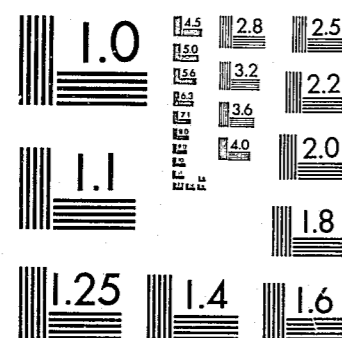


National Criminal Justice Reference Service



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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

6-10-83

DESCRIPTION OF PLANNING FOR
COLORADO DEPARTMENT OF CORRECTIONS

U.S. Department of Justice
National Institute of Justice

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Office of Research and Evaluation

July, 1980

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DESCRIPTION OF COLORADO DEPARTMENT OF CORRECTIONS

Organization:

The Colorado Department of Corrections was created as an independent state agency on August 1, 1977, by the passage of Colorado Senate Bill 587. Prior to this time, Corrections in Colorado was one of five divisions under the auspices of the Colorado Department of Institutions, a state agency which operated various correctional and mental health centers throughout the state.

The Department includes the Executive Director's Office, a Division of Adult Services and a Division of Correctional Industries, all statutorily established. The Executive Director has also established an administrative Division of Management and Development and a Division of Community Services. The heads of each of these divisions were mandated to appoint personnel necessary to carry out the functions of each of the divisions.

Agency Mission and Goals:

The mission of the Colorado Department of Corrections is to provide humane facilities and programs which ensure the security of the public and the safety of staff and inmates. Incarceration in and of itself will be deemed punishment. All inmates will be held responsible for their behavior. The Department will strive to:

- Assign inmates to facilities and living units on the basis of crime, sentence, and individual adjustment.
- Assign inmates to the least restrictive facility that will best serve the public, staff, and inmates.
- Preserve the basic human rights and dignity of the inmate population, as prescribed by Colorado State statutes and the United States Constitution.

- Systematically provide work, training, and other programs and services at both the institutional and community levels to assist the inmates in their progression through the correctional system.
- Provide work programs that are self-supporting and profit-oriented.
- Place inmates who are mentally ill or retarded in the most appropriate state treatment facility when services cannot be provided within the Department.
- Review all applicable standards relating to the field of corrections for implementation to improve the professionalism of the system.
- Train all staff in the basics needed to accomplish their respective duties. Professional interaction will be encouraged at all levels and between all agencies of the Department of Corrections.
- Be fiscally responsible at all levels of the Department.
- Foster positive relationships with all related agencies as well as the community to assist the Department in achieving its goals.

Descriptive Data:

The total number of inmates incarcerated in the Department of Corrections in Colorado as of June 30, 1980, was 2790. The breakdown and capacity for each facility are shown in Attachment A.

Currently, the Colorado Department of Corrections operates one maximum security unit, three medium security units, and three minimum security facilities throughout the state. The Department is presently building a new 336-bed maximum security prison and a new 384-bed close facility in Canon City, Colorado. These prisons are targeted for completion and full operation by January, 1981. In addition, the Department has two state-operated community centers and currently uses 14 contractual (privately owned) community centers to house transitional, diversional and pre-release inmates. These facilities are as follows:

Canon Correctional Facility (Maximum Security Unit) - Box 1010, Canon City, CO 81212.

Fremont Correctional Facility (Medium Security Unit) - Box 999, Canon City, CO 81212.

Colorado Women's Correctional Facility - Box 500, Canon City, CO 81212.

Buena Vista Correctional Facility - Box R, Buena Vista, CO 81211.

Reception and Diagnostic Center - Box 1010, Canon City, CO 81212.

Colorado Correctional Center - 15000 Golden Road, Golden, CO 80401.

Delta Correctional Facility - Box 212, Delta, CO 81416.

Rifle Correctional Facility - 0200 County Road 219, Rifle, CO 81650.

Bails Hall Work Release Center - 1739 York Street, Denver, CO 80206.

Fort Logan Work Release Center - 3620 W. Princeton Circle, Denver, CO 80236.

The total number of employees in the Colorado Department of Corrections is approximately 1100. This includes staff employed at all the state owned facilities and central office administration. It does not include employees from the contractual (privately owned) community corrections centers.

The total appropriation received by the Department in Fiscal Year 1980-81 was \$47,437,171, broken down into \$28,629,820 (general funds) and \$18,807,351 (cash funds). No federal funds were appropriated.

AGENCY'S APPROACH TO PLANNING

Description of Planning:

At the present time, there is no overall 'Corrections Planner' for the Colorado Department of Corrections. Planning for all aspects of operation within the Department traditionally has been and continues to be done by each of the division directors and their delegated staff. The Department does have, however, a 'Facilities Planning Officer', attached to the Office

of the Executive Director. This person is in charge of all the capital construction (building/renovation) projects currently in progress in the Colorado Department of Corrections. He is responsible for the coordination and planning of the construction projects and reports regularly to the Executive Director.

Previous attempts have been made by the Department to obtain planning staff, but these have been consistently rejected by the Joint Budget Committee of the Colorado Legislature. The current fiscal year (1980-81) request for a planner was no exception.

Types of Planning:

The Colorado Department of Corrections published on February 24, 1978 a Five-Year Corrections Plan. The input for this plan was done with the aid of federal Title II antirecession funds, distributed by Colorado Governor Richard Lamm. This plan sought to help the Department structure its management, administrative and operational procedures around the development of a comprehensive correctional system. The plan stressed that implementation of programs for the care and treatment of inmates and facilities improvements were to be predicated on their overall effectiveness in limiting future criminal activities within Colorado. Development of programs and procedures that place a major share of responsibility for progress and consequences for non-performance squarely on the inmate rather than on the Corrections agency were emphasized.

In addition to the Five-Year Plan, each of the divisions within the Department prepares its own yearly Budget Plan which defines anticipated program costs, personnel requirements, and operating costs for the fiscal year.

All of the input from each of the divisions is then compiled into an annual Department of Corrections Budget Request, which is prepared and submitted to the Joint Budget Committee of the Colorado Legislature by November 1 of each year. After it has been approved, funds are then appropriated to the Department for the forthcoming fiscal year, beginning every year on July 1.

Present Planning Priorities:

As noted previously, the Department has no overall Corrections Planner. All planning and priorities related thereto are done by each of the division directors in the Department and their delegated staff. These major priorities are closely defined and set by Departmental budget requirements and restrictions placed on each of the divisions.

EXAMPLES OF PLANS

In addition to the Annual Budget Request and the Five-Year Corrections Plan completed in 1978, some of the other plans that have been produced in the last few years or will be prepared in the future by the Colorado Department of Corrections are:

1. Department of Corrections ADP ("Automated Data Processing") Plan for 1979-1981. This document represents the continuation of an extensive Department of Corrections and Division of ADP planning effort, designed to provide for more sophisticated and responsive automated data processing systems in support of the Corrections function. The initial planning commenced in 1977 and resulted in the following objectives:

- a. Establishment and staffing of a Management Information Systems Office for the Department of Corrections.
- b. Designation of the Administration of Justice Computer Center (Denver, Colorado) as the primary ADP support center for Corrections applications.

- c. Acquisition of minicomputers which function in either a stand-alone mode or in a distributed data processing environment.
- d. Expansion and refinement of the data communications network servicing Corrections agencies.

This plan was and is being used as an implementation phase and focuses on application enhancements and new applications which have been made possible by the above objectives.

2. Transitional Task Force Plan. In April, 1980, the Executive Director of the Department of Corrections appointed a full-time planning team to oversee the transition of inmates from their quarters in the old maximum security prison in Canon City into the new maximum security unit and the new close security unit, currently under construction, which are scheduled to be open and operational in January, 1981. In May of 1979, a transitional task force coordinating committee was formed, made up of seven members from various areas within the Department to work on the following concerns: move logistics, orientation and training, programs, support services, security, administration, and correctional industries. Each committee member created a task force to work on his area of concern. This coordinating committee has been meeting monthly for the past year and regularly submits reports and planning recommendations for each area to the chairman of the full-time planning team. These recommendations concern operational guidelines for the new facilities in such areas as medical-mental health, education, recreation, food service, laundry, maintenance and security, as well as details on what will happen when, where, and how when the move occurs. These recommendations will eventually be incorporated into each facility's policies and procedures, and it will become the responsibility of each facility's superintendent to work out any "bugs" that may arise in their applicability and operation, once the move has taken place.

It is anticipated that after the transition occurs, the full-time planning team will be abolished because its services will no longer be necessary and because the individual superintendents will be monitoring their own operations. Likewise, the role of the transitional coordinating committee is diminishing as the move approaches and eventually the team will be disbanded. Therefore, after the move, some members will return to their previous jobs in the Department, and others will assume new administrative positions at the new facilities.

3. Ramos Class Action Suit - Department of Corrections' Plan of Action.

As a result of an ACLU class action suit, filed by inmates at the maximum security facility in Canon City, which addressed various living and working conditions and problems in that facility, the Department of Corrections was mandated to submit a plan of action for remedying these problems. This Plan, dated February 4, 1980, addresses such concerns as incentive programs for inmates, security classification, meritorious and earned time credits, protective custody matters, bed space and sanitary conditions of cellhouses and working areas, recreation, religious and vocational programs, visitation privileges, and many other items.

The Ramos case, at present, is now in appeal status with the 10th U.S. Circuit, so a final Plan of Action has not yet been formulated and cannot be done until the appeal is ultimately decided. However, the medical-mental health court orders in the suit were not stayed in the appeal process. The Department was ordered to take immediate action in these areas. In compliance, the Department formulated a "Physical and Mental Health Services Plan", the latest draft dated June 6, 1980, which specifically addresses treatment of medical and mental health problems of inmates and delivery of ongoing services in these areas. This Plan is a comprehensive document describing the method by which the Department and other state agencies will

provide for the total health care needs of inmates housed at the maximum security facility. It is designed to be "self-policing", thereby requiring no direct, ongoing involvement by the Court. The format of this plan was modeled after the American Public Health Association Standards for Health Services in Correctional Institutions, and is intended to make physical and mental health services at the maximum security facility comply with comparable standards published by the American Medical Association and the American Correctional Association.

To accomplish the above plans, the Executive Director of the Department of Corrections created 13 task forces to address the issues in the lawsuit. Each of the task forces submitted reports, which were then reviewed centrally so as to develop a consistent approach to the problems cited by the Court. The task forces working together sought to avoid overlaps or gaps in the planning process, and to thereby come up with a centralized plan of action. For the medical-mental health plan, the Governor of Colorado appointed the Executive Administrator of the Colorado Department of Health to assist the Department of Corrections, and to serve as a liaison between the Governor, the Department of Corrections and the Courts.



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DEPT. OF CORRECTIONS: INMATE POPULATION SECURITY	CURRENT	Q1-	DATE: 06/30/78	TIME: 1457
CORRECTIONAL DIAGNOSTIC CENTER:	CAPACITY	STOUNDS	OFF-	EMPT OCCUPANCY
CANON CITY	118	109	8	REDS DATE
TOTAL DIAGNOSTIC	118	109	8	1 99
MAXIMUM SECURITY INSTITUTIONS:				
CANON CORR. FACILITY	961	893	61	7 99
TOTAL MAXIMUM SECURITY	961	893	61	7 99
MEDIUM SECURITY INSTITUTIONS:				
FREMONT CORR. FACILITY	383	372	7	4 99
BUEHA VISTA CORR. FACILITY	545	531	32	-19 103
COLO. WOMENS CORR. FACILITY	96	80	7	0 91
TOTAL MEDIUM SECURITY	1024	983	47	-6 101
MINIMUM SECURITY INSTITUTIONS:				
INDUSTRIAL TRAINING CENTER	142	142	1	-1 101
DELTA CORRECTIONAL FACILITY	99	81	0	18 82
PIELF CORRECTIONAL FACILITY	56	54	4	-2 104
COLO. CORRECTIONAL CENTER	71	71	2	-2 103
TOTAL MINIMUM SECURITY	368	348	7	13 96
COMMUNITY SERVICES:				
RAELS HALL	40	38	6	-4 110
FT. LOGAN EDUCATIONAL CTR.	26	23	3	0 107
CONTRACT AGENCIES (3) PAROLEES	98	117	14	-31 134
TOTAL COMMUNITY SERVICES	164	178	23	-37 123
OTHER DEPARTMENT COUNT:				
TOTAL INMATES ON ESCAPE	133			
TOTALS	2635	2511	146	-22 101
TOTAL INMATE COUNT	2790			

*** END REPORT ***

END