

STATE OF COLORADO

OFFICE OF THE GOVERNOR

136 State Capitol Building
Denver, Colorado 80203
(303) 866-2471
(303) 866-2003 fax



John W. Hickenlooper
Governor

January 31, 2013

The Honorable Lucia Guzman
Chair, Senate Judiciary Committee

The Honorable Daniel Kagan
Chair, House Judiciary Committee

200 East Colfax Avenue
Denver, CO 80203

Dear Senator Guzman and Representative Kagan:

I am pleased to provide you with an update on the status of the Prison Utilization Study. As you know, during the 2012 Legislative Session, the General Assembly enacted and Governor Hickenlooper signed H.B. 12-1336 authorizing a prison utilization study of the Colorado system. The bill directs the Governor's Office of State Planning and Budgeting (OSPB) to contract for the analysis and also provide the Judiciary Committees of the House and Senate with a status report by January 31, 2013.

A Request for Proposal was submitted in August and an evaluation team selected a vendor through the State Procurement Process. The State has contracted with CNA Corporation, a not-for-profit research and analysis company which has extensive experience evaluating correctional facility needs and analyzing the economic impact of facilities on local communities.

In the field of criminal justice, CNA has directed and conducted system-wide analysis in a number of state and local correctional facilities, including: Florida, Massachusetts, Virginia, Oklahoma, North Dakota, District of Columbia, Cook County (Chicago), Santa Clara County (San Jose) and Maricopa County (Phoenix). CNA's assessments included studies of bed capacity, population trends, program performance, operational needs and projections of future capacity. The members of the project team also have extensive experience working in state correctional facilities and bring valuable knowledge of the unique management challenges faced by correctional facilities.

The attached report was prepared by CNA and reflects the project's progress to date and the plans for the future. To date, CNA's activities have focused on gathering information. As the attached report describes, CNA has met with management officials at the Department of Corrections as well as other stakeholders and requested a substantial amount of information. In addition, on-site inspections have

occurred in 13 correctional facilities with another 12 scheduled for February. The goal is to have a complete and thorough review of each facility which will provide CNA with an understanding of the capacity and operational resources available throughout the state's correctional system. In addition to CNA, OSPB has also contracted with a researcher to conduct prison population scenario forecasts which will provide a valuable component to the overall analysis. A final report analyzing the state's needs for prison capacity is due June 30, 2012.

The Governor's Office is pleased with the progress of the study to date and the potential it provides for assisting decision-making in the future. As we move closer to identifying and evaluating options, we look forward to engaging you in more specific discussions.

Sincerely,



Henry Sobanet
Governor's Office
Office of State Planning and Budgeting

Attachment

Cc: Senator Irene Aguilar, Senate Judiciary Member
Senator Steve King, Senate Judiciary Member
Senator Kevin Lundberg, Senate Judiciary Member
Senator Jessie Ulibarri, Senate Judiciary Vice-chairman
Representative John Buckner, House Judiciary Member
Representative Lois Court, House Judiciary Member
Representative Bob Gardner, House Judiciary Member
Representative Polly Lawrence, House Judiciary Member
Representative Pete Lee, House Judiciary Vice-chair
Representative Mike McLachlan, House Judiciary Member
Representative Carole Murray, House Judiciary Member
Representative Brittany Pettersen, House Judiciary Member
Representative Joe Salazar, House Judiciary Member
Representative Jared Wright, House Judiciary Member

Colorado Prison Utilization Study

Status Report

January 29, 2013

Background

In November 2012 the Governor's Office of State Planning and Budgeting entered into a contract with CNA, a not-for-profit research firm specializing in the analysis of justice system and homeland security issues, to study the utilization of capacity in the Colorado state prison system. Recent declines in the state's prison population have resulted in the development of substantial excess correctional facility capacity. In response, the Department of Corrections has closed two institutions, and has shut down housing units in a number of facilities.

The purpose of this project is to conduct a thorough analysis of the state's short and long term needs for prison capacity. The study will address the amount of capacity required, the type of beds needed, and operational efficiency. The end result will be a plan that identifies the optimal use of the state's prison resources to meet projected population demands. To the extent that CNA's analysis recommends further downsizing of the prison system, the plan will identify potential facilities that should be considered for closure, taking into account the economic impact of these facilities upon their host communities.

Project Approach

The project work plan calls for detailed assessment of state prison system capacity utilization along four separate tracks:

- **Capacity review.** CNA teams will document the current physical plant, bed capacity, and facility resources available in state and private correctional institutions. This work will be accomplished through on-site reviews of each facility by CNA analysts that will capture data on actual and potential capacity, as well as operational issues and program support. The reviews will include a comprehensive tour of each facility's physical plant, interviews with facility managers, and a focus group conducted with line staff. These reviews commenced in mid-January and will continue through February 22.
- **Population analysis.** Dr. James Austin, an associate of CNA, will lead a team of analysts that will review Colorado state prison population trends including the overall direction (growth or decline) in the state's prison population, its classification profile, and the recidivism rate. The project will assess the ramifications of new prison population projections under development by Warren Olson, determine the type and number of beds by security level that will be required, and assess the different factors that may affect the rate at which released offenders return to prison and what implications this may have for future facility needs.
- **Fiscal assessment.** CNA fiscal analysts will examine DOC spending data to develop a cost-performance profile for each facility that presents an objective measurement of facility cost efficiency relative to the type of capacity provided and that facility's role in

the Department's overall system capacity plan. The profile will summarize each facility's strengths, weaknesses, and efficiencies, along with its cost of operations and projected future capital repair requirements. The result will be a comparative analysis of the cost-effectiveness of each state and private correctional facility.

- **Community impact.** CNA will conduct an economic impact assessment of potential facility closures upon their local communities. The assessment will include a description of the population, employment, and industries in the local area. The analysis will develop economic multipliers to be used in conjunction with input-output models to define interactions between firms, industries, and social institutions within the local economy. The analysis will quantify the relative economic impacts of potential facility closures.

Data Collection & Review

The first task identified in CNA's work plan is collection and analysis of data in support of planned research. Each of these research tracks requires a substantial amount of data for analysis. In response to CNA's initial request the Department of Corrections has provided a comprehensive set of data that includes 102 reports, memoranda, studies, and data summaries. These data primarily address facility capacity, fiscal performance, and basic population trends. A summary of data collected so far is attached. CNA is currently reviewing this information, and will request further data as the analysis progresses. CNA's pending assessment of classification, recidivism, and population projection issues will require a substantial amount of additional data. CNA is still developing its specific methodology for the community impact analysis and will be able to identify data requirements for that component of work in the next few weeks.

Facility Reviews

As of the end of January, CNA teams have completed initial on-site reviews of thirteen facilities. Each review is conducted by a two-person team and typically takes one day to complete. The review protocol used by CNA is included for your information. Facilities reviewed include:

- Rifle Correctional Center, January 22, 2013
- Delta Correctional Center, January 23, 2013
- Cheyenne Mountain Re-Entry Center, January 16, 2013
- San Carlos Correctional Center, January 17, 2013
- La Vista Correctional Facility, January 17, 2013
- Youthful Offenders System, January 17, 2013
- Crowley County Correctional Facility, January 22, 2013
- Bent County Correctional Facility, January 23, 2013
- Denver Women's Facility, January 23, 2013
- Denver Reception and Diagnostic Center, January 24, 2013
- Colorado Correctional Center at Camp George, January 22, 2013
- Centennial Correctional Facility, January 23, 2013
- Colorado State Penitentiary, January 24, 2013

The remaining twelve facilities used by the Department of Corrections will be reviewed over the next three weeks. In addition CNA will re-visit select facilities as needed to confirm key aspects of the analysis.

Stakeholder Interviews

Information gathered from correctional system constituents and interests will be vital to developing a comprehensive perspective on all of the issues associated with the development of a realistic capacity utilization plan. CNA has just begun the process of interviewing key criminal justice system stakeholders. Initial interviews and meetings have been held with the management of the Colorado Department of Corrections, including Director Clements and his executive team. CNA teams have also met with county commissioners, local law enforcement, and concerned citizens in Crowley County (Crowley County Correctional Facility and Arkansas Valley Correctional Facility), Bent County (Bent County Correctional Facility), Delta County (Delta Correctional Center), and Garfield County (Rifle Correctional Center). Community forums will be scheduled in the near future for stakeholders in the Canon City and Pueblo areas. CNA will also meet with interested stakeholders in the Trinidad, Sterling, Limon, Buena Vista, and Burlington areas as reviews of facilities in those communities commence.

CNA, working through the Governor’s Office of State Planning and Budgeting, is scheduling a meeting with Senator Kent Lambert, and is interested in scheduling additional meetings with members of the Joint Budget Committee, House and Senate Judiciary Committees, members of the Advisory Commission established in support of this project, legislators representing prison communities, as well as other justice system stakeholders. CNA will work through the Governor’s Office of State Planning and Budgeting and the Department of Corrections in arranging these interviews.

Next Steps

CNA will complete facility reviews over the next three weeks. The schedule is as follows:

Feb. 4-8	Feb. 18-22
Four Mile Correctional Center	Buena Vista Correctional Facility
Skyline Correctional Center	Buena Vista Minimum Center
Arrowhead Correctional Center	Colorado Territorial Correctional Facility
Fremont Correctional Facility	Sterling Correctional Facility
Arkansas Valley Correctional Facility	
Trinidad Correctional Facility	
Limon Correctional Facility	
Kit Carson Correctional Facility	

The next key phase of work will be a detailed review of the impact of recent changes in the Department’s classification system and their impact upon future capacity needs. Dr. James Austin of the CNA team is familiar with the Department’s classification system and will lead this effort. He will also begin to coordinate his analysis with prison population scenario forecasts that will be developed by Warren Olson. Dr. Austin will also commence a review of the Department’s recidivism data to determine its relevance in future capacity planning. These activities will begin the first week of February.

As noted above, CNA will also begin interviews with legislative stakeholders in February and will conduct additional forums in prison communities.

With the completion of these data collection efforts, CNA will move into the analysis phase of the project by March, 2013.

Data & Reports Provided by the Colorado Department of Corrections

- Arrowhead Facility Fact Sheet Dec 2012
- Assaults by Facility FY09-12
- AVCF Fact Sheet Dec 2012
- Bed Reductions 2009-2013
- BVCC Fact Sheet Dec 2012
- CCA-Idaho Monitoring Contract
- CCC Facility Fact Sheet Dec 2012
- CCCF Programs Report
- Centennial Facility Fact Sheet Dec 2012
- Classification Findings
- Colorado Male Classification Pilot Study Phase 2
- Cost Per Day FY 2008 Summary Page
- Cost Per Day FY 2008 Summary Page
- Cost Per Day FY 2008 Summary Page
- Cost Per Day FY 2011 FINAL.
- Crowley County cms30904
- CSP Fact Sheet Dec 2012
- CTCF Fact Sheet Dec 2012
- DCC Fact Sheet Dec 2012
- DOC State and Private Prisons Costs
- DOC's Cost Per Day Calc Explanation prior to FY 2011-12 and new calc for FY 2011-12
- DRDC Fact Sheet Dec DWCF Fact Sheet Dec 2012
- DWCF Fact Sheet Dec 2012
- EOY Facility Report FY 2011-12
- Escapes/Suicide/Homicide by Facility, FY10-12
- Four Mile Facility Fact Sheet Dec 2012
- Fremont Facility Fact Sheet Dec 2012
- FY08 Year End Facility Final Operating Report
- FY 10 Period 12 Facility EOY Report
- FY 11 Period 12 Facility EOY Report
- FY 2009 EOY Facility Report
- FY 2011-12 Cost Per Day
- IG Contract Bent County 30678
- IG Contract Bent County 30678
- INCIDENTS BY FACILITY.xls
- Limon Facility Fact Sheet Dec 2012
- Liquidated damages report
- LVCF Fact Sheet Dec 2012
- November 30 2012 Monthly Report
- Overtime

- Program enrollment by facility
- Rifle Facility Fact Sheet Dec 2012
- SCCF Fact Sheet Dec 2012
- SCF Fact Sheet Dec 2012
- September 30 2012 Population Profile
- Skyline Facility Fact Sheet Dec 2012
- Stat Report FY12 Draft Custody Classification
- Stat Report 2008
- Stat Report 2009
- Stat Report 2010
- Stat Report 2011
- Trinidad Facility Fact Sheet Dec 2012
- Turnover Report by Facility
- YOS Fact Sheet Dec 2012
- 2010 Annual Report to the House and Senate
- 2011 Annual Report to the House & Senate
- 2012 Annual Report to the House and Senate

CNA Facility Review Protocol

Facility Name

Review Team:

Date of Review:

Facility Description

Summarize the basic layout of the facility, including housing unit configuration, capacity, and mission. The description of housing unit configuration should include the number of housing units, the design of the housing units, the type of housing provided (single cells, double cells, multi-occupancy, dormitories), the type of inmates assigned to the various housing units, and a description of how services are delivered to the population. Describe any potential for increased utilization or repurposing of existing housing.

Physical Plant Assessment

Note current physical plant condition, planned or forecast future capital improvements, and the general state of upkeep at the facility. Describe any maintenance issues and evaluate future planned/needed capital projects.

Inmate Population

Describe the security classification breakdown of the facility at the time of the review. Is the population consistent with the physical level of security at the facility? What security level is the facility best suited to manage?

Workforce

Document workforce issues; including the availability of professionals, staff turnover, overtime, and the current number of vacancies. Does the overall level of custody staffing appear adequate? How frequently are posts closed to address staffing shortfalls? Determine the level of difficulty the facility has in recruiting staff and filling vacancies.

Programs

Identify the type, capacity and level of inmate participation found at the facility. Evaluate the space available for programming. Assess the quality and effectiveness of program options available.

Community Impact

Assess the impact of the facility on the local economy and the level of significance it has in the community. Note: we will conduct separate community forums in Canon City and Pueblo for the multiple facilities found in those communities.

Issues

Provide a narrative description of your general impressions of the facility. Indicate any positive or negative issues noted in terms of operational efficiency, security, service delivery, or program availability. Evaluate the suitability of the facility for its current population. Note any unique characteristics, programs or features that factor into the role played by the facility on the correctional system.

Facility Snapshot

Location*	
Date Opened	
Facility Mission	
Total Acreage	
Interior Perimeter Acreage	
Perimeter Security Systems	
Housing Unit Design/Configuration	
Security Level	
Special Functions	
Accreditation Status	
Population on Day of Review	
Total Staff on Day of Review	
Current Year Budget	

*County, county population, nearest city

Capacity Profile

Design Capacity	
Operational Capacity	
# of Cells Units	

Population Profile

Maximum/Close	Medium	Minimum-R	Minimum	Ad Seg

Program Inventory

Program	Enrollment
ABE	
GED	
Other Academic	
Vocational	
Industries	
Substance Abuse	
Mental Health	
Sex Offender	
Other (Specify)	

Capacity Detail

Housing Area	Population Classification	# of Cells or Rooms	# of Beds	Design Capacity	Operational Capacity	Count: Day of Review	Recommended Capacity
Building A							
Pod 1							
Pod 2							
Pod 3							
Total							

*Dry Cells

Special Housing Detail

Purpose	# of Cells or Rooms	Capacity	Count: Day of Review
Ad Seg			
Medical Classification			
Holding			
Other (Specify)			
Total			

Names and titles of staff interviewed.