Colorado Prison Utilization Study

Karl Becker • Ken McGinnis • Dr. James Austin • Dr. Mary “Kate” Fisher

FOR OFFICIAL USE ONLY

IRM-2013-U-005096/Final
June 2013

CNA
ANALYSIS & SOLUTIONS

Approved for distribution: June 2013

Monica Giovachino, Managing Director
Safety and Security Division

This document contains the best opinion of the authors at the time of issue.

Distribution limited to the state of Colorado.

Contents

Section I: Executive summary

This report summarizes CNA's analysis of the state of Colorado's short and long term needs for prison capacity. The study addresses the amount of capacity required and the types of beds needed, taking into consideration operational efficiency and programmatic needs.

Current system capacity

CNA's review of prison utilization in the Colorado state prison system indicates that based on professional standards for managing correctional system capacity, the Colorado Department of Corrections (CDOC) has a current operational capacity of 17,533 beds. This level is 2,183 beds below the CDOC's stated operational capacity of 19,716 beds. With a total system prison population of 17,491 as of the end of May, CNA's analysis indicates that the current aggregate operational capacity of the prison system is roughly in balance with the current inmate population level.

Most of the difference between CDOC's and CNA's respective approaches to defining operational capacity stems from the treatment of special purpose units and unbudgeted private contract beds. The CDOC definition of operational capacity includes special purpose beds dedicated to functions such as infirmary care and management control (punitive segregation). CNA's position, consistent with the practices of most state correctional systems, is that because these beds must be reserved for inmates in need of health care in the case of infirmaries and for inmate discipline in the case of management control beds; they are not available for general population housing. As such, they should not be included in operational capacity plans.

CNA includes only budgeted contract facility beds in operational capacity. For the current year, this includes 3,300 beds at the Correctional Corporation of America (CCA) facilities (Bent County, Crowley County, and Kit Carson) and 604 beds at Cheyenne Mountain Reentry Center, for a total of 3,903 private contract beds. CDOC includes total private facility capacity in its definition of operational capacity, including unbudgeted beds. The total capacity of these facilities is 5,524, which is 1,621 beds above the level funded

in the CDOC budget. CNA's position is that a prison bed that cannot be paid for is not available to house inmates, and therefore should not be included in operational capacity.

CNA's calculation of operational capacity begins with documentation of all prison beds potentially available in all CDOC facilities. From this base we then deduct those beds that are not available on an ongoing and regular basis for the housing of general population inmates. Table 1 summarizes CNA's calculation of operational capacity:

Table 1: Operational capacity adjustments to total beds

Operational capacity adjustments to total beds	
Total system beds	21,553
Closed/unbudgeted beds	(28,871)
Management control	(723)
Infirmary	(68)
Vacancy Adjustment	(358)
CNA operational capacity	17,533

Facility evaluations

Based on an analysis of the custody needs of the state prison population, onsite evaluations of each facility, and a review of the role each institution plays in the correctional system, we prioritized all prison facilities, as currently used by the CDOC, into three categories:

- *Tier 1: Facilities essential to the operation of the correctional system.* These facilities provide critical services that support all CDOC facilities, perform functions that are critical to the overall management and daily operation of the CDOC, or fulfill mandatory missions that cannot be cost-effectively transferred to other facilities,
- *Tier 2: Facilities best suited to meet the system's projected custody level housing needs.* These facilities house general population inmates in each classification category. They provide great value to the correctional system by virtue of the number and type of beds provided, cost efficiency, operational effectiveness, program offerings, and role played in overall system management.
- *Tier 3: Facilities that may be considered for temporary or permanent closure depending upon long-term prison population trends.* These facilities represent the least critical facilities in the correctional system and could be considered for

temporary or permanent closure if the prison population drops significantly. The types of beds offered in these facilities may not be aligned with the overall capacity needs of the CDOC. These facilities may present challenges in terms of efficient management and utilization, or may provide services and functions that could be more effectively provided by other facilities.

Table 2 summarizes the results of CNA's review of facilities.

Table 2: Facility evaluations

Tier 1	Tier 2	Tier 3
Denver Reception	Sterling	CMRC
Denver Women's	Centennial North	Rifle
San Carlos	Limon	Four Mile
CSP	Arkansas Valley	Skyline
CTCF	Bent County	CCC
	Buena Vista	YOS
	Crowley County	Kit Carson
	Fremont	
	La Vista	
	Arrowhead	
	Trinidad	
	Delta	

The Tier 1 facilities all provide essential functions for the correctional system. Denver Reception processes in admissions to the prison system. Denver Women's is the primary facility for female offenders. San Carlos is specifically designed to manage offenders with serious mental health issues. The Colorado State Penitentiary (CSP) is the primary close custody facility for the state. Finally, Territorial, despite an aging physical plan, manages one of only two infirmaries in the correctional system and houses most of the elderly and special needs population.

The facilities categorized in Tier 2 provide the bulk of the correctional system's capacity, particularly in the critical medium custody category. Recent revisions in the Department's offender classification system indicate a significant redistribution of the population into medium custody.

CNA's analysis of the Tier 3 facilities concludes that while these facilities are currently necessary and provide good programs, they are less essential to the core functions of the CDOC. Accordingly, in the event of a significant drop in the prison population, these facilities should receive serious consideration for closure. A potential change in re-entry programming from a centralized to a decentralized

model currently under consideration by the CDOC could make the Cheyenne Mountain Re-Entry Center (CMRC) expendable. Rifle's remote location is problematic for a minimum custody facility preparing offenders to re-enter society. Similarly, Kit Carson's location makes staff hiring and the delivery of medical and mental health services comparatively difficult. Colorado Correctional Center has an aging physical plant and its historical site status makes needed updates to the facility difficult. Four Mile and Skyline are limited to minimum and minimum-restricted custody offenders. Finally the Youthful Offender System (YOS) facility is not well-suited to support this program due to inadequate program and recreational facilities.

Population forecast

The decline in the state prison population in Colorado since 2009 is consistent with national trends. Data from the U.S. Bureau of Justice Statistics show that in 2011, 26 states had decreases in their prison population totaling 28,582 prisoners. Colorado experienced the ninth largest drop in prison population in the nation in 2011, in both percentage and absolute numbers.

While the current system's operational capacity and inmate population level are now roughly in balance, the challenge in developing a long-term capacity management plan lies in forecasting future population levels. Most states that have experienced decreases in their prison population levels now project stable or slowly increasing inmate population levels. After 16 months of steady reductions in the state prison population, in the last three months Colorado has experienced an increase of 220 inmates. This represents a sudden and significant change in what had appeared to be a steady long-term trend of prison population decline.

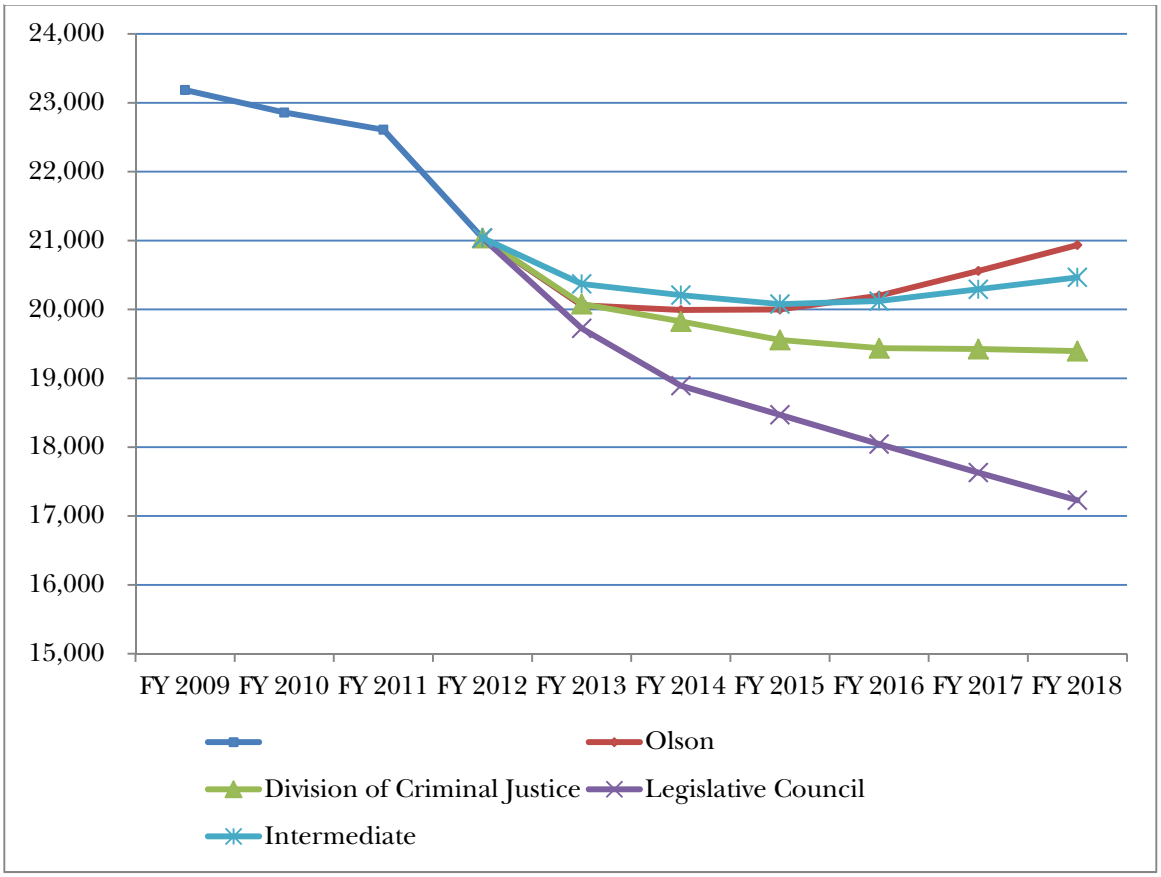
The timing of this change suggests several dynamics at work. Recent events have resulted in greater scrutiny in sentence calculations. Further attention is also being applied to parole violations. This is evidenced by the fact that in May 2013 there was a substantial decrease in parole releases that may be related to more conservative parole decision-making. It is unclear whether this is a short term phenomenon or is whether it represents the beginning of change in prison population trends toward equilibrium or growth.

To plan for future correctional system capacity requirements we examined the three current prison population forecasts available to policymakers. The most recent projection, developed by Warren Olson, shows a stable prison population over the next two years, fol-

lowed by significant growth. The Division of Criminal Justice (DCJ) forecast issued in January 2013 shows a continuation of the trend of declining prison population levels over the next two years before leveling off. The Colorado Legislative Council forecast made December 2012 shows continued declines in the prison system population over the next two years. Extrapolating this trend out over an entire five-year period results in a large reduction in the prison system population.

Given the widely disparate nature of these forecasts, CNA also developed an intermediate projection that attempts to refine assumptions on prison admissions and takes into account the impact of recently enacted legislation which will divert drug offenders from the prison system. This forecast shows a slight reduction in the system's population over the next two years, followed by slow growth, resulting in an essentially stable prison population level over the five-year plan. Figure 1 summarizes these four alternative inmate population projections.

Figure 1: Alternative prison population forecasts



Capacity use scenarios

Each of these different population projections requires a different capacity use plan over the next five years. The Colorado Legislative Council and DCJ projections require facility closings, consistent with a declining prison population. However, the Intermediate and Olson forecasts each necessitate increases in system capacity to accommodate a modest increase in the inmate population.

The CDOC has access to 2,871 beds that have been closed or not budgeted to address any need for additional capacity. There are 555 beds available through reopening closed housing units at Sterling, Buena Vista, and Trinidad. This would incur only the marginal cost associated with the reactivation of those units (housing unit staff and related direct costs for offender food, clothing, and medical services). As a result, the per diem cost for activation of these beds is low. Table 3 shows the projected per diem cost of operating any of the currently closed capacity available to the CDOC.

Table 3: Closed bed capacity & projected per diems

	Beds	Per Diem
Trinidad	100	$ 15.99
Sterling	100	$ 16.96
Buena Vista	355	$ 36.39
Crowley County	476	$ 61.23
Kit Carson	768	$ 59.71
Cheyenne Montain	124	$ 66.64
Centennial South	948	$ 115.10
Total	2,871	

We developed five-year capacity plans to fit each scenario. Each of the capacity use plans begins with the CNA analysis of current system operational capacity. The Intermediate population projection requires reopening 100-beds housing units at Trinidad and Sterling. The Olson forecast, in addition to these actions, would require reopening 355 closed beds at Buena Vista. The DCJ projection of continued slight declines in the prison population would require closure of CMRC in 2016. The substantially greater population decline shown in the Colorado Legislative Council projection would entail closure of CMRC, Rifle, Kit Carson, Four Mile, and Skyline. Table 4 summarizes the capacity outlook for the male population under each scenario along with CNA's recommended plans of action.

Table 4: Male capacity plan scenarios

Scenario	Five-year Male Population Change	Five-year Bed Surplus/Shortfall	Recommended Capacity Changes
Intermediate	153	(276)	Reopen 100-bed housing units at Trinidad and Sterling in 2017
Olson	818	(638)	Reopen 100-bed housing units at Trinidad and Sterling in 2017. Reopen 355 closed beds at Buena Vista in 2018.
DCJ	(512)	608	Close CMRC in 2016.
Leg. Council	(1,740)	2,122	Close Rifle and CMRC in 2014 (792 beds). Close Kit Carson in 2016 (706 beds). Close Four Mile and Skyline in 2018 (758 beds).

All of the population projections show continued declines in the female prison population. However, because the system uses only two facilities to house females, no capacity reductions can be made until the population decline allows the closure of La Vista, which housed 457 females as of the end of May 2013. None of the population forecasts indicate a female population reduction of this magnitude, leaving the capacity outlook for female offenders unchanged over the next five years. Table 5 summarizes the capacity outlook for the female population under each scenario.

Table 5: Female capacity plan scenarios

Scenario	Five-year Female Population Change	Five-year Bed Surplus/Shortfall	Recommended Capacity Changes
Intermediate	(63)	112	None
Olson	(52)	72	None
DCJ	(72)	152	None
Leg. Council	(376)	474	None

Given the degree of variation in the forecasts and current uncertainty regarding the impact of the recent audit of sentencing documents, changes in parole decision-making, and new legislation, CNA believes that the Intermediate scenario is the most prudent forecast to guide policy decisions at this time. More time is required to determine whether the increase in the male prison population that has occurred over April and May 2013 is a short-term phenomenon, after which the system will either stabilize or resume its recent trend of steady population declines.

Capacity management issues

The CDOC's current system of capacity utilization is consistent with the overall needs of the system. The policy decisions to reduce system capacity over the last three years have achieved significant efficiencies without impairing the system's ability to manage the inmate population in a secure, effective manner. The CNA recommended operational capacity level for the correctional system is in general alignment with the current profile of the prison population. Moreover, if the prison population stabilizes, as indicated under the Intermediate population projection scenario or begins to slowly grow as predicted by the Olson projection, the CDOC has very good options to quickly and efficiently add capacity.

CNA's analysis also identified the following significant future capacity management issues:

Utilization of Centennial Correctional Facility South (CCF South)

The closure of this virtually new facility due to the stabilization of the number of offenders requiring Level V Administrative Segregation placement, has left the state with significant ongoing expenditures to pay for its construction without any operational benefit. The potential for a sale or lease of the facility to another jurisdiction is quite limited due to the location of the facility in the middle of a state correctional complex shared with another facility (CCF North).

CNA's review indicates that use of this facility would be beneficial to the CDOC if a specific, cost-effective mission for the facility could be identified. The most significant drawback to utilizing the facility is the lack of accessible outdoor recreation space. We recommend that the CDOC retain a qualified architect to develop options and costs for developing accessible outdoor recreational space that meets the national standards for a segregated population. If the required recreational space can be developed in a cost-effective manner, CNA recommends that the CDOC consolidate the population at CCF North and CSP into a single facility at CCF South. This would allow the closure of both Centennial North and CSP, at significant operational savings to the CDOC. The state would then have the ability to sell or lease CSP to other entities or jurisdictions. As a stand-alone facility in excellent condition, CSP appears to be much more marketable than CCF South.

Female offender classification: impact on capacity

Minimum and minimum-restricted custody level offenders currently make up 65 percent of the female offender population. There is some evidence that the current system over-classifies females. The pending implementation of a new classification system for females accordingly may move more offenders into the minimum and minimum-restricted categories. The large number of low custody level females in the prison system presents an opportunity for improved utilization of community correctional center system capacity for females. Given an already declining female population, this in turn could make it possible to move female inmates out of La Vista and consolidate the entire female population into Denver Women's Correctional Facility.

CNA recommends that the CDOC review the classification process and placement decisions associated with women offenders and determine if there are modifications necessary to ensure they are placed appropriately based on their risk and program needs. Similarly, the CDOC should engage in discussions with DCJ and community correctional residential center staff to determine if modification to the community correctional center eligibility criteria is necessary and appropriate to ensure that women offenders are properly placed consistent with their security needs. We believe this will result in an increasing number of low-risk female offenders placed in community correctional centers.

Future utilization of Colorado Territorial Correctional Facility

While the CTCF currently provides essential services to the state correctional system, a long-term solution should be developed to meet the future health care needs of the population presently being served by CTCF. Given its age, at some point the CTCF will cease to be a cost effective alternative for housing this population. Despite the significant physical plant improvements and the outstanding efforts of the staff to maintain the facility in an acceptable operating condition, structures and support systems will fail and become cost prohibitive to maintain. The state of Colorado should begin developing options, including a replacement facility for CTCF, to assume the critical functions presently provided by CTCF when the facility becomes insufficient and ineffective.

Youthful offender system

As described earlier in this report, the current site for the YOS program has serious deficiencies. Due to the limitations of the physical plant and the need for additional programming and recreational space, the CNA project team evaluated options for the relocation of the program to an alternate site. Based on our review, there does not appear to be an existing available site that provides an improvement over the conditions that presently exist at YOS. If the female population falls to a level sufficient to move female inmates out of La Vista, the YOS program should be moved to that facility. The other available alternative is to acquire additional buildings and grounds from the adjacent Colorado Mental Health Institute-Pueblo (CMHI-P). This would permit expansion of the outdoor recreational space, which is limited at its present site, and possible construction of the indoor recreational building that was lost with the relocation from La Vista. In addition, there is a vacant structure that is the property of CMHI-P that is immediately adjacent to YOS that could be acquired and renovated for use by the YOS program, both for programming and housing purposes.

Hudson Correctional Facility

Hudson is a private, 1,188-bed medium/minimum security facility, located 35 miles from downtown Denver just north of Interstate 76 in the city of Hudson. The facility currently houses inmates from Alaska, but will become vacant by the end of 2013. The facility appears well managed, well maintained, and has flexibility to manage a wide range of offenders of different classification levels. The facility has a well-equipped and well-staffed medical unit, including a six-bed infirmary. Recruitment of medical personnel including nurses, physicians, and mental health professionals does not appear to be a challenge, given the facility's proximity to the Denver metro area. Although Hudson has not been utilized by the CDOC in the past, it does represent a potential capacity resource for the agency in the future. The absence of a replacement client at present may allow the state of Colorado to negotiate a favorable per diem rate for future use of the facility for CDOC offenders.

Section II: Introduction

In November 2012 the Governor's Office of State Planning and Budgeting (OSPB) 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.

The specific impetus for this study comes from legislative action to commission a review of the capacity need of the Colorado Department of Corrections (CDOC). In a legislative session in 2012, the Colorado Legislature enacted House Bill 12-1336, "Authorization of a Prison Utilization Analysis." The bill requires the Office of State Planning and Budgeting (SOPB) to commission a study of capacity utilization in the Colorado prison system:

> *The Office shall contract for a Department of Corrections system-wide analysis by July 1, 2012, or as soon as possible thereafter, that identifies the most appropriate and cost-effective uses of the available public and private inmate beds that house the Department of Corrections' jurisdictional population.*
>
> *The analysis shall consider different possible scenarios of population growth or decline and changes in the composition of the inmate population and including level of risk, length of sentence, and associated programmatic needs.*

To meet these requirements, this project provides a thorough analysis of the state's short and long term needs for prison capacity. The study addresses the amount of capacity required and the types of beds needed, taking into consideration operational efficiency and programmatic needs. The result of this study is a plan that identifies the optimal use of the state's prison resources to meet projected population demands. To the extent that this analysis recommends further downsizing of the prison system, the plan identifies potential facilities that the state should consider for closure, taking into account the economic impact of these facilities on their host communities.

Project objectives

Following the legislative language of HB 12-1336, the specific objectives of this project are as follows:

- Provide a comprehensive, objective assessment of the future capacity needs of the CDOC;
- Develop options for the use of current facility capacities in meeting these needs;
- Conduct a fiscal assessment of the most cost-effective means of providing required capacity levels;
- Document program and operational performance by facility in terms of safety, security, recidivism, impact on public safety, and other factors;
- Analyze the economic effects of any proposed facility closures or consolidations on local communities; and
- Establish a five-year strategic plan on facility capacity utilization for the CDOC.

In order to achieve these objectives, CNA developed the following criteria for assessment of the Department's correctional facilities:

- Public safety – Are the facility's physical and operational security systems consistent with CDOC standards and adequate to meet public safety requirements?
- Operational needs of the CDOC – What role does the facility play in the CDOC's overall approach to correctional system management? Could another facility perform this role more effectively? What is the current population and capacity of the facility? What is the maximum capacity the facility could achieve while still meeting operational standards?
- Facility characteristics – How old is the facility? What is the condition of the physical plant? How do ongoing maintenance and projected capital repair costs compare with other CDOC facilities? What is the mission of the facility, and does this mission "fit "the overall profile of the facility? What custody levels does the facility manage? Does the

location of the facility meet a special need of the CDOC or the state criminal justice system?

- Inmate classification – Is the use of the facility, both for housing and for programs, appropriate given the classification level of the inmates assigned there?
- Efficiency and operational cost – Using standard metrics for efficiency (such as overall per diem cost) how does the operational cost of the facility compare with other CDOC facilities?
- Local community impact – What is the economic impact of the facility on the local community, including employment, local businesses, local government tax base, and schools?

Using these criteria and available inmate population projections for the state, the study identifies those facilities that have the greatest overall value to the state in meeting its correctional system needs. We will also identify those facilities that have a lower overall value to the system, and that could receive consideration for closure, consolidation, or repurposing. The product of the study is a five-year plan that outlines the critical capacity management actions required to manage the correctional system in a safe, cost-effective manner.

Methodology

The study builds on five primary tracks of analysis:

- Population analysis – We examined both the number of inmates projected for the correctional system and their custody level requirements to determine the "demand" for prison capacity. The CDOC provided the study team with a comprehensive set of data that includes 102 reports, memoranda, studies, and data summaries. Appendix A lists the primary data sources used to support our analysis.
- Facility assessment – A thorough review of each facility that houses Colorado inmates documented the number and types of beds available to house the population, the current physical plant, and other facility resources. This provides the "supply" side of the prison population/capacity equation. The reviews included a comprehensive tour of each facility's physical plant, interviews with facility managers, and a focus group conducted with line staff. To guide these inspec-

tions, we developed a standard facility review protocol that defined issue topics and data objectives for facility site visits.

- Fiscal analysis – The analysis includes a review of CDOC spending data to assess facility cost efficiency relative to its functional use and that facility's role in the department's overall system capacity plan.
- Community impact – An economic impact assessment of potential facility closures on the local communities provides a description of the population, employment, and industries in areas around facilities we have identified that may be considered for potential closure. This analysis uses input-output models to calculate and apply economic multipliers that define interactions between firms, industries, and social institutions within the local economy. The analysis quantifies the relative economic impacts of potential facility closures. The project team also met with representatives from each community that hosts a correctional facility to hear their views of the role of that facility in their community.
- System planning – The final step in the study is the integration of the data collected during the analysis into a series of five-year capacity utilization plans, each based upon a different population projection scenario. The plans identify which facilities the state could consider for closure, the timing of such closures, and the reallocation of the population and programs associated with these facilities. We also include a review of specific capacity management issues that the CDOC should address.

Organization of report

Section III of this report begins with a review of prison capacity management in Colorado, including different approaches to defining system capacity, the various types of capacity used in Colorado's prison system, critical factors in evaluating prison system capacity utilization, and a review of the state's approach to prison capacity utilization over the last 10 years.

Section IV assesses the dynamics of the Colorado state prison population in the context of national trends, examine the factors behind the state's declining prison population and review three independent forecasts of future prison population levels.

Section V of the report provides a detailed assessment of the CDOC's capacity by facility and function, the system's custody profile, and operational and capital costs.

Section VI summarizes our field assessments and categorizes each facility by their degree of utility to the state prison system.

Based on this categorization, Section VII models the potential economic impact on local communities of closing those facilities that have the least value to the system, depending upon future population trends.

Section VIII integrates all of this analysis into the development of alternative five-year capacity utilization plans, based on the different scenarios for future state prison population levels presented earlier.

Section IX concludes the report with a discussion of future capacity management issues facing the state.

This page intentionally left blank

Section III: Capacity analysis

In simplest terms, the capacity of a correctional facility is the number of offenders a facility can safely accommodate while meeting its mission. However, differences in establishing the appropriate basis for determining this figure have led to multiple approaches to defining capacity. The *Dictionary of Criminal Justice Data Terminology* (Bureau of Justice Statistics, 1982) describes the three most common approaches to defining capacity as follows:

- Design Capacity – "The number of inmates a prison was intended to hold when it was built or modified." This approach is premised upon the original intent of the facility designer. Design capacity is often a static number that may reflect outdated or invalid assumptions on facility use that are inconsistent with contemporary practices.
- Rated Capacity – "The number of inmates a prison can handle according to the judgment of experts." As used by many systems, rated capacity refers to an administrative determination of the maximum number of offenders that a facility can house safely while providing basic services. This approach to capacity definition is flexible and incorporates ongoing changes in correctional practice, facility usage, and offender characteristics.
- Operational Capacity – "The number of inmates a prison can effectively accommodate based on management considerations." This approach is of more utility in the day-to-day management of a facility and reflects the number of inmates that can be housed taking into account short-term factors such as maintenance problems or staffing shortfalls that may negatively impact capacity.

For the purposes of this report, our objective will be to determine the maximum number of offenders each facility can safely manage within the policy, program, and resource parameters established by Colorado state government—in other words the operational capacity of the system. While we will make note of the CDOC's total available capacity in our analysis, using "operational capacity" as a benchmark is a more meaningful approach within the context of developing a long-range facility utilization plan.

Types of capacity

The overall capacity of a correctional facility may be subdivided into different categories based on the functional use of the living units or inmate beds within the facility. The functional assignment of capacity facilitates institutional operations by grouping like types of inmates together, allowing for the design of staffing patterns and service delivery models that efficiently meet the needs of each population group. The most common categories of capacity found in correctional institutions include:

- General population – housing for the typical inmate generally assigned to a facility;
- Disciplinary segregation – restrictive housing for inmates in violation of major institutional rules;
- Administrative segregation – restrictive housing for inmates who present a significant threat to an institution's safety and security;
- Protective custody –voluntary housing for inmates seeking protection from other inmates;
- Infirmary – temporary or long-term housing for inmates requiring specific medically-determined treatment;
- Mental health – dedicated housing for inmates with diagnosed mental illness with integrated treatment provided in the housing unit;
- Unclassified/booking –initial separate housing of inmates newly admitted to a facility while they undergo classification and initial orientation; and
- Emergency beds – available for use when facilities exceed normal population levels.

Assigning or reserving beds in these categories necessarily limits the ability of correctional facility managers to make maximum use of an institution's housing areas. For example, reserving a housing unit with 100 beds for disciplinary segregation makes those beds unavailable for housing general population inmates, even though the unit may hold significantly less than 100 inmates at any given time. Similarly, infirmary beds are reserved for the use of inmates with medical issues and may not be used for any other purpose.

In order to account for the fact that certain categories of capacity are not available for general population housing and must be set aside for management purposes, most correctional systems do not include these beds in calculations of rated capacity. The recognized "best practice" in establishing rated capacity figures is to include only that space that is truly available for housing any of the inmates generally assigned to an institution on a daily basis.

Factors in evaluating system capacity

Determining correctional system capacity is much more complicated than simply counting available general population beds. Instead, the process involves taking into account a number of factors that influence the amount of prison housing capacity that is available and planning for the use of those beds.

The Colorado prison system houses a diverse population with substantial variability in the amount of security and level of supervision required. The different characteristics of the offender population dictate different housing strategies, with significant implications for capacity management.

Establishing correctional capacity levels, requires an assessment of system population characteristics and dynamics, operational policies, programs, facility's physical plant, social density, support facilities, and resource availability. The assessment evaluates all of these factors in terms of their impact upon the humane, safe management of the offender population in a manner consistent with professional and judicial standards.

Space

The most basic element in evaluating capacity is the amount of physical space available for inmate housing. The American Correctional Association (ACA) has codified professional standards for the size of cells and the amount of space for inmates. The foundation of these standards is the professional experience of correctional administrators across the United States, court rulings on inmate living conditions, and architectural assessments of basic living space requirements. The standards represent the best professional assessment of correctional facility living space requirements.

Key elements of these standards state, in part:

- Single cells should have 35 sq. ft. of unencumbered space, with 70 sq. ft. of total floor area when the occupant is confined more than 10 hours daily;
- Multiple occupancy cells should have 25 sq. ft. of unencumbered space for each inmate with 35 sq. ft. of unencumbered space when the occupants are confined more than 10 hours daily;
- Segregation cells should have 70 sq. ft. of floor area, with 35 sq. ft. of unencumbered space;
- Dayrooms should have 35 sq. ft. of space per inmate for the maximum occupancy in the dayroom at any given time; and
- Housing areas should have at least one toilet, wash basin, and shower for every 12 male inmates (one toilet for every eight female inmates).

The CDOC's facilities all meet these space standards, with the exception of some living areas at the older facilities that predate the development of these standards.

Custody level

At the most basic level, offenders have different housing requirements based upon their custody levels, as determined by the CDOC's offender classification system. The classification system uses objective criteria such as offense, past history of violence, criminal record, and other factors to establish the level of risk posed by a given offender. The CDOC has used this system to create four different custody levels: minimum, minimum-restricted, medium, and maximum/close. As will be discussed later in this report, the CDOC has recently revised this system, with significant implications for the system's capacity needs.

Because these custody levels all require different levels of security, the CDOC has categorized its facilities and capacity by the level of security and supervision available. Department policy establishes the following categories of facilities and rules for offender placement:

- Level V – Mixed custody, may house close custody and below, as well as offenders assigned a Status (administrative segregation, protective custody, or residential treatment program). Offenders are eligible

for placement with a custody level of close or if they receive assignment to a specialized program and/or housing at Denver Reception and Diagnostic Center, Denver Women's Correctional Facility, San Carlos Correctional Facility, Sterling Correctional Facility, Centennial Correctional Facility, Colorado State Penitentiary. To the extent possible offenders are housed in designated units based upon their final custody or status.

- Level IV – Mixed custody, may house close and medium custody. An offender is eligible for assignment to a Level IV facility if their current custody level is medium or close and they meet the CDOC's clinical needs matrix. To the extent possible offenders are housed by custody level or status.
- Level III – Mixed custody, may house close custody and below. An offender is eligible for assignment to a Level III facility if their current custody level is medium or close and they meet the CDOC's clinical needs matrix. Lower custody level inmates may be housed at the facility for specific work assignments as dictated by the needs of the facility.
- Level II – Minimum-restricted and minimum custody. An offender is eligible for assignment to a Level II, facility if their current custody level is minimum-restricted, or below, has not been identified as a sex offender, and meets the CDOC's clinical needs placement matrix. Offenders must be within 60 months of parole eligibility and have no restriction on their mandatory release date.
- Level I – Minimum custody. An offender is eligible to be considered for assignment to a Level I facility if their current custody level is minimum, has not been identified as a sex offender, and meets the CDOC's clinical needs matrix. Offenders at Rifle Correctional Center, Colorado Correctional Center, and Delta Correctional Center must be within 36 months of parole eligibility, or within seven years of a mandatory release date. Offenders at Skyline, which has a higher level of security, must be within 60 months of parole eligibility, or within 10 years of a mandatory release date.

Ideally, the custody profile of the population should closely align with the security classification of available bed capacity. If, for example, the correctional system does not have enough offenders classified as minimum to fill its Level I facilities, those facilities will have empty beds that will not be available for other types of offenders.

Special populations

The extended sentences that were enacted for many serious offenses over the last 20 years have led to a growing population of elderly and/or infirm inmates that present special housing and management issues. Many of these offenders may be mobility-impaired, which diminishes their access to program services, health care, or dietary services. Moreover, their condition can make them vulnerable to younger, more aggressive inmates. As a result, correctional systems generally attempt to house this population apart from more typical general population inmates. The CDOC formerly housed these types of inmates at the Fort Lyon facility.

Another significant group of offenders with special housing needs is the mentally ill. According to the CDOC, 29 percent of male inmates and 67 percent of female inmates have moderate to severe mental illnesses. With appropriate treatment, most of these offenders can be managed in general population. However, those with more profound mental disorders present significant management challenges. Designated housing units can facilitate appropriate supervision of these offenders. For example, the CDOC has established a special housing area at the Colorado Territorial Correctional Facility for inmates suffering from dementia.

Gender

Best practices in correctional management call for completely separate housing for male and female offenders. Moreover, the distinctive needs and different type of security associated with female offenders result in dedicated facilities that are typically different from male facilities. Because the female offender population is comparatively small, it can be difficult to assign facilities with an appropriate level of capacity for female housing. This can result in female offender facilities that are either overcrowded or under-utilized. The availability of excess capacity at the CDOC's La Vista facility and the need for housing for infirm male offenders has resulted in the development of coed operations at that facility.

Policies

Facility operational policies, which establish the rules by which the facility operates, play a key role in determining capacity levels. Policies that govern access to recreation, establish the extent to which double-celling may be utilized, determine what types of inmates may be placed in dormitories, and dictate security procedures for inmate movement and housing unit

supervision play a key role in determining the number of inmates that may be housed in a facility. For example, a facility may establish by policy that a specific housing unit will house "honors" inmates and be single-celled, or that inmates in disciplinary segregation will only be single-celled. ACA standards recognize that a number of factors make double celling unavoidable in many jurisdictions, and therefore generally allow for double celling of up to 90 percent of a facility's capacity provided that other space requirements are met. These types of policies provide the basic parameters governing facility capacity management. Accordingly, analysis of available capacity must consider facility operational policies as an important factor.

Program services

Any consideration of capacity must take into account the ability of a facility to provide an adequate level of mandatory services. Mandatory program services in correctional facilities include basic medical/mental health treatment, visitation, dietary services, case management, religious services, and recreation. Academic/vocational programming and substance abuse treatment are also key program services components. Lack of access to these critical services can act to diminish the effective capacity level of a facility.

Moreover, some program functions require reserved capacity that diminishes the overall number of beds available for general population inmates. For example, reception and intake units must have enough dedicated beds available to process new admissions to the prison system. Inmates that require a high level of medical care must have ready access to infirmary beds making them unavailable for use in housing general population offenders. As a result, capacity analyses typically do not count these beds in a facility's overall capacity numbers.

Some programs, such as therapeutic communities, re-entry preparation, or youthful offender, often require dedicated housing for offenders participating in the program. Depending upon housing unit configuration, a large number of programs with dedicated housing can make full use of available capacity difficult.

Staffing

The level of staff supervision authorized and present in a facility, particularly in housing areas, can have a significant impact upon facility capacity. For example, increasing the level of double celling in a housing unit may

require an increase in staff coverage in order to maintain adequate staff supervision of the increased number of inmates in the area. This is especially critical when determining the capacity levels for higher security inmates. In these instances, any increase in the number of offenders on a particular unit creates a corresponding increase in staff assigned to the unit. Conversely, a facility may have available capacity that it is unable to use due to lack of staff to provide security. Several Colorado facilities have reduced their operational capacity levels by reducing staffing and closing housing units.

Support facilities

Support facilities refer to basic physical plant infrastructure, including water, heat, electricity, sewage treatment, and building maintenance systems. In general, these systems have been designed to accommodate a specific maximum population level. Deterioration of these systems over time may result in a subsequent decrease in the actual capacity of a facility as their functionality diminishes. The number of "down cells" or cells that cannot be occupied due to physical plant problems is directly related to the condition of these support facilities.

Also included in the area of support facilities are those functions that are critical or essential to maintaining the welfare of the inmates. These include functions such as dietary services, maintenance capability, health care, laundry, and warehouse space, etc. Significant deficiencies in these essential support functions will affect the capability of the facility to manage safely a specified number of inmates.

Resource Availability

The resources available to an agency can significantly affect how facility capacity calculations are developed. Rising population levels and stagnant or declining budgets have resulted in some jurisdictions arbitrarily increasing existing facility capacities, rather than open costly new facilities to manage system population levels. Faced with a choice between the very low marginal cost of adding an offender to a facility that is at or near its capacity, versus the much higher average or per diem cost associated with opening a new facility or contracting with a private correctional facility, correctional systems in some cases "create" additional capacity by triple-bunking or adding beds in non-housing areas such as gymnasiums. In this way, facility capacity levels can be increased (although at significant harm to facility security and office safety) while living within available budgetary resources.

Capacity management

Facility capacity then, is not a static number derived from facility design documents. It is instead a function of a complex and dynamic relationship between a facility's physical plant and the administrative, program, and operational factors summarized above. In practice correctional administrators must take into account all of these factors to realistically assess the capacity of their facilities.

The factors described above that effectively constrain a system from making complete, 100 percent use of its available capacity. A realistic capacity management plan should exclude those beds explicitly reserved for critical functions, such as infirmary care, and factor in a "vacancy rate" in recognition of the fact that at any given time, a system will have a number of vacant beds in its facilities. It is also important to have some number of readily available beds to accommodate spikes in the population caused by surges in admissions or slowdowns in exits from the prison system. For these reasons, most correctional systems attempt to maintain a 5 percent vacancy rate to provide enough management flexibility to respond to these issues. Consistent with this practice, the capacity utilization plans presented in this report will assume that the CDOC will maintain a 2 percent vacancy rate to accommodate capacity management needs.

CDOC capacity management, 2004 – 2013

Over the last 10 years, from 2004 – 2013, the Colorado state prison system experienced a period of rapid growth, followed by significant contraction.

In the period 2004 – 2008, the state prison population grew by 2,948 inmates or 17.1 percent. This growth matched a corresponding expansion of prison system capacity as system administrators attempted to keep pace. Table 6 summarizes the primary bed expansions achieved at this time.

Table 6: Prison capacity expansions, 2004 – 2008

Fiscal Year	Facility	Beds	Comments
2005-06			
	Brush	270	Private facility for females
	Cheyenne Mt.	500	Private facility for re-entry programs
	Crowley County	569	Private facility expansion
2006-07			
	La Vista	519	Converted mental facility for females
	North Fork	480	Contract w/private Oklahoma facility
2007-08			
	Bent County	742	Private facility expansion
	Cheyenne Mt.	172	Private facility expansion
	Kit Carson	742	Private facility expansion

As can be seen from above, most of the beds added during this period were privately operated prison facilities. Private prison companies' share of the state institutional prison population grew from 17.6 percent to 25.9 percent from 2004 – 2008. The current private prison share of state operational capacity is 28 percent.

Beginning in fiscal year (FY) 2008 – 2009, however, prison population growth began to plateau, with significant declines in each of the following years. Faced with resulting excess capacity and significant budget shortfalls, the department began to reduce capacity by closing facilities and reducing both private and state facility population levels.

In the last five years, the CDOC has terminated contracts at three private facilities (Brush, Huerfano, and High Plains), closed three state facilities (Colorado Women's Prison, Fort Lyon, and Colorado State Prison II) and significantly reduced population levels at several facilities. Table 7 details these actions.

Table 7: Prison capacity reductions, 2009 – 2013

Fiscal Year	Facility	Beds	Comments
2008-09			
	Huerfano	(774)	Closed private facility
	CO Women's	(224)	Closed female facility
2009-10			
	High Plains	(279)	Closed private facility
2010-11			
	Buena Vista	(100)	Closed boot camp program
2011-12			
	Fort Lyon	(500)	Closed facility for elderly/infirm inmates
	Centennial North	(316)	Closed segregation facility
2012-13			
	Trinidad	(100)	Decommissioned housing unit
	Sterling	(100)	Decommissioned housing unit
	Buena Vista	(117)	Decommissioned housing unit

In addition to these actions, the CDOC reduced inmate population levels at three private facilities – Cheyenne Mountain, Crowley County Correctional Facility, and Kit Carson Correctional Facility.

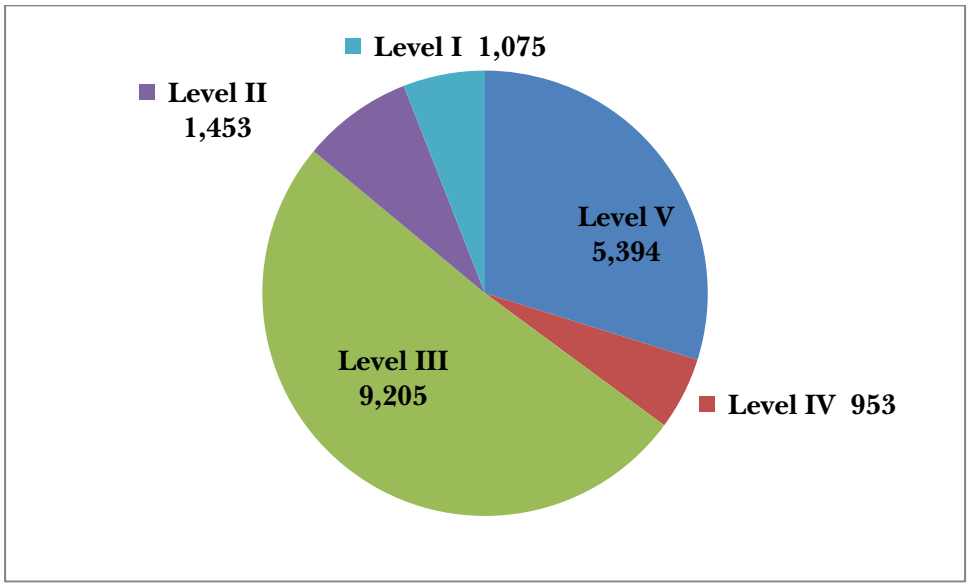
In total, the CDOC has cut operational capacity by a net 2,166 beds since the end of FY 2009, a reduction of 10.7 percent. However, even with these reductions, at the end of May 2013, the CDOC had 2,225 vacant beds – 598 vacant beds in state facilities and 1,627 unoccupied beds in private contracted facilities. This is the highest vacancy level experienced by the department in the last 10 years.

Current CDOC capacity profile

At the end of May 2013, the CDOC's monthly population and capacity report showed an operational capacity of 14,192 beds in state facilities and 5,524 beds in private facilities for a total operational capacity of 19,716. Even though the CDOC includes all 5,524 private facility beds in its operational capacity, for FY 2013 the department has only 3,904 private facility beds under actual contract. This includes 3,300 beds with Correctional Corporation of America (CCA) at three private correctional facilities (Crowley County Correctional Facility, Bent County Correctional Center, and Kit Carson Correctional Facility) and 604 beds with Community Education Centers (CEC) at Cheyenne Mountain Reentry Center.

As described earlier, the CDOC categorizes its facilities by the custody level of the offenders that may be housed there, on a continuum Level I–V, with Level I providing the least level of security and Level V providing the most. Nearly 80 percent of the CDOC's bed capacity is in Level III and Level V facilities. Figure 2 shows the current distribution of operational bed capacity by type of facility.

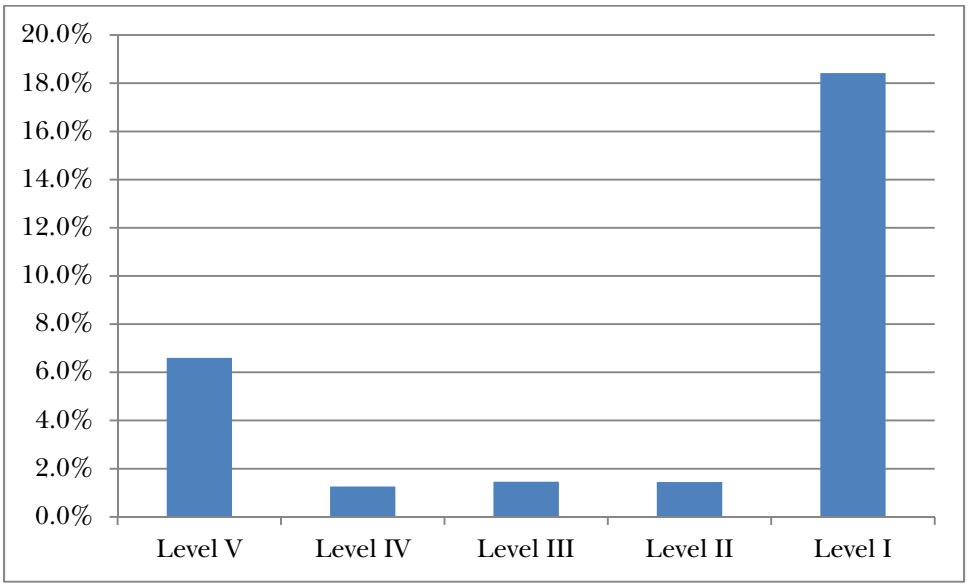
Figure 2: Distribution of capacity by facility category



While there are only 1,075 Level I beds, this category of facility has by far the highest proportion of vacant beds. This relates to the number of minimum custody inmates available in the population, restrictions on placements at these facilities, and the fact that these facilities can house only

minimum-security inmates, while the other facilities can and do house multiple categories of inmates.

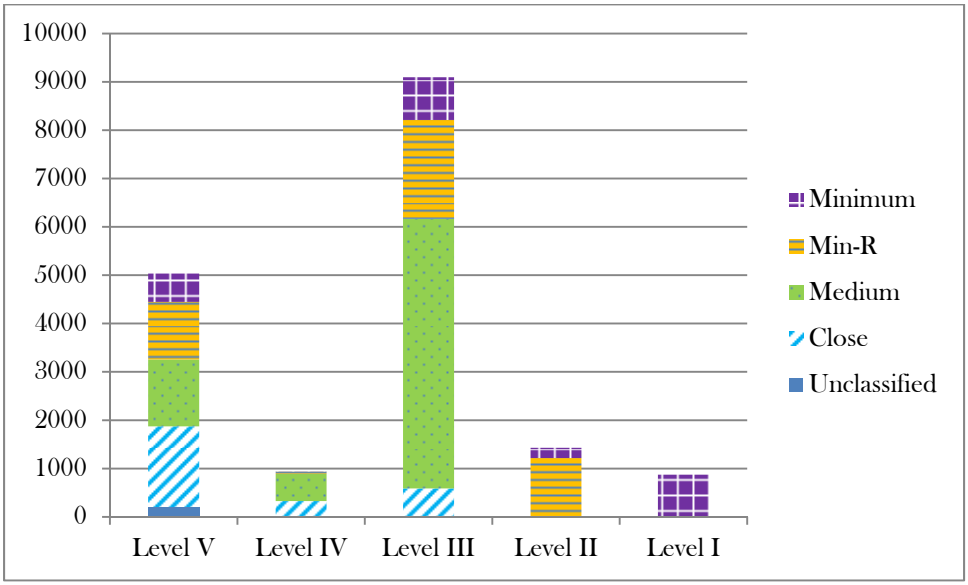
Figure 3: Proportion of vacant beds by category of facility



We examine the problem of filling Level I facilities later in this report.

In terms of the custody level of the resident population, each category of facility houses a range of classification levels, with the exception of the Level I category, which houses only minimum custody offenders.

Figure 4: Distribution of population by custody level by category of facility



The significant number of minimum and minimum-restricted offenders in Level V facilities is attributable to the large, multi-custody institutions in this category, specifically designed to provide different levels of security depending upon the classification level of the population. These facilities include Denver Reception, Denver Women's, and Sterling Correctional Facility.

The CDOC maintains five facilities with special missions. Capacity in these facilities is not available for housing male general population inmates.

Table 8: Special mission facilities

Facility	Beds	Mission
Denver Reception & Diagnostic Center	602	Processes all admissions into the CDOC and performs the initial review that results in a custody level assignment.
Denver Women's Correctional Facility	976	Primary female facility in the correctional system and houses all custody levels of female offenders.
La Vista Correctional Facility	565	Houses minimum and minimum-restricted female offenders and contains a unit for mobility-impaired, infirm male inmates. Only coed facility in the CDOC.
Colorado State Penitentiary	756	Houses the CDOC's administrative segregation population.
San Carlos	255	Provides intensive treatment and high security for inmates with severe mental health issues.

Facility capacity cost

The remaining dimension of capacity analysis is cost, both for operations and for physical plant repairs. The task here is to identify the cost per unit of capacity provided (i.e., per bed), typically on a per diem or annual basis. This section of the report describes aggregate operating cost data by category of facility. A specific analysis of the operating and capital costs of each individual facility follows later.

The CDOC produces an annual analysis of the daily cost of facility operations. Its methodology takes total operational expenses for a given fiscal year for each facility and divides this expense by the average daily facility population for that year. The methodology then allocates administrative costs across all institutions. This provides an accurate accounting of total system costs, broken down by facility. The focus of our analysis however is to compare direct facility costs in assessing alternative capacity utilization plans. Individual facility capacity decisions do not affect the administrative costs of the CDOC. Changes in capacity utilization do not change the amount of administrative or overhead charges, it simply alters their allocation. For example a decision to close a housing unit at a facility will save direct operating costs at that facility, but will have no impact upon the cost of CDOC central office services and operations. These administrative costs are relatively fixed and will continue to be allocated over all of the beds in the system. Because our purpose here is to compare the direct costs associated with different types of facility capacity, the allocation of administrative overhead is not necessary. Accordingly, the data here represent direct facility costs per day; including an adjustment for the additional clinical services costs.

Correctional facility cost is primarily a function of staffing requirements. CDOC data indicate that personnel-related costs as a share of total facility spending ranges from a low of 78.9 percent at La Vista to a high of 93.8 percent at the Colorado State Penitentiary. In aggregate, approximately 86.5 percent of state correctional facility budgets go to cover staff costs.

Because correctional facilities have substantially different security, health care, and program requirements depending upon their mission and role in a state correctional system, significant variations in facility staffing and costs typically result. Table 9 summarizes the per diem costs and the number of staff per inmate for each facility.

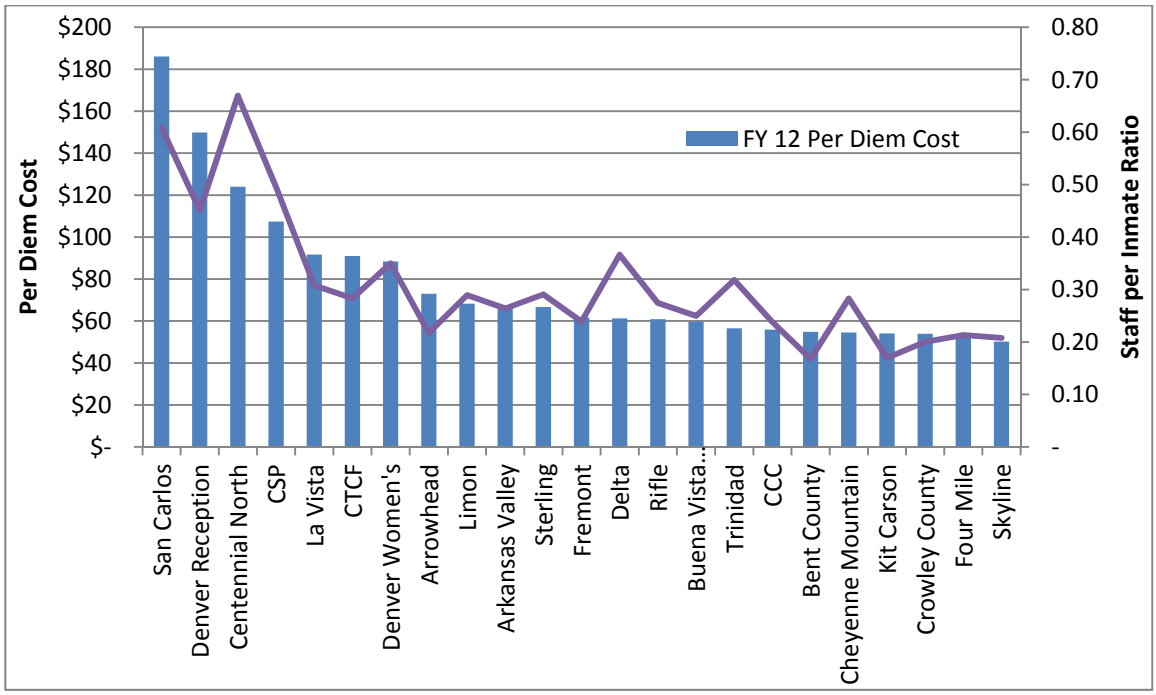
Table 9: FY 2011-12 facility per diem costs

	FY 2012 Per Diem Cost	Staff per Inmate Ratio
Level V		
Centennial North	$ 124.00	0.67
CSP	$ 107.39	0.50
Denver Reception	$ 149.88	0.45
Denver Women's	$ 88.41	0.35
San Carlos	$ 186.09	0.61
Sterling	$ 66.64	0.29
Level V Average	**$ 120.40**	**0.38**
Level IV		
Limon	$ 68.30	0.29
Level III		
Arkansas Valley	$ 66.67	0.26
Bent County	$ 54.85	0.17
Buena Vista Complex	$ 59.71	0.25
Cheyenne Mountain	$ 54.53	0.28
CTCF	$ 91.01	0.28
Crowley County	$ 53.94	0.2
Fremont	$ 61.72	0.24
Kit Carson	$ 54.06	0.17
La Vista	$ 91.64	0.31
Level III Average	**$ 65.35**	**0.24**
Level II		
Arrowhead	$ 73.03	0.22
Four Mile	$ 52.49	0.21
Trinidad	$ 56.49	0.32
Level II Average	**$ 60.67**	**0.24**
Level 1		
CCC	$ 55.95	0.24
Delta	$ 61.23	0.37
Rifle	$ 60.90	0.27
Skyline	$ 50.23	0.21
Level I Average	**57.08**	**0.21**

The overall level of cost, as expected, is closely related to the type of facility and the number of staff per inmate, with Level I facilities, having the lowest security requirements and correspondingly, the lowest staffing ratios and lowest per diem costs. The daily costs of Level V facilities are over twice this

cost level, primarily due to the specialized missions of San Carlos, the CDOC's mental health facility and the Denver Reception and Diagnostic Center, which require substantial amounts of program staff, and due to the higher security levels and staffing levels found at the Colorado State Penitentiary and the Centennial Correctional Facility. Figure 5 shows the relationship between staffing and per diem costs, with those facilities with specialized missions at the high end of both ranges.

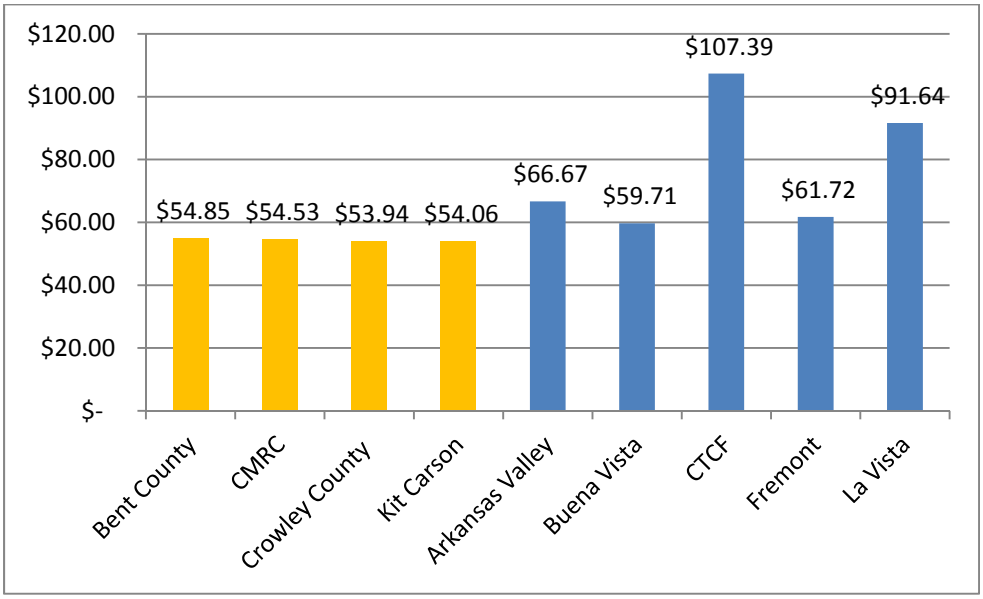
Figure 5: Facility per diem costs & staffing ratios



Private vs. state facility costs

The other most notable variation in cost and staffing is between the Level III state facilities and the private facilities. The average per diem cost for the four private facilities, adjusted for additional clinical costs at each facility funded by CDOC, is $54.35 per day. The average per diem cost for the five Level III state facilities is $74.15, a difference of 36 percent. Figure 6 shows the disparity in per diem cost among the private (shown in yellow) and state (shown in blue) Level III facilities. There are several factors that account for this significant difference.

Figure 6: Level III private and state facility per diem comparison



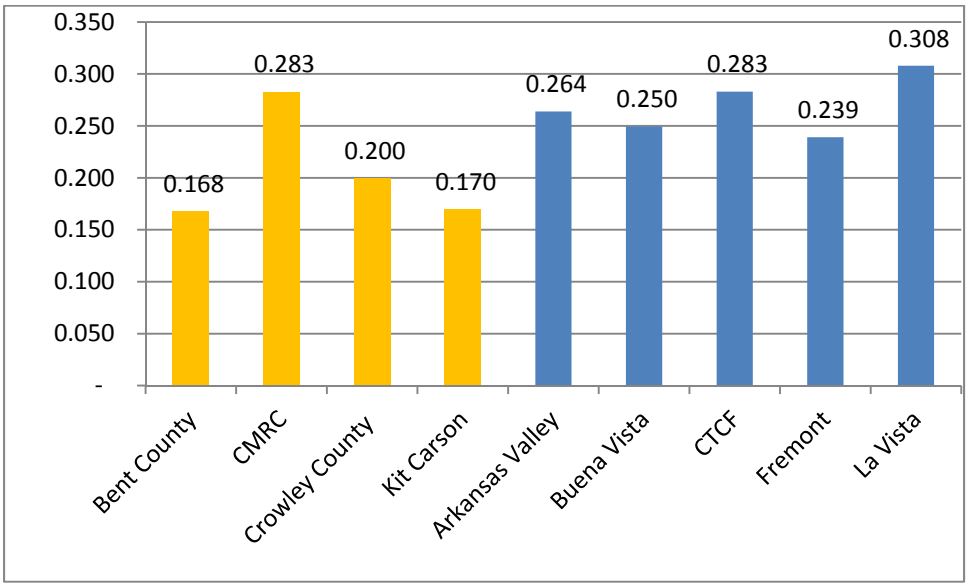
First, several of the Level III state facilities have unique missions. The Colorado Territorial Correctional Facility maintains one of two infirmaries in the state correctional system and now houses most of the elderly offender population that was formerly incarcerated at Fort Lyon. The facility also contains a hospice unit and supports the Central Transport Unit, which is responsible for moving offenders across the state. La Vista is a female facility which also contains a 60 bed unit for mobility-impaired, infirm offenders. Both of these facilities have high clinical costs that result in a substantially higher per diem cost. Taking these two facilities out of the comparison lowers the average per diem cost of Level III state facilities to $62.70, reducing the cost disparity from 36 percent to 15 percent.

Another difference is in population custody level. The private facilities may only house medium security or lower inmates. Buena Vista and Fremont both house significant numbers of close custody offenders. In the case of Buena Vista, 19 percent of the current facility population is close custody. Assuring appropriate security for these offenders requires more intensive staffing and increases facility daily costs.

As can be seen from the staffing ratios in Figure III-5, staffing levels at three of the four private facilities are well below the levels found at state correctional institutions. Bent County, Kit Carson and Crowley County have the lowest staffing ratios in the state by a significant margin and have

substantially lower staff per inmate than the most comparable Level III facilities, as shown in Figure 7.

Figure 7: Staffing ratios in Level III state-operated and private facilities



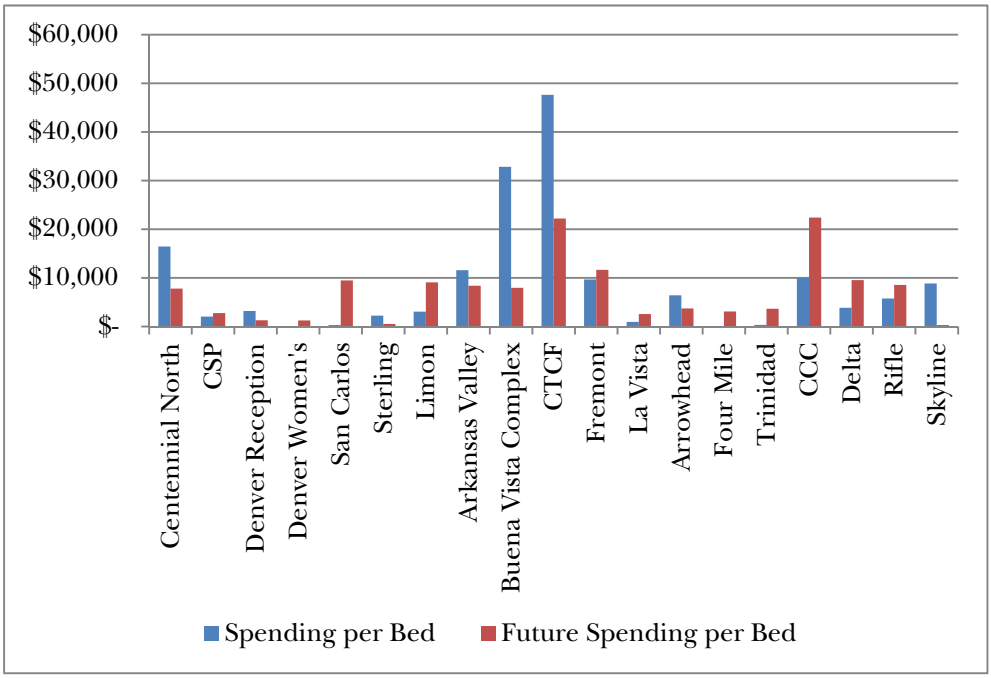
The final and most significant factor accounting for the lower per diem cost of the private facilities is the level of compensation provided to staff. We compared the payrolls of two private facilities with two state facilities and found the average salary of an employee (includes all facility staff, not just correctional officers) of the private facilities is $34,500 as compared with an average salary of $51,357 in the public facilities reviewed—a salary difference of approximately 33 percent.

Capital costs

The capital cost of maintaining a correctional facility's physical plant is a significant consideration in evaluating its overall cost-effectiveness and potential value to the correctional system. In our analysis, we examined capital expenditures for each facility over the last 20 years, excluding new construction and facility start-up costs. We also reviewed pending capital expenditure requests for each facility to determine the level of likely future physical plant spending. Prorating these past and pending expenditures by the total capacity of each facility shows that the CDOC has made significant investments in the maintenance of facility buildings and infrastructure at CTCF ($47.6 thousand per bed), Buena Vista ($32.8 thousand per bed), and Centennial North ($17.3 thousand per bed). The most expensive beds to maintain going forward are CTCF ($22.2 thousand per bed), Colorado

Correctional Center ($22.4 thousand per bed), and Fremont ($11.6 thousand per bed). This pattern is consistent with the age of these facilities. The CTCF and Buena Vista are the oldest facilities in the correctional system. Fremont opened in 1957. The high per bed cost shown for Centennial North and CCC is also a function of the smaller size of the facilities relative to the amount of capital expenditures. Figure 8 shows a system-wide comparison of past and pending capital expenditures by facility.

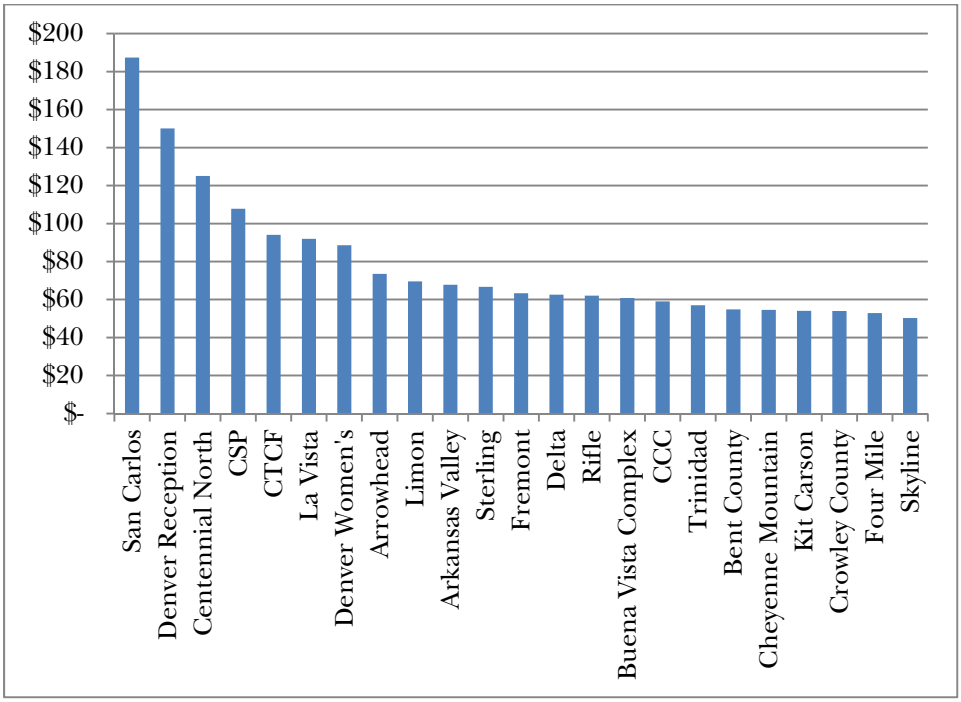
Figure 8: Past & projected capital spending per bed



Total facility costs

In order to develop a total per bed cost profile for each facility, we prorated the pending capital expenditures shown above over 20 years to develop an annual capital cost per bed. Adding this amount to the current operating per diem costs shown earlier in this report provides a total cost per bed for each facility. Figure 9 summarizes this data.

Figure 9: Projected total cost per bed



This cost data clearly shows the relationship between specialized mission and cost. The seven most expensive facilities all have specialized missions that result in higher operations and program costs:

- San Carlos provides housing and programs for severely mentally ill offenders;
- Denver Reception provides the intake and classification function for the entire correctional system;
- Centennial North provides administrative segregation housing and mental transitional programming;
- CSP is the CDOC's primary facility for close, maximum security offenders;
- CTCF operates one of only two infirmaries in the correctional system and houses most of the elderly and infirm population;
- La Vista is the CDOC's only coed facility, housing female offenders and mobility-impaired males; and
- Denver Women's houses all classification levels of female offenders.

The analysis also documents the relative cost-efficiency of the private correctional facilities. The CMRC and the three CCA facilities (Bent County, Crowley County, and Kit Carson) make up four of the six lowest cost facilities in the department. In addition to the operational factors that lower private facility costs described earlier in this report, the fact that the state does not incur any capital costs in addition to the per diem cost for placement of inmates at these facilities increases the relative cost-efficiency of the private facilities.

Role of cost in assessing capacity utilization

Because operating costs relate directly to the specific mission of a facility and the level of security dictated by the custody profile of its population, an examination of per diem costs by itself provides comparatively little information on the relative value of a given facility to a correctional system. To the extent that security and program requirements drive operating costs, the more salient issues for system capacity management are the need for those programs and the system's demand for capacity in needed custody levels. However, cost is a significant factor in comparing facilities with like responsibilities, programs, and missions, to the extent that excess capacity exists system-wide in the specific type of facilities compared. For example, if, based upon classification data, the CDOC has too many Level III beds, then the cost differential between the private and state-run facilities may become a decisive factor in determining which facilities should remain open. If, however, the CDOC has an overall shortage of Level III capacity, the difference in cost is meaningless because the correctional system requires all of those facilities to meet its needs. To address this issue, the next section of this report examines the impact of classification on the custody profile of the inmate population, and the future capacity needs of the correctional system.

Section IV: Population analysis

The size, growth rate, and composition of the state's prison population are the primary drivers of correctional system capacity needs. This section of the report examines three key dimensions of the state's prison population that will determine the specific types of capacity that will have the most value for the state correctional system, both now and in the future:

- How does the CDOC's classification allocate the offender population into the different types of available capacity? The fundamental question here is whether the system provides the correct amount of each category of capacity, consistent with custody designations and security risk levels.

- What is the outlook for future changes in the overall size of the prison system, and given this outlook, what types of capacity will best meet the state's needs?

- To what extent can recidivism rates be associated with specific facilities or categories of facilities?

The analysis in this section builds upon existing research conducted by the CDOC, other state agencies, and independent researchers. As will be discussed in this section, there are several factors that complicate long-term analysis of the Colorado state prison population at this time which the state will need to carefully take into account as it makes policy decisions on prison capacity utilization.

Classification

The CDOC has been operating an objective prison classification system for many years. The system is based on national standards promulgated by the National Institute of Corrections (NIC) and has undergone several validation studies. Dr. James Austin and Emmitt Sparkman conducted the most recent external review of the system, in response to a request by the CDOC for NIC to evaluate the Department's administrative segregation and classification systems. Based on that review, the CDOC conducted its own inter-

nal validation study in 2012. Both studies have found the current system to be predictive of inmate conduct, consistent with its design.

Like most prison classification systems, the CDOC system consists of initial and reclassification components. The former is completed at the time the prisoner is admitted to prison based on the person's crime, prior record, prior escapes, prior institutional conduct at CDOC, drug use, and related demographic factors. The CDOC requires reclassification of an inmate no less than six months after admission and then every 12 months thereafter. Reclassification evaluation criteria focus more on the inmate's conduct since admissions and adjust the custody level accordingly. There are also separate classification systems for the males and females with separate scoring protocols.

The items used on the initial and reclassification forms are typical of the items used in other state prison classification systems. Over-rides are also available to supersede the scored custody level, with appropriate documentation. In terms of organizational structure, a centralized classification unit, staffed with experienced CDOC personnel, governs and monitors the entire classification process.

The CDOC uses four custody levels to house its general population inmates that coincide with its classification of facilities and prison beds: close, medium, minimum-restricted, and minimum. Inmates assigned to administrative segregation or protective custody receive a custody level classification under this system, but are assigned to these special designations using a completely different set of criteria.

Recent changes to the male classification system

Based on the NIC evaluation and a detailed pilot study completed by the CDOC, the CDOC developed recommended changes to the current male classification system that were implemented in January 2013. The pilot study simulated various changes recommended by Dr. James Austin for the prison population that existed as of September 30, 2012 to determine what the effects would be on the number of inmates assigned to various classification categories.

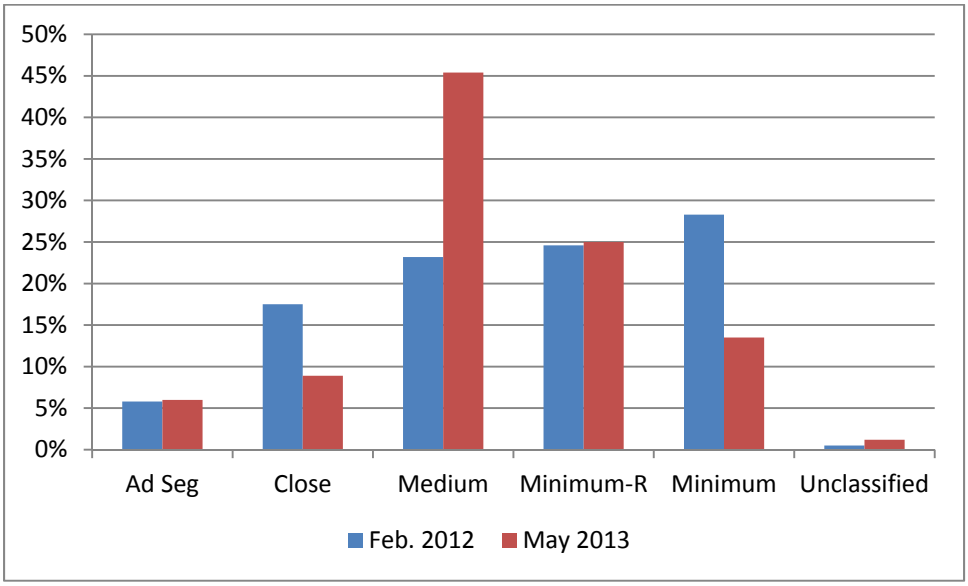
The full effects of the changes will not be felt until the middle part of this year but there is now sufficient data to estimate the effects on how males will be classified in the future. A similar study will be completed for the female population in 2014.

The primary changes made by the CDOC to the male system were to remove certain items from the scoring process that were not predictive of inmate behavior, add the inmate's current age to the system (which is predictive), and modify the over-ride system.

The changes separate over-ride factors into discretionary and non-discretionary categories. The latter restricts prisoners from placement in minimum-security beds due to offense and time-to-serve parameters. It was the modification of the non-discretionary factors that produced a notable change in classification system results—fewer inmates assigned to minimum-security facilities.

Research on the inmate population indicated that collectively, these changes would reduce the number of close custody, minimum-restricted and minimum custody inmates. Correspondingly, the number of offenders in the medium custody designation category thus began to increase. The close custody population has declined as factors such as parole date and detainers that had no predictive utility were removed from the scoring system. Similarly, the changes modified the points assigned to each scoring item as well as the cut-off levels for the custody level scale. These changes allowed inmates formerly assigned to close custody with good conduct records, to move to medium custody. Figure 10 shows the changes in the distribution of the population by custody level in the past year with the changes in the classification system.

Figure 10: Changes in custody level with changes to classification system



One of the major reasons for the reduction in the minimum custody category was a tightening of the mandatory over-ride factor on time to mandatory release date (MRD). The previous system would allow assignment of inmates with 10 years or less to their MRD to minimum custody. The new policy reduced that time-frame to seven years, which further reduces the number of eligible minimum security inmates.

Finally, the changes removed all inmates with an Immigration and Customs Enforcement detainer from Level I facilities. In addition, inmates with mental health, sex offender, or medical needs that exceed the services available at a Level I facility may be excluded from Level I facilities.

The CDOC validation study also found that the rate of misconduct between the minimum and minimum-restricted inmates was virtually nonexistent. From a custody perspective, these inmates behave the same. The minimum-restricted population, however, often has offense and sentence length factors that preclude them from assignment to one of the minimum-security facilities that have no perimeter fencing.

Table 10 shows the current placement of inmates by their custody level. Our analysis indicates that these numbers and proportions by custody level for the males will remain constant over the next five years. For the females, the proportions may change as a result of the 2014 validation study. However, it is noteworthy that the female offender population has a slightly higher proportion of close custody inmates, despite the fact that they are less likely than males to be convicted of a violent crime, or have anger management needs. Their conduct record is also more positive than males. It is also true that their placement in administrative segregation is much smaller than for males. For all of these reasons it would appear that the females are over-classified in close custody just as the males were prior to their validation study. We would therefore expect the proportion of women in close custody to go down from its current level once that study is completed in 2014.

Table 10: Prison population by assigned custody level

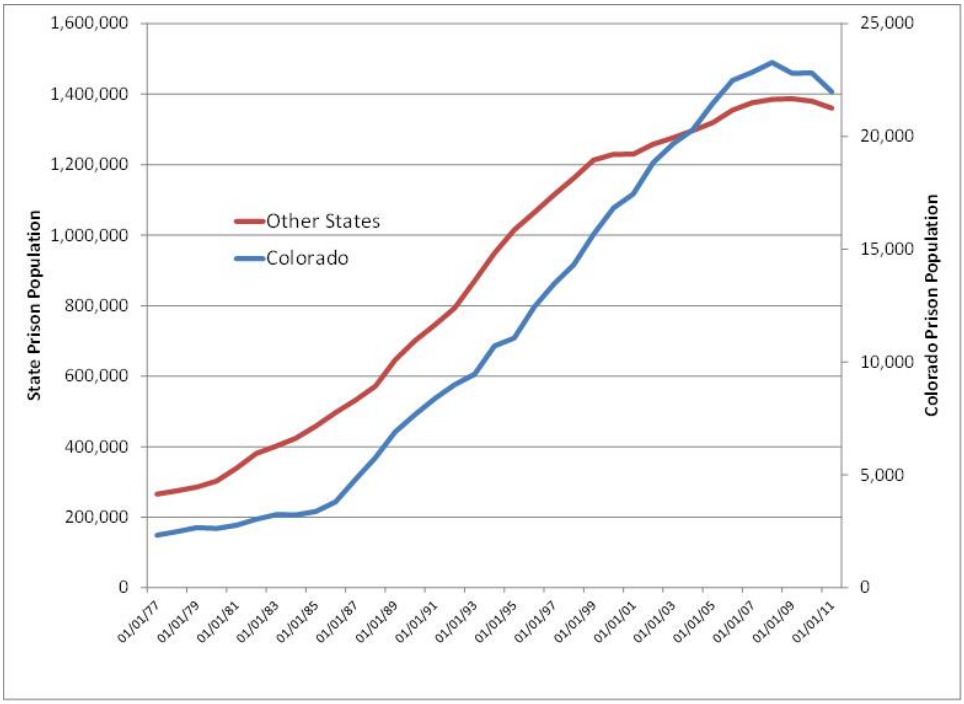
	Males		Females	
	N	%	N	%
General Population	14,870	92.8%	1,304	95.5%
Close	1,425	8.9%	159	11.6%
Medium	7,278	45.4%	252	18.4%
Minimum-Restricted	4,006	25.0%	509	37.3%
Minimum	2,161	13.5%	384	28.1%

	Males		Females	
	N	%	N	%
Admin. Segregation	719	4.5%	20	1.5%
Mental Health-Admin. Seg.	190	1.2%	30	2.2%
Protective Custody	48	0.3%	0	0.0%
Unclassified	194	1.2%	12	0.9%
Total	16,021	100.0%	1,366	100.0%

Population trends

Similar to the rest of the country, in the 1970s, Colorado's prison population began a rapid and dramatic increase, as shown in Figure 11. However, unlike the rest of the country, where the rate of prison population growth began to slow by the mid-1990s, Colorado's growth continued at a rapid rate. It was not until 2009 that Colorado's prison population peaked and began modest declines thereafter.

Figure 11: Colorado and other state prison populations, 1977-2011



Four large states have substantially lowered their prison populations – New York, New Jersey, Michigan and California. Each of these four states accomplished this through various means. California's reduction was due to a federal court order to depopulate its unconstitutionally crowded facilities. New York's decline was largely due to New York City policy reforms. New

Jersey reformed its parole board system because of litigation and enacted sentencing reform for drug crimes. Michigan reduced the number of technical parole violators and increased its overall parole grant rates.

From a peak level of 23,220 in July 2009, the CDOC's jurisdictional population dropped by 13.3 percent over three years to 20,144 inmates in May 2013. This experience of a moderately declining state prison population is consistent with national trends during this period. Data from the U.S. Bureau of Justice Statistics show that in 2011, 26 states had decreases in their prison population totaling 28,582 prisoners.

Table 11: State prison population declines

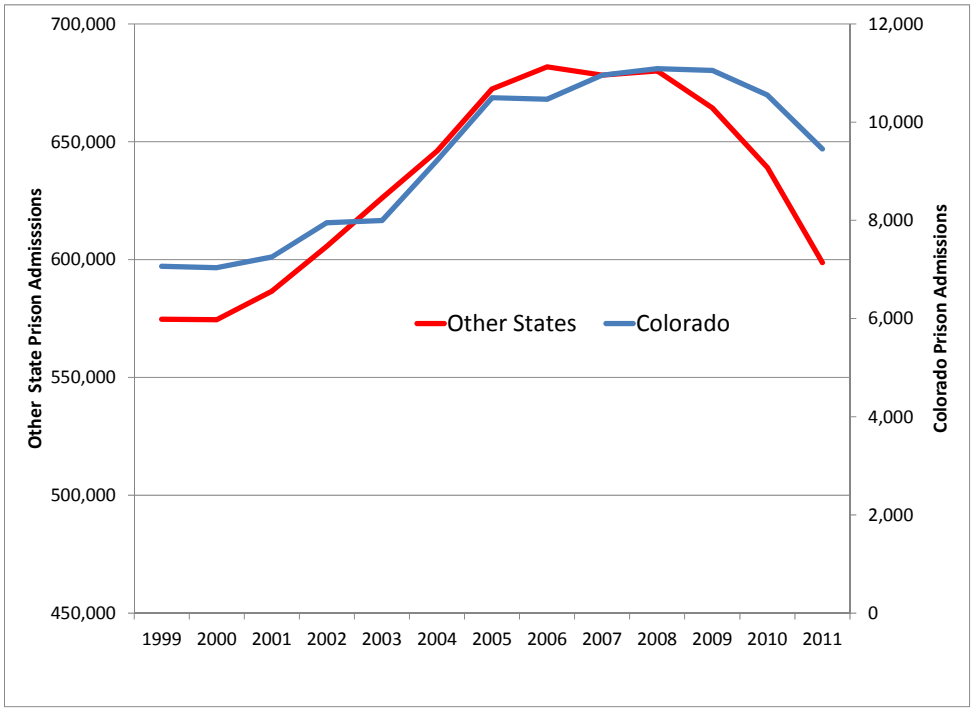
	CY 2011 Population Change	Percent Change
California	(15,493)	-9.4%
Texas	(1,425)	-0.8%
Florida	(1,251)	-1.2%
Michigan	(1,225)	-2.8%
New York	(1,220)	-2.2%
New Jersey	(1,173)	-4.7%
Connecticut	(997)	-5.2%
North Carolina	(942)	-2.3%
Colorado	(837)	-3.7%
Ohio	(748)	-1.4%
South Carolina	(664)	-2.8%
Georgia	(488)	-0.9%
Washington	(388)	-2.1%
Oregon	(366)	-2.5%
Iowa	(339)	-3.6%
Oklahoma	(275)	-1.0%
Arizona	(189)	-0.5%
New Hampshire	(147)	-5.3%
Arkansas	(96)	-0.6%
Maryland	(87)	-0.4%
Wisconsin	(75)	-0.3%
North Dakota	(64)	-4.3%
Montana	(38)	-1.0%
Vermont	(26)	-1.3%
Rhode Island	(20)	-6.0%
Maine	(9)	-4.0%

California's decline of over 15,000 prisoners accounted for more than half of the total decrease, but New Jersey, New York, Michigan, Florida, and Texas each saw decreases of more than 1,000 prisoners, and Connecticut

and North Carolina had declines of more than 900. Colorado experienced the ninth largest drop in prison population in the nation in 2011, in both percentage and absolute numbers.

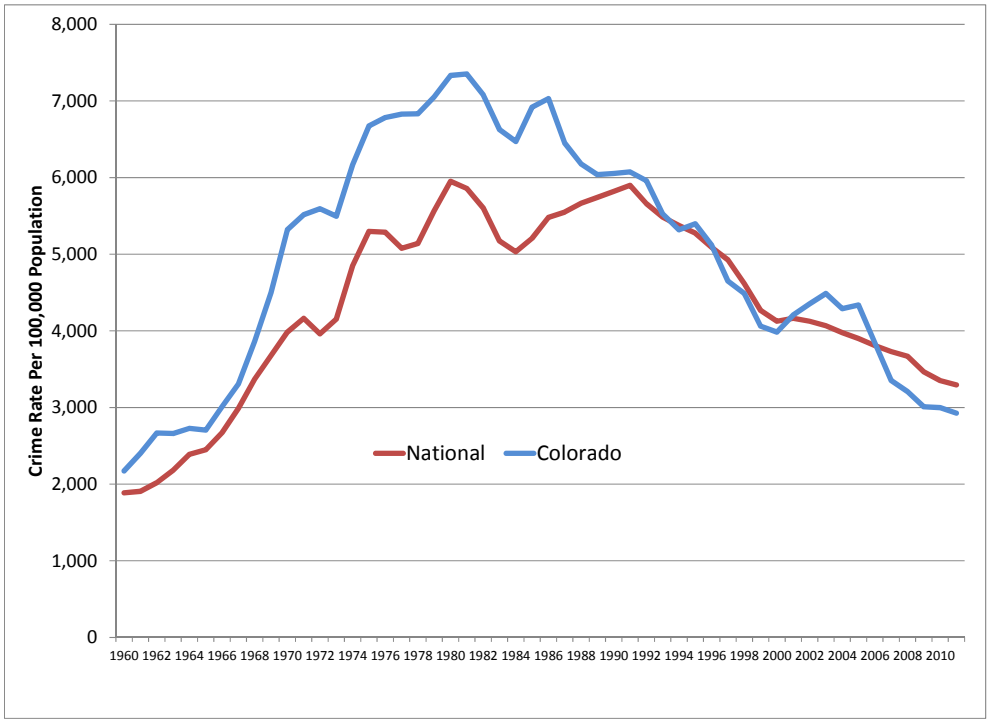
Much of the stabilization and modest declines in prison populations nationally and in Colorado is due to a decline in prison admissions.

Figure 12: State and Colorado prison admissions 1999-2011



These declines in prison admissions have been linked to sharp declines in crime rates.

Figure 13: Colorado and national crime rates



It is noteworthy that Colorado's adult arrest rate is slightly above the U.S. adult arrest rate. There has also been a decline in admissions for technical parole violations as states seek to reduce the number of technical parole violations.

As shown in Table 12, Colorado's current incarceration rate as of 2011 was slightly below the U.S. rate. However, its rate for females is significantly higher than the national rate. When incarceration rates are viewed in relation to adult arrests rates, there is virtually no difference between Colorado versus the national rates.

Table 12: Colorado and National Incarceration Rates

	Total	Males	Females
Incarceration Rate			
Colorado	427	773	79
U.S.	430	815	58
Adult Arrest Rate			
Colorado	5,335	NA	NA
U.S.	4,881		
Incarceration/Arrest Rate Ratio			
Colorado	0.08	NA	NA
U.S.	0.09	NA	NA

More interesting is the fact that current prison population projections from many states show that future population declines are highly unlikely to occur. Collectively, neither significant declines nor increases in prison populations appear to be on the immediate horizon. Thus from a national perspective, state prison populations have stabilized and under current policies and laws, are projected to remain where they are, at their historic high levels.

Population projections

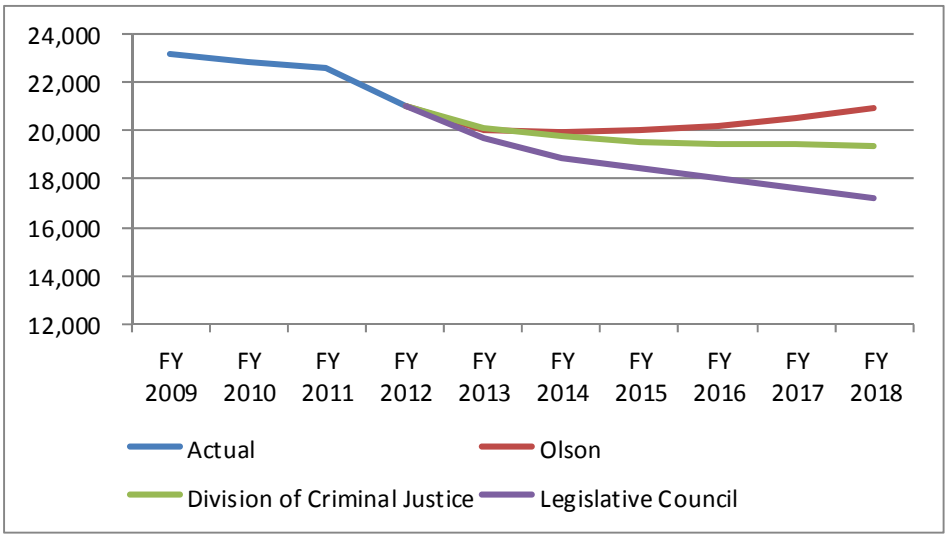
The Colorado Legislative Council, DCJ, and a researcher (Warren Olson) under contract with the Office of State Planning and Budgeting (OSPB), all have prepared recent forecasts of the future size of the state prison population. The projections use different methodological approaches and have each produced significantly different forecasts of future prison population levels. Each projection is for the state's jurisdictional correctional population. This includes offenders not housed in prison facilities such as prisoners housed in community supervision facilities, local jails and walkaways/escapees. Inmates in these categories are excluded from the prison population count. The Colorado Legislative Council released its projection December 2012. The DCJ released its latest projection in January 2013. The Olson forecast, the most recent of the three, was completed in May 2013. Table 13 summarizes the results of the three projections.

Table 13: Summary of the three forecasts of the Colorado jurisdictional prison population

Date	Warren Olson - May 2013			Division of Criminal Justice - January 2013			Colorado Legislative Council - December 2012		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
30-Jun-13	18,311	1,748	20,059	18,408	1,671	20,079	18,079	1,646	19,725
30-Jun-14	18,285	1,705	19,990	18,214	1,611	19,825	17,405	1,488	18,893
30-Jun-15	18,331	1,667	19,998	17,942	1,615	19,557	17,076	1,394	18,470
30-Jun-16	18,550	1,651	20,201	17,833	1,604	19,437	N/A	N/A	N/A
30-Jun-17	18,891	1,667	20,558	17,827	1,598	19,425	N/A	N/A	N/A
30-Jun-18	19,255	1,680	20,935	17,818	1,577	19,395	N/A	N/A	N/A
30-Jun-19	19,662	1,709	21,371	17,886	1,551	19,437	N/A	N/A	N/A

The Colorado Legislative Council's projection provides a forecast for the next two years, while Olson and DCJ both provide five-year forecasts. The Olson and DCJ estimate are virtually identical through June 30, 2015, but the Olson forecast indicates a moderate rise in the population that continues in later years. The DCJ estimate remains stable after June 30, 2015. In this respect both the Olson and DCJ forecasts assume that the recent declines in the jurisdictional population will cease over the next year or two. For the purposes of comparison, we have extrapolated the Colorado Legislative Council's forecast out to a five-year period, using the same rate of reduction experienced in the last year of their forecast. Figure 14 shows the differing results produced by each forecast.

Figure 14: Alternative Colorado prison population projections



Methodological issues

Our review of these projections is limited to the raw data and published reports. The authors of the three projections are well aware of and document the fact that prison population projections are largely a function of legislative and administrative actions that cannot be anticipated today. Further, such policies are constantly in flux. Therefore, it is not possible to issue accurate prison population projections beyond two to three years. This is why most states (including Colorado) update their projections on at least an annual basis. Put differently, in order for prison populations made at a particular point in time to be accurate, current and future policy makers would have to take a pledge not to change current laws and policies.

What prison population projections *can do* is accurately estimate the consequences of current laws and policies and model the impact of proposed changes to existing laws and policies. That is their real value to policy makers. For these reasons, a bed utilization plan must include options to adjust quickly to a rapidly changing prison population trend line that may result from un-anticipated legislative and administrative initiatives.

The two key assumptions that underlie both the Olson and DCJ estimates are assumptions about new court admissions and parole board decision-making. Both of these key factors appear somewhat unstable and subject to change at this time. For example, prison admissions are the complex product of demographics, crime rates, socio-economic factors, police, prosecutorial and court decision-making, and, the funding of the "front-end" of the criminal justice system. Changes in anyone of these "valves" can impact prison admissions. Similarly, both Olson and DCJ are assuming that parole grant rates (which are not reported) will remain at their current rates over the next five years. This assumption may be somewhat optimistic as the Colorado Parole Board only recently increased the number of paroles as a result of the adoption of risk-based guidelines. It is possible that these increased parole rates will continue, but given the sensitivity of Parole Board decision-making in the context of sensational crimes committed by a single parolee and/or potential concerns about parole supervision policies, there is always risk that parole rates could go down, driving up inmate population levels. While noting this concern, we concur with both the Olson and DCJ assumptions that parole grant rates are likely to remain at their current rates.

The second key issue is the estimated number of new court admissions (including parole violators with a new term). The Olson model has a higher number of projected admissions to begin with and then begins to increase the number of admissions in FY 2016. The DCJ model assumes a lower number of prison admissions and then stabilizes them after FY 2016. Virtually all of the differences in the projection estimates of the two models can be linked to these different assumptions on admissions estimates. There are no admission estimates associated with the Colorado Legislative Council's projections so no analysis can be made at this time.

The Olson admission assumptions assume a direct rather than an indirect link between projected demographic growth in the state's "at risk population" and prison admissions. His analysis argues that the fact that CDOC prison admissions have been steadily declining in recent years even as the state's at-risk population has increased, can be attributed to short-term factors.

The DCJ estimate (which was prepared several months earlier) of prison admissions starts from a base that is now too low. As of April 30, 2013, there had been a total of 4,871 new commitments and parole violators with a new felony conviction admitted to prison. DCJ's forecast assumes a total of 5,484 admissions in FY 2013. Extrapolating actual FY 2013 data over a 12-month period, produces an estimate of 5,845 admissions, which is very close to the Olson estimate.

Table 14: Projected total prison admissions by projection model

	Olson	DCJ	Difference
2013	5,822	5,484	338
2014	5,854	5,441	413
2015	5,809	5,315	494
2016	5,895	5,270	625
2017	5,987	5,210	777
2018	6,082	5,154	928
2019	6,179	5,141	1,038

A closer look at the actual and estimated admission numbers for FY 2013 show an interesting pattern. The overall estimate by DCJ is very accurate but there are slight differences between the new court commitments, parole violators with a new felony conviction and technical parole violators. The latter group is slightly over-projected, while the other two groups were slightly under-projected. However, because technical parole violators have

a much shorter length of stay than new court commitments, an over-estimation of technical violators will not compensate for the underestimation of new felony convictions.

Table 15: Actual versus projected DCJ FY 2013 prison admission estimates

Admission Type	As of April 2013	Annualized	DCJ Estimate	Difference
New Commitments	4,232	5,078	4,831	-247
PV New Crime	639	767	653	-114
Tech Parole Violators	2,965	3,558	3,778	220
Other	78	94	96	2
Total	7,836	9,403	9,358	-45

Most significantly, neither projection takes into account the recent events in Colorado that may be affecting future prison populations.

Recent events have resulted in greater scrutiny in sentence calculations. Further attention is also being applied to parole violations. This is evidenced by the fact that in May 2013 there was a substantial decrease in parole releases that may be related to more conservative parole decision-making.

After monthly declines in the prison population in 16 out of the last 17 months, the inmate population has grown in each of the last three months by a total of 220 inmates. It is too early to determine if this represents a reversal of the recent trend of steady decline in the population or possibly stabilization, but it is an indication of different dynamics in state prison population trends than have existed for the last few years.

In addition, none of these forecasts takes into the recently signed SB13-250, which is expected to divert as many as 550 drug offenders from state prison. Assuming 40 percent of the 550 offenders successfully complete treatment, this could divert 220 offenders from the prison system.

In summary, we see that both the Olson and DCJ estimates may require some form of correction. The Olson projection may over-estimate the five-year projection while the DCJ estimate looks to under-estimate the five year forecast. That said, as noted earlier it is highly probable that neither forecast will prove completely accurate projection over a five-year horizon if new laws and policies are adopted.

For purposes of the bed utilization study, we have produced an intermediate forecast that attempts to address the issues raised above. We have also included an assumption that lengths of stay and technical parole violators will increase somewhat based on the current scrutiny being applied to parole supervision and sentencing computations. This forecast shows a stable prison population over the next five years under current laws and policies.

Table 16: Intermediate jurisdictional prison population forecast

FY	Male	Female	Total
30-Jun-12	19,152	1,885	21,037
30-Jun-13	18,660	1,710	20,369
30-Jun-14	18,550	1,658	20,208
30-Jun-15	18,437	1,641	20,078
30-Jun-16	18,492	1,628	20,119
30-Jun-17	18,659	1,633	20,292
30-Jun-18	18,837	1,629	20,465
30-Jun-19	19,074	1,630	20,704

Deriving an estimate of the prison population from the jurisdictional population projections requires identifying the percentage of the population that will remain in a community setting. An analysis of the monthly jurisdictional population levels and actual prison population levels for FY 2013 through May 31, 2013 shows that on average, the prison population for males averages 86.7 percent of the jurisdictional population and the prison population for females averages 77.0 percent of the jurisdictional population.

Table 17: Institutional population as a percent of jurisdictional population

Male Institutional Population	Percent	Female Jurisdictional Population	Female Institutional Population	Percent
16,109		1,785	1,382	
16,021		1,760	1,366	
15,936		1,756	1,352	
15,944		1,733	1,327	
16,044		1,719	1,328	
16,218		1,745	1,345	
16,220		1,769	1,355	
16,209		1,772	1,360	
16,220		1,803	1,380	
16,402		1,847	1,421	
16,590		1,850	1,430	
16,608		1,885	1,454	
16,210	**86.7%**	**1,785**	**1,375**	**77.0%**

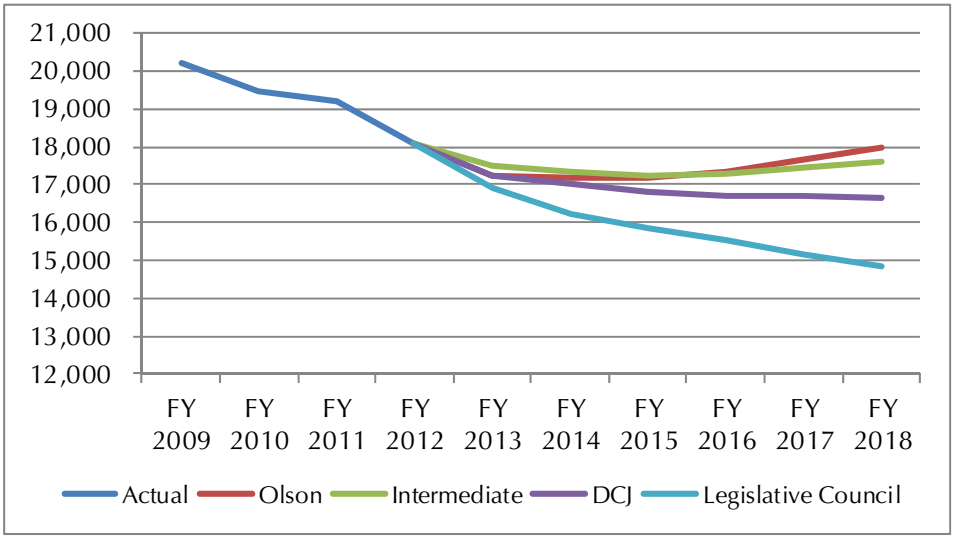
Applying these averages to the recommended five year jurisdictional population forecast results in the institutional population projections shown Table 18.

Table 18: Intermediate institutional prison population forecast

	Male	Female	Total
FY 2013	16,182	1,317	17,499
FY 2014	16,087	1,277	17,364
FY 2015	15,989	1,264	17,252
FY 2016	16,036	1,254	17,290
FY 2017	16,181	1,258	17,439
FY 2018	16,336	1,255	17,590
FY 2019	16,541	1,255	17,796

Figure 15 compares the intermediate forecast with the other three scenarios.

Figure 15: Alternative prison population forecasts



Recidivism

There are major methodological issues inherent in calculating recidivism rates for facilities rather than programs that render the analysis of little value. Most offenders, particularly those who will be released and tracked for potential return to prison, are housed at multiple facilities over the course of their incarceration for widely varying periods of time. This makes it effectively impossible to determine whether length of stay at any specific prison has an effect on recidivism. Comparing the recidivism rates of offenders released from different facilities is problematic because offenders may spend anywhere from one day to years at the last facility before they leave from prison. Additionally, assignment to prisons is determined by various factors such as inmates' misbehavior, risk, and need for treatment that may only be offered at specific prisons. For these reasons, it is impossible to simply compare recidivism rates of offenders at different facilities.

Another question that has received some attention is the larger issue of whether private prisons produce lower recidivism rates than publically operated ones. To answer this question would require an experimental study where inmates are randomly assigned to either a public or privately operated facility of similar design and occupancy levels for similar periods of incarceration.

To the extent that such a study identified a meaningful difference between public and private facilities, the next step would be to identify the reasons

for the difference. In terms of recidivism reduction, recidivism rates have remained largely unchanged at the national and state levels. The only reductions that have occurred have been in the area of technical violations, which can be altered by simply manipulating the criteria for revocation. On the broader criteria of re-arrest rates, reductions in recidivism generally have not been realized to date.

In Colorado, the overall rate of return to prison has actually increased since private prisons were first introduced in 1992. Inmates released in 1993 had a three-year return rate of 40 percent. Since 1993, recidivism rates have risen. For inmates released in 2008, the three-year return rate had increased to 52 percent. From this we can conclude, at a minimum, that the introduction of private prisons in Colorado has not lowered overall recidivism rates.

It might be claimed that private prisons offer more effective rehabilitation programs. However, even if that were true, the recidivism reduction rates that have been cited in research are very modest at best (typically 5 percent -10 percent).[1] Other than that variable, there should be no differences in the incarceration experience of a person whether they are assigned to a public or private prison.

Available research on the question of private prison program performance, and by inference recidivism, compared to public prisons has produced mixed results. The only national study was undertaken by Dr. James Austin and Garry Coventry and funded by the U.S. Department of Justice's Bureau of Justice Assistance (BJA).[2] The BJA study was designed to make direct comparisons between the privately-operated facilities that existed in 1997 and the nation's state prison facilities that existed in 1995. The 1995 data on public facilities came from a national survey of those facilities conducted by the U.S. Department of Justice's Bureau of Justice Statistics (BJS). Known as the BJS Survey of State and Federal Correctional Facilities, it provides a wide array of data on state and federal agencies. However, in

---

[1] Aos, Steve, Marna Miller, and Elizabeth Drake. (2006). *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates.* Olympia: Washington State Institute for Public Policy.

[2] Austin, James and G. Coventry. (2001). *Emerging Issues on Privatized Prisons.* (Washington, DC: Bureau of Justice Assistance, U.S. Department of Justice, 2001)

1997, the survey did not include the growing number of private facilities. To close that gap, the BJA study administered the same survey to all of the existing private facilities. Not all of the private facilities participated but information was gathered on 49 of the existing 65 private state facilities identified. What follows is a summary of major findings from that study.

1. A higher proportion (93 percent) of the private prisons consisted of medium and low custody inmates.
2. The average salary for correctional officers ranged from $14,824 to $18,785. The starting salaries were not much lower ($12,958 to $16,640), suggesting that most of the private facility staff were new hires. By contrast, the average minimum starting salary in the public sector was $20,888.
3. Inmate-on-inmate assaults per 1,000 were significantly higher at private prisons (48 per 1,000 inmates) versus public facilities (30 per 1,000 inmates).

In terms of evaluations of individual private prisons, there have been some that used varying levels of evaluation designs. As noted earlier, under ideal circumstances, the best test would be to randomly assign prisoners to two prisons that have the exact same design. One would be operated by a public sector agency and the other by a private prison company. In this manner the only factor that distinguished the two prisons would be the private versus public agencies. Simply stated, such a study has never been conducted.

There have been several quasi-experimental studies where comparisons were made between existing private and public agencies. Such studies have tried to control for various external factors like facility design and the attributes of the inmate population. The Government Accountability Office reanalyzed data from what they considered to be the most rigorous studies attempting to apply adequate matching methods to make the comparisons meaningful. They concluded:

> "Of the five studies reviewed, two (New Mexico and Tennessee) assessed the comparative quality of service between private and public institutions in great detail. Both studies used structured data-collection instruments to cover a variety of quality related topics, including safety and security, management, personnel, health care, discipline reports, escapes, and inmate programs and activities. The New Mexico Study reported equivocal findings, and the

Tennessee study reported no difference between the private and public institution".[3]

More recently, the Federal Bureau of Prisons (BOP) was required to conduct a study of its first privatized prison known as the Taft facility. The study is noteworthy as there were two sets of researchers charged with conducting the evaluation. One set of researchers were from the BOP while the other research team was from Abt Associates. Both teams were asked to determine if the Taft facility run by the private company was less expensive than three "control" facilities that were comparable to the Taft facility.

What is most interesting is that on the issue of costs, the researchers reached very different conclusions on this topic even though they had the same data. The BOP researchers concluded that the Taft facility was as expensive as the three BOP facilities. The Abt study concluded just the opposite. The two basic reasons why the two researchers differed is that the BOP researchers took into account that the three BOP facilities were holding a higher number of prisoners and thus were benefiting from a higher scale of economy. The second reason is that overhead rates were not applied to the BOP facilities but were assigned to the private prison.[4]

There were two significant studies conducted in Florida that dealt with the issue of whether private prisons were "more rehabilitative" than public facilities.[5] Here again we find some different results by two sets of researchers analyzing the prison system. Both studies found no difference in recidivism rates among adult and youthful males released from private

---

[3] U.S. General Accounting Office. *Private and Public Prisons: Studies Comparing Operational Costs and/or Quality of Services.* (Washington, D.C.: U.S. Government Printing Office, 1996), p. 6.

[4] Gerald G. Gaes, Scott D. Camp, and William G. Saylor, "Appendix 2: Comparing the Quality of Publicly and Privately Operated Prisons: A Review," in D. McDonald, E. Fournier, M. Russell-Einhorn, and S. Crawford (eds.), *Private Prisons in the United States: An Assessment of Current Practice* (Boston: Abt Associates, 1998), pp. 1–38.

[5] W. Bales, L. Bedard, and S. Quinn. (2003). *Recidivism: An Analysis of Public and Private State Prison Releases in Florida.* (Tallahassee: Florida State University); D. Farabee and K. Knight. (2002). *A Comparison of Public and Private Prisons in Florida: During- and Post-Performance Measure Indicators.* (Los Angeles, CA: Query Research).

prisons as compared to public facilities. However, both studies found that women released from the private facilities had a *lower* recidivism rate.

The Farabee and Knight study claimed it was a major finding, while the later Bales study using the same information found a weaker effect and only for a smaller portion of the females studied. The overall finding from both studies is that for the vast majority of Florida prisoners, the private prisons were not having an impact on recidivism. The fact that the women had a lower rate of recidivism may speak to the issue that some private prisons, like some public facilities, can provide effective services.

CDOC analysis

The CDOC's Office of Planning and Analysis recently conducted a recidivism study of private and public facilities. The analysis is based on a quasi-experimental study that attempts to control for differences in inmate attributes and the length of stay in a public versus private facility. The CDOC contracted with two well-known criminologists who have expertise in quasi-experimental studies. As such, the study was well designed and executed as far as a non-experimental study can be used for such purposes.

The researchers created samples of inmates released in FY 2009, FY 2010 and FY 2011. The cohorts were separated by those who spent varying percentages of their prison terms and then matched on their background attributes. The goal was to create comparable samples of released inmates where the only differences are what the amount of time spent in private versus public facilities.

There are two private prison operators in Colorado (CCA and CEC). The latter has a much smaller population than CCA. Further the matching effort to control for inmate attributes and time served in public versus private facilities greatly reduced the number of cases to be studied for the 2009 CMRC releases. In addition, the amount of time spent in the CMRC program was based on one, three, or six months at the facility, which is primarily a pre-release facility. The data show that inmates with longer lengths of sentence at the CMRC, experienced recidivism rates that were comparable to those of state facilities. However, given these small sample sizes, the results of that analysis which shows that public prison releases consistently have lower recidivism rates are somewhat suspect.

The over-all finding of the study was that with few exceptions there were no differences in the return to prison rates for the private versus public prison

releases. Where there were differences, they were both statistically insignificant and substantively insignificant. For example, the largest difference between the public facility recidivism rate and the private facilities was 11 percent, which means that for every 10 inmates assigned to a public facility, one will do better and nine will not. Even this difference is suspect given the limitations of the research design.

In summary there appear to be no statistically-significant, substantive, or systemic differences between private and public facilities regarding their return to prison rates. This finding is consistent with other studies on this subject.

This page intentionally left blank

Section V: Prison capacity utilization review

Given the projected population levels and custody profiles discussed in the previous section, the CDOC requires plans to align prison system resources with projected demands for capacity. This section of the report assesses the department's current prison utilization and, based on projected capacity requirements, evaluates the potential role and future value of each facility to the management of the state correctional system.

To accomplish these objectives, CNA documented the current physical plant, bed capacity, and facility resources available in each state and private correctional institution. This work was accomplished through onsite reviews of each facility by CNA analysts that captured data on actual and potential capacity, as well as operational issues and program support.

For each facility reviewed, we documented the number of cells and beds available for housing inmates; categorized by density (whether the capacity was single-celled, double-celled, multi-occupancy, or provided in a dormitory); and by type of use (custody level and special purpose such as administrative segregation, infirmary, and mental health programming.). Our objective was to identify the maximum potential capacity at each facility, consistent with accepted professional operational standards, and assess the suitability of the facility for the current type and number of inmates housed there. We also sought to establish whether the location, mission, or other characteristics of each facility met any specific, unique needs of the state correctional system.

In our analysis of capacity, we used the following guidelines:

- Capacity use should comply with ACA standards for inmate housing, recreation, and basic services – Facility utilization should be predicated upon the best practices in correctional management, and not on achieving levels of crowding that would have a negative impact upon facility security and safety.

- Special purpose beds should not be included in measures of operational capacity – As described earlier, best practices in management of correctional system capacity call for excluding those beds re-

served for inmates with emergent health needs or disciplinary issues. In the CDOC, this would include medical infirmaries and punitive segregation or management control units.

- Capacity definitions must take into account operational, programmatic, and logistical factors that limit utilization and create vacant beds – It is virtually impossible to run a correctional system effectively and safely if plans call for all beds to be continually occupied. Cells may be taken down for scheduled maintenance. Normal transfers of inmates in and out of facilities will leave beds temporarily vacant. Housing units dedicated to special programs such as therapeutic communities or sex offender treatment may not be filled from time to time. Housing units assigned to female offenders, elderly inmates, or inmates in need of mental health services will not always be filled to capacity but cannot be used for general population housing. As a result, for planning purposes most correctional systems discount the number of available beds by a fixed percentage to account for the fact that at any given time a correctional system will have vacant beds. The vacancy rate typically is under 5 percent. For the purposes of this study, we have assumed a 2 percent vacancy rate.

- All available potential capacity is documented, including unbudgeted beds – We examined potential increases in capacity and the cost associated with activating these beds if necessary to make maximum, cost-effective use of readily available capacity. In some cases this resulted in proposed reallocations of the inmate population to increase system efficiency.

Using these criteria, we documented 21,553 total beds in the correctional system available for use by the CDOC. This system capacity includes 16,805 beds for general population offenders, 1,086 administrative segregation beds, 723 beds reserved for punitive segregation or management control, 68 infirmary beds, and 2,871 beds that are currently closed and/or unbudgeted. Table 19 summarizes the results of our review by facility and category of capacity.

Table 19: Total correctional system beds by facility and category

	General Population	Infirmary	Management Control	Ad. Seg	Closed Beds	CNA Total Beds
Level V						
Centennial North	144		16	176		336
Centennial South	-				948	948
CSP	126			630		756
Denver Reception	572	36	32			640
Denver Women's	936		32	32		1,000
San Carlos	234		24			258
Sterling	2,220		72	248	100	2,640
subtotal	**4,232**	**36**	**176**	**1,086**	**1,048**	**6,578**
Level IV						
Limon	**930**		**28**			**958**
Level III						
Arkansas Valley	1,050		16			1,066
Bent County	1,388		78			1,466
Buena Vista Comple	1,065		76		355	1,496
Cheyenne Mountain	604		48		124	776
CTCF	929	32	32			993
Crowley County	1,192		52		476	1,720
Fremont	1,620		63			1,683
Kit Carson	720		74		768	1,562
La Vista	544		60			604
subtotal	**9,112**	**32**	**499**	**-**	**1,723**	**11,366**
Level II						
Arrowhead	520		4			524
Four Mile	521		4			525
Trinidad	400		4		100	504
subtotal	**1,441**	**-**	**12**	**-**	**100**	**1,553**
Level I						
CCC	150					150
Delta	484		4			488
Rifle	204		4			208
Skyline	252					252
subtotal	**1,090**	**-**	**8**	**-**	**-**	**1,098**
TOTAL	**16,805**	**68**	**723**	**1,086**	**2,871**	**21,553**
YOS			15			256

However, as explained in Section III, the total number of available beds is not equivalent to actual operational capacity. Determining operational capacity, or the number of beds readily available for planned use by CDOC in managing the prison population, requires removing closed/unbudgeted beds, infirmary beds, and punitive segregation beds from this total, as well as applying a vacancy rate adjustment. This adjustment results in an opera-

tional capacity of 17,533, a reduction of 4,020 beds. Table 20 summarizes these adjustments. Over 71 percent of this adjustment is attributable to the 2,871 beds representing closed beds at state facilities or unbudgeted capacity at the private facilities.

Table 20: Operational Capacity Adjustments to Total Beds

Operational capacity adjustments to total beds	
Total system beds	21,553
Closed/unbudgeted beds	(28,871)
Management control	(723)
Infirmary	(68)
Vacancy Adjustment	(358)
CNA operational capacity	17,533

The CDOC's Monthly Population and Capacity Report for May 2013 shows a total system operational capacity of 19,716 beds, a level which is 2,183 beds over the CNA calculation of operational capacity. The difference is attributable to the following:

- Consistent with the practice of most correctional systems, CNA does not include the system's 791 infirmary and management control beds in operational capacity. CDOC includes all these beds in their operational capacity calculation. As described earlier, these units must reserve capacity to carry out their function and are not available for general population housing. As a result they should not be included in operational capacity.

- CNA includes only budgeted contract facility beds in operational capacity. For the current year, this includes 3,300 beds at the CCA facilities (Bent County, Crowley County, and Kit Carson) and 604 beds at Cheyenne Mountain Reentry Center, for a total of 3,903 private contract beds. CDOC includes total private facility capacity in its definition of operational capacity, including unbudgeted beds. The total capacity of these facilities is 5,524, which is 1,621 beds above the level funded in the CDOC budget and CNA's operational capacity level for these facilities. Our position here is that a prison bed that cannot be paid for should not be included in operational capacity. At best, such beds represent potential resources for the system, should funding be made available in the future.

- CNA's count of available beds assumes a higher level of double-celling. The CDOC has established population limits at a number

of facilities that exceed official operational capacity levels. Referred to as "emergency beds," these higher capacity levels were intended to take effect in times of greater than normal system crowding. System-wide, CNA identified 291 general population beds above CDOC-defined operational capacity levels that can be used on a routine basis. Our review indicates these additional beds fall well within the normal range of double-celling and offender supervision practices found in state correctional systems, and therefore should be included in operational capacity levels.

Table 21 below identifies the specific differences between CDOC and CNA's calculations of operational capacity levels for each facility.

Table 21: Comparison between CNA and CDOC operational capacity

	CNA Operational Capacity	CDOC Operational Capacity	Difference	Comments
Level V				
Centennial North	320	336	(16)	CDOC includes 16 punitive seg beds
Centennial South	-	-	-	
CSP	756	756	-	
Denver Reception	572	602	(30)	CDOC includes 32 punitive seg beds and 36 infirmary beds. CNA includes 38 additional "emergency" beds.
Denver Women's	968	976	(8)	CDOC includes 32 punitive seg beds. CNA includes 24 additional "emergency" beds.
San Carlos	234	255	(21)	CDOC includes 24 punitive seg beds. CNA includes 3 additional "emergency" beds.
Sterling	2,468	2,485	(17)	CDOC includes 72 punitive seg beds. CNA includes 5 additional "emergency" beds.
subtotal	**5,318**	**5,410**	**(92)**	
Level IV				
Limon	**930**	**953**	**(23)**	CDOC includes 28 punitive seg beds. CNA includes5 additional "emergency" beds.
Level III				
Arkansas Valley	1,050	1,007	43	CDOC includes 16 punitive seg beds. CNA includes 59 additional "emergency" beds.
Bent County	1,388	1,466	(78)	CDOC includes 78 punitive seg beds.
Buena Vista Complex	1,065	1,107	(42)	CDOC includes 76 punitive seg beds. CNA includes 34 additional "emergency" beds.

	CNA Operational Capacity	CDOC Operational Capacity	Difference	Comments
Cheyenne Mountain	604	776	(172)	CDOC includes 48 punitive seg beds and 124 beds in excess of contract funding levels.
CTCF	929	961	(32)	CDOC includes 32 punitive seg beds and 32 infirmary beds. CNA identified 32 additional "emergency" beds.
Crowley County	1,192	1,720	(528)	CDOC includes 52 punitive seg beds and 476 beds in excess of contract funding levels. .
Fremont	1,620	1,661	(41)	CDOC includes 63 punitive seg beds. CNA includes 22 additional "emergency" beds.
Kit Carson	720	1,562	(842)	CDOC includes 74 punitive seg beds and 768 beds in excess of contract funding levels. .
La Vista	544	565	(21)	CDOC includes 24 punitive seg beds. CNA includes 3 additional "emergency" beds.
subtotal	**9,112**	**10,825**	**(1,713)**	
Level II				
Arrowhead	520	524	(4)	CDOC includes 4 punitive seg beds.
Four Mile	521	525	(4)	CDOC includes 4 punitive seg beds.
Trinidad	400	404	(4)	CDOC includes 4 punitive seg beds.
subtotal	**1,441**	**1,453**	**(12)**	
Level I				
CCC	150	150	-	
Delta	484	484	-	CDOC includes 4 punitive seg beds. CNA includes 4 additional "emergency" beds.
Rifle	204	192	12	CNA includes 12 additional "emergency" beds.
Skyline	252	249	3	CNA includes 3 additional "emergency" beds.
subtotal	**1,090**	**1,075**	**15**	
Vacancy Rate Adjustment	**(358)**		**(358)**	
TOTAL	**17,533**	**19,716**	**(2,183)**	**(2,183)**
YOS		256	-	

Approximately 94 percent of the difference in operational capacity levels between CNA and the CDOC is in Level III facilities, primarily due to the large number of unfunded private contract beds in the CDOC's Level III operational capacity. Both the CDOC and CNA approaches to operational capacity show significant levels of vacant beds in the Level I facilities.

Current bed needs

Applying the CNA operational capacity to the current population of the CDOC as of the end of May 2013 shows that the correctional system is essentially in balance with operational capacity in total. The population is somewhat below our operational capacity in the Level V facilities, and the Level I facilities. The vacant beds in Level I are primarily attributable to Delta, which is currently operating at 62 percent of capacity. Table 22 compares CNA's operational capacity against CDOC institutional population at the end of May.

Table 22: May 2013 prison population compared to operational capacity

	Population 05/31/13	CNA Operational Capacity	Difference
Level V			
Centennial North	256	320	64
Centennial South		-	-
CSP	702	756	54
Denver Reception	591	572	(19)
Denver Women's	920	968	48
San Carlos	243	234	(9)
Sterling	2,443	2,468	25
subtotal	**5,155**	**5,318**	**163**
Level IV			
Limon	**944**	**930**	**(14)**
Level III			
Arkansas Valley	1,000	1,050	50
Bent County	1,394	1,388	(6)
Buena Vista Complex	1,090	1,065	(25)
Cheyenne Mountain	539	604	65
CTCF	937	929	(8)
Crowley County	1,215	1,192	(23)
Fremont	1,658	1,620	(38)
Kit Carson	749	720	(29)
La Vista	522	544	22
subtotal	**9,104**	**9,112**	**8**
Level II			
Arrowhead	498	520	22
Four Mile	525	521	(4)
Trinidad	404	400	(4)
subtotal	**1,427**	**1,441**	**14**
Level I			
CCC	149	150	1
Delta	300	484	184
Rifle	169	204	35
Skyline	243	252	9
subtotal	**861**	**1,090**	**229**
Vacancy Rate Adjustment		**(358)**	**(358)**
TOTAL	**17,491**	**17,533**	**42**

Closed beds

The 2,871 closed, but potentially available, beds represent a significant potential resource for the CDOC in the event of an increase in the prison population or reallocation of the population among existing facilities. With the exception of Centennial South, all of this capacity represents closed housing units within larger facilities that can easily be reactivated in a cost-effective manner on an as-needed basis. The potential utility of Centennial South to the correctional system is discussed later in this report.

Because reopening housing units at Sterling, Buena Vista, and Trinidad incurs only marginal costs associated with the reactivation of those units (housing unit staff and related direct costs for offender food, clothing, and medical services), the per diem cost for activation of these beds is low. By contrast, the cost for additional placement of prisoners at the any of the four private facilities incurs the full contract per diem cost for placement of inmates at those facilities, which includes overhead, administration, profit, and an allocation of support services, in addition to direct costs. The reopening of Centennial South would similarly incur all of the related support and administrative costs associated with reopening an entire closed facility. Consequently, the available capacity at Sterling, Buena Vista, and Trinidad is much more cost-effective than the capacity available from the private providers. Table 23 shows the projected per diem cost of operating any of the currently closed capacity available to the CDOC.

Table 23: Closed bed capacity & projected per diems

	Beds	Per Diem
Trinidad	100	$ 15.99
Sterling	100	$ 16.96
Buena Vista	355	$ 36.39
Crowley County	476	$ 61.23
Kit Carson	768	$ 59.71
Cheyenne Montain	124	$ 66.64
Centennial South	948	$ 115.10
Total	2,871	

Section VI: Facility evaluations

In this section of the report, we integrate the different elements of our analyses of the CDOC's prison population trends, offender characteristics and custody needs, facility operations, programs, and cost into an evaluation of the each facility and the role it plays in the Colorado state prison system. Our approach is to prioritize and group facilities into three categories:

- Tier 1: Facilities essential to the operation of the correctional system – These facilities provide critical services that support all CDOC facilities, perform functions that are critical to the overall management and daily operation of the CDOC, or fulfill mandatory missions that cannot be cost-effectively transferred to other facilities. Facilities in this category include Denver Reception and Diagnostic Center, Denver Women's, San Carlos, Colorado State Penitentiary, and the Colorado Territorial Correctional Facility.

- Tier 2: Facilities best suited to meet the system's projected custody level housing needs – These facilities house general population inmates in each classification category. They provide great value to the correctional system by virtue of the number and type of beds provided, cost efficiency, operational effectiveness, program offerings, and role played in overall system management. Facilities in this category include Sterling, Centennial, Limon, Arkansas Valley, Bent County, Buena Vista, Crowley County, Fremont, La Vista, Arrowhead, Trinidad, and Delta.

- Tier 3: Facilities that may be considered for temporary or permanent closure depending upon long-term prison population trends – The types of beds offered in these facilities may not be aligned with the overall capacity needs of the CDOC. These facilities may present challenges in terms of efficient management and utilization, or may provide services and functions that could be more effectively provided by other facilities. Facilities in this category include Cheyenne Mountain, Rifle, Kit Carson, Four Mile, Skyline, Colorado Correctional Center, and Youthful Offender System.

This prioritization of facilities provides the foundation for the five-year prison utilization plan described in Section VIII. Our assessment of the key characteristics of each facility is provided below.

Tier 1: Facilities essential to the operation of the correctional system.

Table 24: Denver Reception and Diagnostic Center

Denver Reception and Diagnostic Center	
Security Level:	V
Age:	22 years
Location:	Denver
CNA Operational Capacity:	572
Per Diem Operating Cost:	$149.88
May 31, 2013 Population:	591

The Denver Reception and Diagnostic Center (DRDC) is the primary facility in the state responsible for admitting males and females from county jails into the state correctional system, as well as parolees who have violated their parole. All offenders progress through a series of diagnostic reviews ending with a comprehensive interview to determine a classification level. The DRDC then conveys the classification level to the Central Office Offender Services staff who make an appropriate facility placement. This function is absolutely critical to effective operation of the correctional system. This facility was designed to perform central admission and diagnostic services in an effective, efficient manner. In addition, the facility maintains a 36-bed infirmary. The DRDC manages essential functions for the correctional system that cannot be readily or cost-effectively transferred to any other institution.

Table 25: Denver Women's Correctional Facility

Denver Women's Correctional Facility	
Security Level:	V
Age:	15 years
Location:	Denver
CNA Operational Capacity:	968
Per Diem Operating Cost:	$88.41
May 31, 2013 Population:	920

The Denver Women's Correctional Facility (DWCF) serves as the primary institution for the placement of female offenders in the prison system. Approximately 2/3 of the CDOC's female offender population, from Level I to Level V, is housed in this facility. The facility is modern and well-

designed for female offenders, providing effective security with ample program space.

Table 26: San Carlos Correctional Facility

San Carlos Correctional Facility	
Security Level:	V
Age:	18 years
Location:	Pueblo
CNA Operational Capacity:	234
Per Diem Operating Cost:	$198.09
May 31, 2013 Population:	243

San Carlos Correctional Facility (SCCF) houses severely mentally ill and developmentally disabled inmates who cannot be managed safely at other state correctional facilities. It is located adjacent to the Colorado Mental Health Institute in Pueblo, CO. Program space and security levels are specifically designed to facilitate management of this population. The facility serves a critical function and cannot be transferred to another location without substantial cost and the potential loss of highly qualified professional staff.

Table 27: Colorado State Penitentiary

Colorado State Penitentiary	
Security Level:	V
Age:	20 years
Location:	Cañon City
CNA Operational Capacity:	756
Per Diem Operating Cost:	$107.39
May 31, 2013 Population:	702

The Colorado State Penitentiary (CSP) is the primary facility in the state for the incarceration of administrative segregation and closed custody offenders. It is well-designed to assure maximum control and supervision over violent and dangerous inmates. No other facility in the correctional system offers the level of security and management control available at CSP. As such, it is essential to the management of the correctional system.

Table 28: Colorado Territorial Correctional Facility

Colorado Territorial Correctional Facility	
Security Level:	III
Age:	142 years
Location:	Cañon City
CNA Operational Capacity:	929

Colorado Territorial Correctional Facility	
Per Diem Operating Cost:	$91.01
May 31, 2013 Population:	937

The Colorado Territorial Correctional Facility (CTCF) houses a very high percentage of offenders with significant mental health issues, chronic medical conditions, dementia cases. The facility also houses a large number of inmates requiring Americans with Disability Act (ADA) accommodations, and the developmental disabled. The facility also houses a hospice program for the terminally ill. In addition, the facility supports the Cañon City Transfer Unit, which is a 136-bed unit that serves as an admission and orientation unit and a transfer hub,

CTCF also serves as the central medical services facility for the Cañon Complex. These services include medical, dental, optical, and radiology clinics in addition to the 32-bed infirmary. It is critical to note that the infirmary is one of two that services the entire CDOC population (the other unit is at Denver Reception and Diagnostic Center). No other facility has the space available or location that would allow an infirmary to be economically constructed and operated. Replicating the level of services currently available at the CTCF to serve the long-term care and medical needs of these populations would be extremely difficult.

Finally, the facility, while old, has been extremely well maintained. In order to accommodate this mission significant modification to the CTCF physical plant has occurred over the last few years including extensive remodeling in order to meet ADA requirements to comply with the Montez settlement. These renovations include extensive ramping of the facility in order to address mobility and access issues. The department has invested over $47 million in updating the facility's buildings and infrastructure.

Despite the fact that CTCF is the oldest facility in the state correctional system, it provides a number of services that cannot be transferred or replicated in other institutions, except at great expense. In terms of system capacity planning, the functions it serves are critical.

Tier 2: Facilities best suited to meet the system's projected custody level housing needs.

Table 29: Sterling Correctional Facility

Sterling Correctional Facility	
Security Level:	V
Age:	13 years
Location:	Sterling
CNA Operational Capacity:	2,485
Per Diem Operating Cost:	$66.64
May 31, 2013 Population:	2,443

Sterling Correctional Facility (SCF) is the largest facility in the CDOC and is designed to house offenders in all custody categories. It is second only to CSP in the number of closed custody offenders housed there (484), and holds more minimum-restricted (876) and minimum (452) offenders than any other facility.

The facility is divided into 19 housing units in three primary areas; East, West and Central. Located on the East side of the facility are 11 dormitory style, T-shaped, metal buildings designed to house 1,096 minimum and minimum-restricted offenders. The four living units on the West side are prefabricated concrete buildings each having three separate pods containing three tiers in each pod, housing 1,201 medium and close custody offenders. Located in the center of the compound and walled off from the east and west side are four segregation units with a designed capacity of 224 single cells.

Despite the large close custody population (which requires more supervision with associated higher costs) its operational per diem cost ranks near the middle, 13th out of 23 CDOC facilities. The number, diversity, and cost-effectiveness of the beds maintained at Sterling make it extremely valuable to the CDOC.

Table 30: Centennial Correctional Facility

Centennial Correctional Facility	
Security Level:	V
Age:	33 years
Location:	Cañon City
CNA Operational Capacity:	304
Per Diem Operating Cost:	$124.00
May 31, 2013 Population:	256

The primary value of Centennial Correctional Facility (CCF) to the correctional system is in the housing of the Offender with Mental Illness (OMI) program which is a component of the administrative segregation and close

custody operations. The OMI program was recently relocated to Centennial from CSP and is one of only three facilities in the correctional system with male administrative segregation capacity. Given the projected stability of the administrative segregation population at current levels, these beds will continue to be required by the correctional system, making the facility of significant value to the correctional system.

Table 31: Limon Correctional Facility

Limon Correctional Facility	
Security Level:	IV
Age:	22 years
Location:	Limon
CNA Operational Capacity:	930
Per Diem Operating Cost:	$68.30
May 31, 2013 Population:	944

Limon Correctional Facility (LCF) is the CDOC's only Level IV facility. Over 36 percent of the population is classified as close custody, making it the third largest close custody population in the correctional system. With a higher level of security as a Level IV, the facility also serves as a step-down facility for inmates transitioning out of segregation and also operates a diversion program for inmates whose behavior may result in an administrative segregation placement. Given the need for high-security level beds in the CDOC, this facility remains essential.

Table 32: Arkansas Valley Correctional Facility

Arkansas Valley Correctional Facility	
Security Level:	III
Age:	26 years
Location:	Ordway
CNA Operational Capacity:	1,050
Per Diem Operating Cost:	$66.67
May 31, 2013 Population:	1,000

Arkansas Valley Correctional Facility (AVCF) houses the largest medium custody population (652 inmates) of any state facility and ranks behind only Bent County and Crowley County in the number of medium security beds for all facilities. Because AVCF was originally designed as a minimum-security facility, a majority of cells are dry (without toilets) and have non-secure doors. The perimeter fence and lighting has been enhanced to improve security and control. The inmate housing is well-suited for the large minimum-restricted population indicated in the population projections.

Accordingly, this facility will continue to play an important role in overall system capacity management.

Table 33: Bent County Correctional Facility

Bent County Correctional Facility	
Security Level:	III
Age:	20 years
Location:	Las Animas
CNA Operational Capacity:	1,388
Per Diem Operating Cost:	$54.85
May 31, 2013 Population:	1,394
Operator	CCA

Bent County Correctional Facility (BCCF) is the second largest Level III facility used by the CDOC. Opened in April 1993 by Bent County as a 335-bed minimum-security facility, it was the first private correctional facility in the state of Colorado. Correctional Corporation of America (CCA) purchased the facility from Bent County in October 1996 and currently owns and operates the prison. CCA expanded the facility in 1997 adding 365 beds to bring the rated capacity to 700. In July 2006, CCA was awarded a contract to further expand the facility by 720 beds. In addition to the 720 beds, CCA provided additional segregation housing, health service expansion, inmate program space, and expanded food service. Like the other private facilities, its operating cost per diem is among the lowest in the department. It is a well-managed, efficiently operated facility.

Table 34: Buena Vista Correctional Complex

Buena Vista Correctional Complex	
Security Level:	III
Age:	121 years
Location:	Buena Vista
CNA Operational Capacity:	1,065
Per Diem Operating Cost:	$59.71
May 31, 2013 Population:	1,090

The Buena Vista Correctional Complex (BVCC) includes three facilities: a Level III facility that houses a significant maximum-security population; a 300-bed facility for minimum-restricted offenders; and the CDOC's former boot camp facility, which is now closed. Buena Vista provides a warehouse, limited medical program, and serves as a transportation hub for the Rifle and Delta facilities. The institution is the most cost-effective state-operated Level III facility. Its size, cost-effective operation, and innovative array of programs make it a valuable CDOC asset.

Table 35: Crowley County Correctional Facility

Crowley County Correctional Facility	
Security Level:	III
Age:	15 years
Location:	Olney Springs
CNA Operational Capacity:	1,192
Per Diem Operating Cost:	$53.94
May 31, 2013 Population:	1,215
Operator	CCA

Crowley County Correctional Facility (CCCF) is a well-maintained, private correctional facility for medium custody level and below offenders. The facility was opened in July 1998 as an adult, 1,200-bed, male medium security correctional facility. CCA purchased the facility in January 2003, and added a 624-bed expansion in October 2004, raising the capacity to the current level of 1,824 medium security beds. The facility provides a significant number of medium and below custody level beds, and has the third lowest operating per diem cost of any facility in the CDOC system. Facility management and operations appears to be sound, providing good value to the CDOC.

Table 36: Fremont Correctional Facility

Fremont Correctional Facility	
Security Level:	III
Age:	56 years
Location:	Cañon City
CNA Operational Capacity:	1,620
Per Diem Operating Cost:	$61.72
May 31, 2013 Population:	1,658

Fremont Correctional Facility (FCF) is the CDOC's largest Level III facility. The facility also houses a significant number of close, minimum-restricted and minimum offenders. The facility provides centralized laundry service for the CDOC's institutions located in Pueblo, CO.

FCF is part of, and within, the area known as the East Cañon Complex (ECC) that includes the Cañon Minimum Center (CMC). . It opened in 1957 and was combined with the Shadow Mountain Correctional Facility in 1991. Offenders are housed in one of eight buildings that have various configurations.

The facility maintains a wide array of rehabilitative programs for offenders, including a Therapeutic Community for dually diagnosed offenders, sex

offender treatment, education, vocational training and an extensive Correctional Industries program. The facility's size, flexibility in housing different custody levels, support for other facilities, and programs make it an important asset for the CDOC.

Table 37: La Vista Correctional Facility

La Vista Correctional Facility	
Security Level:	III
Age:	7 years
Location:	Pueblo
CNA Operational Capacity:	544
Per Diem Operating Cost:	$91.64
May 31, 2013 Population:	522

La Vista Correctional Facility (LVCF) is the CDOC's only coed facility. Originally intended to house lower custody level females, the facility also now supports 65 male offenders who are mobility-impaired and have other health issues. The facility also provides a transportation hub for facilities in the southern region of the state. Intake processing for the Youthful Offender Services program is also located at La Vista. Female offenders provide farm labor for area agriculture. The high operating cost of the facility is primarily attributable to its relatively small size and lack of economies of scale. However, the facility provides the only female offender housing available in the correctional system outside the Denver Women's Correctional Facility (DWCF), and, as such, plays a critical role in managing the female population. The potential for reducing the female population and consolidating female inmates at DWCF is discussed later in this report. Until such time as the female institutional population declines to a sufficient level, this facility will remain essential to the management of the correctional system.

Table 38: Arrowhead Correctional Center

Arrowhead Correctional Center	
Security Level:	II
Age:	24 years
Location:	Cañon City
CNA Operational Capacity:	520
Per Diem Operating Cost:	$73.03
May 31, 2013 Population:	498

The Arrowhead Correctional Center (ACC) is a minimum-restricted, Level 2 or below, facility for male offenders. As of May 31, 2013, 12 percent of

the population was classified minimum and 88 percent were minimum-restricted. The facility, which opened in 1989, is the newest of the three facilities that comprise Cañon Minimum Centers (CMC) and is in excellent physical condition. The facility is situated on approximately 7.7 acres. Offenders are housed in one of six two-story T-buildings. The facility has a gymnasium and ample outdoor recreation areas. The facility has maintained ACA accreditation.

The CMC management team is largely based at this facility. Drug and Alcohol Therapeutic Communities operate within this facility. ACC has 310 beds allocated to Therapeutic Communities. There are 208 beds dedicated to the Drug and Alcohol Program. The Phase II Sex Offender Program has 108 beds. A Phase II Sex Offender Therapeutic Community operates at ACC also. An extensive Correctional Industry program also operates out of ACC. Given the condition of the facility, its role in the CMC, and the CDOC's need for minimum-restricted beds, this facility is essential to the correctional system.

Table 39: Trinidad Correctional Facility

Trinidad Correctional Facility	
Security Level:	II
Age:	12 years
Location:	Trinidad
CNA Operational Capacity:	400
Per Diem Operating Cost:	$56.49
May 31, 2013 Population:	404

Trinidad Correctional Facility (TCF) opened as a 508-bed minimum and minimum-restricted facility, but was originally programed and designed to be a 2,500-bed maximum, medium, and minimum security prison. The design and security level was to be similar to Sterling, but lengthy construction delays and policy changes resulted in a reduced scope for the facility. However, the main support building was completed and equipment purchased prior to the design and purpose changes. As a result, food service, laundry, visiting, medical and office space and equipment could accommodate a much larger inmate population.

Currently, TCF supports 404 inmates. The custody profile of the population is about 92 percent minimum-restricted and 8 percent minimum. TCF offers a wide range of inmate programs, academic, alcohol/drug, Correctional Industry, career and technical education, similar to those found in other Colorado Correctional facilities. The facility has one 100-bed hous-

ing unit that has been closed for budgetary purposes. Despite its relatively small size, its efficient design and staffing pattern result in one of the lowest per diem costs in the CDOC.

Due to the original design and programing TCF could increase in size and security level without significant expense for infrastructure, support buildings, or equipment. As noted earlier, the 100-bed closed housing unit could be reopened for less than $16 per day per offender. Its low cost and potential for cost-effective expansion make it a valuable asset for the CDOC.

Table 40: Delta Correctional Center

Delta Correctional Center	
Security Level:	I
Age:	49 years
Location:	Delta
CNA Operational Capacity:	484
Per Diem Operating Cost:	$61.23
May 31, 2013 Population:	300

Delta Correctional Center (DCC) is the CDOC's largest Level I facility. The facility is program-intensive and is equipped with large classrooms, vocational shops, and computer equipment for inmate programs. Programs include traditional academic classes, a pre-release program, construction technology, computer skills, Narcotics Anonymous, Alcoholics Anonymous, Steps to Recovery, and Reality and Recovery. The facility is well suited for its mission. It appears to be in exceptional condition.

The population of this facility could be increased. There are 45 double rooms per building and there are five buildings. By adding a third bed to each of these double rooms, the maximum population could be increased quickly by 225 offenders with minimal operational costs. Some additional staff would be needed for security, case management, programs and medical services. Existing facility infrastructure appears to be able to absorb this increase. Given the facility's size and potential for expansion, it is a valuable asset to the CDOC in providing a housing alternative for the minimum-security population.

Tier 3: Facilities that may be considered for temporary or permanent closure depending upon long-term prison population trends.

Table 41: Cheyenne Mountain Reentry Center

Cheyenne Mountain Reentry Center	
Security Level:	III
Age:	8 years
Location:	Colorado Springs
CNA Operational Capacity:	604
Per Diem Operating Cost:	$54.53
May 31, 2013 Population:	539
Operator	Community Education Centers

The Cheyenne Mountain Reentry Center (CMRC), operated by Community Education Centers, Inc., is the only designated reentry facility in the CDOC. The stated mission of the facility is to work with the Division of Community Corrections and Parole to prepare each offender for the orderly transition to the community. The facility programs are designed with an emphasis on community stabilization, employment, relapse prevention, and preparation for supervised living in the community. Services provided at the facility include assessment, treatment, education, life skills, and medical and mental health care. The facility has a total of 776 beds for operational use, but is currently funded for 604 offenders. Each housing unit has eight or 12-man dormitory rooms, with an additional Special Housing Unit that contains single and double cells.

CMRC's primary mission is to provide reentry programs, and this makes the facility expendable. Reentry programs currently operate at virtually all CDOC facilities, although not as the sole focus of the facility, as it presently exists at CMRC. Dedicated staff members of the Division of Community Corrections are located at all facilities to support these programs.

Discussions with CDOC administrative staff made it clear that the department's goal is to expand its emphasis on reentry system-wide. Ideally, each facility would have the dedicated housing and staff that support comprehensive reentry programs comparable to the current program at CMRC. The absence of resources prevents that from occurring. Potential closure of the CMRC would allow reentry programming and resources to be decentralized into the facilities.

This would also permit significant expansion of the access and participation level for reentry programs within the CDOC. The CMRC has the restrictive placement criteria normal for a facility of its design and custody level. This limits access to the comprehensive reentry programs for the vast

majority of offenders in the CDOC. As a result, the facility continues to operate below capacity.

CDOC staff indicated that expanding reentry programs at all existing facilities to include offenders housed at all security levels would be more effective than the current centralized approach to reentry programming.

Table 42: Rifle Correctional Center

Rifle Correctional Center	
Security Level:	I
Age:	34 years
Location:	Rifle
CNA Operational Capacity:	204
Per Diem Operating Cost:	$60.90
May 31, 2013 Population:	169

Rifle Correctional Center (RCC) is a small, Level I facility that can house only minimum custody offenders. The facility is located approximately 63 miles northeast of Grand Junction, CO, near Rifle Gap Reservoir. The facility operates as an inmate's last stop before release. Work and other programs are designed to help prepare inmates for their reentry to communities and to enhance chances for success and avoid returning to prison.

Inmates assigned to RCC are transported from other CDOC facilities to the Delta Correctional Center, where they may remain for up to one week pending transportation to RCC, which is approximately two hours and 15 minutes away. Upon release from RCC, inmates who are not picked up by family or friends are taken to the bus station in Grand Junction, CO, where they may find transportation back to their home communities.

While Rifle inmates perform many valuable public works projects for local communities, CNA's analysis indicates that the overall value of the facility to the CDOC is relatively low. Rifle is the most remote facility in the state correctional system, making the transport of inmates and normal central office oversight of the facility very time-consuming. Particularly given the very small number of beds at the facility (Rifle is the second smallest facility in the CDOC), the amount of resources involved in getting inmates to the facility on an ongoing basis, and providing operational and administrative support, diminishes the benefits derived from this facility. The facility's location also compromises its mission of facilitating offender reentry. Research generally indicates that inmate reentry services are most effective

when provided in conjunction with linkages to organizations and services in the offender's community of return. These opportunities are simply not available in Rifle.

Finally, as noted earlier, Level I facilities have the least utility for the CDOC because they are the most limited in the type of offenders they may house. All other types of facilities may house multiple classes of custody, making them more flexible in responding to the CDOC's needs.

Rifle is a well-managed facility that provides valuable service to the community. However, its location, size, and limited use diminish its overall value to the correctional system.

Table 43: Kit Carson Correctional Center

Kit Carson Correctional Center	
Security Level:	III
Age:	15 years
Location:	Burlington
CNA Operational Capacity:	720
Per Diem Operating Cost:	$54.06
May 31, 2013 Population:	749
Operator	CCA

Kit Carson Correctional Center is a CCA-managed facility with a total of 1,562 beds. At the time of this review, CDOC was using 720 beds and the Idaho Department of Corrections was contracting for an additional 248 offenders. The remainder of the facility is vacant. Kit Carson provides a full array of programs. The facility appears well-managed and in good physical condition. Its per diem operating cost is among the lowest in the CDOC.

The primary issue associated with Kit Carson is its location. The facility is located 12 miles from the Kansas border, roughly two and a half hours from CDOC headquarters in Colorado Springs. While this distance is manageable, the larger issue is the lack of resources for supporting a large correctional institution in the immediate area. Kit Carson County has fewer than 8,100 residents. The available labor pool is limited. Nearly 30 percent of the facility's workforce commutes in from Kansas. Staff indicated that filling vacancies is difficult in the area, particularly given the large salary differential between CCA and state correctional officers.

Lack of medical resources also presents a challenge. If a medical incident cannot be handled by the local emergency room, the offender is airlifted to Denver. This is a 45-minute life flight and is the same procedure that is

used for local civilians. Over the last three years, there have been approximately six airlifts per year. In the last four months, there was a cardiac event and a blood clot that required a life flight. While most medical events are handled in the facility, those that are taken to the hospital are usually serious enough to be airlifted to Denver. The facility's physician lives in Colorado Springs and spends one week a month at the institution. The psychiatrist lives in Florida and "sees" patients only through video conferencing. While the facility is making reasonable attempts to provide required medical care, better proximity to medical resources would be desirable.

Finally, while Level III facilities generally provide great value to the CDOC because of their flexibility in housing all custody classes, Kit Carson is more limited than state Level III facilities because of statutory limitations that prevent the housing of close custody offenders in the facility. While Kit Carson shares this limitation with the other CCA facilities, it houses many fewer CDOC inmates than either Crowley County or Bent County. CNA's analysis indicates that, based on the number of beds provided to the CDOC, the limits on inmate custody levels that may be housed there, and the lack of labor and medical resources to support the facility, the facility is less valuable to the CDOC than other Level III facilities.

Table 44: Four Mile Correctional Center

Four Mile Correctional Center	
Security Level:	II
Age:	14 years
Location:	Cañon City
CNA Operational Capacity:	521
Per Diem Operating Cost:	$52.49
May 31, 2013 Population:	525

Four Mile Correctional Center (FMCC) is a Level II facility which primarily houses minimum-restricted offenders. The facility originally opened in 1983 with a modular unit containing 52 beds. Offenders in that unit worked in the Correctional Industry dairy operation. In 1999 the modular building was replaced with five, two-story, T-shaped housing units and the offender capacity grew to 521 beds. There are 266 cells of which 259 are double-bunked. All cells are dry and nearly all offenders are assigned two per room.

Four Mile supports an extensive correctional industry program, employing approximately 190 inmates at the time of our review. Industry programs at the facility include:

- Dairy and dairy processing – Produces and distributes milk used in state facilities and sold to outside vendors. The program manages 1,800 head of cattle.
- Water buffalo dairy – Sells buffalo dairy products to a large manufacturer of buffalo mozzarella cheese. Plans are under way to raise 500 head of buffalo.
- Heavy equipment – Provides heavy construction work for various public and private projects. Work includes excavation services, road construction and underground utility installation.
- Wild Horses Inmate Program (WHIP) – Trains wild horses brought in by the Bureau of Land Management (BLM). The program began in 1986 in partnership with BLM. An average of 3,000 wild horses are present and in various stages of training on a given day.
- Bucking bull housing – Provides housing and care for bucking bulls for the Professional Bull Rider events.
- Canine adoption and training – Takes in shelter dogs and dogs belonging to the public and partners them with an offender trainer for approximately 30 days. The dogs are with the offender 24 hours a day during this period, including cell time. At FMCC, there are 12 offenders participating in this program. Staff supervising this program also supervise this program at four other CDOC facilities.
- Frozen pizza assembly – The industry produces frozen pizzas and distributes them to retailers throughout the state.

A potential closure of FMCC would require Correctional Industries to examine the relocation or termination of these programs. Other facilities in Cañon City such as Fremont or Arrowhead could potentially pick up responsibility for some of these programs with a substantial presence in the immediate area, such as the farming and fish operations. The pizza assembly program and canine adoption can be relatively easily relocated. Another possibility is moving the Arrowhead canteen program to Denver, where the bulk of the program is now located, freeing up assignments at Arrowhead to absorb Four Mile industry programs. In the event of a facility closure, Correctional Industries needs to evaluate its operations and relocate

those profitable programs to facilities with a suitable labor force and available facilities.

Four Mile and Arrowhead are very similar in their physical plants. ACC, however, has a much stronger program component in that Drug and Alcohol Therapeutic Communities operate within this facility. A Phase II Sex Offender Therapeutic Community operates at ACC also. There are a total of 310 offenders in these programs. ACC provides the Therapeutic Community staff with a separate administration office. The warehouse and garage for the Cañon Minimum Complex are located just outside ACC. Arrowhead also provides medical services for the other facilities in the complex. Because of these distinctions, although both facilities are similar, we believe that Arrowhead offers superior value to the CDOC. Four Mile is a well-operated facility, but CNA's analysis indicates it is not essential to the capacity management plans of the CDOC.

Table 45: Skyline Correctional Center

Skyline Correctional Center	
Security Level:	I
Age:	56 years
Location:	Cañon City
CNA Operational Capacity:	252
Per Diem Operating Cost:	$50.23
May 31, 2013 Population:	243

Skyline Correctional Center (SCC) is a minimum-security, Level I facility for male offenders. It opened in 1957 as a 60-bed pre-parole facility. The facility is situated on approximately 11 acres. SCC is the only Level I facility in the East Cañon Complex. Offenders are housed in a single story building with four wings. Food services and the dining room are also located in this building. The facility does not have a gymnasium, but has ample outdoor recreation areas. The criteria for placement at SCC are that offenders must be within five years of their parole eligibility date and within 10 years of a release date. More than 95 percent of offenders assigned to SCC were assigned to either the Arrowhead or Four Mile Correctional Centers prior to assignment at SCC.

At the time of our review Correctional Industries employed 117 offenders in a variety of programs, including:

- Delivery and installation of furniture.
- Goat dairy and processing – Produces goat milk for resale

- Farm, orchard, and vineyard – Raises various food products including apples, grapes and vegetables furnished to prison kitchens. The farm also produces field corn which is used for silage in the dairies.
- Fishery farm – Raises trout, catfish, and tilapia. Fish are processed and shipped to a national food chain in Colorado.
- Transportation – Delivers and tracks all Correctional Industries manufactured products to all cost centers, CDOC facilities, private prisons, and a variety of Colorado state customers. The offenders perform a variety of duties with marketable vocational skills that include drivers, office manager, office clerks, dockworkers, forklift operators, vehicle service and maintenance, and washing service.
- Heavy equipment – Provides road/heavy construction and excavation services to the CDOC and other government or non-profit organizations

As with Four Mile, a potential closure of Skyline would require Correctional Industries to examine the relocation of these programs to Fremont or Arrowhead. In the event of a facility closure, Correctional Industries needs to evaluate its operations and relocate those profitable programs to facilities with a suitable labor force and available facilities.

Skyline provides basic support services for the other facilities in East Cañon Complex. However, functions such as external security, visiting center, and front entrance management can easily be absorbed in remaining facilities. The facility has limited recreation and program space. Given these limitations and the fact that the facility can only house Level I offenders, CNA's analysis indicates its value to the CDOC is less than the other facilities in the East Cañon Complex.

Table 46: Colorado Correctional Center

Colorado Correctional Center	
Security Level:	I
Age:	44 years
Location:	Golden
CNA Operational Capacity:	150
Per Diem Operating Cost:	$55.95
May 31, 2013 Population:	149

Also known as Camp George, the Colorado Correctional Center (CCC) is a small facility for minimum security offenders who work in the community providing janitorial service to other government agencies located on the

Camp George West Campus, such as the Colorado State Police Training Academy, Colorado Department of Transportation, and the Department of Military Affairs. The facility was originally constructed in 1903 as a National Guard rifle range and training facility and was transferred to the CDOC in 1969. The physical plant is aging, but repair work has been made difficult by the Camp's designation as an historical site. In our assessment, while the facility's location in the Denver metro area and the apparent strong demand for inmate work crews in the immediate area are positive factors, the very limited pool of inmates eligible for placement at the facility, and the long-term need for substantial physical plant repairs that are problematic due to the site's historical designation, lower the overall value of this facility to the correctional system.

Table 47: Youthful Offender System

Youthful Offender System	
Security Level:	III
Age:	20 years
Location:	Pueblo
CNA Operational Capacity:	256
Per Diem Operating Cost:	$165,26
May 31, 2013 Population:	207

The Youthful Offender System (YOS) serves as a sentencing option for violent youthful offenders who would normally be sentenced to the adult prison system. YOS offenders receive an adult sentence that is suspended pending successful completion of the determinate, day-for-day YOS sentence.

The facility is currently located on the campus of the Colorado Mental Health Institute-Pueblo. It had previously been located at the site of the present La Vista Correctional Facility, which is immediately adjacent to the present location.

Several factors resulted in the relocation of YOS to the present site including the need to find additional facilities for female offenders and the fact that YOS had not maintained an average population large enough to justify continued occupation of the present La Vista facility. The YOS program is mandated by statute and must be operated by the CDOC. The current facility has a number of deficiencies, most notably the lack of a gymnasium and adequate program space, but has proved minimally adequate to meet the needs of the program.

In the long-term, the YOS will require improved facilities to maintain the program at peak effectiveness. In our view, the current facility should be viewed as a temporary solution. We discuss the YOS program in detail later in this report and note two potential alternative sites for the program. The most desirable would be La Vista, the original home of the YOS program. This move would be contingent upon a continued reduction of the female offender population, allowing consolidation of the population into one facility. As we discuss later in this report, there is good reason to believe this is a realistic objective. Another alternative site is the former Buena Vista boot camp facility, which was closed in 2011 and now serves as a training facility for the CDOC.

In summary, the Tier 1 facilities all provide essential functions for the correctional system. Denver Reception processes in admissions to the prison system. Denver Women's is the primary facility for female offenders. San Carlos is specifically designed to manage offenders with serious mental health issues. The Colorado State Penitentiary (CSP) is the primary close custody facility for the state. Finally, Territorial, despite an aging physical plan, manages one of only two infirmaries in the correctional system and houses most of the elderly and special needs population.

The facilities categorized in Tier 2 provide the bulk of the correctional system's capacity, particularly in the critical medium custody category. Recent revisions in the Department's offender classification system indicate a significant redistribution of the population into medium custody.

CNA's analysis of the Tier 3 facilities concludes that while these facilities are currently necessary and provide good programs, they are less essential to the core functions of the CDOC. Accordingly, in the event of a significant drop in the prison population, these facilities should receive serious consideration for closure. A potential change in re-entry programming from a centralized to a decentralized model currently under consideration by the CDOC could make the Cheyenne Mountain Re-Entry Center (CMRC) expendable. Rifle's remote location is problematic for a minimum custody facility preparing offenders to re-enter society. Similarly, Kit Carson's location makes staff hiring and the delivery of medical and mental health services comparatively difficult. Colorado Correctional Center has an aging physical plant and its historical site status makes needed updates to the facility difficult. Four Mile and Skyline are limited to minimum and minimum-restricted custody offenders. Finally the Youthful Offender

System (YOS) facility is not well-suited to support this program due to inadequate program and recreational facilities.

Table 48 summarizes CNA's prioritization of CDOC facilities.

Table 48: Facility prioritization

Tier 1	Tier 2	Tier 3
Denver Reception	Sterling	CMRC
Denver Women's	Centennial North	Rifle
San Carlos	Limon	Four Mile
CSP	Arkansas Valley	Skyline
CTCF	Bent County	CCC
	Buena Vista	YOS
	Crowley County	Kit Carson
	Fremont	
	La Vista	
	Arrowhead	
	Trinidad	
	Delta	

This page intentionally left blank

Section VII: Economic impacts

The potential closure or reduction in size of correctional facilities will have economic impacts on the surrounding areas. These impacts result from employment losses, lost tax revenues, and reduced consumer spending. The purposes of this analysis are to:

1. Provide an overview of the economy in each of the counties losing economic activity associated with the correctional facilities recommended for closure.

2. Estimate the direct changes and induced economic impacts from payroll losses for counties losing economic activity associated with the studied facilities.

Organization of this section

This section of the report contains six primary subsections. The first subsection introduces the concept of economic impact analysis and describes its application in this study. The next subsection provides an overview of the relative impacts revealed by the economic impact analysis. The final six subsections focus on the six Colorado counties – El Paso, Fremont, Garfield, Jefferson, Kit Carson, and Pueblo – with correctional facilities that this report has identified as having comparatively less value for the correctional system. Each of the final six subsections provides a description of current county demographics and economic trends as well as a discussion of the estimated economic impacts associated with potential correctional facility closures. Appendix B presents the methodology and data used in the analysis in detail.

Economic impact analysis and its application

The potential closure of correctional centers has economic and fiscal impacts in the host counties. The primary impacts result from employment losses, reduced tax revenues, and decreased purchases of goods and services within the county. Economic impact analysis identifies and examines the value of these losses. Correctional facilities, unlike firms in other sectors (e.g., manufacturing), do not necessarily exhibit strong local supplier

relationships. Research examining the impact of correctional facilities on local economic activity has found that the multiplier effect from linkages between correctional facilities and the local economy does not exist[2], correctional facility procurements are generally made outside the immediate area where they are sited [3, 4], and correctional facilities play a limited role in stimulating or diversifying rural economies [5]. In sum, correctional facilities generate relatively few economic ties within host communities [6]. Therefore, due to the unique nature of the correctional facility sector, the present analysis is limited to the estimation of direct factor changes in labor income and employment for the facilities examined and induced impacts (i.e., consumer spending impacts) due to of direct factor changes. Under this approach, we do not estimate indirect effects (i.e., inter-industry effects that capture the studied industries' purchases from local industries) on the premise that correctional facilities generally have weak or limited relationships with local suppliers.

The economic impact analysis in this report includes an economic profile of each of four affected counties to provide a general understanding of current conditions against which direct factor changes and the estimated induced impacts associated with correctional facility closures can be examined. Direct factor changes are the known impacts associated with a facility closure (e.g., if a facility has an annual payroll of $3 million then the direct factor change is $3 million) [1]. The induced effects measure the impact of money re-spent as a result of changes in consumer-level spending within the area of interest [1]. In other words, the induced effect is the change in the economy due to the portion of labor income circulated into the local economy due to household spending [1]. For the present study, the direct employment factor change is equal to the loss of jobs directly associated with a correctional facility closure. The direct payroll[6] factor change is equal to the loss of payroll directly associated with a correctional facility

[6] The payroll changes applied to the analysis do not account for employee savings or taxes. The available data (employee payroll figures) would not have allowed for accurate representation of employee income minus savings and taxes because there was no way to determine if an employee's income as reported was a portion of some greater level of household income (a greater household income level may be taxed at a higher marginal tax rate). Furthermore, given the relatively low individual annual wages and salaries reported, it is likely that withdrawals for taxes would be relatively low.

closure. The induced employment impacts result from reduced household spending (as a result of payroll decreases) at local businesses.

Induced impacts are reported in terms of value added and output. Value added is the difference between the sales or receipts and other operating income plus inventory change and the consumption of goods and services imported or purchased from other industries.[7] Output is defined as the total value of industry production.[8] In the present analysis, value added and output impacts relate to the changes in these measures across industries that provide goods and services at the household (i.e., consumer) level.

We calculated the economic impacts presented in this analysis using input-output modeling in IMPLAN.[9] Input-output analysis uses mathematical structures to examine industry sector and household economic activity inter-relationships. Input-output analysis estimates the impact of changes in one sector of the economy on all other sectors present in the system. It is important to note that the method used in this analysis is limited because it is static, focusing on one snapshot in time.

Relative impacts overview

The Colorado correctional facilities identified for temporary or permanent closure depending upon long-term prison population trends include CMRC, Colorado Correctional Center (CCC) – Camp George West, Four Mile Correctional Center, Skyline Correctional Center, Rifle Correctional Center, Kit Carson Correctional Center, and Youth Offender Services. These facilities are located in El Paso County (CMRC), Fremont County (Four Mile and Skyline)), Garfield County (Rifle), Jefferson County (CCC), Kit Carson County (Kit Carson), and Pueblo County (YOS), respectively.

The economic impact analysis highlighted in this report allows for the comparison of the estimated impacts of potential correctional facility clo-

---

[7] As defined in the IMPLAN glossary. The definition is available at: http://www.implan.com/v4/index.php?option=com_glossary&Itemid=57

[8] As defined in the IMPLAN glossary. The definition is available at: http://www.implan.com/v4/index.php?option=com_glossary&Itemid=57

[9] IMPLAN is an input-output (or more accurately, a social accounting matrix) modeling software package. IMPLAN constructs social accounting matrices that quantify the structure and function of economies [1].

sures to the conditions in the affected counties. Table 49 compares the direct employment factor change (jobs lost at the correctional facility) and estimated induced employment losses (jobs lost due to reduced consumer spending) to current employment for El Paso County, Fremont County, Garfield County, Jefferson County, Kit Carson County, and Pueblo County. The analysis that follows later in this chapter also identifies the number of employees commuting from other counties to each of these facilities.

Table 49: Relative employment impacts of facility closures on affected counties

County	Number Employed[10]	Direct Employment Factor Change	Estimated Induced Employment Impact
El Paso	273,436	-143	-20.3
Fremont	17,840	-165	-25.1
Garfield	31,478	-50	-10.6
Jefferson	286,390	-36	-8.4
Kit Carson	4,207	-176	-20.1
Pueblo	68,251	-175	-51.4

Table 50 compares the direct payroll factor change and estimated induced payroll losses to current personal income for El Paso County, Fremont County, Garfield County, Jefferson County, Kit Carson County and Pueblo County.

Table 50: Relative payroll impacts of facility closures on affected counties

County	Total Personal Income[11]	Direct Payroll Factor Change	Estimated Induced Payroll Impact
El Paso	$25,420,872,000	$(4,375,236)	$(727,892)
Fremont	$1,299,183,000	$(8,641,020)	$(790,287)
Garfield	$2,130,264,000	$(2,444,004)	$(398,359)
Jefferson	$24,391,425,000	$(1,828,296)	$(349,407)
Kit Carson	$320,655,000	$(6,759,018)	$(534,359)
Pueblo	$5,098,868,000	$(8,969,916)	$(1,731,592)

[10] March 2013 and April 2013 employment figures published by the Colorado Department of Labor and Employment, Labor Market Information Gateway.

[11] The Bureau of Economic Analysis defines Total Personal Income as income received from all sources. Total Personal Income figures published by the Colorado Department of Labor and Employment, Labor Market Information Gateway.

Table 51 compares the estimated induced output losses to current output for El Paso County, Fremont County, Garfield County, Jefferson County, Kit Carson County, and Pueblo County.

Table 51: Relative induced output impacts of facility closures on affected counties

County	Output[12]	Estimated Induced Output Impact
El Paso	$52,250,104,667	$(2,445,575)
Fremont	$2,123,268,563	$(2,926,620)
Garfield	$4,903,568,632	$(1,232,394)
Jefferson	$39,341,272,284	$(1,012,502)
Kit Carson	$952,477,177	$(2,422,141)
Pueblo	$9,687,616,669	$(5,701,483)

Impacted Colorado counties

This section describes the current demographic and economic conditions and the estimated impacts of the potential correctional facility closures in the affected counties.

El Paso County

El Paso County is located in east central Colorado, southwest of the Denver metropolitan area. El Paso County's land area includes more than 2,100 square miles with extremely mountainous terrain to the west and prairie land to the east [7]. Colorado Springs is the county seat [7]. With a population of nearly 645,000, El Paso County is Colorado's most populous county [8, 9].[13]

Cheyenne Mountain Reentry Center

The CMRC is located in El Paso County in the city of Colorado Springs. The facility is privately owned and operated by Community Education Centers, Inc. The CMRC offers programs emphasizing community stabilization, employment, relapse prevention, and preparation for supervised living in the community, and it is the only designated re-entry facility in the CDOC system.

[12] Output is calculated in IMPLAN. IMPLAN calculations are based on 2011 (the most current data available).

[13] According to the 2010 Census, El Paso County's population totaled 622,263. The 2012 Census estimate is 644,964.

Total CMRC workforce capacity is 202 employees, and at the time of this analysis, payroll data indicate a staff of 143. The total CMRC payroll is $4,375,236, which equates to an average salary of $30,596.

CMRC employee commuting patterns

The CMRC is located in El Paso County and employs 143 individuals. Of these 143, 12 percent reside in and commute to CMRC from out-of-county locations. In total, 126 CMRC employees reside in El Paso County while 17 reside in other Colorado counties (including Adams, Fremont, Pueblo, and Teller).

Labor market and employment base

Total average employment in El Paso County is 236,538 with an average hourly wage of $21.75 and an average annual wage of $45,240 [10].[14] By comparison, the State of Colorado average hourly wage is $24.38 and the average annual wage is $50,700 [10]. El Paso County ranks 11th among all Colorado counties for average wages [10].

The total civilian labor force as of March 2013 was 299,050 with an unemployment rate of 8.6 percent (higher than the 7.3 percent unemployment rate for the State of Colorado) [10].[15] El Paso County's unemployment rate ranks 19th highest among all Colorado counties [10].

Industry sectors

The most prominent industry sectors from an annual payroll perspective in El Paso County include health care and social assistance, administrative and support and waste management and remediation services, and professional, scientific, and technical services. Table 52 describes the number of employees, annual payroll, and total establishments by sector in El Paso County as reported in the U.S. Census Bureau County Business Patterns series [11].

[14] Average employment and wage figures assume a 40-hour week worked year-round and are as of fourth quarter, 2011.

[15] Employment and unemployment figures are not seasonally adjusted.

Table 52: 2011 El Paso County, Colorado industrysector patterns

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Agriculture, forestry, fishing and hunting	14	270	14
Mining, quarrying, and oil and gas extraction	355	21,250	21
Utilities	not released (100-299)	12,016	11
Construction	10,258	454,277	1,506
Manufacturing	11,059	602,147	460
Wholesale trade	5,536	340,525	505
Retail trade	28,567	743,307	1,950
Transportation and warehousing	4,627	229,049	278
Information	7,809	463,628	280
Finance and insurance	9,204	487,719	1,068
Real estate and rental and leasing	3,388	107,408	980
Professional, scientific, and technical services	17,716	1,160,925	2,468
Management of companies and enterprises	1,998	138,770	75
Administrative and support and waste management and remediation services	25,538	1,218,426	914
Educational services	8,777	264,743	278
Health care and social assistance	30,904	1,300,493	1,921
Arts, entertainment, and recreation	2,577	48,422	216
Accommodation and food services	24,518	412,946	1,264
Other services (except public administration)	19,197	581,787	1,498
Industries not classified	not released (20 - 99)	742	36
Total for all sectors	212,287	8,588,850	15,743

Housing market

The housing vacancy rate in El Paso County is 4.7 percent across the 253,852 housing units that comprise the County's stock [12]. Colorado Springs, the community that houses the CMRC, has a housing vacancy rate of 4.67 percent across 180,117 housing units [12]. By comparison, the housing vacancy rate for the State of Colorado is 9.8 percent [12]. The 2007 - 2011 homeownership rate in El Paso County is 65.6 percent (66.8

percent for Colorado) and the median value of owner-occupied housing units, for the same period is $217,000 ($236,700 for Colorado) [8].

School information

There are 27 school districts within El Paso County that cumulatively served 111,829 students during the 2010 - 2011 school year [13, 14]. During the same period, the 27 El Paso County school districts included 207 schools that employed 13,896 faculty and staff members [13]. Current spending (as of Fiscal Year 2011 from federal, state, and local sources) per pupil in the State of Colorado is $8,724.[16] Applying this figure to the student enrollment in El Paso County, total spending, on a per pupil basis, across the 27 El Paso County school districts is approximately $975,596,196.

If El Paso County lost 1 percent (1,118 students) of its student population, school funding could be expected to decrease approximately $9,753,432. However, a decrease of 1 percent is unlikely given that closure of CMRC would result in the loss of 143 positions (i.e., CMRC employees would have an average of 7.81 school-age children to equal a 1 percent loss in El Paso County student enrollment). The average number of children under the age of 18 in family households in the U.S. is 0.9. If we assume that each of the 126 CMRC employees residing in El Paso County is head of an average family household, then the student population may decrease as many as 113 students if CMRC employees choose to migrate out of El Paso County as a result of a CMRC closure. The loss of 113 students is approximately equal to a loss in per pupil spending of $985,812.

Economic impacts

Closure of the CMRC will affect El Paso County real property tax revenue, payroll, and jobs. The impacts on payroll and jobs will accrue through direct employment losses at CMRC as well as reduced consumer spending in the community. As explained in the *Economic impact analysis and its ap-*

[16] Per pupil current spending figures as reported the U.S. Census Bureau 2011 Annual Survey of School System Finances. Current spending includes current operation expenditure, payments made by the state government on behalf of school systems, and transfers made by school systems into their own retirement funds. U.S. Census Bureau per pupil spending figures are calculated for state-to-state comparative purposes, and are used in this study to provide general perspective regarding school spending trends.

plication section, the figures presented here were calculated using an IMPLAN input-output model and represent only direct employment and payroll losses and induced effects (i.e., reduced household spending as a result of direct payroll losses).

With a closure of CMRC, the El Paso County economy will lose 143 jobs with an average salary of $30,596, for a total direct payroll factor loss of $4,375,236. This reduction can be expected to generate (i.e., induce) the loss of an additional 20.3 jobs and a labor income reduction of approximately $727,892 for a total County loss of 163.3 jobs and a total payroll loss of just over $5 million ($5,103,128). The total value added from consumer spending can be expected to decrease approximately $1,477,966. Total output tied to consumer spending within the county is projected to drop just under $2.5 million ($2,445,574). The sectors most impacted by a CMRC closure include food services and drinking places (-2.6 jobs); physician, dentist, and other health practitioner offices (-1.5 jobs); real estate establishments (-1.3 jobs); and general merchandise retail stores (-0.8 jobs).

Table 53 presents the induced effects of the loss of $4,375,236.00 in labor income from CMRC.

Table 53: El Paso County induced impacts of CMRC closure

Impact Type	Employment	Labor Income	Total Value Added	Output
Induced Effect	-20.3	$ (727,892)	$ (1,477,997)	$(2,445,575)

In addition to job, payroll, and consumer spending reductions, and because CMRC is privately owned by CEC, El Paso County could potentially experience a loss of real property tax revenue if CMRC is closed. Table 54 shows the CEC tax liabilities owed to a variety of El Paso County entities for the 2012 assessment period.

Table 54: 2012 El Paso County real property tax assessed on the CMRC facility

Entity Name	2012 Mill Rate (expressed in 1000ths)	Estimated Tax Amount (2012 taxes payable in 2013)
El Paso County	0.007333	$32,826
El Paso County Road and Bridge Share	0.000165	$739

Entity Name	2012 Mill Rate (expressed in 1000ths)	Estimated Tax Amount (2012 taxes payable in 2013)
City of Colorado Springs	0.004279	$19,155
El Paso County-Colorado Springs Road and Bridge Share	0.000165	$739
Harrison School No. 2	0.041344	$185,077
Pikes Peak Library	0.004	$17,906
Southeastern Colorado Water Conservancy	0.000944	$4,226
El Paso County TABOR Refund		$0.00
Total	0.05823	$260,667

The amount of lost real property tax revenue associated with the closure of CMRC would not be equivalent to the total tax liability of $260,667 shown in Table 6. In the event of a CMRC closure, the land and building would retain some level of value, albeit potentially reduced, and the owner(s) of the land and building would be responsible for paying the real property taxes assessed against the parcel even if it were no longer in operation as a correctional facility.

Regional impacts

As noted in the *CMRC Employee Commuting Patterns* section, 17 CMRC employees reside outside of the CMRC host county (El Paso County). The input-output model used in this analysis includes these jobs and the associated payroll in the reductions experienced by El Paso County. Although it is likely that the 17 out-of-county resident employees contribute to consumer spending in El Paso County, it is not to be expected that they contribute to the same degree that in-county resident employees contribute. Thus, it is important to provide some perspective on the potential losses to those counties in which the out-of-county resident employees are domiciled. With respect to the closure of CMRC, the loss of out-of-county resident employee positions will result in 17 fewer jobs and $617,544 fewer payroll dollars among Adams, Fremont, Pueblo, and

Teller county residents.[17] It is not possible to report payroll dollars lost by individual counties without encountering privacy issues.

Fremont County

Fremont County is located in south central Colorado, due south of the Denver metropolitan area. Fremont County's land area includes more than 1,500 square miles with extremely mountainous terrain to the west and prairie land to the east [15]. Cañon City is the county seat [7]. With a population of nearly 47,000, Fremont County is Colorado's 12th most populous county [16, 9].[18]

Four Mile Correctional Center and Skyline Correctional Center

The FMCC and the SCC are located in Fremont County in Cañon City. The FMCC and SCC are two of three correctional facilities that comprise the Cañon Minimum Centers (CMC). CMC is part of an area known as the East Cañon Complex (ECC) that includes the Fremont Correctional Facility, Centennial (North and South) Correctional Facilities and the Colorado State Penitentiary.

The FMCC and the SCC are owned and operated by the State of Colorado. Colorado Correctional Industries employs offenders housed at FMCC and SCC in the following enterprises:

- A 1,800-head bovine dairy and dairy processing unit raises dairy cattle to produce milk used in state facilities and sold to outside vendors.
- A water buffalo dairy sells water buffalo milk to a large manufacturer of buffalo mozzarella cheese.
- A heavy equipment program provides excavation services, road construction and underground utility installation for a variety of public and private projects.

---

[17] It is not possible to report the job and payroll losses by individual county, because some of the counties include no more than one or two CMRC employees. Thus, disclosure of these figures by individual county would reveal, or lead to simple calculations of, individual CMRC employee salary information.

[18] According to the 2010 Census, Fremont County's population totaled 46,824. The 2012 Census estimate is 46,788.

- The Wild Horses Inmate Program (WHIP) trains wild horses; an average of 3,000 wild horses are present and in various stages of training on a given day. The Bureau of Land Management supplies the horses and publicly auctions trained horses.
- The Bucking Bull Housing program provides housing and care for bucking bulls used in Professional Bull Rider events.
- The Canine Adoption and Training program takes in and trains shelter dogs and dogs belonging to the public for 30 days through an offender pairing system.
- A frozen pizza assembly program produces frozen pizzas and distributes them to retailers throughout the state.
- An International Training Program known as Correctional Industries International (CII), is a partnership with the U.S. State Department that provides correctional training to persons from developing countries. An offender work crew provides maintenance and culinary services to the CII program.
- The State Wildland Inmate Fire Team (SWIFT) that provides firefighting services offered to state and local agencies, federal agencies, non-profit agencies, and in some instances, private landowners. The SWIFT program is exclusive to SCC and one of three facilities in the State of Colorado. Offenders in the program receive extensive firefighting training.
- A variety of other programs employ SCC offenders, including farm, vineyard, recycling, fish hatchery, goat dairy, scale house, canine kennel and transportation operations.

According to CDOC documents, the total FMCC workforce includes 110.5 full-time equivalents and the total SCC workforce includes 51.5 full-time equivalents. At the time of this analysis, payroll data indicate an FMCC staff of 112 and an SCC staff of 53. The total FMCC payroll is $5,820,072 which equates to an average salary of $51,965. The total SCC payroll is $2,820,948 which equates to an average salary of $53,225.

FMCC and SCC employee commuting patterns

The FMCC is located in Fremont County and employs 112 individuals. Of these 112, 41 percent reside in and commute to FMCC from out-of-county locations. In total, 66 FMCC employees reside in Fremont County while 46

reside in other Colorado counties (including El Paso, Larimer, Park, and Pueblo).

The SCC is located in Fremont County and employs 53 individuals. Of these 53, 36 percent reside in and commute to SCC from out-of-county locations. In total, 34 SCC employees reside in Fremont County while 19 reside in other Colorado counties (including El Paso, Park, Pueblo, and Teller).

Labor market and employment base

Total average employment in Fremont County is 12,950 with an average hourly wage of $17.48 and an average annual wage of $36,348[17].[19] By comparison, the State of Colorado average hourly wage is $24.38 and the average annual wage is $50,700 [17]. Fremont County ranks 25th among all Colorado counties in average wages[17].

The total civilian labor force in Fremont County as of March 2013 was 19,700, with an unemployment rate of 9.4 percent (higher than the 7.3 percent unemployment rate for the State of Colorado) [17].[20] Fremont County's unemployment rate ranks 10th highest among all Colorado counties [17].

Industry sectors

The most prominent industry sectors from an annual payroll perspective in Fremont County include health care and social assistance, retail trade, and manufacturing. Table 55 describes the number of employees, annual payroll, and total establishments by sector in El Paso County as reported in the U.S. Census Bureau, County Business Patterns series [18].

Table 55: Fremont County, Colorado industry sector patterns

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Agriculture, forestry, fishing and hunting	not released (0-19)	not released	2
Mining, quarrying, and oil and gas extraction	64	2,873	5

[19] Average employment and wage figures assume a 40-hour week worked year-round and are as of fourth quarter, 2011.

[20] Employment and unemployment figures are not seasonally adjusted.

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Utilities	not released (20-99)	not released	7
Construction	429	14,769	115
Manufacturing	441	20800	37
Wholesale trade	not released (20-99)	2890	25
Retail trade	1,577	37,050	130
Transportation and warehousing	not released (100-299)	6,814	27
Information	100	3,447	13
Finance and insurance	267	8,704	48
Real estate and rental and leasing	not released (100-299)	3,143	38
Professional, scientific, and technical services	154	3,985	60
Management of companies and enterprises	not released (0-19)	not released	1
Administrative and support and waste management and remediation services	not released (250-499)	not released	30
Educational services	not released (0-19)	not released	3
Health care and social assistance	2,082	60,057	102
Arts, entertainment, and recreation	241	6,637	26
Accommodation and food services	926	12,161	85
Other services (except public administration)	392	6,394	77
Industries not classified	not released (0-19)	not released	1
Total for all sectors	7,610	20,5011	832

Housing market

The housing vacancy rate in Fremont County is 13.8 percent across the 19,327 housing units that comprise the County's stock [12]. Cañon City, the community that houses the FMCC and SCC, has a housing vacancy rate of 8.9 percent across 7,307 housing units [12]. By comparison, the housing vacancy rate for the State of Colorado is 9.8 percent [12]. The 2007-2011 homeownership rate in Fremont County is 71.9 percent (66.8 percent for Colorado) and the median value of owner-occupied housing units, for the same period, is $158,200 ($236,700 for Colorado) [16].

School information

There are four school districts within Fremont County that cumulatively served 5,524 students during the 2010 - 2011 school year [13, 14]. During the same period, the four Fremont County school districts included 17 schools that employed 705 faculty and staff members [13]. Current spending (as of Fiscal Year 2011 from federal, state, and local sources) per pupil in the State of Colorado is $8,724.[21] Applying this figure to the student enrollment in Fremont County, total spending, on a per pupil basis, across the four Fremont County school districts is approximately $48,191,376.

If Fremont County lost 1 percent (55 students) of its student population, school funding could be expected to decrease approximately $479,820. The average number of children under the age of 18 in family households in the U.S. is 0.9. If we assume that each of the 100 FMCC and SCC employees residing in Fremont County is head of an average family household, then the student population may decrease as many as 90 students if FMCC and SCC employees choose to migrate out of Fremont County as a result of a FMCC and SCC closures. The loss of 90 students is approximately equal to a loss in per pupil spending of $785,160.

Economic impacts

A closure of FMCC and SCC will impact Fremont County payroll and jobs. The impacts on payroll and jobs will accrue through direct employment losses at the facility as well as reduced consumer spending in the community. As explained in the *Economic impact analysis and its application* section, the figures presented here were calculated using an IMPLAN input-output model and represent only direct employment and payroll losses and induced effects (i.e., reduced household spending due to direct payroll losses).

With the closure of FMCC and SCC, the Fremont County economy will lose 112 and 53 direct jobs with average salaries of $51,965 and $53,225, re-

[21] Per pupil current spending figures as reported the U.S. Census Bureau 2011 Annual Survey of School System Finances. Current spending includes current operation expenditure, payments made by the state government on behalf of school systems, and transfers made by school systems into their own retirement funds. U.S. Census Bureau per pupil spending figures are calculated for state-to-state comparative purposes, and are used in this study to provide general perspective regarding school spending trends.

spectively. The total direct payroll factor loss for FMCC is $5,820,072 and for SCC the total direct payroll factor loss is $2,820,948. Cumulatively, the closure of both FMCC and SCC will result in the loss of 165 direct jobs and a total direct payroll factor loss of $8,641,020. This reduction can be expected to generate (i.e., induce) the loss of 25.1 additional jobs and a further labor income reduction of approximately $790,286. The total value added from consumer spending can be expected to decrease approximately $1,731,696. Total output tied to consumer spending is projected to drop just over $2.9 million ($2,926,619). The sectors most impacted by FMCC and SCC closures include food services and drinking places (-3.3 jobs); nursing and residential care facilities (-1.8 jobs); civic, social, professional, and similar organizations (-1.36 jobs); physician, dentist, and other health practitioner offices (-1.2 jobs); and general merchandise retail stores (-1.2).

Table 56 presents the induced effects of the loss of $8,641,020.00 in labor income from FMCC and SCC.

Table 56: Fremont Countyeconomic impacts of FMCC and SCC closures

Impact Type	Employment	Labor Income	Total Value Added	Output
Induced Effect	-25.1	$ (790,287)	$(1,731,696)	$(2,926,620)

In addition to job, payroll, and consumer spending reductions caused by FMCC and SCC closures, Fremont County will also lose some level of service in each of the functions currently performed by offenders. For example, heavy equipment services currently provided through CCI may have to be procured from other [non-correctional facility] sources, which may translate to higher costs for similar levels of service.

Regional impacts

As noted in the *FMCC and SCC Employee Commuting Patterns* subsection above, 46 FMCC employees and 19 SCC reside outside of the FMCC and SCC host county (Fremont County). The input-output model used in this analysis includes these jobs and the associated payroll in the reductions experienced by Fremont County. Although it is likely that the 46 FMMC and 19 SCC out-of-county resident employees contribute to consumer spending in Fremont County, it is not to be expected that they contribute to the same degree that in-county resident employees contribute. Thus, it is important to provide some perspective on the potential losses to those

counties in which the out-of-county resident employees are domiciled. With respect to the closures of FMCC and SCC, the loss of out-of-county resident employee positions will result in 65 fewer jobs and $3,382,020 fewer payroll dollars among El Paso, Larimer, Park Pueblo, and Teller county residents.[22] It is not possible to report payroll dollars lost by individual counties without encountering privacy issues.

Garfield County

Garfield County is located in western Colorado, due west of the Denver metropolitan area, bordering the State of Utah. Garfield County's land area includes more than 2,900 square miles, approximately 60 percent of which is federally owned [19]. To the west, Garfield County is characterized by high desert plateau and to the east, the western foothills of the Colorado Rocky Mountains [19]. Glenwood Springs is the county seat [19]. With a population of nearly 57,000, Garfield County is Colorado's 12th most populous county [20, 9].[23]

Rifle Correctional Center

The RCC is located in Garfield County in Rifle, Colorado. The facility is publicly owned and operated by the State of Colorado. The facility offers work opportunities and other programs designed to prepare inmates for reentry into communities and enhance inmate success following release. The RCC offers a trail and timber program through which offenders help restore and preserve wild lands, and is one of the CDOC facilities that allow offenders to train and be employed under the SWIFT program. Offenders are also employed in the RCC food service unit that prepares meals for the RCC and for the Garfield County corrections facility. The food service unit includes RCC greenhouse positions. In addition, the facility provides inmate labor to local, state, and federal government agencies including the Rifle Senior Center, the Rifle Parks and Recreation Department, the City of Rifle, and the Colorado Department of Transportation.

---

[22] It is not possible to report the job and payroll losses by individual county, because some of the counties include no more than one or two FMCC or SCC employees. Thus, disclosure of these figures by individual county would reveal, or lead to simple calculations of, individual FMCC or SCC employee salary information.

[23] According to the 2010 Census, Garfield County's population totaled 56,389. The 2012 Census estimate is 56,953.

According to CDOC documents, the total RCC workforce includes 58 employees. At the time of this analysis, payroll data indicate an RCC staff of 50. The total RCC payroll is $2,444,004, which equates to an average salary of $48,880.

RCC employee commuting patterns

The RCC is located in Garfield County and employs 50 individuals. Of these 50, 24 percent reside in and commute to RCC from out-of-county locations. In total, 38 RCC employees reside in Garfield County and 12 reside in other Colorado counties (including Mesa and San Miguel).

Labor market and employment base

Total average employment in Garfield County is 24,419 with an average hourly wage of $22.45 and an average annual wage of $46,696 [21].[24] By comparison, the State of Colorado average hourly wage is $24.38, and the average annual wage is $50,700 [21]. Garfield County ranks 9th among all Colorado counties for average wage figures [21].

The total civilian labor force as of March 2013 was 34,076 with an unemployment rate of 7.6 percent (slightly higher than the 7.3 percent unemployment rate for the State of Colorado) [21].[25] Garfield County's unemployment rate ranks 26th highest among all Colorado counties [21].

Industry sectors

The most prominent industry sectors from an annual payroll perspective in Garfield County include construction; health care and social assistance; retail trade; and mining, quarrying, and oil and gas extraction. Table 57 describes the number of employees, annual payroll, and total establishments by sector in Garfield County as reported in the U.S. Census Bureau County Business Patterns series [22].

Table 57: 2011 Garfield County, Colorado industry sector patterns

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Agriculture, forestry, fishing and	not released	447	7

[24] Average employment and wage figures assume a 40-hour week worked year-round and are as of fourth quarter, 2011.

[25] Employment and unemployment figures are not seasonally adjusted.

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
hunting	(0-19)		
Mining, quarrying, and oil and gas extraction	1089	87,731	69
Utilities	197	16,200	14
Construction	2,522	139,434	488
Manufacturing	218	9,133	43
Wholesale trade	771	47,628	88
Retail trade	3,004	93,964	286
Transportation and warehousing	726	42,601	83
Information	190	10,590	36
Finance and insurance	635	34,236	103
Real estate and rental and leasing	600	24,549	152
Professional, scientific, and technical services	951	52,038	298
Management of companies and enterprises	26	1,996	4
Administrative and support and waste management and remediation services	870	37,332	148
Educational services	not released (100-249)	6,202	25
Health care and social assistance	2630	131,113	173
Arts, entertainment, and recreation	319	6,537	40
Accommodation and food services	2,433	44,728	188
Other services (except public administration)	806	23,874	180
Industries not classified	not released (0-19)	0	3
Total for all sectors	18,169	810,347	2,428

Housing market

The housing vacancy rate in Garfield County is 13.1 percent across the 23,361 housing units that comprise the County's stock [12]. Rifle, the community that houses the RCC, has a housing vacancy rate of 11.6 percent across 3,632 housing units [12]. By comparison, the housing vacancy rate for the State of Colorado is 9.8 percent [12]. The 2007 - 2011 homeownership rate in Garfield County is 65.4 percent (66.8 percent for Colorado) and the median value of owner-occupied housing units, for the same period, is $343,700 ($236,700 for Colorado) [20].

School information

There are four school districts within Garfield County that cumulatively served 10,183 students during the 2010 - 2011 school year [13, 14]. During the same period, the four Garfield County school districts included 28 schools that employed 1,384 faculty and staff members [13]. Current spending (as of Fiscal Year 2011 from federal, state, and local sources) per pupil in the State of Colorado is $8,724.[26] Applying this figure to the student enrollment in Garfield County, total spending, on a per pupil basis, across the four Garfield County school districts is approximately $88,836,492.

If Garfield County lost 1 percent (102 students) of its student population, school funding could be expected to decrease approximately $889,848. The average number of children under the age of 18 in family households in the U.S. is 0.9. If we assume that each of the 38 RCC employees residing in Garfield County is head of an average family household, then the student population may decrease as many as 34 students if RCC employees choose to migrate out of Garfield County as a result of an RCC closure. The loss of 34 students is approximately equal to a loss in per pupil spending of $296,616.

Economic impacts

Closure of the RCC will impact Garfield County payroll and jobs. The impacts on payroll and jobs will accrue through direct employment losses at the facility as well as reduced consumer spending in the community. As explained in the *Economic impact analysis and its application* subsection, the figures presented here were calculated using an IMPLAN input-output model and represent only direct employment and payroll losses and induced effects (i.e., reduced household spending as a result of direct payroll losses).

[26] Per pupil current spending figures as reported the U.S. Census Bureau 2011 Annual Survey of School System Finances. Current spending includes current operation expenditure, payments made by the state government on behalf of school systems, and transfers made by school systems into their own retirement funds. U.S. Census Bureau per pupil spending figures are calculated for state-to-state comparative purposes, and are used in this study to provide general perspective regarding school spending trends.

With the closure of RCC, the Garfield County economy will lose 50 jobs with an average salary of $48,880, for a total direct payroll factor loss of $2,444,004. This reduction can be expected to generate (i.e., induce) the loss of an additional 10.6 jobs and a labor income reduction of approximately $398,358. The total value added from consumer spending can be expected to decrease approximately $780,981. Total output tied to consumer spending is projected to drop just over $1.2 million ($1,232,394). The sectors most impacted by an RCC closure include food services and drinking places (-1.5 job); real estate establishments (-0.8 jobs); physician, dentist, and other health practitioner offices (-0.7 jobs); general merchandise retail stores (-0.5 jobs), and food and beverage retail stores (-0.5 jobs).

Table 58 presents the induced effects of the loss of $2,444,004.00 in labor income from RCC.

Table 58: Garfield County economic impacts of RCC closure

Impact Type	Employment	Labor Income	Total Value Added	Output
Induced Effect	-10.6	$ (398,359)	$ (780,981)	$ (1,232,394)

In addition to job, payroll, and consumer spending reductions, Garfield County will also lose some level of service in each of the functions currently performed by offenders. For example, the meals prepared by the RCC for the Garfield County corrections facility may have to be procured from other [non-correctional facility] sources that may translate to higher costs for similar levels of service. Furthermore, the services currently provided by offender work crews assigned to the Rifle Senior Center, the Rifle Parks and Recreation Department, the City of Rifle, and the Colorado Department of Transportation, would have to be sourced elsewhere, possibly at higher prices.

Regional impacts

As noted in the *RCC Employee Commuting Patterns* subsection, 12 RCC employees reside outside of the RCC host county (Garfield County). The input-output model used in this analysis includes these jobs and the associated payroll in the reductions experienced by Garfield County. Although it is likely that the 12 out-of-county resident employees contribute to consumer spending in Garfield County, it is not to be expected that they contribute to the same degree that in-county resident employees contribute. Thus, it is important to provide some perspective on the potential losses to

those counties in which the out-of-county resident employees are domiciled. With respect to the closure of RCC, the loss of out-of-county resident employee positions will result in 12 fewer jobs and $583,980 fewer payroll dollars among Mesa and San Miguel county residents.[27] It is not possible to report payroll dollars lost by individual counties without encountering privacy issues.

Jefferson County

Jefferson County is located in the Denver-Aurora-Broomfield Metropolitan Statistical Area.[28] Jefferson County's land area includes just over 760 square miles.[29] Golden is the county seat.[30] With a population of slightly more than 545,000, Jefferson County is Colorado's 4th most populous county [20].[31]

Colorado Correctional Center – Camp George West

The CCC is located in Jefferson County in Golden, Colorado. The facility is publicly owned and operated by the State of Colorado. The facility offers offenders several work opportunities and other programs. Approximately 93 offenders employed through Colorado Correctional Industries in the following areas:

- Collision repair;
- Delivery and installation of furniture for state agencies including higher education;
- Janitorial, maintenance, kitchen, and garage service to other government agencies located on the Camp George West Campus such as the Colorado State Police Training Academy, Colorado Department of Transportation, and the Department of Military Affairs;

---

[27] It is not possible to report the job and payroll losses by individual county, because some of the counties include no more than one or two CCC employees. Thus, disclosure of these figures by individual county would reveal, or lead to simple calculations of, individual CCC employee salary information.

[28] http://www.uscounties.org/cffiles_web/counties/county.cfm?id=8059&#PAGETOP

[29] http://www.uscounties.org/cffiles_web/counties/county.cfm?id=8059&#PAGETOP

[30] http://www.uscounties.org/cffiles_web/counties/county.cfm?id=8059&#PAGETOP

[31] According to the 2010 Census, Jefferson County's population totaled 534,543. The 2012 Census estimate is 545,358.

- Installation of barrier fencing, road and ditch clean up, and mowing and trimming service along State highways; and
- Grounds maintenance during the International Bike Race, Buffalo Bill Days and for the Fire Department.

The CCC also offers educational and other programs to offenders. These programs include:

- Adult Basic Education phases I and II, and in Fiscal Year 2011-2012, 66 general equivalency degree (GED) tests were administered with 57 passing for an 86 percent completion rate. For Fiscal Year 2012-2013 (year to date), 73 GED tests have been administered with 68 passing for a 93 percent completion rate.
- Alcoholic and Narcotics Anonymous programs and religious organizations are conducted by volunteers.
- The Mountain Program for developmentally disabled that begins at FMCC, is continued at Camp George for a 10 week program and then continues for an additional 42 weeks while the offender is on parole.
- A pre-release program that is administered by a Parole Agent on an as needed basis. In Fiscal Year 2011-2012, 93 offenders completed this program. For Fiscal Year 2012-2013 (year to date), 48 offenders have completed this program.

According to CDOC documents, the total CCC workforce includes 35 employees. At the time of this analysis, payroll data indicate a CCC staff of 36. The total CCC payroll is $1,828,296, which equates to an average salary of $50,786.

CCC employee commuting patterns

The CCC is located in Jefferson County and employs 36 individuals. Of these 36, 64 percent reside in and commute to CCC from out-of-county locations. In total, 13 CCC employees reside in Jefferson County and 23 reside in other Colorado counties (including Adams, Arapahoe, Bloomfield, Clear Creek, Denver, Douglas, El Paso, Elbert, Larimer, Pueblo, and Weld).

Labor market and employment base

Total average employment in Jefferson County is 207,726 with an average hourly wage of $24.40 and an average annual wage of $50,752 [J.1].[32][33] By comparison, the State of Colorado average hourly wage is $24.38, and the average annual wage is $50,700 [J.1]. Jefferson County ranks 7th among all Colorado counties for average wage figures [21].

The total civilian labor force as of April 2013 was 305,694 with an unemployment rate of 6.3 percent (a percentage point lower than the 7.3 percent unemployment rate for the State of Colorado) [J.1].[34]Jefferson County's unemployment rate ranks 33rd highest among all Colorado counties [J.1].

Industry sectors

The most prominent industry sectors from an annual payroll perspective in Jefferson County include professional, scientific, and technical services; manufacturing; health care and social assistance; retail trade, and construction. Table 59 describes the number of employees, annual payroll, and total establishments by sector in Jefferson County as reported in the U.S. Census Bureau County Business Patterns series [J.2].[35]

Table 59: 2011 Jefferson County, Colorado industry sector patterns

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Agriculture, forestry, fishing and hunting	29	1,107	17
Mining, quarrying, and oil and gas extraction	897	122,777	112
Utilities	not released (1,000 – 2,499)	103,816	35

[32] Average employment and wage figures assume a 40-hour week worked year-round and are as of fourth quarter, 2011.

[33] Reference J.1 Colorado LMI Gateway for Jefferson County http://www.colmigateway.com/vosnet/lmi/area/areasummary.aspx?session=areadetail&geo=0804000059

[34] Employment and unemployment figures are not seasonally adjusted.

[35] Reference J.2 Industry Sector Profile for Jefferson County, Colorado http://censtats.census.gov/cgi-bin/cbpnaic/cbpsect.pl

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Construction	11,626	578,011	1,894
Manufacturing	17,470	1,044,941	448
Wholesale trade	5,574	381,285	718
Retail trade	27,222	701,255	1,849
Transportation and warehousing	1,717	91,710	209
Information	3,943	283,612	263
Finance and insurance	8,043	479,603	1,120
Real estate and rental and leasing	2,800	103,256	818
Professional, scientific, and technical services	25,917	1,814,424	3,019
Management of companies and enterprises	5,605	546,676	86
Administrative and support and waste management and remediation services	14,369	454,285	892
Educational services	3,945	106,954	241
Health care and social assistance	23,915	963,334	1,540
Arts, entertainment, and recreation	2,222	42,565	219
Accommodation and food services	19,827	320,383	1,120
Other services (except public administration)	8,622	229,893	1,358
Industries not classified	23	428	28
Total for all sectors	184,960	8,370,315	15,986

Housing market

The housing vacancy rate in Jefferson County is 4.5 percent across the 230,723 housing units that comprise the County's stock [12]. Golden, the community that houses the CCC, has a housing vacancy rate of 3.9 percent across 7,801 housing units [12]. By comparison, the housing vacancy rate for the State of Colorado is 9.8 percent [12]. The 2007 - 2011 homeownership rate in Jefferson County is 71.4 percent (66.8 percent for Colorado) and the median value of owner-occupied housing units, for the same period, is $259,400 ($236,700 for Colorado) [J.3].[36]

[36] Footnote J.3 Colorado QuickFacts from the U.S. Census Bureau http://quickfacts.census.gov/qfd/states/08/08059.html

School information

There are two school districts within Jefferson County that cumulatively served 85,979 students during the 2010 - 2011 school year [13, 14]. During the same period, the two Jefferson County school districts included 164 schools that employed 4,869 faculty members [13]. Current spending (as of Fiscal Year 2011 from federal, state, and local sources) per pupil in the State of Colorado is $8,724.[37] Applying this figure to the student enrollment in Jefferson County, total spending, on a per pupil basis, across the two Jefferson County school districts is approximately $750,080,796.

If Jefferson County lost 1 percent (860 students) of its student population, school funding could be expected to decrease approximately $7,502,640. However, a decrease of 1 percent is unlikely given that closure of CCC would result in the loss of 36 positions (i.e., CCC employees would have an average of 23.88 school-age children to equal a 1 percent loss in Jefferson County student enrollment). The average number of children under the age of 18 in family households in the U.S. is 0.9. If we assume that each of the 13 CCC employees who reside in Jefferson County is head of an average family household, then the student population may decrease as many as 12 students if CCC county resident employees choose to migrate out of Jefferson County as a result of a CCC closure. The loss of 12 students is approximately equal to a loss in per pupil spending of $104,688.

Economic impacts

Closure of the CCC will impact Jefferson County payroll and jobs. The impacts on payroll and jobs will accrue through direct employment losses at the facility as well as reduced consumer spending in the community. As explained in the *Economic impact analysis and its application* subsection, the figures presented here were calculated using an IMPLAN input-output model and represent only direct employment and payroll losses and induced effects (i.e., reduced household spending as a result of direct payroll losses).

---

[37] Per pupil current spending figures as reported the U.S. Census Bureau 2011 Annual Survey of School System Finances. Current spending includes current operation expenditure, payments made by the state government on behalf of school systems, and transfers made by school systems into their own retirement funds. U.S. Census Bureau per pupil spending figures are calculated for state-to-state comparative purposes, and are used in this study to provide general perspective regarding school spending trends.

With the closure of CCC, the Jefferson County economy will lose 36 jobs with an average salary of $50,786, for a total direct payroll factor loss of $1,828,296. This reduction can be expected to generate (i.e., induce) the loss of an additional 8.4 jobs and a labor income reduction of approximately $349,407. The total value added from consumer spending can be expected to decrease approximately $631,976. Total output tied to consumer spending is projected to drop just over $1 million ($1,012,502). The sectors most impacted by a CCC closure include food services and drinking places (-1.2 job); physician, dentist, and other health practitioner offices (-0.5 jobs); general merchandise retail stores (-0.4 jobs), real estate establishments (-0.4 jobs); and food and beverage retail stores (-0.4 jobs).

Table 60 presents the induced effects of the loss of $2,444,004.00 in labor income from CCC.

Table 60: Jefferson County economic impacts of CCC closure

Impact Type	Employment	Labor Income	Total Value Added	Output
Induced Effect	-8.4	$ (349,407)	$ (631,976)	$ (1,012,502)

In addition to job, payroll, and consumer spending reductions, Jefferson County will also lose some level of service in each of the functions currently performed by offenders. For example, the services (e.g., collision repair, furniture delivery and assembly for state agencies, janitorial and similar services at the Camp George West campus, and state highway services) currently provided by CCC offender work crews, would have to be sourced elsewhere, possibly at higher prices.

Regional impacts

As noted in the *CCC Employee Commuting Patterns* subsection, 23 CCC employees reside outside of the CCC host county (Jefferson County). The input-output model used in this analysis includes these jobs and the associated payroll in the reductions experienced by Jefferson County. Although it is likely that the 23 out-of-county resident employees contribute to consumer spending in Jefferson County, it is not to be expected that they contribute to the same degree that in-county resident employees contribute. Thus, it is important to provide some perspective on the potential losses to those counties in which the out-of-county resident employees are domiciled. With respect to the closure of CCC, the loss of out-of-county resident employee positions will result in 23 fewer jobs and

$1,229,244 fewer payroll dollars among Adams, Arapahoe, Bloomfield, Clear Creek, Denver, Douglas, El Paso, Elbert, Larimer, Pueblo, and Weld county residents.[38] It is not possible to report payroll dollars lost by individual counties without encountering privacy issues.

Kit Carson County

Kit Carson County is located in eastern Colorado, due east of the Denver metropolitan area at the State of Kansas border. Kit Carson County's land area includes more than 2,100 square miles of primarily prairie land [23]. Burlington is the county seat [23]. With a population of less than 8,100, Kit Carson County is Colorado's 40th most populous county [24, 9].[39]

Kit Carson Correctional Center

The KCCC is located in Kit Carson County in Burlington, Colorado. The facility is privately owned and operated by Corrections Corporation of America. The facility offers academic and vocational programs including computer skills, masonry, and plumbing. Other KCCC programs include life skills, nurturing fathers, and strategy for sufficient change and improvement (Phase I of an addictions treatment program). Offenders can also participate in any of three dog training programs that provide behavioral training to prepare puppies for adoption, training for service dogs, and training for "second chance" dogs that had been scheduled for euthanasia. A significant proportion of the State of Colorado offenders hold jobs through KCCC.

At the time of this analysis, payroll data indicate a KCCC staff of 176 employees. The total KCCC payroll is $6,759,018, which equates to an average salary of $38,404.

KCCC employee commuting patterns

The KCCC is located in Kit Carson County and employs 176 individuals. Of these 176, 34 percent reside in and commute to RCC from out-of-county

[38] It is not possible to report the job and payroll losses by individual county, because some of the counties include no more than one or two RCC employees. Thus, disclosure of these figures by individual county would reveal, or lead to simple calculations of, individual RCC employee salary information.

[39] According to the 2010 Census, Kit Carson County's population totaled 8,270. The 2012 Census estimate is 8,094.

locations. In total, 117 KCCC employees reside in Kit Carson County, 7 reside in other Colorado counties (including Adams, Cheyenne, Denver, Douglas, Washington, and Yuma), and 52 reside out-of-state (Kansas and Florida).

Labor market and employment base

Total average employment in Kit Carson County is 2,971 with an average hourly wage of $15.23 and an average annual wage of $31,668 [25].[40] By comparison, the State of Colorado average hourly wage is $24.38 and the average annual wage is $50,700 [25]. Kit Carson County ranks 48th among all Colorado counties for average wage figures [25].

The total civilian labor force as of March 2013 was 4,399 with an unemployment rate of 4.4 percent (lower than the 7.3 percent unemployment rate for the State of Colorado) [25].[41] Kit Carson County's unemployment rate ranks 56th highest among all Colorado counties [25].

Industry sectors

The most prominent industry sectors from an annual payroll perspective in Kit Carson County include health care and social assistance, wholesale trade, and administrative and support and waste management and remediation services. Table 61 describes the number of employees, annual payroll, and total establishments by sector in Kit Carson County as reported in the U.S. Census Bureau, County Business Patterns series [26].

Table 61: 2011 Kit Carson County, Colorado industry sector patterns

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Agriculture, forestry, fishing and hunting	36	1,643	5
Mining, quarrying, and oil and gas extraction	not released (0-19)	not released	1
Utilities	not released (0-19)	not released	4
Construction	80	,3807	25
Manufacturing	126	3,661	6

[40] Average employment and wage figures assume a 40-hour week worked year-round and are as of fourth quarter, 2011.

[41] Employment and unemployment figures are not seasonally adjusted.

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Wholesale trade	230	8,804	18
Retail trade	300	6,821	39
Transportation and warehousing	45	1,999	11
Information	not released (20-99)	806	6
Finance and insurance	117	4,205	19
Real estate and rental and leasing	not released (0-19)	653	7
Professional, scientific, and technical services	not released (20-99)	1,236	17
Administrative and support and waste management and remediation services	202	7,371	9
Health care and social assistance	290	8,739	25
Arts, entertainment, and recreation	not released (0-19)	133	6
Accommodation and food services	245	3,388	23
Other services (except public administration)	79	2,242	24
Total for all sectors	1,860	57,263	245

Housing market

The housing vacancy rate in Kit Carson County is 12.95 percent across the 3,529 housing units that comprise the County's stock [12]. Burlington, the community that houses the KCCC, has a housing vacancy rate of 7.64 percent across 1,480 housing units [12]. By comparison, the housing vacancy rate for the State of Colorado is 9.8 percent [12]. The 2007-2011 homeownership rate in Kit Carson County is 70.4 percent (66.8 percent for Colorado) and the median value of owner-occupied housing units, for the same period, is $115,900 ($236,700 for Colorado) [24].

School information

There are five school districts within Kit Carson County that cumulatively served 1,452 students during the 2011 - 2011 school year [135, 14]. During the same period, the five Kit Carson County school districts included 13 schools that employed 224 faculty and staff members [13]. Current spending (as of Fiscal Year 2011 from federal, state, and local sources) per pupil

in the State of Colorado is $8,724.[42] Applying this figure to the student enrollment in Kit Carson County, total spending, on a per pupil basis, across the five Kit Carson County school districts is approximately $12,667,248.

If Kit Carson County lost 1 percent (15 students) of its student population, school funding could be expected to decrease approximately $130,860. The average number of children under the age of 18 in family households in the U.S. is 0.9. If we assume that each of the 117 KCCC employees who reside in Kit Carson County is head of an average family household, then the student population may decrease as many as 105 students if KCCC county resident employees choose to migrate out of Kit Carson County as a result of a KCCC closure. The loss of 105 students is approximately equal to a loss in per pupil spending of $916,020.

Economic impacts

Closure of the KCCC will impact Kit Carson County payroll, jobs, and municipal revenue sources. The impacts on payroll and jobs will accrue through direct employment losses at the facility as well as reduced consumer spending in the community. As explained in the *Economic impact analysis and its application* section, the figures presented here were calculated using an IMPLAN input-output model and represent only direct employment and payroll losses and induced effects (i.e., reduced household spending as a result of direct payroll losses).

With the closure of KCCC, the Kit Carson County economy will lose 176 jobs with an average salary of $38,404, for a total direct payroll factor loss of $6,759,018. This reduction in payroll can be expected to generate (i.e., induce) the loss of an additional 20.1 jobs and a labor income reduction of approximately $534,359. The total value added from consumer spending can be expected to decrease approximately $1,433,240. Total output tied to consumer spending is projected to drop just over $2.4 million ($2,422,141). The sectors most impacted by a KCCC closure include food

[42] Per pupil current spending figures as reported the U.S. Census Bureau 2011 Annual Survey of School System Finances. Current spending includes current operation expenditure, payments made by the state government on behalf of school systems, and transfers made by school systems into their own retirement funds. U.S. Census Bureau per pupil spending figures are calculated for state-to-state comparative purposes, and are used in this study to provide general perspective regarding school spending trends.

services and drinking places (-3.29 jobs); individual and family services (-1.26 jobs); motor vehicle and parts retail stores (-1.14 jobs); wholesale trade businesses (-1.11 jobs); food and beverage retail stores (-1.06 jobs); and nursing and residential care facilities (-1.05 jobs).

Table 62 presents the induced effects of the loss of $6,759,018.00 in labor income from KCCC.

Table 62: Kit Carson County economic impacts of KCCC closure

Impact Type	Employment	Labor Income	Total Value Added	Output
Induced Effect	-20.1	$ (534,359.08)	$ (1,433,240.66)	$(2,422,141.14)

In addition to job, payroll, and consumer spending reductions, Kit Carson County will also lose municipal revenue sources and lose sunk costs invested in infrastructure. The town of Burlington would incur the greatest of these impacts. Currently, Burlington receives $0.25 per inmate per day from CCA. The KCCC housed 713 State of Colorado offenders and 248 State of Idaho offenders during the site visit conducted for this report; physically, KCCC could house as many as 1,488 general population offenders. At an inmate capacity of 961, CCA proffers $240.25 per day, or $87,691.25 annually, to the town of Burlington. Should KCCC inmate capacity increase to the maximum of 1,488, Burlington would receive $135,780 per year from CCA.

CCA's real property tax liabilities for the KCCC total approximately $1.5 million annually. The amount of lost real property tax revenue associated with the closure of KCCC would not be equivalent to the total tax liability of $1.5 million. In the event of a KCCC closure, the land and building would retain some level of value, albeit potentially reduced, and the owner(s) of the land and building would be responsible for paying the real property taxes assessed against the parcel even if it were no longer in operation as a correctional facility. Furthermore, CCA could elect to operate the KCCC exclusively for Idaho offenders.

To meet the infrastructure needs of the KCCC, the city of Burlington had to invest $1.2 million to improve the capacity of its sanitary sewer system. The improvements were funded through a loan from the State of Colorado and the system now has a useful life of approximately 30 years. Closure of KCCC would result in excess infrastructure capacity accompanied by a

reduction in municipal revenues available to repay the improvement loan made by the state.

Regional impacts

As noted in the *KCCC Employee Commuting Patterns* subsection, 59 KCCC employees reside outside of the KCCC host county (Kit Carson County). The input-output model used in this analysis includes these jobs and the associated payroll in the reductions experienced by Kit Carson County. Although it is likely that the 59 out-of-county resident employees contribute to consumer spending in Kit Carson County, it is not to be expected that they contribute to the same degree that in-county resident employees contribute. Thus, it is important to provide some perspective on the potential losses to those counties in which the out-of-county resident employees are domiciled. With respect to the closure of KCCC, the loss of out-of-county resident employee positions will result in 59 fewer jobs among Adams, Cheyenne, Denver, Douglas, Washington, and Yuma county residents and State of Kansas and State of Florida residents.[43]

Pueblo County

Pueblo County is located in south central Colorado, south of Colorado Springs. Pueblo County's land area includes more than 2,300 square miles [19]. Pueblo is the county seat [19]. With a population of nearly 161,000, Pueblo County is Colorado's 10th most populous county [20, P.1].[44][45]

Youthful Offender System

The YOS is located in Pueblo County in Pueblo, Colorado. The facility is publicly owned and operated by the State of Colorado. It is located on the campus of the Colorado Mental Health Institute – Pueblo. The YOS facility is a middle tier between juvenile and adult correctional systems serving youthful offenders (14-17 years old) and young adult offenders (18-19 years old) that have been convicted for a felony as an adult. Offenders are offered a variety of educational and other programs including:

---

[43] The payroll losses associated with out-of-county resident employees could not be calculated because the payroll data provided was in aggregate for the KCCC.

[44] According to the 2010 Census, Pueblo County's population totaled 159,063. The 2012 Census estimate is 160,852.

[45] Reference P.1 U.S. Census Bureau Quickfacts for Pueblo County http://quickfacts.census.gov/qfd/states/08/08101.html

- Clinical Specialized Services (mental health, addiction recovery, and juvenile sex offender treatment programs);
- High School Diploma program through an agreement with Pueblo City Schools (YOS students who meet the district's graduation requirements are eligible); and
- Automotive/small engine repair, business management, electronics repair, and multi-media production vocational programs.

According to CDOC documents, the total YOS workforce includes 171.9 full-time equivalent positions. At the time of this analysis, payroll data indicate a YOS staff of 175. The total YOS payroll is $8,969,916, which equates to an average salary of $51,257.

YOS employee commuting patterns

The YOS is located in Pueblo County and employs 175 individuals. Of these 175, 13 percent reside in and commute to YOS from out-of-county locations. In total, 153 CCC employees reside in Pueblo County and 22 reside in other Colorado counties (including El Paso, Fremont, Huerfano, and Otero).

Labor market and employment base

Total average employment in Pueblo County is 56,962 with an average hourly wage of $18.15 and an average annual wage of $37,752 [P.2].[46][47] By comparison, the State of Colorado average hourly wage is $24.38, and the average annual wage is $50,700 [P.2]. Pueblo County ranks 21st among all Colorado counties for average wage figures [P.2].

The total civilian labor force as of April 2013 was 75,381 with an unemployment rate of 9.5 percent (more than 2 percentage points above the 7.3 percent unemployment rate for the State of Colorado) [P.2].[48] Pueblo County's unemployment rate ranks 6th highest among all Colorado counties [P.2].

---

[46] Average employment and wage figures assume a 40-hour week worked year-round and are as of fourth quarter, 2011.

[47] Reference P.2 Colorado LMI Gateway http://www.colmigateway.com/vosnet/lmi/area/areasummary.aspx?session=areadetail&geo=0804000101

[48] Employment and unemployment figures are not seasonally adjusted.

Industry sectors

The most prominent industry sectors from an annual payroll perspective in Pueblo County include health care and social assistance; manufacturing; retail trade; construction, and professional, scientific, and technical services. Table 63 describes the number of employees, annual payroll, and total establishments by sector in Pueblo County as reported in the U.S. Census Bureau County Business Patterns series [P.3].[49]

Table 63: 2011 Pueblo County, Colorado industry sector patterns

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
Agriculture, forestry, fishing and hunting	not released (0-19)	not released	2
Mining, quarrying, and oil and gas extraction	not released (20-99)	not released	4
Utilities	not released (250-499)	not released	13
Construction	2,282	93,719	333
Manufacturing	4,201	216,043	93
Wholesale trade	980	43,820	101
Retail trade	7,887	190,857	511
Transportation and warehousing	1,103	42,434	62
Information	not released (1,000-2,499)	42,654	48
Finance and insurance	1,190	43,971	216
Real estate and rental and leasing	606	17,230	141
Professional, scientific, and technical services	1,595	73,176	230
Management of companies and enterprises	165	9,353	14
Administrative and support and waste management and remediation services	2,984	62,792	138
Educational services	582	16,481	28
Health care and social assistance	12,205	466,623	420
Arts, entertainment, and recreation	708	17,318	40
Accommodation and food services	5,459	69,943	359
Other services (except public admin-	2,079	43,801	337

[49] Reference P.3 Industry Sector Profile for Pueblo County U.S. Census Bureau http://censtats.census.gov/cgi-bin/cbpnaic/cbpsect.pl

Industry Sectors	Number of Employees	Annual Payroll ($1,000)	Total Establishments
istration)			
Industries not classified	0-19	6	3
Total for all sectors	45,865	1,493,013	3,093

Housing market

The housing vacancy rate in Pueblo County is 9.2 percent across the 69,933 housing units that comprise the County's stock [12]. Pueblo, the community that houses the YOS, has a housing vacancy rate of 8.8 percent across 47,791 housing units [12]. By comparison, the housing vacancy rate for the State of Colorado is 9.8 percent [12]. The 2007 - 2011 homeownership rate in Pueblo County is 68.5 percent (66.8 percent for Colorado) and the median value of owner-occupied housing units, for the same period, is $140,700 ($236,700 for Colorado) [P.1].

School information

There are seven school districts within Pueblo County that cumulatively served 27,279 students during the 2010 - 2011 school year [13, 14]. During the same period, the seven Pueblo County school districts included 63 schools that employed 1,520 faculty members [13]. Current spending (as of Fiscal Year 2011 from federal, state, and local sources) per pupil in the State of Colorado is $8,724.[50] Applying this figure to the student enrollment in Pueblo County, total spending, on a per pupil basis, across the seven Pueblo County school districts is approximately $237,981,996.

If Pueblo County lost 1 percent (273 students) of its student population, school funding could be expected to decrease approximately $2,381,652. The average number of children under the age of 18 in family households in the U.S. is 0.9. If we assume that each of the 153 YOS employees who reside in Pueblo County is head of an average family household, then the student population may decrease as many as 138 students if Pueblo county

[50] Per pupil current spending figures as reported the U.S. Census Bureau 2011 Annual Survey of School System Finances. Current spending includes current operation expenditure, payments made by the state government on behalf of school systems, and transfers made by school systems into their own retirement funds. U.S. Census Bureau per pupil spending figures are calculated for state-to-state comparative purposes, and are used in this study to provide general perspective regarding school spending trends.

resident employees choose to migrate out of Pueblo County as a result of a YOS closure. The loss of 138 students is approximately equal to a loss in per pupil spending of $1,203,912.

Economic impacts

Closure of the YOS will impact Pueblo County payroll and jobs. The impacts on payroll and jobs will accrue through direct employment losses at the facility as well as reduced consumer spending in the community. As explained in the *Economic impact analysis and its application* subsection, the figures presented here were calculated using an IMPLAN input-output model and represent only direct employment and payroll losses and induced effects (i.e., reduced household spending as a result of direct payroll losses).

With the closure of YOS, the Pueblo County economy will lose 175 jobs with an average salary of $51,257, for a total direct payroll factor loss of $8,969,916. This reduction can be expected to generate (i.e., induce) the loss of an additional 51.4 jobs and a labor income reduction of approximately $1,731,592. The total value added from consumer spending can be expected to decrease approximately $3,374,057. Total output tied to consumer spending is projected to drop just over $5.7 million ($5,701,483). The sectors most impacted by a YOS closure include food services and drinking places (-7.1 jobs); private hospitals (-3.6); physician, dentist, and other health practitioner offices (-3.5 jobs); general merchandise retail stores (-2.4 jobs), and nursing and residential care facilities (-2.4 jobs).

Table 64 presents the induced effects of the loss of $8,969,916 in labor income from YOS.

Table 64: Pueblo County economic impacts of YOS closure

Impact Type	Employment	Labor Income	Total Value Added	Output
Induced Effect	-51.4	$ (1,731,592)	$ (3,374,057)	$ (5,701,483)

Regional impacts

As noted in the *YOS Employee Commuting Patterns* subsection, 23 CCC employees reside outside of the YOS host county (Pueblo County). The input-output model used in this analysis includes these jobs and the associated payroll in the reductions experienced by Pueblo County. Although it

is likely that the 22 out-of-county resident employees contribute to consumer spending in Pueblo County, it is not to be expected that they contribute to the same degree that in-county resident employees contribute. Thus, it is important to provide some perspective on the potential losses to those counties in which the out-of-county resident employees are domiciled. With respect to the closure of YOS, the loss of out-of-county resident employee positions will result in 22 fewer jobs and $1,146,996 fewer payroll dollars among El Paso, Fremont, Huerfano, and Otero county residents.[51] It is not possible to report payroll dollars lost by individual counties without encountering privacy issues.

The closure of YOS in Pueblo County may lead to a shift of offenders from Pueblo to a former facility not currently in use in Buena Vista. Should this shift of offenders to the Buena Vista facility occur, then CDOC would need to staff the facility to meet the intake of offenders from YOS.

Additional consideration: Census impacts across the affected counties

The location of a correctional facility leads to an increase in the local population base. This is particularly impactful in rural communities with low, and often decreasing, population counts. Research studies have noted that because offenders housed in correctional facilities are counted in local and state censuses by their current location rather than their community of origin, some communities are able to qualify for additional federal and state development and infrastructure funds [4, 5]. To the extent that any of the four counties included in the present analysis benefited from this phenomenon, it is important to note that facility closures may impact the amount of federal and state funding that is available.

[51] It is not possible to report the job and payroll losses by individual county, because some of the counties include no more than one or two YOS employees. Thus, disclosure of these figures by individual county would reveal, or lead to simple calculations of, individual YOS employee salary information.

Section VIII: Capacity use scenarios

Having examined the potential future demand for prison capacity by the CDOC and the resources available to meet these demands, it is possible to map out scenarios for the use of system capacity. Earlier in this report, we presented the three current prison population forecasts available to policymakers. The most recent projection, developed by Warren Olson, shows a stable prison population over the next two years, followed by significant growth. The DCJ forecast issued in January 2013 shows a continuation of the trend of declining prison population levels over the next two years before leveling off. The Colorado Legislative Council forecast made in December 2012 shows continued declines in the prison system population over the next two years. Extrapolating this trend out over a five-year period results in a large reduction in the prison system population. Given the widely disparate nature of these forecasts, we also developed an intermediate projection which forecasts a slight reduction in the system's population over the next two years followed by slow growth, resulting in an essentially stable prison population level in five years. Each of the capacity use plans begins with the CNA analysis of current system operational capacity.

Table 65 summarizes the capacity outlook for the male population under each scenario along with recommended plans of action.

Table 65: Male capacity plan scenarios

Scenario	Five Year Male Population Change	Five Year Bed Surplus/Shortfall	Recommended Capacity Changes
Intermediate	153	(276)	Reopen 100-bed housing units at Trinidad and Sterling in 2017
Olson	818	(638)	Reopen 100-bed housing units at Trinidad and Sterling in 2017. Reopen 355 closed beds at Buena Vista in 2018.
DCJ	(512)	608	Close CMRC in 2016.
Leg. Council	(1,740)	2,122	Close Rifle and CMRC in 2014 (792 beds). Close Kit Carson in 2016 (706 beds). Close Four Mile and Sky Line in 2018 (758 beds).

Table 66 summarizes the capacity outlook for the female population under each scenario.

Table 66: Female capacity scenarios

Scenario	Five Year Female Population Change	Five Year Bed Surplus/Shortfall	Recommended Capacity Changes
Intermediate	(63)	223	None
Olson	(52)	183	None
DCJ	(72)	263	None
Leg. Council	(376)	585	None

Given the degree of variation in the forecasts and current uncertainty regarding the impact of the recent audit of sentencing documents and new legislation, we believe that the Intermediate scenario is the most prudent forecast to guide policy decisions at this time. More time is required to determine whether the increase in the male prison population that has occurred over April and May 2013 is a short-term phenomenon, after which the system will either stabilize or resume its recent trend of steady population declines. Given the degree of uncertainty in the current forecasts, we believe that any action to reduce system operational capacity would be premature at this time.

CNA's analysis indicates that the CDOC's current system of capacity utilization is consistent with the overall needs of the system. The policy decisions to reduce system capacity over the last three years have achieved significant efficiencies without impairing the system's ability to manage the inmate population in a secure, effective manner. The CNA recommended operational capacity level for the correctional system is in general alignment with the current profile of the prison population. Moreover, if the prison population stabilizes, as indicated under the intermediate population projection scenario or begins to slowly grow as predicted by the Olson projection, the CDOC has very good options to quickly and efficiently add capacity.

An examination of each of these four scenarios follows.

Intermediate Projection Scenario

With a current male operational capacity of 16,151 beds, the stable population levels in the Intermediate projection require no changes in the operational capacity until June 2017 as shown below.

Table 67: Intermediate projection - male capacity surplus/shortfall

Year	Male Population	Operational Capacity	Surplus/ Shortfall
EOY FY 2013	16,178	16,056	(122)
EOY FY 2014	16,083	16,056	(27)
EOY FY 2015	15,985	16,056	71
EOY FY 2016	16,033	16,056	23
EOY FY 2017	16,177	16,056	(121)
EOY FY 2018	16,332	16,056	(276)

Under this scenario, we recommend reopening the two 100 bed housing units which had been closed at Trinidad and Sterling by June 2017. This would increase operational capacity by 200 minimum restricted beds. These units are the most cost-effective beds available to the CDOC to reopen, at a cost of $15.99 per day at Trinidad and $16.96 per day at Sterling.

With a current female operational capacity of 1,366 beds, the slow drop in the female population projected in the Intermediate forecast results in a surplus of 112 beds by June 2018. While this surplus is by itself not of a magnitude that would allow for the consolidation of all female offenders into DWCF, we believe that an examination of female classification and community placements could result in further decreases in the female population beyond the levels shown here. We discuss this issue in more detail in Section IX of this report.

Table 68: Intermediate projection - female capacity surplus/shortfall

Year	Female Population	Operational Capacity	Surplus/ Shortfall
EOY FY 2013	1,317	1,477	160
EOY FY 2014	1,277	1,477	200
EOY FY 2015	1,264	1,477	213
EOY FY 2016	1,254	1,477	223
EOY FY 2017	1,257	1,477	220
EOY FY 2018	1,254	1,477	223

Olson projection scenario

The Olson population forecast shows a stable institutional population over the next two years, allowing the system to maintain roughly the current level of modest bed surplus. However, the forecast projects a 322-bed deficit by June 2017 that grows to a 638-bed shortfall by June 2018. Given this

scenario, we recommend reopening the Trinidad and Sterling 100-bed housing units, and reopening the 355 beds currently closed at Buena Vista. These beds would cost an estimated $36.39 per day to operate and represent the next most cost-effective alternative to add capacity, after the reopening of housing at Trinidad and Sterling. After June 2018, if growth continues as indicated in the Olson projection, the CDOC could increase the number of beds under contract at the CCA facilities or at Cheyenne Mountain.

Table 69: Olson projection - male capacity surplus/shortfall

Year	Male Population	Operational Capacity	Surplus/Shortfall
EOY FY 2013	15,876	16,056	180
EOY FY 2014	15,853	16,056	203
EOY FY 2015	15,893	16,056	163
EOY FY 2016	16,083	16,056	(27)
EOY FY 2017	16,378	16,056	(322)
EOY FY 2018	16,694	16,056	(638)

The Olson projection of the female population shows a small bed surplus, which grows slowly as the population continues a modest decline over the next five years. The projected bed surplus is not sufficient to make any significant changes in the CDOC's current capacity for female offenders, absent significant changes in classification and community placement policies which could lower the population below the levels indicated here.

Table 70: Olson projection - female capacity surplus/shortfall

Year	Female Population	Operational Capacity	Surplus
EOY FY 2013	1,346	1,477	131
EOY FY 2014	1,313	1,477	164
EOY FY 2015	1,284	1,477	193
EOY FY 2016	1,271	1,477	206
EOY FY 2017	1,284	1,477	193

DCJ projection scenario

The DCJ's projection of continued small reductions in the male inmate population and then stabilizing by June 2016, results in significant surplus of 608 beds by June 2018. To address a surplus of this magnitude, we recommend the CDOC begin to downsize and ultimately terminate its con-

tract for Cheyenne Mountain by June 2016. As discussed earlier, CMRC presents relatively less value to the CDOC for the following reasons:

CMRC functions as a centralized offender reentry facility. CDOC has indicated a desire to improve the effectiveness of reentry by decentralizing program services to provide a comprehensive system of reentry program at each facility in the correctional system.

Due to the security level and custody requirements that accompany placement at CMRC, the facility has never maximized its capacity and continues to operate below capacity.

Also, as shown in our analysis of community economic impact, the closure of CMRC will have a negligible impact on the El Paso County economy, particularly when compared to the impact of other potential facility closures.

Table 71: DCJ projection - male capacity surplus/shortfall

Year	Male Population	Operational Capacity	Surplus/ Shortfall
EOY FY 2013	15,960	16,056	96
EOY FY 2014	15,792	16,056	264
EOY FY 2015	15,556	16,056	500
EOY FY 2016	15,461	16,056	595
EOY FY 2017	15,456	16,056	600
EOY FY 2018	15,448	16,056	608

The DCJ female population forecast results in a capacity surplus reaching 152 beds by June 2018. As with the Intermediate and Olson scenarios, however, this level of surplus will not allow for significant modifications in CDOC female capacity without additional policy changes to further reduce the population.

Table 72: DCJ projection - female capacity surplus/shortfall

Year	Female Population	Operational Capacity	Surplus/ Shortfall
EOY FY 2013	1,287	1,477	190
EOY FY 2014	1,240	1,477	237
EOY FY 2015	1,244	1,477	233
EOY FY 2016	1,235	1,477	242

Year	Female Population	Operational Capacity	Surplus/ Shortfall
EOY FY 2017	1,230	1,477	247
EOY FY 2018	1,214	1,477	263

Colorado Legislative Council projection scenario

An extrapolation of the Colorado Legislative Council projection of the male population for the next two years shows continued large reductions in the prison population, resulting in a 2,122 bed surplus by June 2018. This scenario would allow the CDOC to implement a major reduction in system bed capacity. Under this scenario, we recommend the following actions:

- Close Rifle Correctional Center and CMRC in 2014, saving 808 beds,
- Close Kit Carson in 2016, saving 720 beds, and
- Close Four Mile and Skyline in 2018, saving 773 beds.

In total, this plan would reduce operational capacity by 2,301 beds and result in an 84-bed surplus by June 2018.

Table 73: Colorado Legislative Council projection - male capacity surplus/shortfall

Year	Male Population	Operational Capacity	Surplus/ Shortfall
EOY FY 2013	15,674	16,056	382
EOY FY 2014	15,090	16,056	966
EOY FY 2015	14,805	16,056	1,251
EOY FY 2016	14,509	16,056	1,547
EOY FY 2017	14,219	16,056	1,837
EOY FY 2018	13,934	16,056	2,122

The extrapolated Colorado Legislative Council female population forecast results in a capacity surplus of 585 beds by June 2018. As with the other scenarios, however, this level of surplus will not allow for the closure of La Vista and consolidation of the female population at DWCF without additional policy changes to further reduce the population.

Table 74: Colorado Legislative Council projection - female capacity surplus/shortfall

Year	Female Population	Operational Capacity	Surplus/ Shortfall
EOY FY 2013	1,267	1,477	210
EOY FY 2014	1,146	1,477	331
EOY FY 2015	1,073	1,477	404
EOY FY 2016	1,009	1,477	468
EOY FY 2017	948	1,477	529
EOY FY 2018	892	1,477	585

This page intentionally left blank

Section IX: Additional capacity management issues

In the course of conducting this review, we became aware of specific facilities and programs with issues that impact the future capacity needs of the department. These issues specifically affect the effectiveness and efficiency of the overall system and its capacity configuration and include:

- Utilization of Centennial Correctional Facility South;
- Classification placement of the female offender population;
- Future utilization of Colorado Territorial Correctional Facility;
- Housing for the geriatric and special needs offenders;
- Youth Offender System (YOS) facility needs; and
- Availability of an addition private correctional facility at Hudson.

In the following section we outline the issues related to each of the above noted programs and facilities and identify options for the future consideration by the state of Colorado and the Colorado Department of Corrections.

Utilization of Centennial Correctional Facility South (CCF South)

The Centennial Correctional Facility has in the past encompassed two separate facilities that functioned as one unit – Centennial Correctional Facility North and Centennial Correctional Facility South. The CCF units function under the same administrative structure and Warden as the Colorado State Penitentiary (CSP). Centennial Correctional Facility South also has been referred to as Colorado State Penitentiary II (CSP II).

CCF (North and South) are two of the three CDOC facilities that are designed specifically for the management of close custody offenders. The third facility is CSP. The capacity and average daily population of these facilities are described below.

Table 75: Capacity of CCF and CSP facilities

Facility	Capacity	Count	Mission
CSP	756	724	Level V – Administrative Segregation
CCF North	320	241	Level V – OMI/Mental Health RTP
CCF South	948	NA	Level V Decommissioned HU's
Total	**2024**	**965**	

CCF North was opened in 1980 and served originally as the Level V facility for the CDOC. CCF North presently serves as a treatment and program-based facility primarily housing the residential treatment program (RTP) for the Offenders with Mental Illness (OMI) Program. The majority of these inmates were until recently housed within CSP.

CCF South is a relatively new facility that was constructed with a designed operating capacity of 948. The facility was partially occupied in September 2010 when one of its three towers (Tower I) was occupied. The facility has three 316 bed towers and only Tower I was opened. During the 2012 Colorado legislative session HB 1337 was passed which directed the CDOC not to operate the CCF South for "the purpose of housing offenders in the housing units." This was effective February 1, 2013, but was fully implemented on October 31, 2012, when the CDOC vacated Tower I.

CCF South was designed to be a state of the art administrative segregation unit. At the time of its design, the growth of the CDOC population and its need for administrative segregation beds was increasing at a rate that exceeded the ability of CSP to house those placed in this high security classification. However, policy modifications instituted by then Executive Director Tom Clements resulted in a significant reduction in the demand and need for the expanded capacity of administrative segregation beds that was made available through the opening of CCF South. An October 2011 report prepared by consultants from the National Institute of Corrections identified a total of 1,557 administrative segregation inmates within the departmental facilities[52]. This included a total of 1,234 housed at CCF

[52] Colorado Department of Corrections Administrative Segregation and Classification Review, National Institute of Corrections Technical Assistance #11P1022, Table 1, October 2011.

and CSP, plus an additional 280 at Sterling and 38 women in this status at Denver Women's.

As a result of the policy changes implemented by the CDOC in response to the NIC technical assistance, the administrative segregation population was reduced. This led to the decision of the legislature to defund the CCF South facility. It has remained closed since that time.

The facility remains vacant at this time with the exception of the support functions (medical, laundry, kitchen, and training) that are utilized to support the operations of CSP and CCF North.

With the decline and stabilization of the growth of the CDOC population as a whole and specifically the stabilization of the number of offenders requiring Level V Administrative Segregation placement, the future need for a facility with a narrow mission such as CCF South has been questioned. As a result the state has pursued alternative options for the facility which include:

- Leasing the beds to other jurisdictions;
- Selling the facility; and
- Repurposing the facility for use within the CDOC.

As of the date of the submission of this report, none of these options has been successfully implemented. The lease or selling of the facility has encountered problems due to the location of the facility in the middle of a state correctional complex. This combined with the lack of accessible outdoor recreation space has limited ability to find alternative functions for the facility. However, the state continues to aggressively pursue these options.

As the CNA project team reviewed this and other related capacity issues within the CDOC, it became evident that usage of this facility would be beneficial to the department if a specific, cost effective mission for the facility could be identified. Options for usage of the facility were thoroughly explored within the limitations of the present bed and classification needs of the CDOC.

The most significant drawback to utilizing the facility is the lack of accessible outdoor recreation space. The department reported that recent court cases involving access to recreational space mandate outdoor recreational

programing. This does not presently exist at CCF South and, in the department's opinion, precludes the use of the facility as an administrative segregation unit.

Several options for developing this space and making it accessible to the population have been discussed but remain unresolved. No matter which option is considered, the issue of outdoor recreational space must first be addressed. We recommend that the CDOC retain a qualified architect to develop options and costs for developing accessible outdoor recreational space that meets the national standards for a segregated population.

If, after completion of this study, the development of the required recreational space is found to be reasonable from a cost standpoint and meets the security and operational needs of the department, we then propose that the department consolidate the population at CCF North and CSP into a single facility at CCF South. This option would result in the following:

- Relocate the present RFP and OMI population housed at CCF North into one of the 316 bed towers at CCF South.
- Close CCF North.
- Consolidate the present population housed at CSP into the two remaining towers at CCF North. This provides 632 cells to manage the levels of administrative segregation inmates housed at CSP. Although this is slightly less than the present population capacity of CSP, the options of double bunking either the Step Down (Transition Unit) or Incentive Unit inmates exists. These units function more closely to the operations of the general population and serve as transition phases for those progressing out of the administrative segregation status.

The advantages that could be derived from implementation of this plan by the CDOC include:

- Achieve operational and staff efficiencies by consolidating the population of two existing facilities into one.
- Achieve a reduction in possible staffing costs through a consolidation, although a staffing needs assessment for the facility would need to be completed to verify the savings.
- Enable the CDOC to fully utilize a state-of-the-art correctional facility that presently sits idle.

- Provide an option to sell or lease CSP to other entities or jurisdictions, if desired by the state of Colorado. CSP appears to more marketable than CCF South.
- Enable the state to take full advantage of the kitchen and laundry units contained in CCF South.
- Enable the state to obtain some return on the ongoing annual costs associated with CCF South.

The consolidation plan does present some problems and concerns for the CDOC. These must be addressed in order for any consolidation to be considered viable. These would include:

- The CDOC would vacate CSP, which is a fully functioning and well maintained facility that meets its mission to house high security inmates. In the future, this facility could be repurposed to house close custody or special needs inmates.
- The issue of recreational space at CCF South must be first addressed.
- A detailed examination of program space for the support of the RTP and OMI programs must be completed prior to further consideration.
- Consolidation will reduce the available bed space for those presently housed at CSP. However, this reduction is consistent with the ongoing restructuring of the administrative segregation population and can be addressed through minimal double bunking and/or transfers to the Sterling administrative segregation unit.

Female offender classification: impact on capacity

Female offenders within the CDOC are primarily housed at two facilities: The Denver Women's Correctional Facility and the La Vista Correctional Facility in Pueblo. The following chart summarizes the classification mix of offenders housed in these facilities.

Table 76: Women offender classification levels

Facility	Close	Medium	Min-R	Minimum	Unclassified	Total
DWCF	169	167	287	257	12	**892**
La Vista	40	83	219	126	0	**468**
Totals	**209**	**250**	**506**	**383**	**12**	**1,360**

DWCF is designated as a Level V facility as it houses offenders at all classification levels including administrative segregation and high security offenders. However, as noted in the table above, it houses primarily minimum custody and minimum-restricted custody offenders. The minimum custody offenders represent 28.8 percent of the population of the facility. When minimum custody offenders are combined with the minimum-restricted population, these two low custody levels represent 60.9 percent of the population of DWCF.

Similarly, the minimum and minimum-restricted populations at LVCF represent 73.7 percent of the population that is housed in a Level III designated facility.

An expanded discussion of the classification mix of the women offenders is contained in other sections of this report. In summary, discussion with staff indicated a lesser reliance on the classification process and the associated instruments in determining custody level than on behavioral observation. This may lead to what appears to be over-classification at the higher custody levels when compared to comparable male offenders using the CDOC classification process.

This issue was also evident through observation of the operations of DWCF and the housing assignment of offenders in either in the close custody units (celled) or the lower custody units (dormitories). The housing assignments were not primarily based on custody level, as a large percentage of women who were minimum custody and minimum-restricted were housed in the celled close custody units while a large number of close custody offenders were being housed in the dormitory units. The mixing of custody levels was supported by the facility's emphasis on behavioral observation and less by the classification and custody designation of the offender. This is inconsistent, at least on the surface, to the basic principles of risk assessment and management of security risks of offenders.

The other factor that seems inconsistent with the proper placement of offenders is the observation made while visiting the community correctional center programs. We found insufficient numbers of eligible women offenders to maintain these centers at capacity. At the Arapahoe County Residential Center, which houses women offenders approved for community correctional center placement, a CNA review in March 2013 found the facility operating at 54 percent of capacity with 112 residents for a facility with a capacity of 206.

The CDOC does not control the admission to these programs, as this is a function of the community corrections board that has jurisdiction over the operation of the facility. However, with at least 383 women with minimum custody clearance presently housed in CDOC secure facilities, it appears there should be ample eligible offenders to reduce the vacancy rate at facilities such as Arapahoe.

This issue is important in the context of capacity in that if the women are appropriate for minimum placement and are placed in these reduced security facilities, the capacity needs for the higher security beds (and more expensive beds) would be lessened at a significant savings. For example, the movement of the 383 women presently classified as minimum at DWCF and LVCF to either community programs or minimum custody housing facilities would almost enable the system to reduce its higher secure facilities to one unit or at least one larger, high custody unit and a smaller Level III facility combined with a minimum unit.

However, this speculation is based on the assumption that the present system is over classifying the women. That assumption must be validated or rejected by the department through further study of the dynamics and eligibility issues associated with the large number of women who are presently minimum or minimum-restricted.

We therefore recommend that the CDOC initiate a comprehensive review of the classification process and placement decisions associated with women offenders and determine if there are modifications necessary to ensure they are placed appropriately based on their risk and program needs.

Similarly, the CDOC should engage in discussions with the DCJ and community correctional residential center staff to determine if modification to the community correctional center eligibility criteria is necessary and appropriate to ensure that women offenders are properly placed consistent with their security needs.

Future utilization of Colorado Territorial Correctional Facility

The Colorado Territorial Correctional Facility (CTCF) was originally opened in 1871 as a territorial prison and was subsequently designated as a state prison in 1876. It is the oldest operating prison within the CDOC and one of the oldest operating prisons in the United States.

CTCF is designated as a Level III facility and, as reported in the April 2013 Monthly Population Report, has an operational capacity of 929, including 32 beds in the facility infirmary. The actual population as of April 30, 2013 was 896. The facility's population is housed in two large cell houses (cell house 1 with a capacity of 360 and cell house 7 with a capacity of 339) plus a smaller 94-bed cell house (cell house 3) that houses the segregation unit and a special needs population (dementia). In addition, cell house 5 houses the Cañon City Transfer Unit which is a 136 bed unit that serves as an admission and orientation unit and a transfer hub,

CTCF also serves as the central medical services facility for the Cañon Complex. These services include medical clinics, dental, optical, radiology clinics in addition to the 32-bed infirmary. The facility also houses the Hospice program. It is critical to note that the infirmary is one of two that services the CDOC population (the other unit is at Denver Reception and Diagnostic Center).

In a population breakdown report dated February 1, 2013, issued by the Warden, the significance of the medical, geriatric, and ADA needs of the population housed at CTCF were summarized. CTCF now houses a very high percentage of offenders with significant mental health issues, chronic medical conditions, dementia, and a large percentage who require ADA accommodations and or are developmentally disabled. This study noted the following facts on the existing population being served by the facility.

- ADA Offenders 197
- Offenders over age of 70 29
- Offenders over age of 50 259
- Lower bunk restrictions 212
- Wheelchair restrictions 46
- Canes/Crutches/Walkers 77
- Medical Level 4/5 190
- HIV Positive and AIDS 167

As indicated from the above, the facility's mission and functions presently focus on housing those requiring ongoing medical treatment, observation, and assistance. In order to accommodate this mission, significant modification to the CTCF physical plant has occurred over the last few years includ-

ing extensive remodeling to meet the ADA requirements to comply with the Montez settlement. These renovations included extensive ramping of the facility in order to address mobility and access issues.

As the mission of the facility has evolved so has the focus and approach utilized by the staff in supervising the offenders housed at the facility and managing the services offered to the special needs population.

In reviewing the facility operations and interviewing staff, it is clear that they have embraced the mission of the facility and adapted to the operational and security approach required to successfully manage the unique population housed at the facility. The staff complement has also been modified over time in order to acquire, develop, and retain employees who have the skill, training, and aptitude to work on a daily basis with the population presently housed at the facility.

At the inception of this capacity assessment, CTCF was mentioned by those external to the CDOC and some internal within the CDOC as a target for closure due to its age and ongoing maintenance requirements. However, in evaluating the short term and long term viability of continuing the operations of CTCF, it is critical to assess whether comparable replacement facilities exist within the CDOC.

For the short term, it is clear that there is no immediate replacement facility or facilities that could permit the closing of CTCF that would improve efficiency, effectiveness, and result in a cost savings. This conclusion is based on the following factors:

- CTCF houses one of only two infirmaries housed within the CDOC, and this facility is critical to serving the medical needs of the population of the system. Replacement of this facility at another location is a long-term option that cannot be achieved for several years.
- The ADA modifications made to the facility have enabled the department not only to accommodate the portion of the population requiring ready access to health care services but also to provide facilities that are accessible and address the mobility needs of the population. Again, a replacement facility to service this function could not be achieved over the short term.

- CTCF has assumed responsibility for housing the growing dementia population that was previously housed at Fort Lyon Correctional Facility.
- The skills, training, and adaptation of the staff to manage the special needs population housed at the facility has evolved and developed over a long period of time. Finding a facility that could readily adapt to this population in the manner equal to the existing staff would be a significant challenge.

Any discussion of closure and relocation of the programs and services presently provided by CTCF must depend on the creation of similar program space elsewhere in either existing or new facilities. The critical component to any new location would be the existence of an infirmary and its associated medical services. As noted earlier, the CDOC operates only two infirmaries, one in Denver and the one at CTCF. The reduction of the infirmaries to one facility in Denver would severely strain the department's ability to provide cost effective and efficient health care to the population. As a result, any future closure plan would be contingent upon the creation of a facility that has a full service infirmary and space for the associated medical clinics and services. The long-term plan for the special needs population, including the chronically ill, those with dementia, those with mobility problems, and other disabilities, will require a replacement facility that provides the necessary ADA accommodations and a staff that is trained and sensitive to the management issues related to this population.

In addition, the geriatric population with all of the problems associated with aging is steadily increasing. It appears the department is nearing its limit in terms of being able to manage these offenders in the existing available facilities. Earlier this year a pod at CTCF in Housing Unit 3 was designated for the housing of dementia cases. Similarly, a unit at La Vista continues to house a male population that is chronically ill and aged and was relocated to the women's facility from Fort Lyon due to the absence of an acceptable alternative. These types of placement issues will increase in the future, and planning should begin now for long-term accommodation of this growing population.

In summary, CTCF provides unique services to the offender population that do not presently exist at other facilities and cannot be easily duplicated. The creation of these services at an existing facility in order to accommodate the possible closure of CTCF is cost prohibitive and could not be achieved in a timely fashion.

However, a long-term solution (beyond the five-year window that this report covers) should be developed in order to meet the future health care needs of the population presently being served by CTCF. At some point CTCF will cease to be a cost effective alternative for housing this population. Despite the significant physical plant improvements and the outstanding efforts of the staff to maintain the facility in an acceptable operating condition, structures and support systems will fail and become cost prohibitive to maintain. The State of Colorado should begin developing options, including a replacement facility for CTCF, to assume the critical functions presently provided by CTCF when the facility becomes insufficient and ineffective.

Youthful offender system

The Youthful Offender System (YOS) was established in 1993 and is intended to serve as a sentencing option for violent youthful offenders who would normally be sentenced to the adult prison system. YOS offenders receive an adult sentence that is suspended pending successful completion of the determinate, day-for-day YOS sentence.

The design capacity of the presently facility is 256. At the time of the review of this facility, the population count was 224. This number included 8 females who were housed separate from the male population. The average age of the present male population was reported to be 19.9, while the average age at admission was 18.5. Of the existing population, all but seven offenders were 18 years or older. The average length of stay in the program is 4.2 years.

As noted, there are presently 8 females in the program. Program staff indicated the average has been 12 with the highest count being 18. The average length of stay for females is 3.2 years.

The YOS program is located on the campus of the Colorado Mental Health Institute-Pueblo (CMHI-P). Previously it was located at the site of the present La Vista Correctional Facility, which is immediately adjacent to the present location.

Several factors resulted in the relocation of YOS to the present site, including the need to find additional facilities for female offenders and the fact that YOS had not maintained an average population large enough to justify

continued occupation of the present La Vista facility. As a result, the CDOC relocated the site.

An examination of the two sites indicates that the present site is deficient in several areas as compared to the previous site at La Vista. Most prominent among the deficiencies is the fact that the present YOS site does not have an indoor recreational facility/gym while La Vista has an excellent facility. Most offices and educational programs operate out of modular units that supplement the permanent structures at the site. There is a small but efficient educational and vocational building. There is a single housing unit for males, and a separate single unit for the females is located outside the perimeter of the main facility.

Due to the limitations of the physical plant and the need for additional programming and recreational space, the CNA project team evaluated options for the relocation of the program to an alternate site. Based on our review, there does not appear to be an existing available site that provides an improvement over the conditions that presently exist at YOS. The factors that contributed to this conclusion included the following:

- The available relocation sites evaluated (such as the vacant camp at Buena Vista Correctional Facility) did not offer either a significant improvement in the conditions of the physical plant or a cost savings to the CDOC.
- Relocation of the program would in all probability result in additional short-term costs required to upgrade and modify the alternative site and would also result in significant staff turnover that would impair the program and impede offender progress toward completion of the required sentences and programs.

The only viable option for improving the physical plant of the YOS program is to consider the acquisition of additional buildings and grounds from the adjacent CMHI-P. This would permit expansion of the outdoor recreational space, which is limited at its present site, and possible construction of the indoor recreational building that was lost with the relocation from La Vista. In addition, there is a vacant structure that is the property of CMHI-P that is immediately adjacent to YOS that could be acquired and renovated for use by the YOS program, both for programming and housing purposes.

Hudson Correctional Facility

The Hudson Correctional Facility, HCF, is 35 miles from Downtown Denver located just North of Interstate 76 in the city of Hudson, Weld County Colorado. The facility is a privately operated facility that is not presently housing inmates for the CDOC. However, because the facility is considered a potential correctional asset that could be utilized by the CDOC it was decided to include a review of the facility in this report.

HFC was built and is owned by the Inland Corporation and was first opened and operated by Cornell. In 2010 Cornell was purchased by the GEO Group and has been operated by them since that date. The Department of Corrections of the State of Alaska has been the only customer to contract with the facility. After the State of Alaska built and opened a new facility in Alaska the Corrections Department started returning their offenders with the goal of completing the process in October of 2013. At this time there is not another customer identified to contract with the facility.

Upon it opening in 2009 upon opening, the facility was designed to hold 1,188 medium and minimum inmates with an additional 124 cells designed to provide secure disciplinary and administrative segregation beds. HFC developed a protective custody unit in 2012 dedicating 36 cells, each with the ability to double bunk thus providing 65 PC beds.

On the date of this review the facility housed 333 inmates with 70 of those offenders classified as minimum custody.

HCF is a medium and minimum-security facility with 290,101 square foot of building space developed on a 35-acre site. There are four inmate-housing units with five pods in D-unit, four pods in E-unit, four pods in F-unit and 4 pods in G-unit. The facility has 6 medical beds available, 62 segregation cells and 36 protective custody cells.

The administrative, program and facility support building consists of 60,000 square feet housing medical services, food services, education, Voc-Tec, library, laundry, inmate visiting, inmate receiving and security staff offices. HCF also includes a 7,500-square foot maintenance building, an 8,000 square foot recreation building, two large recreation yards, a weight lifting and handball area along with a yard dedicated to growing fruits and vegetables.

The facility is well maintained with the buildings conveniently located so staff and inmates have easy access to living, program and support buildings. The facility is ACA accredited.

HCF provides a wide range of inmates programs with ample program space. The facility has a therapeutic community-housing unit staffed with CAC certified counselors. A faith-based therapeutic residential program is designed to provide a positive spiritually centered learning environment. Also offered are advanced education classes, GED, welding, vocational programs, criminal attitude program, computer, hobby shop and multi religious services.

Programs are conducted throughout the day and evenings to allow inmates to meet multiple self and court ordered treatment mandates. In addition to the wide range of programming the facility provides two recreation yards equipped with indoor and outdoor volleyball courts, basketball courts, two baseball fields, indoor and outdoor weight equipment, three handball courts and a music room.

The facility has recruited and utilized 120 community volunteers who help provide religious, recreational and education programs.

Economic impact on Weld County

The community of Hudson as well as Weld County has been supportive of the facility from the initial proposal through the construction and contracting out of state inmates. Hudson residents first voted favorably for a female facility and when a contact for female inmates could not be secured the community voted in support of receiving male inmates.

When HCF was at or close to capacity they were authorized approximately 244 FTE with 124 staff assigned to security. Due to the State of Alaska inmate draw down HCF is currently operating with 162 staff members. Some security staff are rotating between working as security officers on some days and as a case manager on other days. HCF management advised they experience staff turnover because of local oil field jobs and the county paying $18,000 more for detention officers and the state $16,000 more per year. Present starting salary is $13.00 per hour significantly below the competing agencies and jurisdictions. Although there is a 9% to 12% staff turnover rate the facility did not have a difficult time recruiting and training new staff members.

It was reported by city and county officials that HCF provides $544,817 toward community property tax, $63,489 for the fire district, $301,720 county tax, $58,552 library tax, $113,441 Aims Community college tax and $351,726 school district tax.

The City of Hudson expanded their water and waste water system in part to accommodate the correctional facility at a cost of $9 million. The Facilities water and wastewater consumption rate was over $200,000 a year helping to absorb the cost the expansion project. It was reported that the balance owed on this project is in excess of $3 million.

The 244 full time complement of employees at HCF provided a payroll of $8,000,000 million dollars, which had a major impact on housing and business throughout the county.

The Facilities location, 45 minutes northeast of Denver and just off of interstate 76, provides convenient access from a metropolitan area. The GEO Group owns an additional 90 acres around the current facility site, which has been programed for an additional two prisons providing complete services and 2,900 inmate beds.

Summary and conclusions

Although HCF has not been utilized by the CDOC in the past it does represent a potential capacity resource for the agency in the future. The advantages that the facility offers at the present time include the following:

- HCF has readily accessible medium custody beds within a facility that appears well managed, well maintained, and has flexibility to manage a wide range of offenders of different classification levels.
- The facility is near the largest urban center in Colorado and so access to needed services, potential employees, and transportation corridors is nearby.
- The facility has a well-equipped and well-staffed medical unit. The recruitment of medical personnel including nurses, physicians, mental health professionals does not appear to be the challenge that is faced by more rural based facilities.
- The design of the facility could permit the housing of multiple custody levels and even the possibility of housing both male and female offenders with some modification to the fencing. The housing unit

design and location is such that separation of offender subgroups could be easily achieved.

- Although the present per diem with the state of Alaska is higher than other private operators within Colorado ($62 per day), the absence of a replacement client at present would allow the state of Colorado to negotiate an acceptable and competitive rate if utilized in the future for CDOC offenders.
- HCF has maintained very favorable support from the community of Hudson and Weld County. Elected officials from both jurisdictions expressed ongoing support for the operation of the facility and pointed to the public referendum which passed overwhelmingly as an indicator of the general support of the community.

Appendix A: Economic impact analysis technical information

This technical appendix provides decision makers with additional information regarding the data and methods used to perform the economic impact analysis described in Section VII of this report.

Data sources

A variety of data sources were used to develop the descriptive economic profiles and estimate economic impacts for each of the four counties that house correctional centers that have been recommended for closure. Table 77 describes the data sources used and the information drawn from each source.

Table 77: Economic profile and input-output model data sources

Source	Information Used
Colorado Department of Local Affairs, Historical Census Population, Population Figures Custom Query	Population statistics used to develop a rank order of all Colorado counties by population
U.S. Census Bureau State and County Quickfacts for El Paso County, CO; Fremont County, CO; Garfield County, CO; and Kit Carson County, CO	Population statistics
Colorado LMI Gateway, Summary Area Profiles for El Paso County; Fremont County, CO; Garfield County, CO; and Kit Carson County, CO	Average employment statistics, average hourly wage statistics, average annual wage statistics, civilian labor force statistics, unemployment rates
U.S. Census Bureau, County Business Patterns, County Profiles for El Paso County; Fremont County, CO; Garfield County, CO; and Kit Carson County, CO	Industry sector employment, payroll, and establishments statistics
U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, Common Core of Data	Colorado county school district, and educational faculty and staff, student enrollment statistics
IMPLAN, Colorado County-Level Data	County output figures; 2011 Colorado County-level economic activity data used in input-output models of El Paso County,

Source	Information Used
	Fremont County, Garfield County, and Kit Carson County
Colorado Department of Corrections	Correctional facility employee and payroll data; correctional facility data
Direct site visits performed by CNA staff and consultants	Correctional facility employee and payroll data; correctional facility data; local area information
El Paso County, Colorado Office of the Tax Assessor	Real property tax information for the Cheyenne Mountain Correctional Center
State of Colorado, Department of Local Affairs, State Demography Office	Population and household estimates for Colorado counties and municipalities, 2011

Economic impact analysis

Economic impact analysis provides decision makers with an understanding of the potential local economic impacts of public and private corrections facilities closures. Input-output modeling is a method that systematically accounts for interindustry relationships to determine how local economies will likely to respond to facility closures [27]. These models can be used to estimate the impacts of a variety of changes within an economy, including changes within a specific industry (caused by expansionary or contractionary activity), changes in labor income, changes in industry spending patterns, changes in institutional spending patterns, and changes in commodity production [1, 28].

Input-output models track the flow of expenditures and income in the economy using data on interindustry sales and intermediate input purchases; industry payments to in-area and out-of-area labor and owners of capital, and government; and household and government commodity purchases plus inventory changes, investment and exports [29]. These types of data are included for all Colorado counties in the IMPLAN package that was purchased and used to estimate the input-output models for the four State of Colorado counties (El Paso, Fremont, Garfield, and Kit Carson) that host the five correctional facilities (Cheyenne Mountain Reentry Center, Four Mile Correctional Center, Skyline Correctional Center, Rifle Correctional Center, and Kit Carson Correctional Center) that this report has recommended for closure.

IMPLAN is built on a mathematical input-output model (also known as the Leontief model) that quantifies relationships between economic sectors in a specified geographic location[30]. The model assumes demand-driven, fixed relationships between producers and suppliers and excludes money spent external to the specified location (e.g., employees' consumer spending outside of the geographic location of interest) [30]. The basic premise behind the input-output model is that the interindustry relationships within an economy determine, through cascading or layered effects, the impacts associated with changes [30].

Input-output models are not without limitations and caveats. First, these models require significant amounts of data and as a result, often led analysts to seek commercially available data and software packages from companies like the Minnesota Implan Group (maker of IMPLAN) or Regional Economic Models, Inc. (maker of PI+, TranSight, Tax-PI, and Metro-PI). In application, input-output models rely on a single snapshot in time despite the likely presence of longer term investments and the potential impacts of short-term trends reflected in the data [31]. Furthermore, the time sensitivity of economic data (e.g., technology, price and demand shifts) can led to technical coefficient instability over time [31]. Mathematically, input-output models do not account for externalities and increasing or decreasing returns to scale because they are built on the assumption of a linear production function (i.e, constant returns to scale and constant production functions for businesses within an industry) [31, 32]. Additionally, counter to the function of industries in the real world, each industry is characterized by a single, homogeneous production function, output is also assumed to be homogenous, and there are no constraints on commodity supplies [31, 32]. Finally, input-output models assume that full employment is maintained (i.e., employment shifts lead to migration in or out of the studied location) [32].

This page intentionally left blank

References

[1] "What is IMPLAN?" MIG, creators of IMPLAN Website, last accessed Apr. 30, 2013 at https://implan.com/v4/index.php?option=com_content&view=article&id=282:what-is-implan&catid=152:implan-appliance-&Itemid=2

[2] Douglas Clement. "Big House on the Prairie." Minnesota Fedgazette, Jan. 1, 2002, last accessed May 17, 2013, at http://www.minneapolisfed.org/pubs/fedgaz/02-01/house.cfm.

[3] David Shichor. "Myths and Realities in Prison Siting." Crime & Delinquency 38, Jan. 1992: 70-87.

[4] Gregory Hooks, Clayton Mosher, Thomas Rotolo, and Linda Lobao. "The Prison Industry: Carceral Expansion and Employment in U.S. Counties, 1969-1994." Social Science Quarterly 85, iss. 1, Mar. 2004: 37-57.

[5] Amy K. Glasmeier and Tracey Farrigan. "The Economic Impacts of the Prison Development Boom on Persistently Poor Rural Places." International Regional Science Review 30, Jul. 2007: 274-299.

[6] Shaun Genter, Gregory Hooks, and Clayton Mosher. "Prisons, Jobs and Privatization: The Iimpact of Prisons on Employment Growth in Rural US Counties, 1997–2004." Social Science Research, 42, Iss. 3, May 2013: 596–610.

[7] El Paso County, Colorado website, last accessed Apr. 28, 2013, at http://www.elpasoco.com/Visitors/Pages/AboutElpasoCountyAndColorado.aspx

[8] "U.S. Census Bureau State and County Quickfacts for El Paso County, Colorado." U.S. Department of Commerce Website, last accessed Apr. 28, 2013 at http://quickfacts.census.gov/qfd/states/08/08041.html

[9] "Population Figures Custom Query." Colorado Department of Local Affairs, Historical Census Population Website, last accessed Apr. 28, 2013 at https://dola.colorado.gov/demog_webapps/hcp_parameters.jsf;jsessionid=2a64b98174f81490c62ed73cc0c8

[10] "Summary Area Profile for El Paso County." Colorado Labor Market Information Gateway, last accessed Apr. 29, 2013 at http://www.colmigateway.com/vosnet/lmi/area/areasummary.aspx?session=areadetail&geo=0804000041

[11] "Industry Sector Profile for El Paso County, Colorado." U.S. Census Bureau, County Business Patterns Series Website, last accessed Apr. 30, 2013 at http://censtats.census.gov

[12] "Population and Household Estimates for Colorado Counties and Municipalities, 2011." State of Colorado, Department of Local Affairs, State Demography Office Website, last accessed Apr. 28, 2013 at http://dola.colorado.gov/dlg/demog/housing/popandhoubymuni_2011.pdf

[13] "Colorado County School District, and Educational Faculty and Staff Statistics." U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, Common Core of Data Website, last accessed May 1, 2013 at http://nces.ed.gov/ccd/bat/output.asp

[14] "Colorado County Student Enrollment Statistics." U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics, Common Core of Data Website, last accessed May 1, 2013 at http://nces.ed.gov/ccd/bat/output.asp

[15] Fremont County, Colorado website, last accessed Apr. 28, 2013, at http://www.fremontco.com/index.shtml

[16] " U.S. Census Bureau State and County Quickfacts for Fremont County, Colorado." U.S. Department of Commerce Website, last accessed Apr. 28, 2013 at http://quickfacts.census.gov/qfd/states/08/08043.html

[17] "Summary Area Profile for Fremont County." Colorado Labor Market Information Gateway, last accessed Apr. 29, 2013 at http://www.colmigateway.com/vosnet/lmi/area/areasummary.aspx?session=areadetail&geo=0804000043

[18] "Industry Sector Profile for Fremont County, Colorado." U.S. Census Bureau, County Business Patterns Series Website, last accessed Apr. 30, 2013 at http://censtats.census.gov

[19] "Garfield County, Colorado 2013 Adopted Budget Introduction." Garfield County Website, last accessed Apr. 28, 2013, at http://www.garfield-county.com/finance/documents/2013-adopted%20budget/SectionI-Introduction.pdf

[20] "U.S. Census Bureau, State and County Quickfacts for Garfield County, Colorado." U.S. Department of Commerce Website, last accessed Apr. 28, 2013 at http://quickfacts.census.gov/qfd/states/08/08045.html

[21] "Summary Area Profile for Garfield County." Colorado Labor Market Information Gateway, last accessed Apr. 29, 2013 at http://www.colmigateway.com/vosnet/lmi/area/areasummary.aspx?session=areadetail&geo=0804000045

[22] "Industry Sector Profile for Garfield County, Colorado." U.S. Census Bureau, County Business Patterns Series Website, last accessed Apr. 30, 2013 at http://censtats.census.gov

[23] Kit Carson County, Colorado website, last accessed Apr. 28, 2013, at http://www.kitcarsoncounty.org/

[24] "U.S. Census Bureau, State and County Quickfacts for Kit Carson County, Colorado." U.S. Department of Commerce Website, last accessed Apr. 28, 2013 at http://quickfacts.census.gov/qfd/states/08/08063.html

[25] " Summary Area Profile for Kit Carson County." Colorado Labor Market Information Gateway, last accessed Apr. 29, 2013 at http://www.colmigateway.com/vosnet/lmi/area/areasummary.aspx?session=areadetail&geo=0804000063

[26] "Industry Sector Profile for Kit Carson County, Colorado." U.S. Census Bureau, County Business Patterns Series Website, last accessed Apr. 30, 2013 at http://censtats.census.gov

[27] Rebecca Bess and Zoe O. Ambargis. "Input-Output Models for Impact Analysis: Suggestions for Practitioners Using RIMS II Multipliers." Presented at the 50th Southern Regional Science Association Conference. New Orleans, Louisiana, Mar. 23-27, 2011.

[28] "Exercises for Learning V3 Functions." MIG, creators of IMPLAN Website, last accessed Apr. 30, 2013 at https://implan.com/v4/index.php?option=com_multicategories&view=categories&cid=243:exercisesforlearningv3functions&Itemid=10

[29] Thomas Harris, George Goldman, and Shannon Price. The Economic Impact of the California Prison Industry Authority on the California Economy for FY 2008/2009. Dec. 2010, last accessed Apr. 30, 2013, at http://pia.ca.gov/public_affairs/pdfs/CALPIA%20Economic%20Impact%20Study%2008-09.pdf

[30] Sara Aase. "The Number Factory." Twin Cities Business, Feb. 1, 2008, last accessed May 17, 2013, at http://tcbmag.com/Lists-and-Research/Research/The-Number-Factory

[31] Tim Chapin. "Week 16: Advanced Economic Analysis; Course Wrap-Up, Input Output Analysis Overview." Florida State University, Department of Urban and Regional Planning, URP 5261: Forecasting for Plan Development Website, last accessed May 14, at http://mailer.fsu.edu/~tchapin/garnet-tchapin/urp5261/lecture.htm

[32] IMPLAN Methodology for the Study of the Impact of Tourism on the Vermont Economy. Department of Community Development, University of Vermont and Applied Economics and the Vermont Tourism Data Center, School of Natural Resources, University of Vermont. Sep. 2001, last accessed May 17, at http://www.uvm.edu/~snrvtdc/publications/implan_method.pdf

List of figures

This page intentionally left blank

List of tables

IRM-2013-U-005096/Final

CNA ANALYSIS & SOLUTIONS
4825 Mark Center Drive, Alexandria, VA 22311-1850 703-824-2000 www.cna.org