>11,054,514</u>	<u>9,969,844</u>	<u>9,969,844</u>	
General Fund	7,010,831	11,054,514	9,969,844	9,969,844	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Payments to in-state private prisons	<u>61,475,645</u>	<u>65,665,342</u>	<u>69,950,104</u>	<u>75,461,619</u>	
General Fund	59,075,645	63,034,424	67,056,718	72,568,233	
Cash Funds	2,400,000	2,630,918	2,893,386	2,893,386	

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Payments to pre-release parole revocation facilities	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Inmate Education and Benefit Programs at In-state					
Private Prisons	<u>541,566</u>	<u>541,566</u>	<u>541,566</u>	<u>541,566</u>	
General Fund	541,566	541,566	541,566	541,566	
Cash Funds	0	0	0	0	
SUBTOTAL -	69,028,042	77,261,422	80,461,514	85,973,029	6.8%
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	66,628,042	74,630,504	77,568,128	83,079,643	7.1%
Cash Funds	2,400,000	2,630,918	2,893,386	2,893,386	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%
SUBTOTAL - (B) External Capacity Subprogram	70,214,804	78,432,651	81,710,547	87,295,840	6.8%
<i>FTE</i>	<u>11.5</u>	<u>12.9</u>	<u>12.7</u>	<u>12.7</u>	<u>0.0%</u>
General Fund	67,814,804	75,801,733	78,787,694	84,372,987	7.1%
Cash Funds	2,400,000	2,630,918	2,922,853	2,922,853	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

Appendix A: Numbers Pages

	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
(C) Inspector General Subprogram					
Personal Services	<u>4,739,812</u>	<u>4,715,152</u>	<u>4,999,370</u>	<u>5,338,153</u>	
FTE	51.8	55.3	62.8	62.8	
General Fund	4,739,812	4,715,152	4,893,137	5,231,920	
Cash Funds	0	0	106,233	106,233	
Operating Expenses	<u>415,615</u>	<u>380,885</u>	<u>473,905</u>	<u>474,322</u>	
General Fund	415,615	380,885	390,718	391,135	
Cash Funds	0	0	83,187	83,187	
Inspector General Grants	<u>59,281</u>	<u>33,799</u>	<u>207,912</u>	<u>207,912</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Federal Funds	59,281	33,799	207,912	207,912	
Inspector General Start-up	<u>118,152</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	118,152	0	0	0	
Cash Funds	0	0	0	0	
SUBTOTAL - (C) Inspector General Subprogram	5,332,860	5,129,836	5,681,187	6,020,387	6.0%
FTE	<u>51.8</u>	<u>55.3</u>	<u>62.8</u>	<u>62.8</u>	<u>0.0%</u>
General Fund	5,273,579	5,096,037	5,283,855	5,623,055	6.4%
Cash Funds	0	0	189,420	189,420	0.0%
Federal Funds	59,281	33,799	207,912	207,912	0.0%
TOTAL - (1) Management	235,408,206	339,421,235	371,667,487	369,390,703	(0.6%)
FTE	<u>103.5</u>	<u>112.6</u>	<u>128.9</u>	<u>124.5</u>	<u>(3.4%)</u>
General Fund	229,030,317	(161,641,418)	40,668,867	362,899,933	792.3%
Cash Funds	6,171,846	500,784,007	330,456,903	5,949,053	(98.2%)
Reappropriated Funds	122,497	122,497	248,805	248,805	0.0%
Federal Funds	83,546	156,149	292,912	292,912	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(2) Institutions

(A) Utilities Subprogram

Primary Function: Provide heat, power, water, and sanitation at all facilities.

Personal Services	<u>347,809</u>	<u>211,306</u>	<u>370,650</u>	<u>396,312</u>	
FTE	0.7	2.0	3.0	3.0	
General Fund	347,809	211,306	370,650	396,312	
Cash Funds	0	0	0	0	
Utilities	<u>25,913,954</u>	<u>23,829,820</u>	<u>26,584,011</u>	<u>27,234,532</u>	
General Fund	25,239,333	23,243,547	25,093,539	25,744,060	
Cash Funds	674,621	586,273	1,490,472	1,490,472	

SUBTOTAL - (A) Utilities Subprogram	26,261,763	24,041,126	26,954,661	27,630,844	2.5%
FTE	<u>0.7</u>	<u>2.0</u>	<u>3.0</u>	<u>3.0</u>	(0.0%)
General Fund	25,587,142	23,454,853	25,464,189	26,140,372	2.7%
Cash Funds	674,621	586,273	1,490,472	1,490,472	0.0%

(B) Maintenance Subprogram

Primary Functions Provide grounds and facilities maintenance, including the boiler house, janitorial services, and life safety.

Personal Services	<u>23,263,880</u>	<u>22,379,306</u>	<u>23,625,951</u>	<u>25,339,324</u>	
FTE	273.9	273.4	293.0	294.1	
General Fund	23,263,880	22,379,306	23,625,951	25,339,324	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Operating Expenses	<u>8,399,988</u>	<u>8,440,483</u>	<u>13,538,111</u>	<u>11,247,280</u>	
General Fund	8,399,988	8,440,483	13,538,111	11,247,280	
Cash Funds	0	0	0	0	
Broadband Installation	<u>0</u>	<u>0</u>	<u>4,482,661</u>	<u>1,500,000</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	4,482,661	1,500,000	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Maintenance Start Up	<u>0</u>	<u>0</u>	<u>14,000</u>	<u>7,000</u>	
General Fund	0	0	14,000	7,000	
Cash Funds	0	0	0	0	
Maintenance Pueblo Campus	<u>2,914,417</u>	<u>2,986,934</u>	<u>3,023,427</u>	<u>3,023,427</u>	
General Fund	2,914,417	2,986,934	3,023,427	3,023,427	
Cash Funds	0	0	0	0	
SUBTOTAL - (B) Maintenance Subprogram	34,578,285	33,806,723	44,684,150	41,117,031	(8.0%)
FTE	<u>273.9</u>	<u>273.4</u>	<u>293.0</u>	<u>294.1</u>	<u>0.4%</u>
General Fund	34,578,285	33,806,723	40,201,489	39,617,031	(1.5%)
Cash Funds	0	0	4,482,661	1,500,000	(66.5%)
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(C) Housing and Security Subprogram

Primary Function: Provide inmate supervision, including the implementation and management of security operations.

Personal Services	<u>210,775,577</u>	<u>186,388,482</u>	<u>199,155,681</u>	<u>213,363,158</u>	
FTE	2,494.3	2,814.7	3,050.8	3,067.5	
General Fund	210,775,577	186,388,482	199,155,681	213,363,158	
Cash Funds	0	0	0	0	
Operating Expenses	<u>2,033,739</u>	<u>2,046,192</u>	<u>2,105,156</u>	<u>2,135,008</u>	
General Fund	2,033,739	2,046,192	2,105,156	2,135,008	
Cash Funds	0	0	0	0	
Start-up	<u>0</u>	<u>0</u>	<u>24,969</u>	<u>0</u>	
General Fund	0	0	24,969	0	
Cash Funds	0	0	0	0	

SUBTOTAL - (C) Housing and Security Subprogram	212,809,316	188,434,674	201,285,806	215,498,166	7.1%
FTE	<u>2,494.3</u>	<u>2,814.7</u>	<u>3,050.8</u>	<u>3,067.5</u>	<u>0.5%</u>
General Fund	212,809,316	188,434,674	201,285,806	215,498,166	7.1%
Cash Funds	0	0	0	0	0.0%

(D) Food Service Subprogram

Primary Function: Provide meals daily to all inmates.

Personal Services	<u>21,835,003</u>	<u>20,008,068</u>	<u>20,958,785</u>	<u>22,409,896</u>	
FTE	274.7	271.4	318.8	318.8	
General Fund	21,835,003	20,008,068	20,958,785	22,409,896	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Operating Expenses	<u>21,751,601</u>	<u>21,418,753</u>	<u>22,654,004</u>	<u>23,022,938</u>	
General Fund	21,751,601	21,418,753	22,654,004	23,022,938	
Cash Funds	0	0	0	0	
Food Service Pueblo Campus	<u>2,156,475</u>	<u>2,518,729</u>	<u>2,578,959</u>	<u>2,667,654</u>	
General Fund	2,156,475	2,518,729	2,578,959	2,667,654	
Cash Funds	0	0	0	0	
SUBTOTAL - (D) Food Service Subprogram	45,743,079	43,945,550	46,191,748	48,100,488	4.1%
FTE	<u>274.7</u>	<u>271.4</u>	<u>318.8</u>	<u>318.8</u>	(0.0%)
General Fund	45,743,079	43,945,550	46,191,748	48,100,488	4.1%
Cash Funds	0	0	0	0	0.0%

(E) Medical Services Subprogram

Primary Function: Provide acute and long-term health care services for all inmates, using both state employees and contracted health care providers.

Personal Services	<u>44,984,406</u>	<u>44,121,818</u>	<u>43,409,402</u>	<u>46,408,555</u>	
FTE	322.3	347.7	412.2	412.2	
General Fund	44,867,480	43,984,339	43,102,223	46,086,466	
Cash Funds	116,926	137,479	307,179	322,089	
Operating Expenses	<u>2,658,789</u>	<u>2,660,005</u>	<u>2,677,873</u>	<u>3,495,759</u>	
General Fund	2,658,789	2,660,005	2,677,873	3,495,759	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Purchase of Pharmaceuticals	<u>20,218,170</u>	<u>21,687,807</u>	<u>22,552,077</u>	<u>23,314,567</u>	
General Fund	20,218,170	21,687,807	22,552,077	23,314,567	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Hepatitis C Treatment Costs	<u>5,261,787</u>	<u>8,368,384</u>	<u>8,368,384</u>	<u>8,368,384</u>	
General Fund	5,261,787	8,368,384	8,368,384	8,368,384	
Cash Funds	0	0	0	0	
Purchase of Medical Services from Other Medical Facilities	<u>49,261,206</u>	<u>56,861,820</u>	<u>59,173,755</u>	<u>66,495,402</u>	
General Fund	49,261,206	56,861,820	59,173,755	66,495,402	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Transgender Healthcare	<u>0</u>	<u>0</u>	<u>5,317,500</u>	<u>5,317,500</u>	
General Fund	0	0	5,317,500	5,317,500	
Cash Funds	0	0	0	0	
Service Contracts	<u>2,665,998</u>	<u>8,245,978</u>	<u>2,402,731</u>	<u>2,402,731</u>	
General Fund	2,665,998	8,245,978	2,402,731	2,402,731	
Cash Funds	0	0	0	0	
Indirect Cost Assessment	<u>1,456</u>	<u>1,626</u>	<u>2,951</u>	<u>772</u>	
General Fund	0	0	0	0	
Cash Funds	1,456	1,626	2,951	772	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL - (E) Medical Services Subprogram	125,051,812	141,947,438	143,904,673	155,803,670	8.3%
<i>FTE</i>	322.3	347.7	412.2	412.2	0.0%
General Fund	124,933,430	141,808,333	143,594,543	155,480,809	8.3%
Cash Funds	118,382	139,105	310,130	322,861	4.1%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

(F) Laundry Subprogram

Primary Function: Issue, clean, and maintain all inmate clothing, bedding, coats, and footwear.

Personal Services	<u>2,845,369</u>	<u>2,748,604</u>	<u>2,879,209</u>	<u>3,078,555</u>	
<i>FTE</i>	33.6	33.5	38.4	38.4	
General Fund	2,845,369	2,748,604	2,879,209	3,078,555	
Cash Funds	0	0	0	0	
Operating Expenses	<u>2,411,051</u>	<u>2,436,502</u>	<u>2,492,993</u>	<u>2,524,659</u>	
General Fund	2,411,051	2,436,502	2,492,993	2,524,659	
Cash Funds	0	0	0	0	
SUBTOTAL - (F) Laundry Subprogram	5,256,420	5,185,106	5,372,202	5,603,214	4.3%
<i>FTE</i>	<u>33.6</u>	<u>33.5</u>	<u>38.4</u>	<u>38.4</u>	(0.0%)
General Fund	5,256,420	5,185,106	5,372,202	5,603,214	4.3%
Cash Funds	0	0	0	0	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(G) Superintendents Subprogram

Primary Function: Develop facility policies, procedures, and practices that conform with applicable laws, consent decrees, court orders, legislative mandates, and executive orders.

Personal Services	<u>12,662,751</u>	<u>12,587,486</u>	<u>13,232,652</u>	<u>14,148,833</u>	
FTE	165.3	174.7	168.9	168.9	
General Fund	12,662,751	12,587,486	13,232,652	14,148,833	
Cash Funds	0	0	0	0	
Operating Expenses	<u>5,768,854</u>	<u>7,281,830</u>	<u>9,039,601</u>	<u>8,367,728</u>	
General Fund	5,768,854	7,281,830	9,039,601	8,367,728	
Cash Funds	0	0	0	0	
Inmate Telephone Calls	<u>0</u>	<u>379,458</u>	<u>717,712</u>	<u>1,434,634</u>	
General Fund	0	379,458	717,712	1,434,634	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	
Dress-Out	<u>621,213</u>	<u>604,130</u>	<u>1,006,280</u>	<u>1,006,280</u>	
General Fund	621,213	604,130	1,006,280	1,006,280	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Start-up Costs	<u>5,809,824</u>	<u>14,350</u>	<u>79,775</u>	<u>164,127</u>	
General Fund	5,809,824	14,350	77,725	164,127	
Cash Funds	0	0	2,050	0	
SUBTOTAL - (G) Superintendents Subprogram	24,862,642	20,867,254	24,076,020	25,121,602	4.3%
FTE	<u>165.3</u>	<u>174.7</u>	<u>168.9</u>	<u>168.9</u>	0.0%
General Fund	24,862,642	20,867,254	24,073,970	25,121,602	4.4%
Cash Funds	0	0	2,050	0	(100.0%)
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

(H) Youthful Offender System Subprogram

Personal Services	<u>12,272,532</u>	<u>11,855,453</u>	<u>12,418,786</u>	<u>13,278,618</u>	
FTE	157.2	166.6	162.7	162.7	
General Fund	12,272,532	11,855,453	12,418,786	13,278,618	
Cash Funds	0	0	0	0	
Operating Expenses	<u>619,746</u>	<u>607,455</u>	<u>607,455</u>	<u>607,455</u>	
General Fund	619,746	607,455	607,455	607,455	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Contract Services	<u>21,765</u>	<u>778 0.0</u>	<u>28,820</u>	<u>28,820</u>	
General Fund	21,765	778	28,820	28,820	
Cash Funds	0	0	0	0	
Maintenance and Food Services	<u>1,135,727</u>	<u>1,122,936</u>	<u>1,252,987</u>	<u>1,252,987</u>	
General Fund	1,135,727	1,122,936	1,252,987	1,252,987	
Cash Funds	0	0	0	0	
SUBTOTAL - (H) Youthful Offender System Subprogram	14,049,770	13,586,622	14,308,048	15,167,880	6.0%
FTE	<u>157.2</u>	<u>166.6</u>	<u>162.7</u>	<u>162.7</u>	(0.0%)
General Fund	14,049,770	13,586,622	14,308,048	15,167,880	6.0%
Cash Funds	0	0	0	0	0.0%

(I) Case Management Subprogram

Primary Function: Responsible for case analysis, classification reviews, performance assessment, earned time evaluations, sentence computation, and parole preparation.

Personal Services	<u>18,473,379</u>	<u>18,163,494</u>	<u>19,397,629</u>	<u>20,881,138</u>	
FTE	232.2	242.7	247.8	249.6	
General Fund	18,473,379	18,163,494	19,397,629	20,881,138	
Cash Funds	0	0	0	0	
Operating Expenses	<u>181,457</u>	<u>182,167</u>	<u>184,560</u>	<u>187,655</u>	
General Fund	181,457	182,167	184,560	187,655	
Cash Funds	0	0	0	0	
Offender ID Program	<u>258,607</u>	<u>244,815</u>	<u>367,884</u>	<u>367,884</u>	
General Fund	258,607	244,815	367,884	367,884	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Start-up Costs	<u>0</u>	<u>0</u>	<u>1,230</u>	<u>7,000</u>	
General Fund	0	0	1,230	7,000	
Cash Funds	0	0	0	0	
SUBTOTAL - (I) Case Management Subprogram	18,913,443	18,590,476	19,951,303	21,443,677	7.5%
FTE	<u>232.2</u>	<u>242.7</u>	<u>247.8</u>	<u>249.6</u>	<u>0.7%</u>
General Fund	18,913,443	18,590,476	19,951,303	21,443,677	7.5%
Cash Funds	0	0	0	0	0.0%

(J) Mental Health Subprogram

Primary Function: Provide a full range of professional psychiatric, psychological, social, and other mental health services to inmates.

Personal Services	<u>12,649,942</u>	<u>12,841,160</u>	<u>13,733,060</u>	<u>14,725,289</u>	
FTE	84.9	95.6	168.0	168.0	
General Fund	12,649,942	12,841,160	13,733,060	14,725,289	
Cash Funds	0	0	0	0	
Operating Expenses	<u>329,266</u>	<u>336,138</u>	<u>331,766</u>	<u>331,766</u>	
General Fund	329,266	336,138	331,766	331,766	
Cash Funds	0	0	0	0	
Medical Contract Services	<u>5,318,890</u>	<u>5,988,518</u>	<u>5,782,084</u>	<u>5,782,084</u>	
General Fund	5,318,890	5,988,518	5,782,084	5,782,084	
Cash Funds	0	0	0	0	
Start-up Costs	<u>0</u>	<u>0</u>	<u>9,623</u>	<u>0</u>	
General Fund	0	0	9,623	0	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL - (J) Mental Health Subprogram	18,298,098	19,165,816	19,856,533	20,839,139	4.9%
<i>FTE</i>	<u>84.9</u>	<u>95.6</u>	<u>168.0</u>	<u>168.0</u>	<u>(0.0%)</u>
General Fund	18,298,098	19,165,816	19,856,533	20,839,139	4.9%
Cash Funds	0	0	0	0	0.0%

(K) Inmate Pay Subprogram

Inmate Pay	<u>2,266,470</u>	<u>2,373,004</u>	<u>4,664,514</u>	<u>7,265,262</u>	
General Fund	2,266,470	2,373,004	4,664,514	7,265,262	
Cash Funds	0	0	0	0	
SUBTOTAL - (K) Inmate Pay Subprogram	2,266,470	2,373,004	4,664,514	7,265,262	55.8%
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	2,266,470	2,373,004	4,664,514	7,265,262	55.8%
Cash Funds	0	0	0	0	0.0%

(L) Legal Access Subprogram

Primary Function: Provide inmates with resources to research and file claims with the courts.

Personal Services	<u>1,552,485</u>	<u>1,574,799</u>	<u>1,825,607</u>	<u>1,964,751</u>	
<i>FTE</i>	<u>21.9</u>	<u>21.9</u>	<u>27.2</u>	<u>27.4</u>	
General Fund	1,552,485	1,574,799	1,825,607	1,964,751	
Cash Funds	0	0	0	0	
Operating Expenses	<u>298,447</u>	<u>301,852</u>	<u>803,777</u>	<u>803,777</u>	
General Fund	298,447	301,852	803,777	803,777	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Contract Services	<u>70,905</u>	<u>70,905</u>	<u>70,905</u>	<u>70,905</u>	
General Fund	70,905	70,905	70,905	70,905	
Cash Funds	0	0	0	0	
Start-up Costs	<u>0</u>	<u>0</u>	<u>4,000</u>	<u>0</u>	
General Fund	0	0	4,000	0	
Cash Funds	0	0	0	0	
SUBTOTAL - (L) Legal Access Subprogram	1,921,837	1,947,556	2,704,289	2,839,433	5.0%
<i>FTE</i>	<u>21.9</u>	<u>21.9</u>	<u>27.2</u>	<u>27.4</u>	<u>0.7%</u>
General Fund	1,921,837	1,947,556	2,704,289	2,839,433	5.0%
Cash Funds	0	0	0	0	0.0%
TOTAL - (2) Institutions	530,012,935	513,891,345	553,953,947	586,430,406	5.9%
<i>FTE</i>	<u>4,061.0</u>	<u>4,444.2</u>	<u>4,890.8</u>	<u>4,910.6</u>	<u>0.4%</u>
General Fund	529,219,932	513,165,967	547,668,634	583,117,073	6.5%
Cash Funds	793,003	725,378	6,285,313	3,313,333	(47.3%)
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	0	0	0	0	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(3) Support Services

Primary Functions: Contains the costs associated with the Department's support programs, including business operations, personnel, offender services, transportation, training, information services, and facility services.

(A) Business Operations Subprogram

Primary Function: Provide fiscal management and budgeting services for the Department.

Personal Services	<u>6,929,591</u>	<u>6,887,847</u>	<u>7,231,889</u>	<u>7,682,295</u>
FTE	100.0	104.3	104.5	104.6
General Fund	6,433,021	6,049,820	6,338,860	6,716,550
Cash Funds	49,109	51,175	53,988	56,609
Reappropriated Funds	447,461	786,852	839,041	909,136
Federal Funds	0	0	0	0
Operating Expenses	<u>240,544</u>	<u>234,201</u>	<u>231,951</u>	<u>231,951</u>
General Fund	240,544	234,201	231,951	231,951
Cash Funds	0	0	0	0
Business Operations Grants	<u>402,478</u>	<u>634,131</u>	<u>2,500,000</u>	<u>2,500,000</u>
General Fund	0	0	0	0
Cash Funds	0	0	0	0
Federal Funds	402,478	634,131	2,500,000	2,500,000
Indirect Cost Assessment	<u>0</u>	<u>0</u>	<u>321,878</u>	<u>415,746</u>
General Fund	0	0	0	0
Cash Funds	0	0	0	0
Reappropriated Funds	0	0	0	0
Federal Funds	0	0	321,878	415,746

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL - (A) Business Operations Subprogram	7,572,613	7,756,179	10,285,718	10,829,992	5.3%
<i>FTE</i>	<u>100.0</u>	<u>104.3</u>	<u>104.5</u>	<u>104.6</u>	<u>0.1%</u>
General Fund	6,673,565	6,284,021	6,570,811	6,948,501	5.7%
Cash Funds	49,109	51,175	53,988	56,609	4.9%
Reappropriated Funds	447,461	786,852	839,041	909,136	8.4%
Federal Funds	402,478	634,131	2,821,878	2,915,746	3.3%

(B) Personnel Subprogram

Primary Function: Provides human resources services, including recruitment, examination, position classification, personnel records, affirmative action, appeals, grievance, and benefits administration.

Personal Services	<u>2,006,791</u>	<u>2,139,181</u>	<u>2,522,543</u>	<u>2,450,773</u>	
<i>FTE</i>	<u>35.1</u>	<u>31.6</u>	<u>36.0</u>	<u>32.3</u>	
General Fund	2,006,791	2,139,181	2,522,543	2,450,773	
Cash Funds	0	0	0	0	
Operating Expenses	<u>89,931</u>	<u>110,754</u>	<u>737,981</u>	<u>737,981</u>	
General Fund	89,931	110,754	737,981	737,981	
Cash Funds	0	0	0	0	
Personnel start-up	<u>0</u>	<u>0</u>	<u>28,000</u>	<u>0</u>	
General Fund	0	0	28,000	0	
Cash Funds	0	0	0	0	
SUBTOTAL - (B) Personnel Subprogram	2,096,722	2,249,935	3,288,524	3,188,754	(3.0%)
<i>FTE</i>	<u>35.1</u>	<u>31.6</u>	<u>36.0</u>	<u>32.3</u>	<u>(10.3%)</u>
General Fund	2,096,722	2,249,935	3,288,524	3,188,754	(3.0%)
Cash Funds	0	0	0	0	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(C) Offender Services Subprogram

Primary Function: Provide offender population management, offender classification, offender case management, sentence computation, release operations, jail backlog monitoring, etc.

Personal Services	<u>3,401,067</u>	<u>3,370,085</u>	<u>3,530,219</u>	<u>3,929,833</u>	
FTE	62.7	61.2	44.1	46.8	
General Fund	3,401,067	3,370,085	3,530,219	3,929,833	
Cash Funds	0	0	0	0	
Operating Expenses	<u>62,044</u>	<u>62,044</u>	<u>62,044</u>	<u>240,867</u>	
General Fund	62,044	62,044	62,044	240,867	
Cash Funds	0	0	0	0	
SUBTOTAL - (C) Offender Services Subprogram	3,463,111	3,432,129	3,592,263	4,170,700	16.1%
FTE	62.7	61.2	44.1	46.8	6.1%
General Fund	3,463,111	3,432,129	3,592,263	4,170,700	16.1%
Cash Funds	0	0	0	0	0.0%

(D) Communications Subprogram

Primary Function: Manage communication systems

Operating Expenses	<u>1,653,854</u>	<u>1,640,322</u>	<u>1,685,942</u>	<u>1,692,489</u>	
General Fund	1,653,854	1,640,322	1,685,707	1,692,489	
Cash Funds	0	0	235	0	
Dispatch Services	<u>274,110</u>	<u>180,806</u>	<u>328,510</u>	<u>328,510</u>	
General Fund	274,110	180,806	328,510	328,510	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL - (D) Communications Subprogram	1,927,964	1,821,128	2,014,452	2,020,999	0.3%
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	1,927,964	1,821,128	2,014,217	2,020,999	0.3%
Cash Funds	0	0	235	0	(100.0%)

(E) Transportation Subprogram

Primary Function: Manage the Department's vehicle fleet as well as the Central Transportation Unit, which transports offenders.

Personal Services	<u>2,568,604</u>	<u>2,395,403</u>	<u>2,509,225</u>	<u>2,682,955</u>	
<i>FTE</i>	<u>39.2</u>	<u>38.8</u>	<u>41.0</u>	<u>41.0</u>	
General Fund	2,568,604	2,395,403	2,509,225	2,682,955	
Cash Funds	0	0	0	0	
Operating Expenses	<u>1,076,705</u>	<u>483,538</u>	<u>643,538</u>	<u>483,538</u>	
General Fund	1,076,705	483,538	643,538	483,538	
Cash Funds	0	0	0	0	
Vehicle Lease Payments	<u>3,282,921</u>	<u>3,209,458</u>	<u>3,637,220</u>	<u>4,703,325</u>	
General Fund	2,913,677	2,947,837	3,102,813	4,012,278	
Cash Funds	369,244	261,621	534,407	691,047	
SUBTOTAL - (E) Transportation Subprogram	6,928,230	6,088,399	6,789,983	7,869,818	15.9%
<i>FTE</i>	<u>39.2</u>	<u>38.8</u>	<u>41.0</u>	<u>41.0</u>	<u>0.0%</u>
General Fund	6,558,986	5,826,778	6,255,576	7,178,771	14.8%
Cash Funds	369,244	261,621	534,407	691,047	29.3%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(F) Training Subprogram

Primary Function: Provide basic, extended, in-service, and advanced training to DOC employees.

Personal Services	<u>2,560,323</u>	<u>2,461,357</u>	<u>2,578,313</u>	<u>2,756,826</u>	
FTE	32.8	34.6	33.0	33.0	
General Fund	2,560,323	2,461,357	2,578,313	2,756,826	
Cash Funds	0	0	0	0	
Operating Expenses	<u>279,213</u>	<u>345,524</u>	<u>383,057</u>	<u>285,171</u>	
General Fund	279,213	345,524	383,057	285,171	
Cash Funds	0	0	0	0	
SUBTOTAL - (F) Training Subprogram	2,839,536	2,806,881	2,961,370	3,041,997	2.7%
FTE	<u>32.8</u>	<u>34.6</u>	<u>33.0</u>	<u>33.0</u>	0.0%
General Fund	2,839,536	2,806,881	2,961,370	3,041,997	2.7%
Cash Funds	0	0	0	0	0.0%

(G) Information Systems Subprogram

Primary Function: Develop and maintain of automated information systems within the DOC. The services are provided by OIT.

Operating Expenses	<u>1,397,957</u>	<u>1,396,409</u>	<u>1,404,569</u>	<u>1,408,689</u>	
General Fund	1,397,957	1,396,409	1,404,369	1,408,689	
Cash Funds	0	0	200	0	
Payments to OIT	<u>25,077,693</u>	<u>30,294,710</u>	<u>32,784,416</u>	<u>35,301,339</u>	
General Fund	25,023,377	30,222,790	32,647,829	35,154,684	
Cash Funds	54,316	71,920	136,587	146,655	
Reappropriated Funds	0	0	0	0	
Federal Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
CORE Operations	408,958	337,446	84,365	257,912	
General Fund	369,354	305,391	76,351	236,361	
Cash Funds	20,095	16,326	4,082	10,851	
Reappropriated Funds	19,509	15,729	3,932	10,700	
SUBTOTAL - (G) Information Systems Subprogram	26,884,608	32,028,565	34,273,350	36,967,940	7.9%
FTE	0.0	0.0	0.0	0.0	0.0%
General Fund	26,790,688	31,924,590	34,128,549	36,799,734	7.8%
Cash Funds	74,411	88,246	140,869	157,506	11.8%
Reappropriated Funds	19,509	15,729	3,932	10,700	172.1%
Federal Funds	0	0	0	0	0.0%

(H) Facility Services Subprogram

Primary Function: Contractor/design team selection, design review, contract administration, and fiscal management of the DOC's capital construction and controlled maintenance projects.

Personal Services	1,079,494	1,096,121	1,369,279	1,474,278	
FTE	11.0	10.6	15.7	16.0	
General Fund	1,079,494	1,096,121	1,302,492	1,474,278	
Cash Funds	0	0	66,787	0	
Operating Expenses	95,594	83,096	84,596	94,413	
General Fund	95,594	83,096	84,096	94,413	
Cash Funds	0	0	500	0	
Facility Services Start-up	0	0	4,000	1,000	
General Fund	0	0	3,000	1,000	
Cash Funds	0	0	1,000	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL - (H) Facility Services Subprogram	1,175,088	1,179,217	1,457,875	1,569,691	7.7%
<i>FTE</i>	<u>11.0</u>	<u>10.6</u>	<u>15.7</u>	<u>16.0</u>	<u>1.9%</u>
General Fund	1,175,088	1,179,217	1,389,588	1,569,691	13.0%
Cash Funds	0	0	68,287	0	(100.0%)
TOTAL - (3) Support Services	52,887,872	57,362,433	64,663,535	69,659,891	7.7%
<i>FTE</i>	<u>280.8</u>	<u>281.1</u>	<u>274.3</u>	<u>273.7</u>	<u>(0.2%)</u>
General Fund	51,525,660	55,524,679	60,200,898	64,919,147	7.8%
Cash Funds	492,764	401,042	797,786	905,162	13.5%
Reappropriated Funds	466,970	802,581	842,973	919,836	9.1%
Federal Funds	402,478	634,131	2,821,878	2,915,746	3.3%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(4) Inmate Programs

(A) Labor Subprogram

Primary Function: Supervise inmate work assignments involving physical labor to assist the DOC and outside agencies with reclamation, landscaping, construction, etc.

Personal Services	<u>5,679,597</u>	<u>5,559,153</u>	<u>6,061,490</u>	<u>6,481,166</u>	
FTE	61.7	70.6	81.4	81.4	
General Fund	5,679,597	5,559,153	6,061,490	6,481,166	
Cash Funds	0	0	0	0	
Operating Expenses	<u>88,017</u>	<u>88,017</u>	<u>88,017</u>	<u>88,017</u>	
General Fund	88,017	88,017	88,017	88,017	
Cash Funds	0	0	0	0	
SUBTOTAL - (A) Labor Subprogram	5,767,614	5,647,170	6,149,507	6,569,183	6.8%
FTE	<u>61.7</u>	<u>70.6</u>	<u>81.4</u>	<u>81.4</u>	(0.0%)
General Fund	5,767,614	5,647,170	6,149,507	6,569,183	6.8%
Cash Funds	0	0	0	0	0.0%

(B) Education Subprogram

Primary Function: Assist inmates in improving basic skills such as English, reading, writing, spelling, and math.

Personal Services	<u>14,742,837</u>	<u>14,751,589</u>	<u>15,800,444</u>	<u>16,676,670</u>	
FTE	154.4	169.2	198.7	195.5	
General Fund	14,742,837	14,751,589	15,800,444	16,676,670	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Operating Expenses	<u>3,528,501</u>	<u>3,349,605</u>	<u>4,625,962</u>	<u>4,396,924</u>	
General Fund	2,816,746	3,118,746	3,139,277	2,850,944	
Cash Funds	704,909	202,293	1,197,770	1,257,065	
Reappropriated Funds	6,846	28,566	288,915	288,915	
Contract Services	<u>183,984</u>	<u>151,983</u>	<u>1,221,428</u>	<u>1,221,428</u>	
General Fund	183,984	151,983	1,221,428	1,221,428	
Cash Funds	0	0	0	0	
Education Grants	<u>431,793</u>	<u>86,264</u>	<u>80,060</u>	<u>80,060</u>	
FTE	0.0	0.0	2.0	2.0	
General Fund	0	0	0	0	
Cash Funds	0	27,617	10,000	10,000	
Reappropriated Funds	0	0	42,410	42,410	
Federal Funds	431,793	58,647	27,650	27,650	
Start-up Costs	<u>0</u>	<u>278,000</u>	<u>4,703</u>	<u>0</u>	
General Fund	0	278,000	4,703	0	
Cash Funds	0	0	0	0	
SUBTOTAL - (B) Education Subprogram	18,887,115	18,617,441	21,732,597	22,375,082	3.0%
FTE	<u>154.4</u>	<u>169.2</u>	<u>200.7</u>	<u>197.5</u>	<u>(1.6%)</u>
General Fund	17,743,567	18,300,318	20,165,852	20,749,042	2.9%
Cash Funds	704,909	229,910	1,207,770	1,267,065	4.9%
Reappropriated Funds	6,846	28,566	331,325	331,325	0.0%
Federal Funds	431,793	58,647	27,650	27,650	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(C) Recreation Subprogram

Primary Function: Develop, implement, and supervise recreational programs including leisure time activities and outdoor exercise.

Personal Services	<u>8,383,283</u>	<u>7,796,422</u>	<u>8,166,882</u>	<u>8,732,328</u>	
FTE	88.8	98.5	119.5	119.5	
General Fund	8,383,283	7,796,422	8,166,882	8,732,328	
Cash Funds	0	0	0	0	
Operating Expenses	<u>72,812</u>	<u>69,741</u>	<u>77,552</u>	<u>77,552</u>	
General Fund	0	0	0	0	
Cash Funds	72,812	69,741	77,552	77,552	
SUBTOTAL - (C) Recreation Subprogram	8,456,095	7,866,163	8,244,434	8,809,880	6.9%
FTE	<u>88.8</u>	<u>98.5</u>	<u>119.5</u>	<u>119.5</u>	0.0%
General Fund	8,383,283	7,796,422	8,166,882	8,732,328	6.9%
Cash Funds	72,812	69,741	77,552	77,552	0.0%

(D) Drug and Alcohol Treatment Subprogram

Primary Function: Provide drug and alcohol treatment services to inmates.

Personal Services	<u>6,072,720</u>	<u>6,135,399</u>	<u>6,426,933</u>	<u>6,871,911</u>	
FTE	55.5	53.0	87.4	87.4	
General Fund	6,072,720	6,135,399	6,426,933	6,871,911	
Cash Funds	0	0	0	0	
Operating Expenses	<u>117,884</u>	<u>117,884</u>	<u>117,884</u>	<u>117,884</u>	
General Fund	117,884	117,884	117,884	117,884	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Contract Services	<u>2,244,904</u>	<u>2,312,251</u>	<u>2,023,220</u>	<u>2,023,220</u>	
General Fund	2,244,904	2,312,251	2,023,220	2,023,220	
Cash Funds	0	0	0	0	
Treatment Grants	<u>250,009</u>	<u>217,490</u>	<u>126,682</u>	<u>126,682</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	126,682	126,682	
Federal Funds	250,009	217,490	0	0	
Services for Substance Abuse and Co-occurring Disorders	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
ARPA	<u>0</u>	<u>4,850,841</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Cash Funds	0	4,850,841	0	0	
Federal Funds	0	0	0	0	
SUBTOTAL - (D) Drug and Alcohol Treatment					
Subprogram	8,685,517	13,633,865	8,694,719	9,139,697	5.1%
FTE	<u>55.5</u>	<u>53.0</u>	<u>87.4</u>	<u>87.4</u>	0.0%
General Fund	8,435,508	8,565,534	8,568,037	9,013,015	5.2%
Cash Funds	0	4,850,841	0	0	0.0%
Reappropriated Funds	0	0	126,682	126,682	0.0%
Federal Funds	250,009	217,490	0	0	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
(E) Sex Offender Treatment Subprogram					
Primary Function: Provide treatment to sex offenders.					
Personal Services	<u>3,411,752</u>	<u>3,449,790</u>	<u>3,612,228</u>	<u>3,860,164</u>	
FTE	28.4	32.1	56.8	56.8	
General Fund	3,380,518	3,418,556	3,580,994	3,828,930	
Cash Funds	31,234	31,234	31,234	31,234	
Operating Expenses	<u>92,276</u>	<u>91,776</u>	<u>92,276</u>	<u>92,276</u>	
General Fund	91,776	91,276	91,776	91,776	
Cash Funds	500	500	500	500	
Polygraph Testing	<u>157,410</u>	<u>145,220</u>	<u>242,500</u>	<u>242,500</u>	
General Fund	157,410	145,220	242,500	242,500	
Cash Funds	0	0	0	0	
Sex Offender Treatment Grants	<u>0</u>	<u>0</u>	<u>65,597</u>	<u>65,597</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Federal Funds	0	0	65,597	65,597	
SUBTOTAL - (E) Sex Offender Treatment Subprogram	3,661,438	3,686,786	4,012,601	4,260,537	6.2%
FTE	<u>28.4</u>	<u>32.1</u>	<u>56.8</u>	<u>56.8</u>	<u>0.0%</u>
General Fund	3,629,704	3,655,052	3,915,270	4,163,206	6.3%
Cash Funds	31,734	31,734	31,734	31,734	0.0%
Federal Funds	0	0	65,597	65,597	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(F) Volunteers Subprogram

Primary Function: Manage volunteer programs, including volunteer chaplain services to inmates.

Personal Services	<u>484,862</u>	<u>487,520</u>	<u>510,685</u>	<u>546,043</u>	
FTE	<u>7.2</u>	<u>7.3</u>	<u>8.0</u>	<u>8.0</u>	
General Fund	484,862	487,520	510,685	546,043	
Cash Funds	0	0	0	0	
Operating Expenses	<u>17,912</u>	<u>17,912</u>	<u>17,912</u>	<u>17,912</u>	
General Fund	17,912	17,912	17,912	17,912	
Cash Funds	0	0	0	0	
SUBTOTAL - (F) Volunteers Subprogram	502,774	505,432	528,597	563,955	6.7%
FTE	<u>7.2</u>	<u>7.3</u>	<u>8.0</u>	<u>8.0</u>	0.0%
General Fund	502,774	505,432	528,597	563,955	6.7%
Cash Funds	0	0	0	0	0.0%
TOTAL - (4) Inmate Programs	45,960,553	49,956,857	49,362,455	51,718,334	4.8%
FTE	<u>396.0</u>	<u>430.7</u>	<u>553.8</u>	<u>550.6</u>	(0.6%)
General Fund	44,462,450	44,469,928	47,494,145	49,790,729	4.8%
Cash Funds	809,455	5,182,226	1,317,056	1,376,351	4.5%
Reappropriated Funds	6,846	28,566	458,007	458,007	0.0%
Federal Funds	681,802	276,137	93,247	93,247	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(5) Community Services

Primary Function: Monitors and supervises offenders who are on parole, in community corrections facilities prior to parole, living in private residences under intensive supervision prior to parole, and in Youthful Offender System aftercare.

(A) Parole Subprogram

Primary Function: Supervise offenders who have been placed on parole by the Parole Board, including high-risk offenders who are on intensive supervision parole.

Personal Services	<u>22,038,253</u>	<u>21,517,226</u>	<u>22,590,205</u>	<u>24,154,269</u>	
FTE	274.5	272.5	314.5	314.5	
General Fund	22,038,253	21,517,226	22,590,205	24,154,269	
Cash Funds	0	0	0	0	
Operating Expenses	<u>3,312,594</u>	<u>2,106,065</u>	<u>2,875,425</u>	<u>2,875,425</u>	
General Fund	3,312,594	2,106,065	2,875,425	2,875,425	
Cash Funds	0	0	0	0	
Parolee Supervision and Support Services	<u>7,232,154</u>	<u>7,752,214</u>	<u>8,911,261</u>	<u>8,911,261</u>	
General Fund	3,997,971	4,530,348	4,847,969	4,847,969	
Cash Funds	0	0	0	0	
Reappropriated Funds	3,234,183	3,221,866	4,063,292	4,063,292	
Wrap-Around Services Program	<u>1,572,831</u>	<u>1,772,965</u>	<u>1,822,869</u>	<u>1,822,869</u>	
General Fund	1,572,831	1,772,965	1,822,869	1,822,869	
Cash Funds	0	0	0	0	
Insurance Payments	<u>0</u>	<u>0</u>	<u>389,196</u>	<u>25,000</u>	
General Fund	0	0	389,196	25,000	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Grants to Community-based Organizations for Parolee Support	<u>6,697,140</u>	<u>7,036,014</u>	<u>7,176,734</u>	<u>7,176,734</u>	
General Fund	6,697,140	7,036,014	7,176,734	7,176,734	
Cash Funds	0	0	0	0	
Appropriation to Community-based Reentry Services					
Cash Fund	<u>1,481,662</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	1,481,662	0	0	0	
Cash Funds	0	0	0	0	
Community-based Organizations Housing Support	<u>500,000</u>	<u>500,000</u>	<u>500,000</u>	<u>500,000</u>	
General Fund	500,000	500,000	500,000	500,000	
Cash Funds	0	0	0	0	
Parolee Housing Support	<u>500,000</u>	<u>500,000</u>	<u>500,000</u>	<u>500,000</u>	
General Fund	500,000	500,000	500,000	500,000	
Cash Funds	0	0	0	0	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL - (A) Parole Subprogram	43,334,634	41,184,484	44,765,690	45,965,558	2.7%
<i>FTE</i>	<u>274.5</u>	<u>272.5</u>	<u>314.5</u>	<u>314.5</u>	<u>0.0%</u>
General Fund	40,100,451	37,962,618	40,702,398	41,902,266	2.9%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	3,234,183	3,221,866	4,063,292	4,063,292	0.0%

(B) Community Supervision Subprogram

(1) Community Supervision

Personal Services	<u>4,530,605</u>	<u>4,445,752</u>	<u>4,657,001</u>	<u>4,979,435</u>	
<i>FTE</i>	43.1	38.5	48.0	48.0	
General Fund	4,530,605	4,445,752	4,657,001	4,979,435	
Cash Funds	0	0	0	0	
Operating Expenses	<u>638,880</u>	<u>505,042</u>	<u>505,042</u>	<u>505,042</u>	
General Fund	638,880	505,042	505,042	505,042	
Cash Funds	0	0	0	0	
Psychotropic Medication	<u>166</u>	<u>146</u>	<u>31,400</u>	<u>31,400</u>	
General Fund	166	146	31,400	31,400	
Cash Funds	0	0	0	0	
Community Supervision Support Services	<u>2,103,111</u>	<u>2,306,045</u>	<u>2,394,092</u>	<u>2,394,092</u>	
General Fund	2,103,111	2,306,045	2,353,744	2,353,744	
Cash Funds	0	0	0	0	
Reappropriated Funds	0	0	40,348	40,348	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL -	7,272,762	7,256,985	7,587,535	7,909,969	4.2%
<i>FTE</i>	<u>43.1</u>	<u>38.5</u>	<u>48.0</u>	<u>48.0</u>	<u>0.0%</u>
General Fund	7,272,762	7,256,985	7,547,187	7,869,621	4.3%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	40,348	40,348	0.0%
(2) Youthful Offender System Aftercare					
Personal Services	<u>586,874</u>	<u>574,704</u>	<u>602,011</u>	<u>643,692</u>	
<i>FTE</i>	<u>6.1</u>	<u>0.0</u>	<u>8.0</u>	<u>8.0</u>	
General Fund	586,874	574,704	602,011	643,692	
Cash Funds	0	0	0	0	
Operating Expenses	<u>141,067</u>	<u>141,067</u>	<u>141,067</u>	<u>141,067</u>	
General Fund	141,067	141,067	141,067	141,067	
Cash Funds	0	0	0	0	
Contract Services	<u>505,121</u>	<u>758,079</u>	<u>897,584</u>	<u>897,584</u>	
General Fund	505,121	758,079	897,584	897,584	
Cash Funds	0	0	0	0	
SUBTOTAL -	1,233,062	1,473,850	1,640,662	1,682,343	2.5%
<i>FTE</i>	<u>6.1</u>	<u>0.0</u>	<u>8.0</u>	<u>8.0</u>	<u>0.0%</u>
General Fund	1,233,062	1,473,850	1,640,662	1,682,343	2.5%
Cash Funds	0	0	0	0	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
SUBTOTAL - (B) Community Supervision Subprogram	8,505,824	8,730,835	9,228,197	9,592,312	3.9%
<i>FTE</i>	<u>49.2</u>	<u>38.5</u>	<u>56.0</u>	<u>56.0</u>	<u>0.0%</u>
General Fund	8,505,824	8,730,835	9,187,849	9,551,964	4.0%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	0	0	40,348	40,348	0.0%

(C) Community Re-entry Subprogram

Primary Function: Provide emergency assistance to inmates who require temporary shelter, work clothes, bus tokens, small work tools, or other short-term emergency assistance upon release from custody.

Personal Services	<u>2,735,867</u>	<u>2,720,328</u>	<u>2,849,589</u>	<u>3,046,885</u>
FTE	30.1	32.0	42.6	42.6
General Fund	2,735,867	2,720,328	2,849,589	3,046,885
Cash Funds	0	0	0	0
Operating Expenses	<u>146,702</u>	<u>146,702</u>	<u>146,702</u>	<u>146,702</u>
General Fund	146,702	146,702	146,702	146,702
Cash Funds	0	0	0	0
Offender Emergency Assistance	<u>96,768</u>	<u>68,009</u>	<u>96,768</u>	<u>96,768</u>
General Fund	96,768	68,009	96,768	96,768
Cash Funds	0	0	0	0
Contract Services	<u>181,702</u>	<u>189,052</u>	<u>190,000</u>	<u>190,000</u>
General Fund	181,702	189,052	190,000	190,000
Cash Funds	0	0	0	0

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Offender Re-employment Center	<u>98,175</u>	<u>69,552</u>	<u>100,000</u>	<u>100,000</u>	
General Fund	98,175	69,552	100,000	100,000	
Cash Funds	0	0	0	0	
Community Reintegration Grants	<u>0</u>	<u>0</u>	<u>39,098</u>	<u>39,098</u>	
FTE	0.0	0.0	1.0	1.0	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
Federal Funds	0	0	39,098	39,098	
Transitional Work Program	<u>536,694</u>	<u>0</u>	<u>0</u>	<u>0</u>	
FTE	0.3	0.0	0.0	0.0	
General Fund	536,694	0	0	0	
Cash Funds	0	0	0	0	
SUBTOTAL - (C) Community Re-entry Subprogram	3,795,908	3,193,643	3,422,157	3,619,453	5.8%
FTE	<u>30.4</u>	<u>32.0</u>	<u>43.6</u>	<u>43.6</u>	<u>0.0%</u>
General Fund	3,795,908	3,193,643	3,383,059	3,580,355	5.8%
Cash Funds	0	0	0	0	0.0%
Federal Funds	0	0	39,098	39,098	0.0%
TOTAL - (5) Community Services	55,636,366	53,108,962	57,416,044	59,177,323	3.1%
FTE	<u>354.1</u>	<u>343.0</u>	<u>414.1</u>	<u>414.1</u>	<u>0.0%</u>
General Fund	52,402,183	49,887,096	53,273,306	55,034,585	3.3%
Cash Funds	0	0	0	0	0.0%
Reappropriated Funds	3,234,183	3,221,866	4,103,640	4,103,640	0.0%
Federal Funds	0	0	39,098	39,098	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
(6) Parole Board					
Primary Function: Conduct all parole application and parole revocation hearings.					
Personal Services	<u>1,828,384</u>	<u>1,875,940</u>	<u>1,965,078</u>	<u>2,101,133</u>	
FTE	18.2	17.6	20.5	20.5	
General Fund	1,828,384	1,875,940	1,965,078	2,101,133	
Cash Funds	0	0	0	0	
Operating Expenses	<u>77,098</u>	<u>55,110</u>	<u>107,890</u>	<u>107,890</u>	
General Fund	77,098	55,110	107,890	107,890	
Cash Funds	0	0	0	0	
Contract Services	<u>172,343</u>	<u>113,198</u>	<u>242,437</u>	<u>242,437</u>	
General Fund	172,343	113,198	242,437	242,437	
Cash Funds	0	0	0	0	
Administrative and IT Support	<u>0</u>	<u>187,236</u>	<u>187,236</u>	<u>187,236</u>	
FTE	0.0	0.0	2.0	2.0	
General Fund	0	187,236	187,236	187,236	
Cash Funds	0	0	0	0	
Start-up Costs	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
TOTAL - (6) Parole Board	2,077,825	2,231,484	2,502,641	2,638,696	5.4%
FTE	<u>18.2</u>	<u>17.6</u>	<u>22.5</u>	<u>22.5</u>	0.0%
General Fund	2,077,825	2,231,484	2,502,641	2,638,696	5.4%
Cash Funds	0	0	0	0	0.0%

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
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(7) Correctional Industries

Primary Function: Employ inmates in profit-oriented industries, usually within DOC facilities.

Personal Services	<u>3,576,048</u>	<u>3,785,666</u>	<u>12,639,422</u>	<u>12,879,733</u>	
FTE	68.6	107.0	107.0	107.0	
General Fund	0	0	0	0	
Cash Funds	(2,516,234)	(1,778,496)	4,813,567	5,053,878	
Reappropriated Funds	6,092,282	5,564,162	7,825,855	7,825,855	
Operating Expenses	<u>5,841,025</u>	<u>5,607,687</u>	<u>5,846,798</u>	<u>5,846,798</u>	
General Fund	1,044,960	0	0	0	
Cash Funds	1,510,585	1,546,956	1,546,956	1,546,956	
Reappropriated Funds	3,285,480	4,060,731	4,299,842	4,299,842	
Raw Materials	<u>10,929,840</u>	<u>9,501,417</u>	<u>30,547,207</u>	<u>30,347,207</u>	
General Fund	0	0	0	0	
Cash Funds	56,304	0	6,055,860	22,584,387	
Reappropriated Funds	10,873,536	9,501,417	24,491,347	7,762,820	
Inmate Pay	<u>2,128,928</u>	<u>1,804,108</u>	<u>2,750,000</u>	<u>2,950,000</u>	
General Fund	0	0	0	0	
Cash Funds	1,098,188	275,219	1,114,590	1,314,590	
Reappropriated Funds	1,030,740	1,528,889	1,635,410	1,635,410	
Capital Outlay	<u>715,141</u>	<u>94,471</u>	<u>1,219,310</u>	<u>1,219,310</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	309,259	309,259	
Reappropriated Funds	715,141	94,471	910,051	910,051	

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
Indirect Cost Assessment	<u>352,572</u>	<u>353,697</u>	<u>396,763</u>	<u>388,282</u>	
General Fund	0	0	0	0	
Cash Funds	122,571	119,983	141,118	109,224	
Reappropriated Funds	230,001	233,714	255,645	279,058	
Correctional Industries Grants	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Cash Funds	0	0	0	0	
TOTAL - (7) Correctional Industries	23,543,554	21,147,046	53,399,500	53,631,330	0.4%
FTE	<u>68.6</u>	<u>107.0</u>	<u>107.0</u>	<u>107.0</u>	0.0%
General Fund	1,044,960	0	0	0	0.0%
Cash Funds	271,414	163,662	13,981,350	30,918,294	121.1%
Reappropriated Funds	22,227,180	20,983,384	39,418,150	22,713,036	(42.4%)

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	FY 2022-23 Actual	FY 2023-24 Actual	FY 2024-25 Appropriation	FY 2025-26 Request	Request vs. Appropriation
(8) Canteen Operation					
Personal Services	<u>2,561,680</u>	<u>1,845,183</u>	<u>2,633,785</u>	<u>2,761,622</u>	
FTE	31.4	0.0	33.0	33.0	
General Fund	0	0	0	0	
Cash Funds	2,561,680	1,845,183	2,633,785	2,761,622	
Operating Expenses	<u>18,104,873</u>	<u>19,189,916</u>	<u>18,930,041</u>	<u>18,930,041</u>	
General Fund	0	0	0	0	
Cash Funds	18,104,873	19,189,916	18,930,041	18,930,041	
Inmate Pay	<u>161,268</u>	<u>142,326</u>	<u>73,626</u>	<u>73,626</u>	
General Fund	0	0	0	0	
Cash Funds	161,268	142,326	73,626	73,626	
Indirect Cost Assessment	<u>86,851</u>	<u>110,574</u>	<u>117,732</u>	<u>104,619</u>	
General Fund	0	0	0	0	
Cash Funds	86,851	110,574	117,732	104,619	
TOTAL - (8) Canteen Operation	20,914,672	21,287,999	21,755,184	21,869,908	0.5%
FTE	<u>31.4</u>	<u>0.0</u>	<u>33.0</u>	<u>33.0</u>	0.0%
General Fund	0	0	0	0	0.0%
Cash Funds	20,914,672	21,287,999	21,755,184	21,869,908	0.5%
TOTAL - Department of Corrections	966,441,983	1,058,407,361	1,174,720,793	1,214,516,591	3.4%
FTE	<u>5,313.6</u>	<u>5,736.2</u>	<u>6,424.4</u>	<u>6,436.0</u>	0.2%
General Fund	909,763,327	503,637,736	751,808,491	1,118,400,163	48.8%
Cash Funds	29,453,154	528,544,314	374,593,592	64,332,101	(82.8%)
Reappropriated Funds	26,057,676	25,158,894	45,071,575	28,443,324	(36.9%)
Federal Funds	1,167,826	1,066,417	3,247,135	3,341,003	2.9%

Appendix B: Other Treatment Subprograms

This appendix provides additional details about the Mental Health Subprogram, the Drug & Alcohol Treatment Subprogram, and the Sex Offender Treatment Subprogram.

Readers should note that actual expenditures include transfers from centrally-appropriated line items in the Executive Director's Office. This can drive actual expenditures over the appropriated amounts. Appropriations in FY 2024-25 and FY 2025-26 do not include these transfers.

Mental Health Subprogram Expenditures and Appropriations

	FY19-20	FY20-21	FY21-22	FY22-23	FY23-24	FY24-25*	FY25-26*
Actual expenditures/appropriations	\$16,509,714	\$16,650,532	\$18,618,425	\$18,298,098	\$20,594,847	\$19,856,533	\$20,839,139
Actual/appropriated FTE	107.6	107.2	86.2	84.9	95.6	168.0	168.6
Reverted FTE	47.8	52.0	75.6	77.7	67.0	n/a	n/a

*FY 2024-25 appropriated and FY 2025-26 requested

Drug & Alcohol Treatment Subprogram Expenditures and Appropriations

	FY19-20	FY20-21	FY21-22	FY22-23	FY23-24	FY24-25*	FY25-26*
Actual expenditures/appropriations	\$6,663,219	\$8,872,184	\$8,676,689	\$8,685,517	\$11,638,082	\$8,694,719	\$9,139,697
Actual/appropriated FTE	78.4	80.0	66.3	55.5	53.0	87.4	87.4
Reverted FTE	7.5	7.4	21.1	31.9	34.4	n/a	n/a

*FY 2024-25 appropriated and FY 2025-26 requested

Sex Offender Treatment Subprogram Expenditures and Appropriations

	FY19-20	FY20-21	FY21-22	FY22-23	FY23-24	FY24-25*	FY25-26*
Actual expenditures/appropriations	\$4,037,508	\$3,823,357	\$3,794,148	\$3,769,250	\$3,785,853	\$4,012,601	\$4,260,537
Actual/appropriated FTE	40.9	37.8	35.0	28.4	32.1	56.8	56.8
Reverted FTE	14.9	18.0	20.8	28.4	24.7	n/a	n/a

*FY 2024-25 appropriated and FY 2025-26 requested

Combined Subprogram Expenditures and Appropriations

	FY19-20	FY20-21	FY21-22	FY22-23	FY23-24	FY24-25*	FY25-26*
Actual expenditures/appropriations	\$27,210,441	\$29,346,073	\$31,089,262	\$30,752,865	\$36,018,782	\$32,563,853	\$34,239,373
Actual/appropriated FTE	226.9	225.0	187.5	168.8	180.7	312.2	312.8
Reverted FTE	70.2	77.4	117.5	138.0	126.1	n/a	n/a

*FY 2024-25 appropriated and FY 2025-26 requested

Questions about Sex Offender Treatment Program

- 1 How many people are on currently the waitlist for the Sex Offender Treatment?

DOC Response: There are currently 719 inmates on the waitlist for Sex Offender Treatment.

- 2 For both the overall population and the waitlist for treatment, what is the breakdown between people on indeterminate and determinate sentences?

DOC Response: There are currently 257 inmates with indeterminate sentences on the waitlist and 462 inmates with determinate sentences on the waitlist.

- 3 How many people on indeterminate sentences are at or over their parole eligibility date because they haven't gotten the treatment? Please provide a breakdown of this population by facility.

DOC Response: Only individuals who are lifetime sex offenders are statutorily required to have treatment before they are released from parole, not from inmate status. Release from inmate status is strictly a parole board decision and completing treatment does not guarantee an individual will be paroled. Conversely, not completing treatment does not prohibit an individual from being paroled. A variety of factors aside from a person's parole eligibility date affect their position on the Global Referral List. Further, other factors besides sex offender treatment also affect whether a person stays in prison past their parole eligibility date.

Indeterminate Individuals on the GRL Past Their PED by Facility	
ARKANSAS VALLEY CORRECTIONAL FACILITY	7
BENT COUNTY CORRECTIONAL FACILITY	19
BUENA VISTA CORRECTIONAL COMPLEX	6
CENTENNIAL CORRECTIONAL FACILITY	6
COLORADO STATE PENITENTIARY	3
COLORADO TERRITORIAL CORRECTIONAL FACILITY	12
CROWLEY COUNTY CORRECTIONAL FACILITY	16
DENVER RECEPTION AND DIAGNOSTIC CENTER	1
FREMONT CORRECTIONAL FACILITY	79
LIMON CORRECTIONAL FACILITY	8
STERLING CORRECTIONAL FACILITY	10
Grand Total	167
LAST UPDATED: 11/20/2024 4:05:29 AM	
PREPARED BY THE OFFICE OF PLANNING AND ANALYSIS. <i>If you have any questions or additions please contact doc_opa@state.co.us</i>	

4 How long does the treatment take - how many sessions spanning what time frame?

DOC Response: Offense Specific Treatment is competency-based. There is not a "set" number of sessions. There are general estimates of how long it may take for someone to complete treatment, but overall treatment is heavily dependent on the individual. If we look at providing "dosage" or general time frames, then the estimation is broken down by track: Track 1 (Low)- less than 100 hours and may be completed in 4-6 months; Track 2 (Average)- 100-200 hours and may be completed in 9-12+ months; and Track 3 (High): 200-300+ hours and may be completed in 12-18+ months.

5 How much does DOC pay for a treatment provider and how many patients do they see per day/week/month?

DOC Response: Treatment providers run on average 4 to 5 two-hour groups a week, have anywhere from 15-20+ clients per caseload, and have at least 2 individual sessions monthly.

This does not count the additional assistance SOTMP provides Mental Health for crisis, follow-ups, and clients that are seen regularly.

The non-administrative DOC classifications currently working under the SOTMP APPR and the pay ranges based on the FY 2024-25 Comp Plan are shown below.

CLASSIFICATION TITLE	MINIMUM SALARY	MAXIMUM SALARY
HEALTH PROFESSIONAL I	\$4,144	\$5,801
HEALTH PROFESSIONAL II	\$4,797	\$6,716
PSYCHOLOGIST CANDIDATE	\$6,428	\$9,000
PSYCHOLOGIST I	\$7,087	\$9,922
SOCIAL WORK/COUNSELOR I	\$5,553	\$7,774
SOCIAL WORK/COUNSELOR II	\$6,122	\$8,572
SOCIAL WORK/COUNSELOR III	\$6,750	\$9,450
SOCIAL WORK/COUNSELOR IV	\$7,087	\$9,922

6 What is the status of the lawsuit regarding the treatment waitlist?

DOC Response: This class action lawsuit was filed in United States District Court on July 2, 2024. Through the Attorney General's office, we have filed a partial motion to dismiss and we are working to prepare our answer to the main complaint. Aside from these preliminary steps, we are unable to provide substantive comment on ongoing litigation.

MEMORANDUM



JOINT BUDGET COMMITTEE

To Members of the Joint Budget Committee
From Justin Brakke, JBC Staff (303) 866-4958
Date December 4, 2024
Subject Additional Balancing Option-Close Rifle Correctional Center

Close Rifle Correctional Center

Description: Reduces appropriations by an estimated \$10.0 million General Fund and 30.0 FTE.

Key Considerations: Vacancy rates in the minimum custody classifications across the Department are very high. This includes Rifle. Over the past six months, the average vacancy rate at Rifle has been 26.0%, or about 50 vacancies monthly at the 192-bed facility.

Closing the Rifle facility means that about 140 minimum custody inmates would have to be placed in a minimum custody bed elsewhere or be released to the community or parole. Delta and Sterling have additional minimum custody capacity, at least on paper.

Vacancies at the minimum custody Delta facility have averaged about 57 over the past six months, or about a 15.0% vacancy rate. Plus, there are 86 additional beds at the Delta facility that could be brought online if needed. The Department requested 86 beds at that facility for FY 2023-24 at a cost of a little over \$1.0 million.

Sterling also appears to have many minimum custody beds available. It is JBC staff's understanding that there are 400 minimum custody beds online at Sterling, with another 200 that are currently closed. JBC staff estimates that the vacancy rate in the minimum custody units at Sterling has been around 90.0%.

Additional background: The Rifle Correctional Center is a 192-bed Level I minimum security facility, which is located on a 75-acre site in rural Garfield County. Its current programming includes a community-based labor service, secondary education, vocational training, and a reintegration program intended to reduce recidivism.

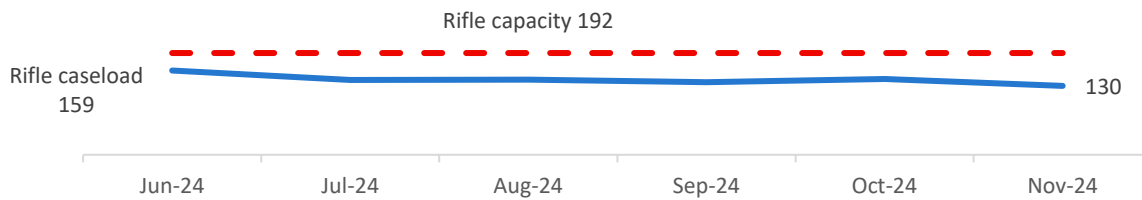
JBC staff based the estimated reduction of \$10.0 million on the DOC's FY 2022-23 prison cost per day report. Because this is out-of-date, staff applied a 20.0% increase to account for recent total compensation increases, increased shift differential costs, etc.

For additional information about minimum custody capacity and caseload, please see the graphs on the next page.

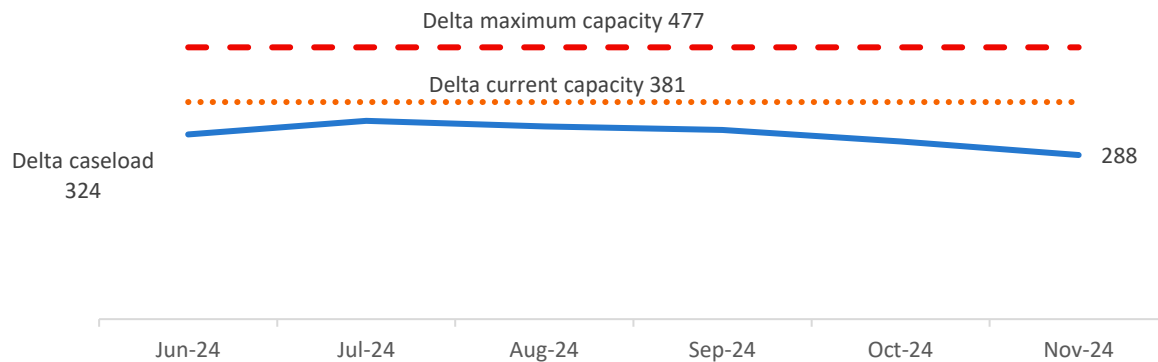
DECEMBER 4, 2024

Minimum Custody Capacity and Caseload at Rifle, Delta, and Sterling

Rifle Correctional Center Caseload vs. Capacity



Delta Correctional Center Caseload vs. Capacity



Sterling Correctional Facility Caseload vs. Capacity

