

PAROLE BOARD
FY 2025-26 JOINT BUDGET COMMITTEE HEARING AGENDA

Friday, December 13, 2024

11:00- 11:30 am

11:00-11:05 Introductions and Opening Comments

Presenter: Rändi Moore, Chairperson, Colorado State Board of Parole

11:05-11:30 Questions for the Parole Board

Main Presenters:

- Rändi Moore, Chairperson, Colorado State Board of Parole
- Michael Tessean, Director, Colorado State Board of Parole

Topics:

- General questions: Page 2, Questions 1-2 in the packet
- Technical parole returns: Page 3, Questions 3-5 in the packet, Slides pages 23-27 in the packet
- Parole releases: Page 6, Questions 6-12 in the packet, Slides pages 28-34 in the packet

PAROLE BOARD
FY 2025-26 JOINT BUDGET COMMITTEE HEARING

Friday, December 13, 2024

11:00 am – 11:30 am

GENERAL QUESTIONS

#1: In order of importance, please describe the top three general challenges or opportunities that the Parole Board is seeing in its work.

1. **Treatment and Programming for Offenders:** Engaging in treatment and programming is critical in mitigating risk and promoting successful reintegration into the community. The Parole Board considers participation in treatment, education, vocational training, and other rehabilitative programs essential in its release decisions. Evidence shows that these interventions strongly correlate with reducing recidivism and increasing post-release success. The Parole Board fully supports efforts to enhance, expand, and improve access to these programs, recognizing their pivotal role in addressing criminogenic needs and fostering long-term public safety.
2. **Advancing Procedural Justice:** Enhancing procedural justice presents an opportunity to improve perceptions of fairness, transparency, and trust in the parole process. Research demonstrates that organizations that prioritize procedural justice foster greater trust and voluntary compliance among stakeholders. The Parole Board will focus on applying these principles specifically to application hearings, where procedural fairness is critical for offender outcomes. Additionally, the implementation of procedural justice surveys will provide valuable feedback to assess and enhance fairness, clarity, and transparency within the Board's operations. Strengthening procedural justice in these ways will allow the Board to improve relationships with offenders, stakeholders, and the public, resulting in a more effective and equitable parole system.
3. **Mitigating Decision Fatigue:** Decision fatigue among Board members presents a challenge that can impact the consistency and quality of decision-making. Addressing this issue through tools, training, and procedural adjustments can support mental clarity and reduce the cognitive burden associated with high-volume decision-making. These efforts can improve both efficiency and the quality of outcomes in the parole process.
4. **Strengthening Collaboration and Connection:** Building and enhancing partnerships with internal and external stakeholders is a key opportunity to address systemic challenges more effectively. Strengthened collaboration can lead to better resource allocation, shared insights, and unified strategies for offender rehabilitation and public safety. Such partnerships are essential for addressing the complex needs of offenders while maintaining community safety.

#2: Are there any budgetary issues that the JBC should be aware of?

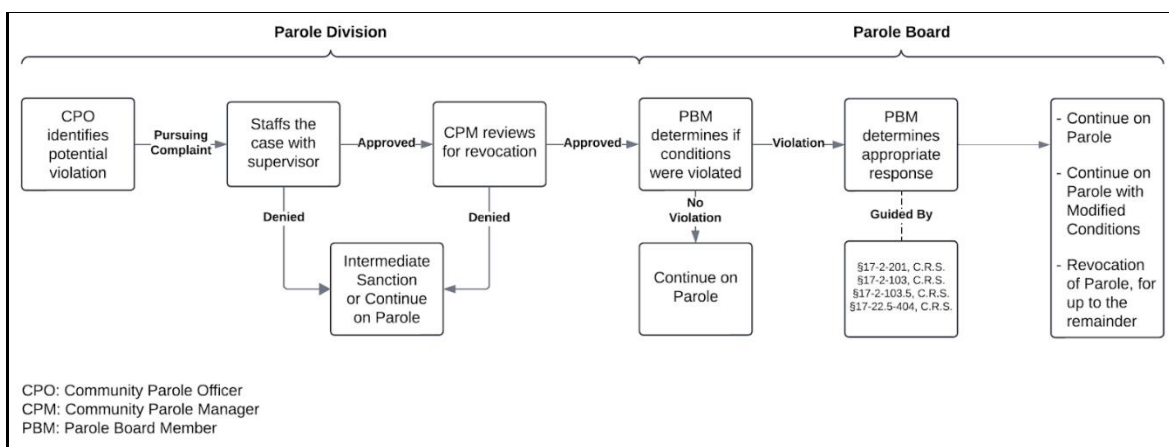
No, the Parole Board has not submitted any budget items for this legislative session.

TECHNICAL PAROLE RETURNS

#3: [Sen. Amabile] Who decides what happens with a technical violation? Who makes the decision?

The process for addressing parole violations, which includes technical violations, involves five key decision points:

1. **Identification by the Community Parole Officer (CPO):** The CPO identifies the specific parole conditions that have been violated and assesses the most appropriate response, considering the nature of the violation and the parolee's overall compliance.
2. **Case Staffing with a Supervisor:** If the CPO determines that filing a complaint with the Parole Board is warranted, the case and the alleged violation(s) are reviewed and discussed with the CPO's Supervisor for approval.
3. **Review by the Community Parole Manager (CPM):** Upon receiving approval from the Supervisor, the complaint is submitted to the CPM for further review. The CPM determines whether to approve or deny seeking revocation based on the information provided.
4. **Determination by a Parole Board Member:** If the Parole Division submits the complaint, a hearing is scheduled, and the Parole Board Member or the Administrative Hearing Officer presides over the hearing. The Parole Board Member or the Administrative Hearing Officer determines, by a preponderance of the evidence, whether the parolee has violated the conditions of parole.
5. **Response to Non-Compliance:** If the Parole Board Member or the Administrative Hearing Officer finds that a violation has occurred, they decide on the most appropriate response to address the non-compliance, which may range from continuing on parole to revocation of parole.



See the following attachments for more information:

- Policy & Procedure Revocation Hearings
- Revocation Outcomes Guide - One Page Summary

#4: [Sen. Amabile] What is driving the increase in technical parole returns? Please respond with a brief narrative and data that show the number and percentage of returns, by return reason over the past 18 months.

The following categories are included under the definition of technical parole revocations:

1. Self-revocation requests granted by the Parole Board.
2. Parolees convicted of a new felony offense but not yet sentenced to prison on the new case.
3. Parolees convicted of a new misdemeanor offense.
4. Parolees with no new criminal convictions (felony or misdemeanor), who have serious technical violations:
 - Refusing or failing to Comply with Requirements of Sex Offender Treatment
 - Absconding
 - Willful Failure to Appear for a Summons
 - Unlawful Contact with a Victim
 - Possession of Deadly Weapon
 - Willful Tampering or Removal of an Electronic Monitoring Device
5. Other non-compliance with parole conditions.

The increase in technical parole returns is primarily driven by a rise in arrests of parolees for absconding. The number of arrests for absconding has escalated, resulting in higher technical revocation rates:

- **FY 2023:** 176 technical violations for absconding, accounting for **19.5%** of all revocations.
- **FY 2024:** 279 technical violations for absconding, accounting for **27.6%** of all revocations.

This data suggests that while absconding behavior has remained stable, improved enforcement and apprehension efforts have contributed to the rise in technical parole returns.

Finalized Revocation Hearing Outcomes by Fiscal Year

Revoked vs Continued	FY 2022		FY 2023		FY 2024	
	Number	Percentage	Number	Percentage	Number	Percentage
Continued on Parole (not revoked)	355	33%	355	28%	197	16%
Parole Revoked	720	67%	903	72%	1,011	84%

Reason for Revocation	FY 2022		FY 2023		FY 2024	
	Number	Percentage	Number	Percentage	Number	Percentage
Revocation for new felony charge(s)	109	15.1%	117	13%	94	9.3%
Revocation for felony and misdemeanor charge(s)	25	3.5%	28	3.1%	26	2.6%
Revocation for new misdemeanor charge(s)	309	42.9%	371	41.1%	421	41.6%
Revocation for traffic/petty offenses(s)	7	1%	19	2.1%	20	2%
Technical violation revocation for absconding	128	17.8%	176	19.5%	279	27.6%
Other technical violations only***	141	19.6%	188	20.8%	167	16.5%
Other revocation type	1	0.1%	4	0.4%	4	0.4%

*Does not include continuance hearings or self-revocation request decisions.
 *** "Other technical violations only" category includes inmates returned for termination from sex offender treatment, weapons violation(s), and/or contacting a victim under a protection order.

#5: In order of prevalence, list the statutory and discretionary factors that play into technical parole return decisions.

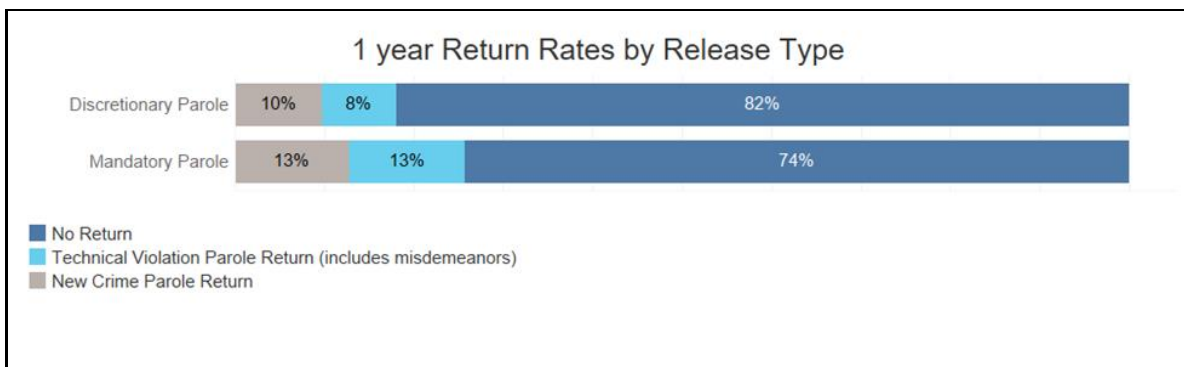
- New conviction (felony and misdemeanor)
- The seriousness of the technical violations; below is a list of what is considered a serious violation:
 - Refusing or failing to Comply with Requirements of Sex Offender Treatment
 - Absconding
 - Willful Failure to Appear for a Summons
 - Unlawful Contact with a Victim
 - Possession of Deadly Weapon
 - Willful Tampering or Removal of an Electronic Monitoring Device
- The seriousness of the originating conviction; below is a list of what is considered a serious conviction:
 - Menacing as defined in §18-3-206
 - Stalking as defined in §18-9-111(4) as it existed prior to 08/11/2010, or §18-3-602
 - Any unlawful sexual behavior as defined in § 16-22-102
 - ANY other offense where the underlying factual basis involves unlawful sexual behavior or a Designated Sexual Violent Predator
 - Crimes against At-Risk persons
 - Domestic Violence
 - 2nd Degree Burglary (excl: Conspiracy or Attempt)
 - Manslaughter
 - Robbery (excl: Conspiracy or Attempt)
 - Felony conviction for a crime against a Child as set in Articles 3,6,7 and Title 18 CRS
 - Escape WITH Force (excl: Conspiracy or Attempt)

PAROLE RELEASES

#6: What are the one-year return rates, by parole release type (discretionary vs. mandatory) and return reason (technical vs. new crime)?

Return rates vary significantly depending on the type of release, with discretionary releases consistently exhibiting lower return-to-prison rates compared to mandatory releases. For individuals released during calendar year 2022, the one-year return rate for those on discretionary parole was 8% lower than for those on mandatory parole.

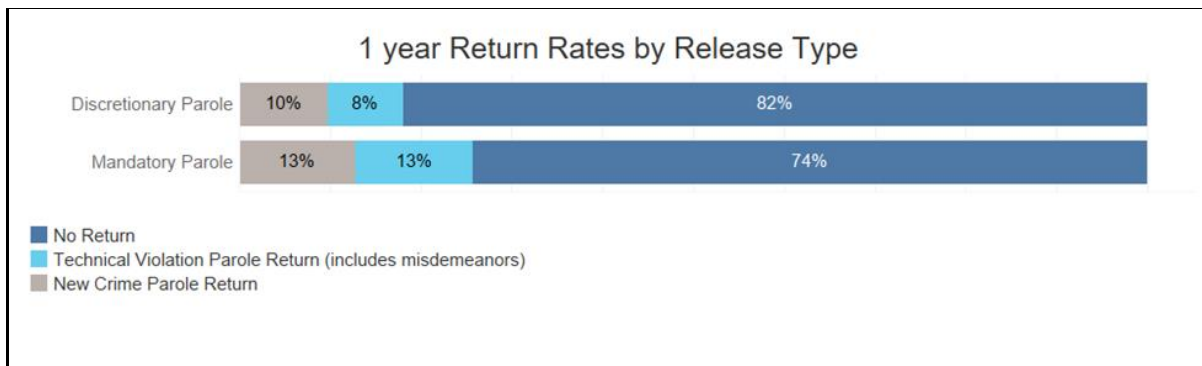
In addition, the percentage of parolees who successfully complete parole without returning to prison is higher for those released discretionarily, underscoring the importance of tailored decision-making in parole release processes.



#7: By release type, what percent of parolees successfully complete parole without returning to prison?

Return rates vary significantly depending on the type of release, with discretionary releases consistently exhibiting lower return-to-prison rates compared to mandatory releases. For individuals released during the calendar year 2022, the one-year return rate for those on discretionary parole was 8% lower than for those on mandatory parole.

In addition, the percentage of parolees who successfully complete parole without returning to prison is higher for those released discretionarily, underscoring the importance of tailored decision-making in parole release processes.



#8: What is driving the increase in discretionary parole releases?

The increase in discretionary parole releases is driven by several key considerations evaluated by Parole Board Members:

1. **Comprehensive Risk Assessment:** Parole Board Members thoroughly assess the inmate's readiness for release, focusing on their risk to reoffend and the robustness of their parole plan. This includes evaluating criminogenic risk factors and determining whether those risks have been sufficiently mitigated.
2. **Focus on Protective Factors:** The Board places significant emphasis on protective factors that contribute to successful reintegration, such as:
 - o Active engagement in treatment and rehabilitative programming.
 - o The presence of strong community supports, including housing, employment, and familial connections.
3. **Available Services within the Department of Corrections (DOC):** Recognizing that not every inmate will be able to access rehabilitative services within the DOC, the Parole Board identifies inmates who are likely to succeed in the community if provided with appropriate external treatment and support. This proactive approach acknowledges that continued incarceration may not address the rehabilitative needs of certain individuals.

By balancing these factors, the Parole Board aims to promote public safety while facilitating opportunities for successful community reintegration.

#9: [Sens. Amabile and Gonzales] Please provide an update on what the Board is seeing with Special Needs Parole. Please explain why 7 of 16 applications were denied in FY 2023-24.

The primary reason for denying 7 of the 16 Special Needs Parole applications in FY 2023-24 was the determination that granting parole would pose a threat to public safety. Specifically, the Parole Board assessed that the individuals in question were likely to commit an offense if released.

Each decision was made following a comprehensive review of the offender's case, which included an evaluation of their criminal history, current risk factors, and the proposed parole plan. In these cases, the Board found that the risk of re-offense was not sufficiently mitigated to support public safety. This conclusion was often supported by recent negative institutional behaviors.

The Parole Board remains committed to balancing compassion with its responsibility to ensure the safety and well-being of the community in every decision it makes.

SNP Outcomes	FY 21/22	FY 22/23	FY 23/24
Releases	35	30	10
Conditional Discretionary Release (CDR), aka "Tabled"	23	18	10
<i>Released to special needs parole</i>	20	14	2
<i>Remains on CDR status pending an approved parole plan</i>		3	6
<i>Deceased while awaiting an approved parole plan</i>	3	1	2
No decision (offender deceased while awaiting hearing)		2	
Denials	32	21	8
TOTAL	67	53	18

#10: In the Board's view, is a lack of treatment (e.g. substance abuse, sex offender, etc.) limiting the release of inmates to parole? If so, please elaborate on the areas/issues where this is most prevalent. If not, how does the Board view a lack of treatment in its release decisions?

The Parole Board regards treatment as a critical risk-mitigating factor in release decisions. Each case is evaluated individually, considering the offender's participation in treatment, access to available resources, and overall potential for successful reintegration. The Board is steadfast in its commitment to balancing public safety with opportunities for rehabilitation, ensuring that decisions are guided by the offender's progress and the level of risk they may pose to the community if released.

#11: What are the top three areas where the General Assembly could help improve inmates' readiness for parole?

1. **Programming:** Increasing access to effective programming within the Department of Corrections (DOC) is critical for preparing individuals for successful reentry. This could include both traditional in-person programming and virtual options delivered via tablets or classroom environments. Enhanced access to rehabilitative services equips inmates with the tools for personal growth and parole readiness, addressing criminogenic needs and building protective factors.
2. **Structured Transition Opportunities:** Expanding the utilization of community corrections and intensive supervision programs (ISP-I) is essential for high-risk individuals nearing release. Many of these inmates, submitted by DOC, are denied placement in these structured step-down programs by the receiving entities, leading to release at their Mandatory Release Date (MRD) without sufficient support. Increasing utilization of these programs provides a critical bridge between incarceration and community reintegration, reducing the risk of recidivism and enhancing public safety.
3. **Inreach Services to Support Transition:** Supporting reentry through expanded inreach initiatives is essential. This includes fostering stronger partnerships with community-based organizations and service providers who can engage inmates before release. Inreach efforts ensure that individuals have access to tailored resources, such as housing, employment services, and continued treatment options, to promote a smoother and more successful transition into the community.

#12: What are the top three areas where the General Assembly could help improve parolees' ability to successfully complete parole?

1. **Treatment and Rehabilitation Programs:** Ensuring that parolees have community access to critical treatment and rehabilitation programs—such as substance abuse counseling, mental health support, and vocational training—is essential for successful reintegration. Increased availability of community-based treatment options, along with the inclusion of virtual programming, can address gaps in services and provide consistent support throughout the parole period. These resources help parolees address underlying risk factors and build the skills necessary for sustained compliance and independence.
2. **Housing and Employment Resources:** Stable housing and employment are two of the most significant factors contributing to a parolee's successful reintegration. The General Assembly could improve access to affordable housing options and job placement services, ensuring that parolees are not released into unstable living conditions or left without viable employment opportunities. Expanding partnerships with local businesses and housing organizations can provide critical resources, reduce homelessness among parolees, and lower recidivism rates.

3. **Community Support Programs:** Strengthening community support programs, including mentorship, peer support networks, and case management services, can significantly aid parolees in navigating the challenges of reentry. Funding initiatives that promote collaboration between community organizations, law enforcement, and parole officers can ensure wraparound support for parolees. This approach fosters accountability and encourages long-term success by building a network of assistance and guidance tailored to individual needs.



COLORADO

State Board of Parole

POLICY & PROCEDURE

Revocation Hearing

POLICY:

The State Board of Parole, hereafter referred to as the Parole Board, has the exclusive power to conduct all proceedings related to Parole Revocation Hearings¹.

Within this policy and attachments, the term "Parole Board Member" encompasses both Parole Board Members and Administrative Hearing Officers.

DEFINITIONS:

- I. Revocation Hearing: An evidentiary hearing concerning the revocation of a person's parole.
- II. Preponderance of the Evidence: To prove something is more likely than not.
- III. Relevant: Does the item of evidence tend to prove the matter sought to be proved?
 - A. Relevant if it has the tendency to make a material fact more or less probable than it would be without the evidence.
- IV. Probative Value: the probability of evidence reaching its proof purpose of a relevant material fact on the issue.
 - A. Evidence that is sufficiently useful to prove something important.
 - B. Probative value is often weighed against the potential drawbacks; such as: unfair prejudice, confusing the issues, undue delay, wasting time, etc.

PROCEDURE:

Parole Division

- I. The Parole Division has the authority to seek a parole revocation².
- II. Whenever a Community Parole Officer has reasonable grounds to believe that a condition of parole has been violated they may:
 - A. Issue a summons requiring the parolee to appear before the Parole Board at a specified time and place to answer charges of violation of one or more conditions of parole³.
 - B. Request that the Parole Board issue a warrant for the arrest of the parolee⁴.
 - C. Arrest the Parolee with or without a warrant⁵.
 1. The parolee shall be held in a county jail, pre-parole facility, or program pending the next steps.

¹ §17-2-201(7), C.R.S.

² §17-2-103, C.R.S.

³ §17-2-103(3)(a), C.R.S.

⁴ §17-2-103(3)(b), C.R.S.

⁵ §17-2-103(4)(a), C.R.S.

- a) No later than ten working days of the arrest, the investigation shall be completed and the Community Parole Officer must complete one of the following actions⁶:
 - (1) File a complaint before the Parole Board⁷.
 - (2) Release the Parolee and withdraw the warrant or complaint⁸.
 - (3) Release the parolee and file a complaint requesting the Parole Board to issue a summons requiring the parolee to appear before the Parole Board at a specified time and place to answer charges⁹.
- III. The Community Parole Officer will file the complaint in C-WISE.
 - A. C-WISE will automatically send an email to all relevant parties.
- IV. Advisement of Rights: Within 30 calendar days from the acceptance of the complaint, and at least 48 hours before the hearing, the Parole Division is required to inform the parolee in writing about the charges that could lead to parole revocation and provide details on the evidence supporting these charges.
 - A. The parolee shall be given a copy of the complaint.
 - B. The parolee shall be informed of the consequences which may follow in the event the parole is revoked.
 - C. The parolee shall then be advised that a full and final hearing will be held before the Parole Board at which time the parolee will be required to plead guilty or not guilty to the charges contained in the revocation complaint.
 - D. The parolee shall be advised that they may be represented by an attorney.
 - E. The parolee shall be advised that they may testify and present witnesses and documentary evidence in defense of the charges or in mitigation of explanation thereof.

Parole Board Staff

- I. The Parole Board Staff will review the complaint for accuracy and completeness.
 - A. Reject if:
 - 1. No hearing location listed.
 - 2. Not filed with 10 working days of arrest.
 - 3. No documentary evidence uploaded into CWISE for criminal charges.
 - 4. Incorrect hold date.
- II. If all of the required documentation is included, then the Parole Board Staff will schedule the revocation hearing.
 - A. If there are pending criminal charges and the parolee is incarcerated, the Parole Board staff will schedule the hearing 12 months from the arrest/hold date¹⁰.
 - 1. The revocation hearing can be scheduled earlier if/when the criminal case is resolved.

⁶ §17-2-103(5), C.R.S.

⁷ §17-2-103(5)(a), C.R.S.

⁸ §17-2-103(5)(b), C.R.S.

⁹ §17-2-103(5)(c), C.R.S.

¹⁰ See [P&P: Administrative Postponement](#)

- B. If there are pending criminal charges and the parolee is placed on a summons, the Parole Board staff will schedule the hearing 12 months from the date that the Parole Division files the complaint with the Parole Board¹¹.
 - 1. The revocation hearing can be scheduled earlier if/when the criminal case is resolved.
- C. If in custody and NO pending criminal charges, then the Parole Board Staff accepts the complaint and sets a hearing date 30 calendar days from the arrest/hold date
- D. If on summons and no pending criminal charges, then the Parole Board Staff sets a hearing 30 business days from the date that the Parole Division files the complaint with the Parole Board.
- E. If during the hearing the parolee executes a five-day rule waiver, Parole Board Staff will follow up with the Parole Division at a minimum of every 30 days to seek an update on pending acceptance and communicate with the PBM if there are any updates.

Revocation Hearing

- I. The initial revocation hearing will be held within a reasonable time, not to exceed thirty calendar days after the parolee was arrested¹².
 - A. Except that the board may grant a delay when it finds good cause.
- II. On the day of the revocation hearing, the Parole Board Member will click on the county and parolee's name within the status list (within PBH).
- III. One Parole Board Member shall hear the case to conclusion unless the chairperson assigns another board member due to illness or unavailability of the original Parole Board Member¹³.
- IV. Revocation Hearing:
 - A. In the event of a plea of not guilty, the Parole Division has the burden of establishing, by a preponderance of the evidence, the violation of the condition(s) of parole¹⁴.
 - 1. The Parole Board Member will assess the parolee to determine if they meet the criteria for a Board Appointed Attorney¹⁵.
 - a) The Parole Board may elect to appoint an attorney to represent the parolee if they meet all of the following criteria:
 - (1) The parolee denies that they violated the condition or conditions of his parole, as set forth in the complaint;
 - (2) The parolee is incapable of speaking effectively for themselves;
 - (3) The parolee establishes to the satisfaction of the board that they are indigent; and
 - (4) The board, after reviewing the complaint, makes specific findings in writing that the issues to be resolved are

¹¹ See [P&P: Administrative Postponement](#)

¹² §17-2-103(7), C.R.S.

¹³ §17-2-103(2)(b), C.R.S.

¹⁴ §17-2-103(9)(a), C.R.S.

¹⁵ §17-2-201(13), C.R.S., See [P&P: RHO, AHO, & BAA](#)

complex and that the parolee requires the assistance of counsel.

2. The Parole Board Member shall determine and rule if the evidence provided by all parties is relevant, probative and to be admitted into evidence.
- B. The Community Parole Officer shall advise the Parole Board of any pending criminal proceedings. The parole revocation proceedings shall be continued pending the disposition of the criminal charge¹⁶, with the following exceptions:
 1. The parolee may request, and the Parole Board can approve, self-revocation with pending criminal charges¹⁷.
 - a) If the self-revocation is approved, the Parole Board Member will complete a self-revoke mittimus and clearly communicate that dismissal of any pending charges will not be cause for reversing the self-revocation.
 2. The status of a non-misdemeanor municipal charge will have no bearing on the Parole Board revocation hearing proceedings.
 - a) Examples include: Petty offenses, municipal charges, traffic infractions, etc.
- C. The parolee has the right to confront and cross-examine adverse witnesses¹⁸.
 1. Unless the Parole Board specifically finds good cause for not allowing the confrontation of the informer.
 - a) Examples include: badgering the witness, or when protection orders are in place.
- D. The parolee has the right to subpoena witnesses and/or evidence¹⁹.
- E. The parolee shall be advised of the final decision at the conclusion of the hearing or within five (5) business days following the hearing²⁰.
 1. Parole Board Members are encouraged to make a decision at the conclusion of the hearing.
 2. If the Parole Board Member requires additional time in order to make a decision, then they can elect to take advantage of the five (5) day rule.
 3. A copy of the final order (mittimus) of the Parole Board shall be delivered to the parolee within ten (10) business days after the completion of the hearing.
 - a) An automated email is sent to the Division of Adult Parole, the County Jail, and DOC Time & Release.
 - (1) If in a County Jail, then the County Jail will deliver the Mitt.
 - (2) If on a Summons and revoked, then the County Jail will deliver the Mitt.
 - (3) If on a Summons and not revoked, the Community Parole Officer will deliver the Mitt.

¹⁶ §17-2-103.5(1)(a)(III)(c), C.R.S., and §17-2-103(12), C.R.S.

¹⁷ §17-2-103(13)(a), C.R.S., See [P&P: Self Revocation](#)

¹⁸ §17-2-103(9)(a), C.R.S.

¹⁹ §17-2-201(8), C.R.S., See [P&P: Revocation Hearing Subpoena](#)

²⁰ §17-2-201(9)(b), C.R.S.

- (4) If in a DOC facility, then the Community Parole Officer will deliver the Mitt
- 4. The parolee can elect to waive the five-day rule, allowing the decision to be delayed until certain criteria or conditions can be met.
 - a) Examples may include:
 - (1) Acceptance in programs.
 - (2) Acceptance in treatment.
 - b) If the parolee executes a five-day rule waiver, Parole Board Staff will follow up with the Parole Division at a minimum of every 30 days to seek an update on pending acceptance and communicate with the PBM if there are any updates.
 - (1) If the five-day rule waive reason is not resolved after 60 days, the Parole Board staff will reach out to the Parole Board Member to determine how they want to proceed.
 - c) When filling in the mittimus notes regarding the 5-day rule waiver conditions, please make sure that the instructions are unambiguous and straightforward, so that they can be easily understood and followed.

V. Revocation Hearing Outcomes

A. Hearing Continuance Mittimus

- 1. Appointment of counsel²¹
 - a) Board appointed attorney
 - b) Parolee retaining their own attorney
- 2. Pending disposition of charges.
- 3. Subpoena.
- 4. Inclement weather.
- 5. Incarcerated parolee moved to another jail.

B. Hearing Mittimus for a warrant, if the parolee on summons fails to appear for the revocation hearing.

- 1. The Parole Board Member can allow a continuance if the failure to appear is for good cause and justifiable.

C. Full Hearing: A revocation hearing that comes to a conclusion.

- 1. In presiding over revocation hearings, the Parole Board Member / Hearing Officer assesses the evidence presented by the parties and determines if the parolee violated the terms of their parole.
 - a) Thus, if a Parole Board Member is preparing for a revocation hearing, they should limit themselves to the evidence filed.
 - b) Parole Board Members should not prepare Mittimuses in advance of the hearing.
- 2. If the parolee has been found to have violated the terms of their parole by a preponderance of evidence, then the Parole Board Member can consider all elements of the parolee's background when considering how to respond to the non-compliance.
- 3. Create a Mittimus for findings on all of the charges on the complaint.

²¹ §17-2-201(13), C.R.S., See [P&P: RHO, AHO, & BAA](#)

- a) The Parole Board Member can choose to delay their decision up to five business days (frequently referred to as the 5-day rule).
- b) The parolee can elect to waive the five-day rule, allowing the decision to be delayed until certain criteria or conditions can be met. Examples may include:
 - (1) Acceptance in programs
 - (2) Acceptance in treatment
- c) Dismissal of complaint
 - (1) Without prejudice, and continue on parole.
 - (a) Community Parole Officer may refile.
 - (2) With prejudice, and continue on parole.
 - (a) Community Parole Officer may not refile.
- d) Temporary revocation
 - (1) After completing the Mittimus for a specified timeframe (30, 60, 90 days, etc), the Parole Board Member / Hearing Officer will create a Mandatory Re-Parole action (MRP).
 - (a) MRP actions cannot be suspended.
- e) Continue on Parole
 - (1) Continue on parole with current parole terms.
 - (a) Complete the Mittimus to continue on parole.
 - (2) Continue on parole with modified parole terms
 - (a) Complete the Mittimus.
 - (i) Amend the parole conditions on the Mittimus.
 - (3) Two Board Review: If the Parole Board Member wishes to continue a parolee on parole after conviction on new felony charges or tampering with their monitoring device, then the decision to continue on parole must be reviewed by two additional Parole Board Members.
- f) Revoke for remainder
 - (1) The parolee will be assessed and assigned a new application hearing date as determined by Time & Release.
- g) If the Parole Board Member elects to revoke the parole based on technical violations²², then the Parole Board Member must determine on the record:
 - (1) Appropriate intermediate sanctions have been utilized and have been ineffective; or
 - (2) The modification of conditions of parole or the imposition of intermediate sanctions is not appropriate or consistent with public safety and the welfare of society.

D. Mittimus

1. When a parolee is revoked for technical violations or chooses self-revocation, the Parole Board shall have an application hearing within one hundred and eighty days (180) after the revocation if the person's

²² §17-22.5-404(5)(c), C.R.S.

release date is more than nine (9) months from the date of the person's revocation:

- a) Except a person whose parole is revoked based on a technical violation that involved the use of a weapon shall not be considered for parole for one year.
2. Once the Parole Board Member completes and signs the Mittimus, it is automatically distributed to the following parties:
 - a) Parole Division, case managers.
 - b) Victim Service Unit.
 - c) Time & Release.
 - d) County Jails.

Title: Revocation Hearings	Effective Date: 3/1/24	Scheduled Review: March
Chairperson Signature: 		

ATTACHMENT A

[Revocation Outcomes Guide - One Page Summary](#)

[Advisement of Rights Form](#)

[Revocation Process Map](#)

[Amend Dropdown Choices](#)

[Revocation Script](#)

ATTACHMENT B

Revocation Hearing Outcome Guidelines

This attachment is to provide clarity on available options when it has been proven (either by plea, Parole Board Member determination after presiding over the hearing, or court of law) that the parolee has violated the conditions of their parole.

The consequences applied will be for the highest-level violation to have been proven on the parole complaint:

1. New Conviction
2. Serious Technical Violation
3. Less Serious Violation w/ Serious Originating Conviction
4. Less Serious Violation w/ Less Serious Originating Conviction
5. Municipal or Petty Offense Convictions

Revocation Options After a Violation has been Proven

- I. New Felony or Misdemeanor Convictions
 - A. The Parole Board Member may choose any of the following²³:
 1. Continue on parole
 2. Continue on parole with modified conditions
 3. Revocation of parole, up to the remainder
 - B. If the Parole Board member wishes to continue the parole, and the parolee meets any of the following criteria, then a Two Board Review is required:
 1. In Possession of a Deadly Weapon as defined by § 18-1-901, or
 2. Is Found Guilty of:
 - a) A Felony;
 - b) A Crime of Violence as defined by § 16-1-104(8.5);
 - c) A Misdemeanor assault involving a deadly weapon, or resulting in bodily injury to the victim;
 - d) Sexual assault as defined in § 18-3-404(2);
 - e) Unlawful sexual contact as defined in § 18-3-404(2); or
 - f) Has removed or tampered with an electronic monitoring device that the parolee is required to wear as a condition of their parole.
- II. Serious Technical Violation²⁴
 - A. The Parole Board Member may choose any of the following:
 1. Continue on parole
 2. Continue on parole with modified conditions
 3. Revocation of parole, up to the remainder
 - B. Serious Technical Criteria:
 1. Refusing to Comply with Requirements of Sex Offender Treatment
 2. Failing to Comply with Requirements of Sex Offender Treatment
 3. Absconding
 4. Willful Failure to Appear for a Summons

²³ §17-2-103(11)(b)(I), C.R.S.

²⁴ §17-2-103(11)(b)(II), C.R.S.

5. Unlawful Contact with a Victim
 6. Possession of Deadly Weapon
 - a) If the Parole Board Member wishes to continue parole, then a Two Board Review is required
 7. Willful Tampering or Removal of an Electronic Monitoring Device
 - a) If the Parole Board Member wishes to continue parole, then a Two Board Review is required
 - C. If the Parole Board Member elects to revoke the parole²⁵,
 1. then they must determine on the record
 - a) Appropriate intermediate sanctions have been utilized and have been ineffective; or
 - b) The modification of conditions of parole or the imposition of intermediate sanctions is not appropriate or consistent with public safety and the welfare of society.
- III. Less Serious Technical Violation w/ Serious Originating Conviction Types
- A. The Parole Board Member may choose any of the following:
 1. Continue on parole
 2. Continue on parole with modified conditions
 3. Revocation of parole, up to the remainder
 - B. Serious Conviction Types:
 1. Menacing as defined in § 18-3-206
 2. Stalking as defined in § 18-9-111(4) as it existed prior to 08/11/2010, or § 18-3-602
 3. Any unlawful sexual behavior as defined in § 16-22-102
 4. ANY other offense where the underlying factual basis involves unlawful sexual behavior or a Designated Sexual Violent Predator
 5. Crimes against At-Risk persons
 6. Domestic Violence
 7. 2nd Degree Burglary (excl: Conspiracy or Attempt)
 8. Manslaughter
 9. Robbery (excl: Conspiracy or Attempt)
 10. Felony conviction for a crime against a Child as set in Articles 3,6,7 and Title 18 CRS
 11. Escape WITH Force (excl: Conspiracy or Attempt)
 - C. If the Parole Board Member elects to revoke the parole²⁶,
 1. Then they must determine on the record
 - a) Appropriate intermediate sanctions have been utilized and have been ineffective; or
 - b) The modification of conditions of parole or the imposition of intermediate sanctions is not appropriate or consistent with public safety and the welfare of society.
- IV. Less Serious Technical Violations with Less Serious Originating Conviction²⁷
- A. The Parole Board Member may choose any of the following:

²⁵ §17-22.5-404(5)(c), C.R.S.

²⁶ §17-22.5-404(5)(c), C.R.S.

²⁷ §17-2-103(11)(b)(III), C.R.S. & §17-2-103(11)(c), C.R.S.

1. Continue on parole
 2. Continue on parole with modified conditions
- B. Less Serious Originating Conviction Type:
1. Parolee was on parole for an offense that was a
 - a) level 3 or level 4 drug felony or class 3, class 4, class 5, or class 6 nonviolent felony offense as defined in section 17-22.5-405 (5)(b), except for
 - (1) menacing as defined in section 18-3-206; stalking as described in section 18-9-111 (4), as it existed prior to August 11, 2010, or section 18-3-602;
 - (2) or any unlawful sexual behavior contained in section 16-22-102 (9); or
 - (3) any other offense, the underlying factual basis of which involves unlawful sexual behavior; or
 - (4) unless the parolee was subject to article 6.5 of title 18, or section 18-6-801,
- V. Municipal or Petty Offense Convictions
- A. The Parole Board Member may choose any of the following:
1. Continue on parole
 2. Continue on parole with modified conditions

REVOCATION OUTCOMES GUIDE

The following are options for consequences when a violation of parole has been proven- either by plea, PBM determination after presentation, or court of law. The consequence applied will be for the highest-level violation to have been proven on the parole complaint:

- 1. New Conviction
- 2. Serious Technical Violation
- 3. Less Serious Violation w/ Serious Originating Conviction
- 4. Less Serious Violation w/ Less Serious Originating Conviction
- 5. Municipal or Petty Offense Convictions

1. New Felony or Misdemeanor Convictions

- Continue on Parole, or
- Continue on Parole with Modified Conditions, or
- Revocation of Parole, for up to the remainder

If the PBM wants to continue on parole AND the parolee meets any of the criteria listed below, then a **Two Board Member Review** (2 PBM Review) is required:

In Possession of a Deadly Weapon as defined by § 18-1-901, or Is Found Guilty of:

- A Felony;
- A Crime of Violence as defined by § 16-1-104(8.5);
- A Misdemeanor assault involving a deadly weapon, or resulting in bodily injury to the victim;
- Sexual assault as defined in § 18-3-404(2);
- Unlawful sexual contact as defined in § 18-3-404(2); or
- Has removed or tampered with an electronic monitoring device that the parolee is required to wear as a condition of their parole.

2. Serious Technical Violation

Serious Technical Criteria:

- Refusing to Comply with requirements of Sex Offender Treatment
- Failing to Comply with requirements of Sex Offender Treatment
- Absconding
- Willful Failure to Appear for a Summons
- Unlawful Contact with a Victim
- Possession of Deadly Weapon (2 PBM Review)
- Willful Tampering or Removal of an Electronic Monitoring Device (2 PBM Review)

- Continue on Parole, or
- Continue on Parole with Modified Conditions, or
- Revocation of Parole, for up to the remainder

4. Less Serious Technical Violation w/ Less Serious Originating Conviction Types

- Continue on Parole, or
- Continue on Parole with Modified Conditions

3. Less Serious Technical Violation w/ Serious Originating Conviction Types

Serious Conviction Types:

- Menacing as defined in § 18-3-206
- Stalking as defined in § 18-9-111(4) as it existed prior to 08/11/2010, or § 18-3-602
- Any unlawful sexual behavior as defined in § 16-22-102
- ANY other offense where the underlying factual basis involves unlawful sexual behavior or Designated Sexual Violent Predator
- Crimes against At-Risk persons
- Domestic Violence
- 2nd Degree Burglary (excl: Conspiracy or Attempt)
- Manslaughter
- Robbery (excl: Conspiracy or Attempt)
- Felony conviction for crime against a Child as set in Articles 3,6,7 and Title 18 CRS
- Escape WITH Force (excl: Conspiracy or Attempt)

- Continue on Parole, or
- Continue on Parole with Modified Conditions, or
- Revocation of Parole, for up to the remainder

5. Municipal or Petty Offense Convictions

- Continue on Parole, or
- Continue on Parole with Modified Conditions

Self-Revocation

PBMs may NOT grant self revoke request, if

- Pending charges in a new state and in custody
- Open CDOC warrant.
- Inter-state compact offenders from other states

All other self-revoke requests should be considered, this includes if they have new pending charges.

- Deny request until disposition of charges
- Deny
- Grant self-revocation, for up to the remainder

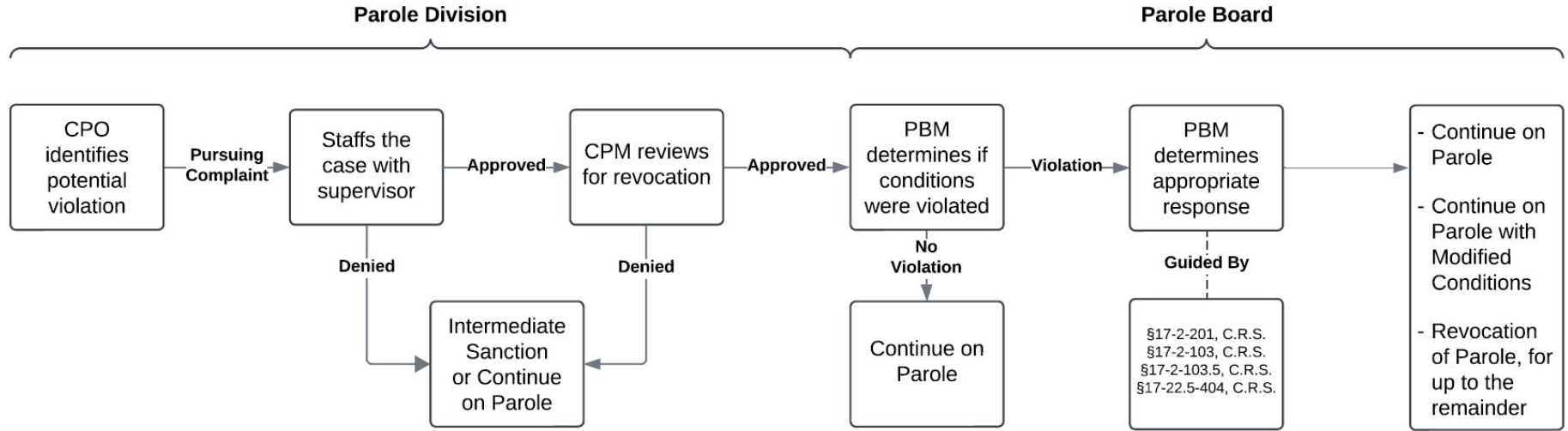


COLORADO

State Board of Parole

The mission of the Parole Board is to increase public safety by evaluating an individual's potential for successful reintegration to the community through the use of innovative evidence informed practices.

#3: Who decides what happens with a technical violation? Who makes the decision?



CPO: Community Parole Officer
CPM: Community Parole Manager
PBM: Parole Board Member



#4: What is driving the increase in technical parole returns? Please respond with a brief narrative and data that show the number and percentage of returns, by return reason over the past 18 months.

Finalized Revocation Hearing Outcomes by Fiscal Year

Revoked vs Continued

	FY 2022		FY 2023		FY 2024	
	Number	Percentage	Number	Percentage	Number	Percentage
Continued on Parole (not revoked)	355	33%	355	28%	197	16%
Parole Revoked	720	67%	903	72%	1,011	84%

Reason for Revocation

	FY 2022		FY 2023		FY 2024	
	Number	Percentage	Number	Percentage	Number	Percentage
Revocation for new felony charge(s)	109	15.1%	117	13%	94	9.3%
Revocation for felony and misdemeanor charge(s)	25	3.5%	28	3.1%	26	2.6%
Revocation for new misdemeanor charge(s)	309	42.9%	371	41.1%	421	41.6%
Revocation for traffic/petty offense(s)	7	1%	19	2.1%	20	2%
Technical violation revocation for absconding	128	17.8%	176	19.5%	279	27.6%
Other technical violations only***	141	19.6%	188	20.8%	167	16.5%
Other revocation type	1	0.1%	4	0.4%	4	0.4%

*Does not include continuance hearings or self-revocation request decisions.

*** "Other technical violations only" category includes inmates returned for termination from sex offender treatment, weapons violation(s), and/or contacting a victim under a protection order.

#5: In order of prevalence, list the statutory and discretionary factors that play into technical parole return decisions.

- 1. New Convictions**



#5: In order of prevalence, list the statutory and discretionary factors that play into technical parole return decisions.

1. New Convictions

2. The Seriousness of the Technical Violations

- Refusing or Failing to Comply with Requirements of Sex Offender Treatment
- Absconding
- Willful Failure to Appear for a Summons
- Unlawful Contact with a Victim
- Possession of Deadly Weapon
- Willful Tampering or Removal of an Electronic Monitoring Device



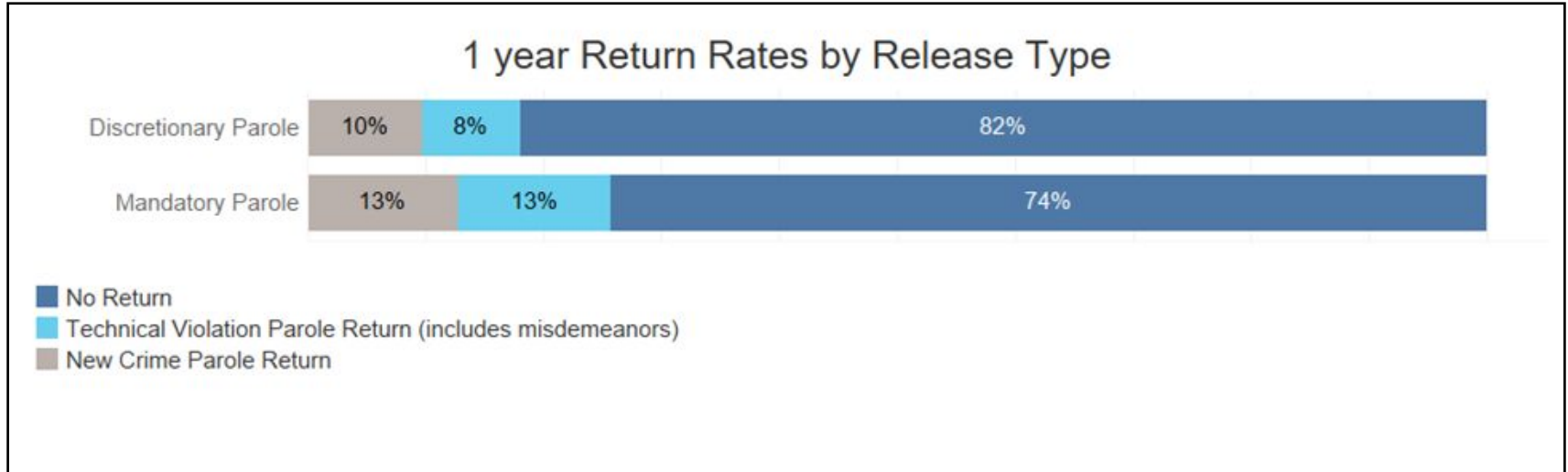
#5: In order of prevalence, list the statutory and discretionary factors that play into technical parole return decisions.

1. New Convictions
2. The Seriousness of the Technical Violations
3. The Seriousness of the Originating Conviction
 - Menacing, as defined in §18-3-206
 - Stalking, as defined in §18-9-111(4) as it existed prior to 08/11/2010, or §18-3-602
 - Any unlawful sexual behavior, as defined in § 16-22-102
 - Underlying factual basis involves unlawful sexual behavior or a Designated Sexual Violent Predator
 - Crimes against At-Risk persons
 - Domestic Violence
 - 2nd Degree Burglary (excl: Conspiracy or Attempt)
 - Manslaughter
 - Robbery (excl: Conspiracy or Attempt)
 - Felony conviction for a crime against a Child as set in Articles 3,6,7 and Title 18 CRS
 - Escape WITH Force (excl: Conspiracy or Attempt)



#6: What are the one-year return rates, by parole release type (discretionary vs. mandatory) and return reason (technical vs. new crime)?

#7: By release type, what percent of parolees successfully complete parole without returning to prison?



#8: What is driving the increase in discretionary parole releases?

When considering discretionary release, the Parole Board's central focus is:

- the risk to reoffend (§17-22.5-404(1)(a), C.R.S.),
- based on actuarial risk assessments (§17-22.5-404(1)(b), C.R.S.), and
- through a structured decision making process (§17-22.5-404(1)(c), & (d), C.R.S.)



#8: What is driving the increase in discretionary parole releases?

The Parole Board recognizes that the availability of treatment and programming within the Department of Corrections (DOC) is limited. As a result:

- We identify individuals who demonstrate potential for success, pending they are provided the treatment with the appropriate supervision and support in the community.



**#9: Please provide an update on what the Board is seeing with Special Needs Parole.
Please explain why 7 of 16 applications were denied in FY 2023-24.**

SNP Outcomes	FY 21/22	FY 22/23	FY 23/24
Releases	35	30	10
Conditional Discretionary Release (CDR), aka "Tabled"	23	18	10
<i>Released to special needs parole</i>	20	14	2
<i>Remains on CDR status pending an approved parole plan</i>		3	6
<i>Deceased while awaiting an approved parole plan</i>	3	1	2
No decision (offender deceased while awaiting hearing)		2	
Denials	32	21	8
TOTAL	67	53	18

#10: In the Board's view, is a lack of treatment (e.g. substance abuse, sex offender, etc.) limiting the release of inmates to parole? If so, please elaborate on the areas/issues where this is most prevalent. If not, how does the Board view a lack of treatment in its release decisions?

- The Parole Board considers treatment as a risk-mitigating factor.
- Balancing public safety with opportunities for rehabilitation.



#11: What are the top three areas where the General Assembly could help improve inmates' readiness for parole?

1. Programming
2. Structured Transition Opportunities
3. Inreach Services to Support Transition



#12: What are the top three areas where the General Assembly could help improve parolees' ability to successfully complete parole?

1. Treatment and Rehabilitation Programs
2. Housing and Employment Resources
3. Community Support Programs



Colorado State Board of Parole

Annual Report: FY 2024



December 2024

Colorado State Board of Parole

1600 W. 24th Street

Building 54

Pueblo, Colorado 81003

719-583-5800

<https://www.colorado.gov/paroleboard>

doc_info_pb@state.co.us



Colorado State Board of Parole Annual Report 2024

The Colorado State Board of Parole's primary functions include: evaluating eligible offenders for consideration of release to parole supervision by the Division of Adult Parole¹, setting parole conditions to mitigate criminogenic risk and to bolster success upon reentry into the community², and presiding over revocation hearings for parolees who have violated the terms and conditions of their parole agreement³.

The Colorado State Board of Parole's central focus, when considering release, is the risk of reoffending⁴, based on actuarial risk assessments⁵, and through a structured decision-making process⁶. The Parole Board believes people deserve to be treated with dignity and respect and have the ability to change with hard work and introspection. The Parole Board is committed to working collaboratively with other criminal justice stakeholders and is dedicated to delivering a high standard of service to our Colorado communities by being objective, fair-minded, and just.

¹ §17-2-201(4)(a), C.R.S.

² §17-2-201(5)(f), C.R.S.

³ §17-2-103, C.R.S., & 17-2-201(4)(b), C.R.S.

⁴ §17-22.5-404(1)(a), C.R.S.

⁵ §17-22.5-404(1)(b), C.R.S.

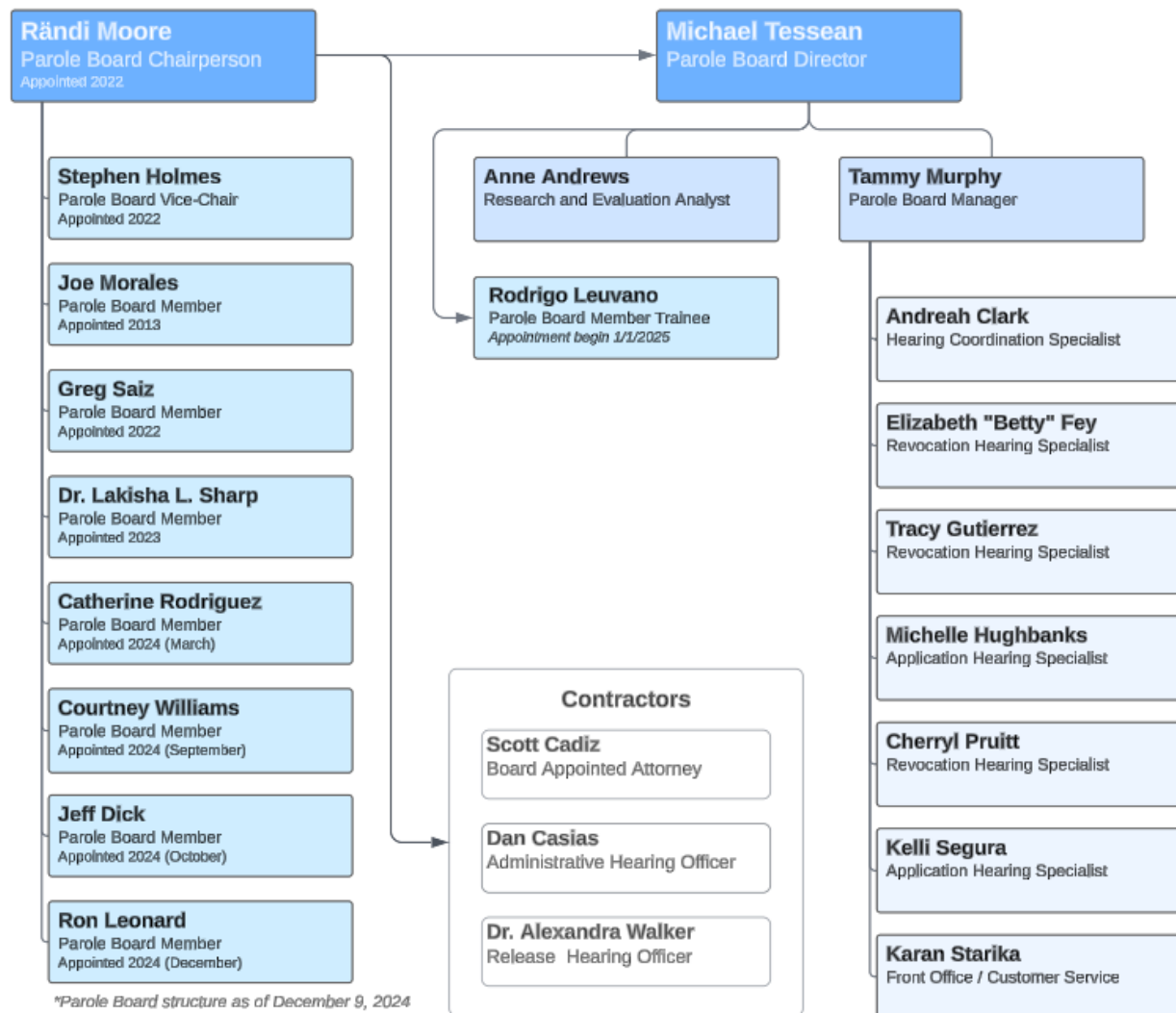
⁶ §17-22.5-404(1)(c), & (d), C.R.S.

CONTENTS

<i>PAROLE BOARD OPERATIONS:</i>	<i>4</i>
<i>Mission</i>	<i>5</i>
<i>Budget</i>	<i>5</i>
<i>Hearings</i>	<i>6</i>
<i>PAROLE BOARD REVIEW AND HEARING NUMBERS</i>	<i>6</i>
<i>THE PAROLE ELIGIBLE POPULATION</i>	<i>7</i>
<i>RISK AND READINESS ASSESSMENTS</i>	<i>7</i>
<i>INMATES CONVICTED OF SEX OFFENSES</i>	<i>9</i>
<i>INMATES WITH MENTAL ILLNESS</i>	<i>9</i>
<i>INMATES WITH SUBSTANCE ABUSE DISORDERS</i>	<i>9</i>
<i>CONDITIONAL DISCRETIONARY RELEASE STATUS</i>	<i>10</i>
<i>SPECIAL NEEDS PAROLE</i>	<i>10</i>
<i>THE OPPORTUNITY TO COMPLETE PAROLE EARLY</i>	<i>10</i>
<i>THE REVOCATION PROCESS</i>	<i>11</i>
<i>RETURN TO PRISON</i>	<i>12</i>
<i>CONCLUSION</i>	<i>12</i>

Parole Board Operations:

The Colorado State Board of Parole (“Parole Board”) consists of nine members who are appointed by the Governor and confirmed by the Senate⁷. Parole Board members serve three-year terms at the will of the Governor and may be re-appointed for more than one term.



During FY 2024, the Parole Board also utilized contract employees, including one (1) Administrative Hearing Officer⁸ to conduct revocation hearings pursuant to 17-2-202.5, C.R.S. (2016) and one (1) defense attorney to represent parolees who are not competent to represent themselves during revocation hearings⁹.

⁷ §17-2-201(1)(a), C.R.S.

⁸ §17-2-201(3)(h), C.R.S. & §17-2-202.5(1), C.R.S.

To contact the Parole Board please call (719) 583-5800 or write to us at:

Colorado State Board of Parole
1600 W. 24th St. Bldg 54, Pueblo, CO 81003
www.colorado.gov/paroleboard

Mission

The mission of the Parole Board is to increase public safety by evaluating an individual's potential for successful reintegration to the community through the use of innovative evidence-informed practices.

Budget

The following illustrates appropriations made to the Parole Board from FY2020 through FY 2025:

	2019-20	2020-21	2021-22	2022-23	2024-25
Personnel Services	\$2,025,553	\$2,022,485	\$2,144,536	\$2,205,611	\$2,690,882
Operating Expenses	\$120,620	\$120,620	\$114,090	\$107,890	\$107,890
Contract Services	\$272,437	\$272,437	\$272,437	\$242,437	\$242,437
Start- up Costs	\$60,240				
Training Contract		\$24,999			
Total	\$2,478,850	\$2,440,541	\$2,531,063	\$2,555,938	\$3,041,209

Hearings

The Parole Board is responsible for conducting several types of hearings and reviews with inmates and parolees who are housed and supervised by the Colorado Department of Corrections (CDOC). The primary types of hearings include:

- Application Hearings – when an inmate has reached their Parole Eligibility Date (PED) and would like to be considered for the opportunity of release onto discretionary parole prior to their Mandatory Release Date (MRD).
- Rescission Hearings – when an inmate has been given a parole release date but an issue has arisen that requires the Parole Board to consider revising the original decision.
- Revocation Hearings – when a parolee has allegedly violated the conditions of their parole and is at risk of re-incarceration.

In addition to conducting hearings daily, Parole Board members engage in several different types of reviews including Full Board Reviews, secondary reviews of their colleague's rulings, early parole discharge requests submitted by the CDOC's Division of Adult Parole, and review Special Needs Parole (SNP) applications. The Parole Board also reviews warrant requests submitted by the CDOC's Division of Adult Parole and supports various criminal justice efforts as members of various committees and work groups when they are not engaged in their primary duties or tending to their professional development.

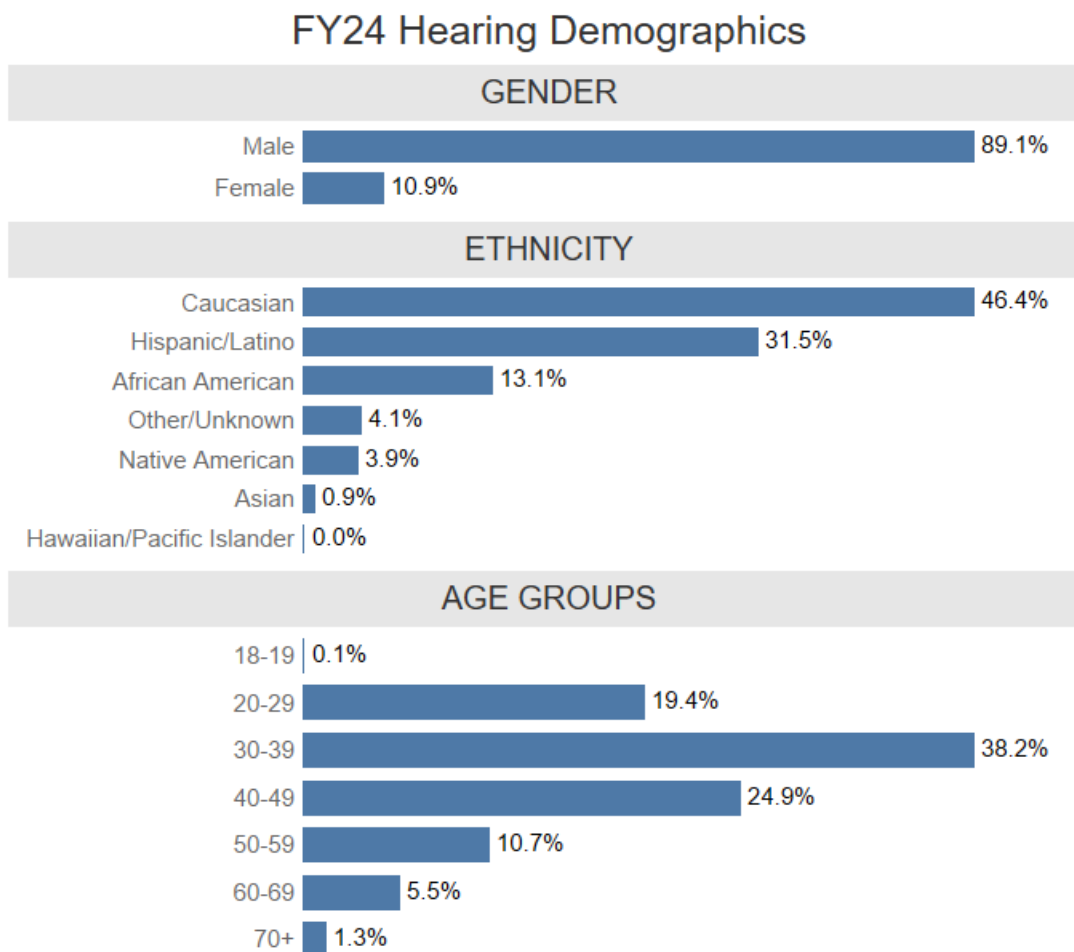
Parole Board Review and Hearing Numbers

The Parole Board conducts a wide variety of hearings and reviews. During FY2024, the Parole Board conducted the following:

- 11,042 application hearings for parole, which included:
 - 7,402 Video/Phone application hearings
 - 1,583 File Reviews
 - 1,280 hearings conducted for inmates who either refused to attend or were unable to attend the hearings (moved prior to the hearings to another facility or medical facility, were in court or jail, were on fugitive inmate status, etc.)
 - 591 administrative hearings conducted by our office for individuals who submitted hearing waivers or needed to have their hearing date changed.
- 1,231 Full Board reviews
- 176 Rescission hearings
- 2,183 Revocation hearings
- 2,354 Early parole release reviews
- 16 Special needs parole hearings
- 22 Interstate parole probable cause hearings
- 139 Reduction of sex offender supervision level requests reviews
- 1,816 Arrest warrants issued

The Parole Eligible Population

The demographic breakdown of individuals considered for discretionary release to parole in FY2024 is as follows:

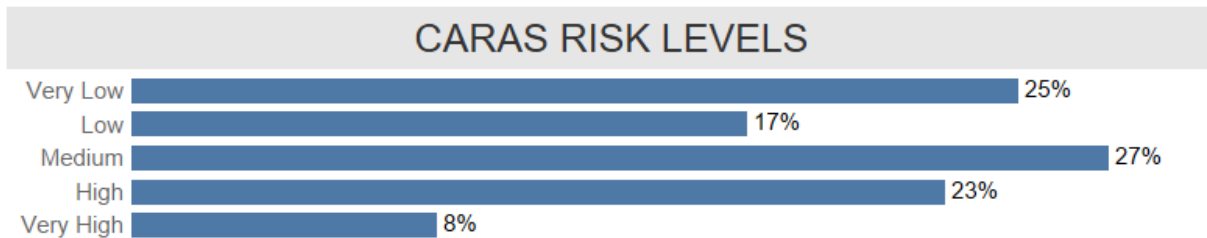


Data includes demographic information reported to the Colorado Department of Corrections by those individuals who had a completed parole application hearing by the Colorado State Board of Parole during FY 2024.

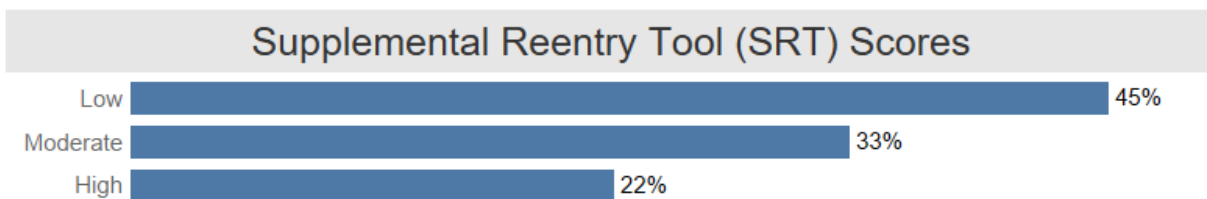
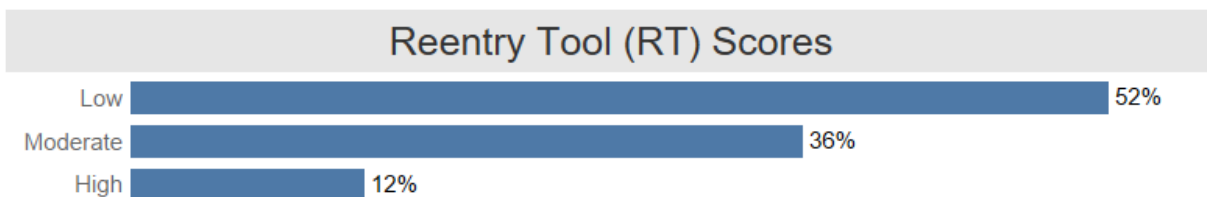
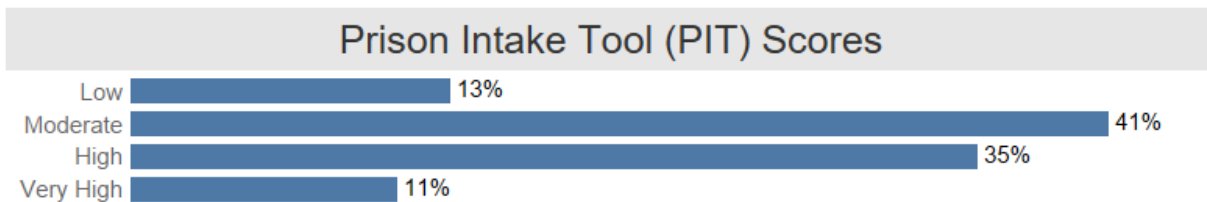
Risk and Readiness Assessments

The Parole Board considers all available risk and readiness assessments in the review of inmates for discretionary release: The Colorado Actuarial Risk Assessment Scale (CARAS) and the Colorado Transitional Accountability Plan (CTAP) suite of assessments are typically available for review by the Parole Board. The CARAS is a static risk assessment, meaning the score is unlikely to change but can get higher throughout someone's lifetime. Due to its static nature, the CTAP assessments are also considered, as they are dynamic risk assessments that can change over time through intervention, treatment, etc. The CTAP assessments are completed throughout an individual's stay in prison.

The CARAS is currently the main component of the Parole Board Release Guideline Instrument (PBRGI), a structured decision-making tool that provides recommendations to Parole Board members regarding a denial or release from prison. The Parole Board is currently awaiting automation by the Governor’s Office of Information Technology (OIT) of the version 7 revision of this tool to include more dynamic risk and readiness considerations. The CARAS has five risk domains: very low, low, medium, high, and very high. The breakdown of risk by CARAS version 6 scores for the inmates seen by the Parole Board in FY2024 for application hearings is provided below:



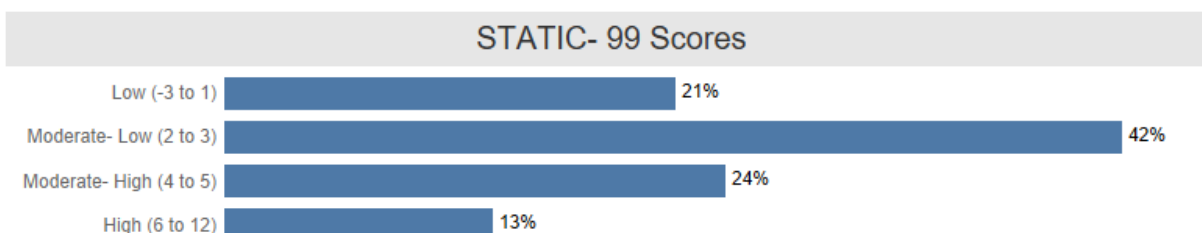
There are three CTAP assessments that can be completed for individuals while in CDOC. The Prison Intake Tool (PIT) is completed upon entry into prison. The Supplemental Reentry Tool (SRT) is completed every year for the first four years of incarceration and the Reentry Tool (RT) is completed every year from the fourth year of incarceration and beyond. CTAP assessments categorize individuals into low, medium, high, or very high-risk categories, the breakdown for the inmates seen by the Parole Board in FY2024 for application hearings is below:



There are a number of specialized populations within the CDOC that require special training and attention by Parole Board members. The following is a discussion of individuals who were seen for an application hearing in FY2024 who are considered to fall within a specialized population.

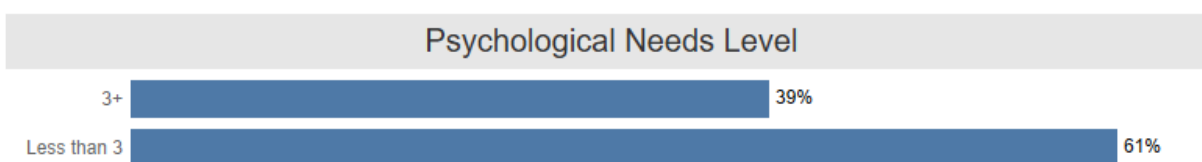
Inmates Convicted of Sex Offenses

Regarding those convicted of a sex offense, the STATIC-99 assessment provides overall risk scores of the inmate, on what their likelihood is to commit another sex offense. When scores are available, this tool is utilized and combined with an additional dynamic risk score for individuals.



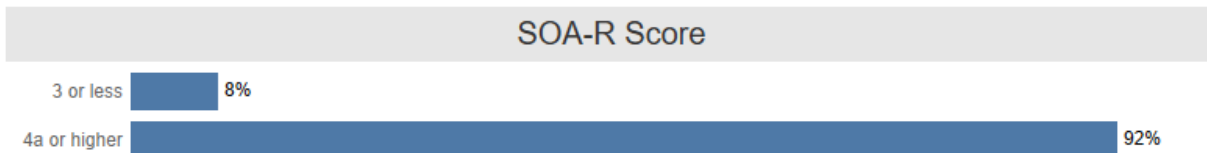
Inmates with Mental Illness

The Parole Board recognizes the challenges of those living with mental health issues. The CDOC provides a psychological code (P code) to identify the level of need regarding the mental health population which then allows the Parole Board to appropriately condition inmates to increase resource availability once on parole. Parole Board members work collaboratively with the CDOC's case management staff to help support release.



Inmates with Substance Abuse Disorders

All individuals are assessed using the Standardized Offender Assessment – Revised (SOA-R) in CDOC. Individuals who score at a level 4a or higher are considered as needing a more intensive level of substance abuse treatment. The CDOC provides substance abuse treatment at different levels of intensity and Parole Board members encourage participation. If necessary, additional treatment in the community may be ordered as a condition of parole.



Conditional Discretionary Release Status

Individuals can be placed on conditional discretionary release (CDR), or “tabled”, status to ensure that their release occurs once they have met certain criteria. The most common reasons for being placed on CDR status, as opposed to being provided with a release date, are:

- The individual is in a program and still needs time to finish the program.
- The individual does not have a place to parole to and needs time to connect with reentry services.
- The individual has been accepted to a program and is waiting on bed availability.
- The individual is already in community corrections and will be paroled upon completion of the program.
- The individual is in need of assisted living or hospice care and more time is needed to find an available bed.

Special Needs Parole

§C.R.S. 17-22.5-403.5 defines the procedures involved in a special needs parole application and Parole Board hearing review process for eligible individuals. When an inmate has a mental health or medical diagnosis that warrants consideration for early release on parole, the CDOC will submit an application to the Parole Board for review. This review request can be initiated by the individual inmate themselves, their case manager, or the CDOC medical team. All applications are vetted by the CDOC medical team and a recommendation is provided. In FY2024, the Parole Board conducted 18 special needs reviews for individuals that were recommended for release by the CDOC team. A total of 10 individuals were placed on CDR (“tabled”) pending an approved parole plan in FY2024. Of the 10 individuals placed on CDR status, two (2) have been released to parole, six (6) remain on CDR status pending an approved parole plan, and two (2) individual deceased while awaiting an approved parole plan.

The Opportunity to Complete Parole Early

When a parolee completes a specific portion of their parole sentence and is at a certain risk and supervision level, they are eligible to be submitted for early release review by the Parole Board. The Department of Corrections’ Division of Adult Parole Administrative Regulation (AR) 250-29 defines when a parolee is eligible for review. In these reviews, Parole Board members are looking to see that individuals have completed the conditions of their parole and have been successful on supervision. The following table displays the number of individuals who were approved and denied early parole release from FY2020 through FY2024:

Early Parole Discharge Applications by FY and Parole Board Decision

	2020	2021	2022	2023	2024
Approved #	1,085	1,537	931	655	1,480
Denied #	386	319	322	262	874
Approved %	73%	82%	74%	71%	63%
Denied %	26%	17%	26%	29%	37%

*Includes all early discharge applications that were presented to the Parole Board and had a final decision within the fiscal years 2019-2024.

The Revocation Process

When individuals have alleged to have violated the conditions of their parole the Division of Adult Parole can bring them before the Parole Board for a revocation hearing. Below is a breakdown of the outcomes of revocation hearing conducted in FY2024:

FY2024 Revocation Hearing Outcomes

Revoked vs Continued

Continued on parole (not revoked)	16%
Parole revoked	84%

Reason for revocation

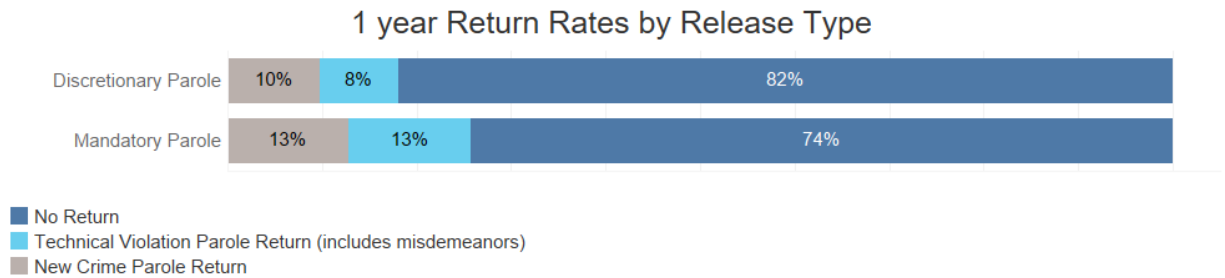
Revocation for new felony charge(s)	9.3%
Revocation for felony and misdemeanor charge(s)	2.6%
Revocation for new misdemeanor charge(s)	41.6%
Revocation for traffic/Petty offense(s)	2.0%
Technical Violation Revocation for Absconding	27.6%
Other Technical Violations only***	16.5%
Other revocation type	0.4%

***Does not include continuance hearings or self-revocation request decisions.**

****Other Technical Violations Only category includes inmates returned for termination from sex offender treatment, weapons violation(s), and/or contacting a victim under a protection order.**

Return to Prison

Return rates differ depending on an inmate's type of release. Those released discretionarily historically have lower return to prison rates than those who are released on mandatory parole. For those released in calendar year 2022 the 1-year return rate is 8% lower for discretionary releases than mandatory releases.



Conclusion

The Parole Board is dedicated to increasing public safety by leveraging relevant research, actuarial assessments, and structured decision making. Utilizing these tools in concert, the Parole Board is able to maximize the potential of releasing the right people, at the right time, and ensuring they have the right support.



Colorado State Board of Parole Annual Report 2024

For more information contact:

Colorado State Board of Parole

1600 W. 24th Street

Building 54

Pueblo, Colorado 81003

719-583-5800

<https://www.colorado.gov/paroleboard>

doc_info_pb@state.co.us