



COLORADO

Colorado Department of Corrections

Performance Audit Update

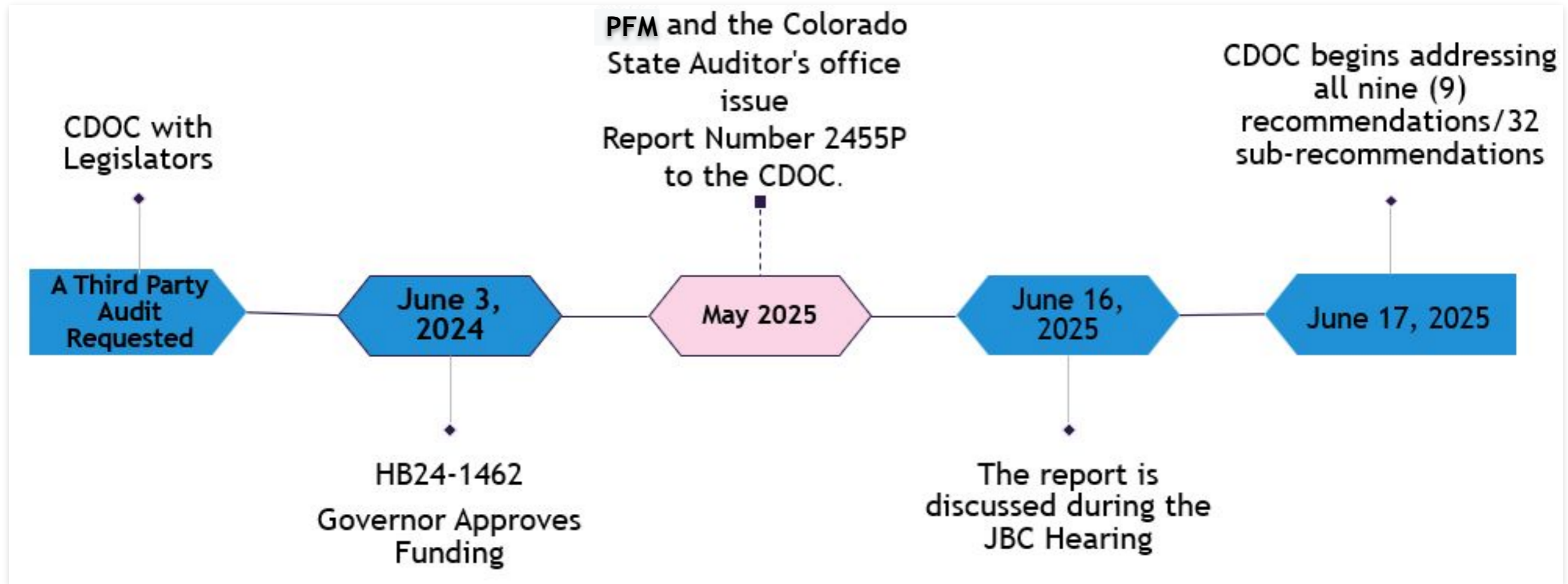


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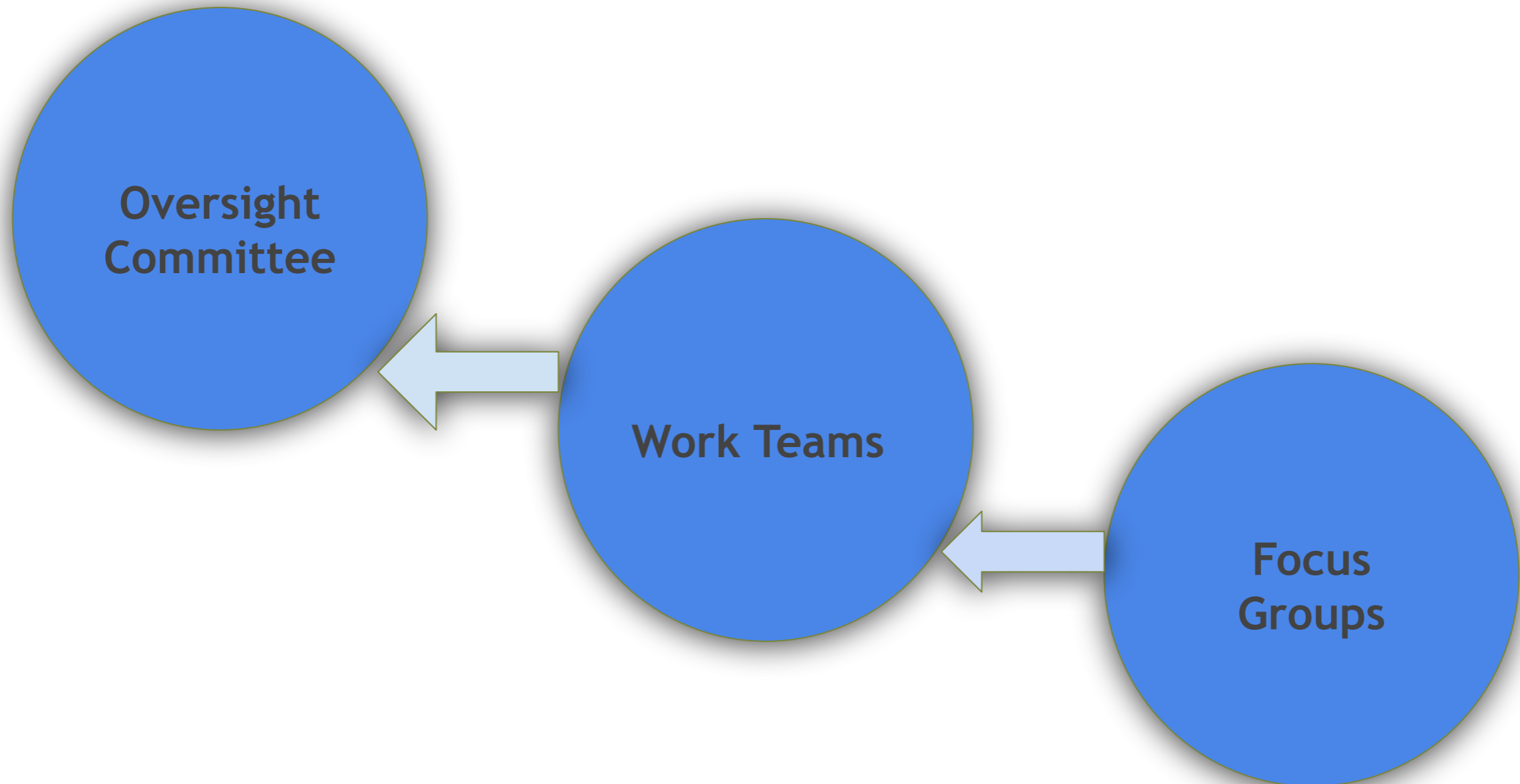
Performance Audit Update

Performance Audit Background



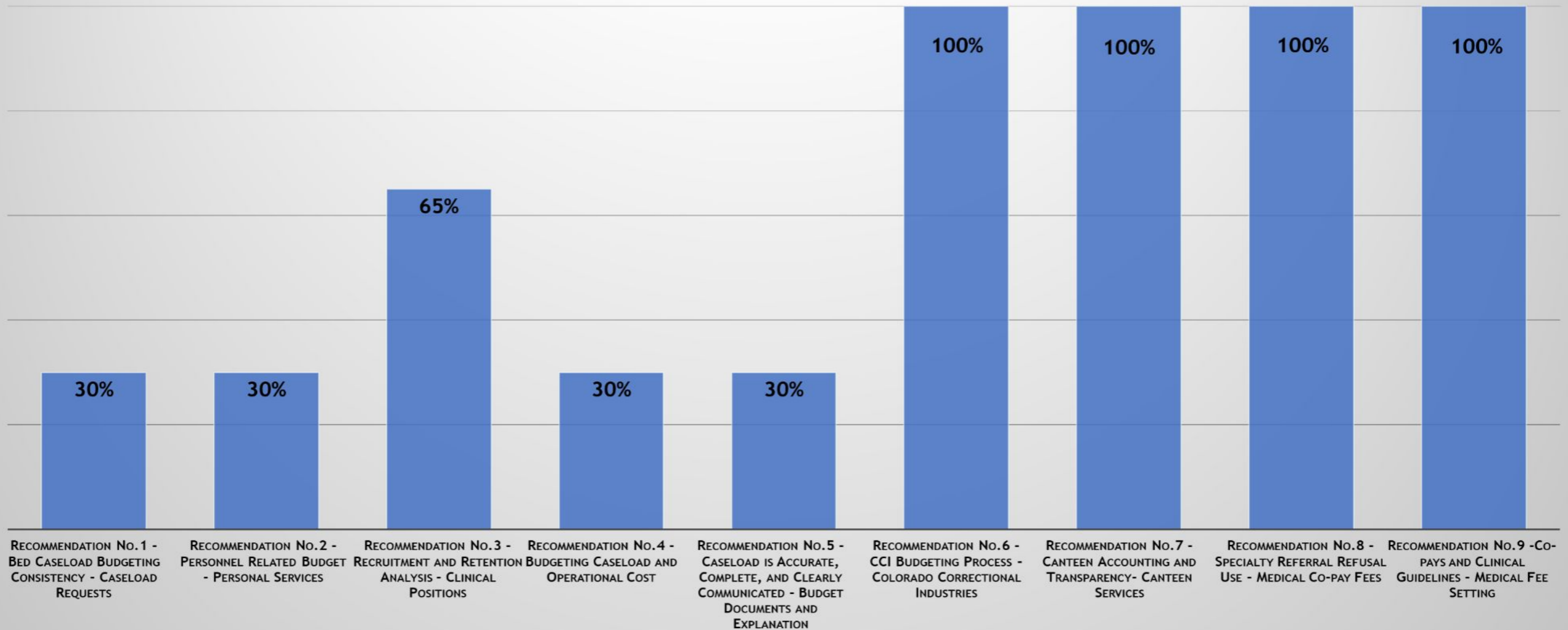
Performance Audit - CDOC Teams

The CDOC implemented a strong, multi-tiered team structure in June 2025 and continues to hold frequent meetings.



Performance Audit Overview

% COMPLETED



Performance Audit Progress - 45% Completed

Completed by
November 6, 2025

Audit Recommendations

- No.6 CCI Budgeting
- No.7 Canteen Acct.
- No.8 Medical Co-pays
- No.9 Medical Fee Setting

Nearing Completion by
January 31, 2026

Audit Recommendation

- No.3 Clinical Positions

To be completed by
November 2026

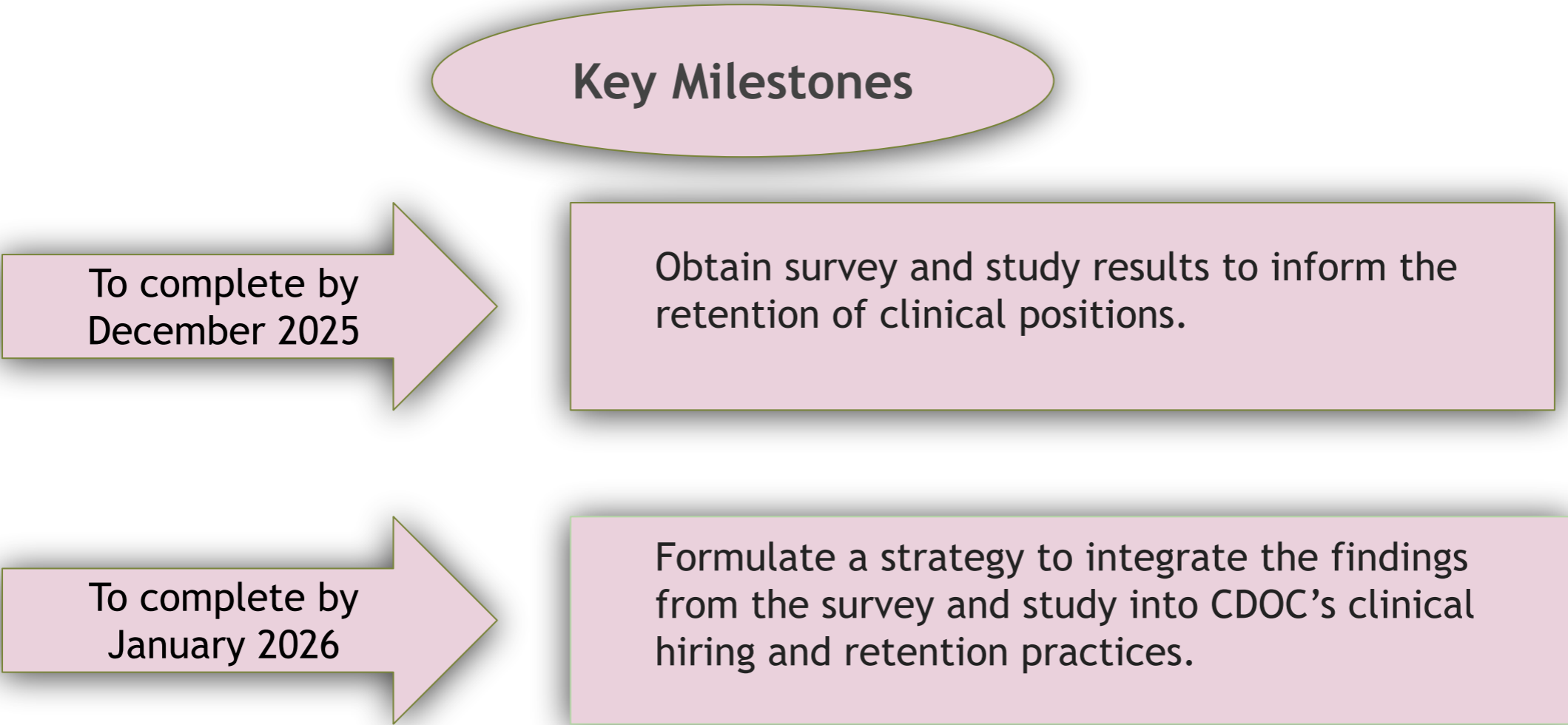
Audit Recommendations

- No.1 Caseload
- No.2 Personal Services
- No.4 Operational Cost
- No.5 Budget Documents

Nearing Completion - Recommendation No.3

Recruitment and Retention Analysis - Clinical Positions

The completion of this single recommendation is anticipated by the end of January 2026, ten (10) months ahead of schedule.



Audit Recommendations No.1, No.2, No.4 and No.5 - Being Completed as Scheduled

- These four recommendations involve a complex, systemic overhaul of CDOC's budgeting and forecasting methodologies.
- CDOC is consolidating efforts to finalize accurate cost true-up and calculation methodologies to meet the November 2026 deadline.
- The four recommendations are scheduled for completion by November 2026.

Recommendation 1-Key Milestones

Bed Caseload Budgeting Consistency - Caseload Requests

CDOC Progress has focused on obtaining and discussing historical data to establish new baseline budget and caseload methodologies.

Key Milestones

To complete by July
2026

- **By February 2026:** Staffing analysis for dormant positions (1+ year) based on Part A. Methodology to determine long-term closure of units/facilities will be established and vetted before sharing with OSPB and JBC. Process philosophy for budgeting private facility beds.
- **By March 2026:** Standardized bed capacity.
- **By July 2026:** New baseline budget set using historical expenditures, staffing levels, and projected cost fluctuations (not population/vacancy rates). Historical data is complete. New monthly population/capacity report finalized. Budget private facility beds based on historical/projected population analysis by classification. DOC to review/share methodology with OSPB/JBC.

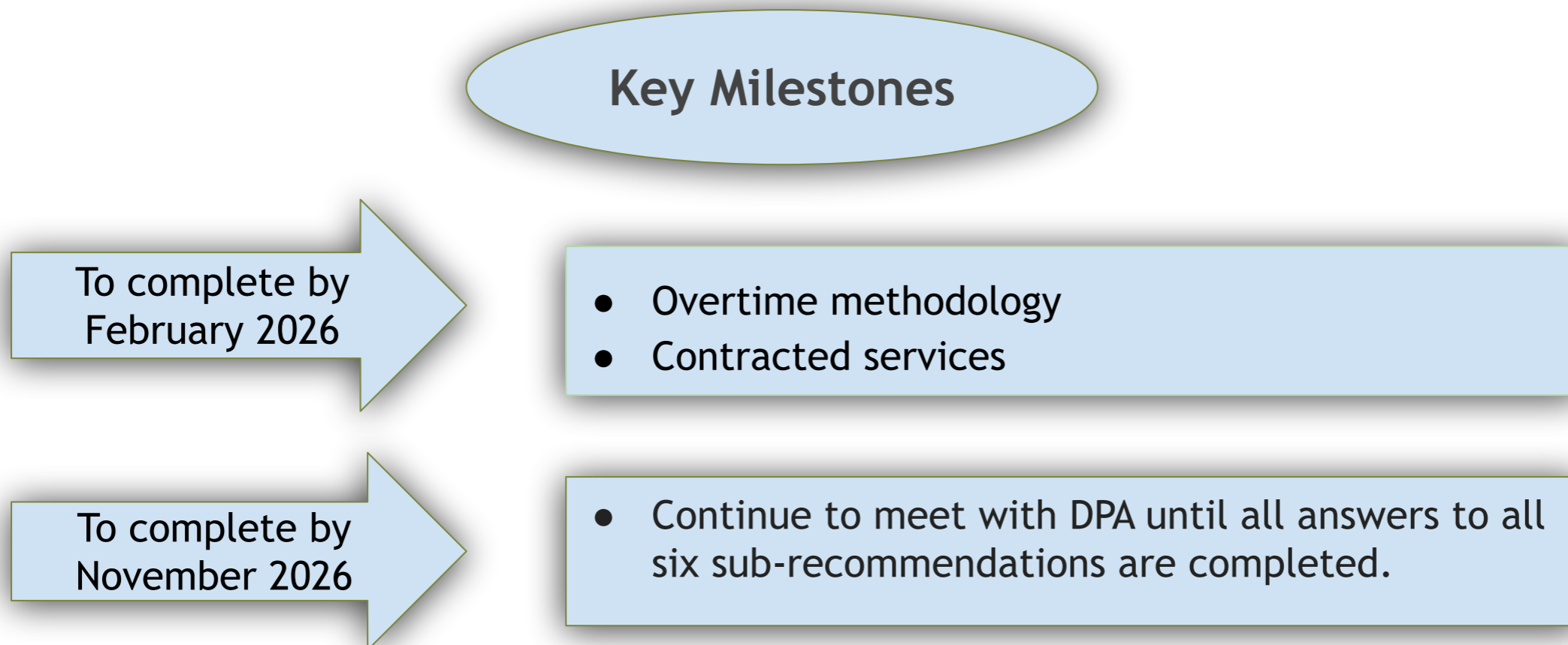
To complete by July
2026

- FY 2027-28 DI submission

Recommendation 2-Key Milestones

Personnel Related Budget - Personal Services

A supplemental budget request for Personal Services relief factor, will be submitted in November 2025 after recommendation 2-A clarified the process.



Recommendation 4-Key Milestones

Budgeting Caseload and Operational Cost

An initial model has been developed to forecast the Average Daily Population (ADP) by security level, which helps determine the number of beds that can be taken offline without compromising flexibility and safety. The next critical step involves gathering movement data to establish movement and vacancy rates.

Key Milestones

To complete by

- **January 2026:** Identify expenditures within subprogram appropriations.
- **February 2026:** Categorize operational costs and identify those that should be included in caseload, those that are inflationary requests, and those that are determined by other factors.
- **April 2026:** Develop review process.
- **November 2026:** Answers to all five sub-recommendations are completed.

Recommendation 5-Key Milestones

Caseload is Accurate, Complete, and Clearly Communicated

- Significant progress has been made, including the Budget Office staff initiating the creation of historical databases, the development of a Quality Control checklist for Budget Analysts, and the structuring and integration of the review process into the DI process.
- The terminology document has been submitted with the DI packet.

Key Milestones

To complete by
November 2026

Upon completion of audit recommendations, the necessary process and policy documents will be drafted.

Prison Population Management Measures (PPM) Update

How PPM Statute Was Triggered

- The Colorado Department of Corrections (CDOC) monitors its vacancy rates for bed management and compliance with CRS 17-1-119.7.
- The departmental vacancy rate dropped below 3% on July 18, 2025, to 2.92%.
- It remained below this threshold through August 16, 2025, triggering measures outlined in CRS 17-1-119.7.
- The CDOC vacancy rate has not risen above 3% since the activation of the PPM statute.

CDOC Requirements Per Statute

- Notifications were sent to:
 - Chief Judges,
 - District Attorneys,
 - the Governor's office,
 - Joint Budget Committee (JBC), and
 - the State Public Defender (SPD).
- A notification was sent to the Department of Criminal Justice (DCJ) to request data on unutilized community corrections beds.
- Notifications and lists of inmates were sent to the Colorado Board of Parole for review.
 - *Eligibility Criteria for Parole Board Review Release outlined in Statute*

Actions Taken (as of November 7, 2025)

Inmate notifications and lists sent to the Colorado Parole Board for review produced this data.

List Category	Criteria	Count
Mandatory Release C.R.S. 17-1-119.7 2(a)(II)	Within 90 days of mandatory release with an approved parole plan.	25
Eligible for Parole File Review C.R.S. 17-1-119.7 2(a)(IV)(A)	Favorable parole plan and assessed as medium or lower risk.	112
Victims Services Unit (VSU) C.R.S. 17-1-119.7 2(a)(IV)(B)	Individuals on the VSU list for review.	49

Actions Taken (as of October 31, 2025)

- CRS 17-1-119.7 as followed points CDOC to 24-4.1-302 and 16-22-102 (9) for a list of 95 crimes which disqualify inmate from eligibility.
- 4,627 offenders currently in facilities are past their Parole Eligibility Dates (PED).
- Of these, only 186 (4%) meet the criteria of CRS 17-1-119.7.

CRS 17-1-119.7, 24-4.1-302 and 16-22-102 (9) Exclusionary Criteria

Parole Board File Reviews

(IV)

- (A) Submit to the parole board a list of eligible inmates with a favorable parole plan who have been assessed to be medium or lower risk on the validated risk assessment scale developed pursuant to section 17-22.5-404 (2). Except as provided in subsection (2)(a)(IV)(B) of this section, the parole board shall conduct a file review of each inmate on the list and set conditions of release for the inmate within thirty days after receipt of the list and set a day of release no later than thirty days after conducting the file review.
- (B) If victim notification is required and a victim wishes to provide input, the parole board shall schedule a hearing in lieu of a file review and set conditions of release for the inmate and a date of release no later than thirty days after conducting the hearing.
- (C) If additional information is needed, the parole board may table a decision after the file review or hearing and request additional information from the department. The parole board may grant or deny parole to an applicant, and, if the decision is to deny parole, it must be based on a majority vote of the full board.
- (D) An inmate is not eligible for release pursuant to this section if he or she is serving a sentence for an offense enumerated in section 24-4.1-302 or section 16-22-102 (9) and has had a class 1 code of penal discipline violation within the previous twelve months from the date of the list or since incarceration, whichever is shorter; has been terminated for lack of progress or declined in writing to participate in programs that have been recommended and made available to the inmate within the previous twelve months or since incarceration, whichever is shorter; has been regressed from community corrections or revoked from parole within the previous one hundred eighty days; or has a pending felony charge, detainer, or an extraditable warrant.
- (E) An inmate is eligible for release pursuant to this subsection (2)(a)(IV) if the inmate is at or past his or her parole eligibility date and is only serving a sentence for a conviction of a level 3 or level 4 drug felony or a class 3, class 4, class 5, or class 6 nonviolent felony offense.

- DF3, DF4, Class 3, 4, 5 Felony
- Nonviolent
- PAST PED
- Favorable Parole Plan
- CTAP - Moderate or Below
- No Class 1 COPD for 12 months or since incarceration
- No Community Regress - 180 days
- No Parole Revoked - 180 days
- Program Compliant or progressing in treatment
- No pending felony charge, detainer, or extraditable warrant

Disqualifying convictions:

24-4.1-302

- (a) Murder in the first degree, in violation of section 18-3-102, C.R.S.;
- (b) Murder in the second degree, in violation of section 18-3-103, C.R.S.;
- (c) Manslaughter, in violation of section 18-3-104, C.R.S.;
- (d) Criminally negligent homicide, in violation of section 18-3-105, C.R.S.;
- (e) Vehicular homicide, in violation of section 18-3-106, C.R.S.;
- (f) Assault in the first degree, in violation of section 18-3-202, C.R.S.;
- (g) Assault in the second degree, in violation of section 18-3-203, C.R.S.;

- (h) Assault in the third degree, in violation of section 18-3-204, C.R.S.;
- (i) Vehicular assault, in violation of section 18-3-205, C.R.S.;
- (j) Menacing, in violation of section 18-3-206, C.R.S.;
- (k) (Deleted by amendment, L. 95, p. 1256, § 22, effective July 1, 1995.)
- (l) First degree kidnapping, in violation of section 18-3-301, C.R.S.;
- (m) Second degree kidnapping, in violation of section 18-3-302, C.R.S.;
- (n)
- (I) Sexual assault, in violation of section 18-3-402, C.R.S.; or
- (II) Sexual assault in the first degree, in violation of section 18-3-402, C.R.S., as it existed prior to July 1, 2000;
- (o) Sexual assault in the second degree, in violation of section 18-3-403, C.R.S., as it existed prior to July 1, 2000;
- (p)
- (I) Unlawful sexual contact, in violation of section 18-3-404, C.R.S.; or
- (II) Sexual assault in the third degree, in violation of section 18-3-404, C.R.S., as it existed prior to July 1, 2000;
- (q) Sexual assault on a child, in violation of section 18-3-405, C.R.S.;
- (r) Sexual assault on a child by one in a position of trust, in violation of section 18-3-405.3, C.R.S.;
- (s) Sexual assault on a client by a psychotherapist, in violation of section 18-3-405.5, C.R.S.;
- (s.3) Invasion of privacy for sexual gratification, in violation of section 18-3-405.6, C.R.S.;
- (t) Robbery, in violation of section 18-4-301, C.R.S.;
- (u) Aggravated robbery, in violation of section 18-4-302, C.R.S.;
- (v) Aggravated robbery of controlled substances, in violation of section 18-4-303, as it existed prior to October 1, 2023;
- (w) Repealed.
- (x) Incest, in violation of section 18-6-301, C.R.S.;
- (y) Aggravated incest, in violation of section 18-6-302, C.R.S.;
- (z) Child abuse, in violation of section 18-6-401, C.R.S.;
- (aa) Sexual exploitation of children, in violation of section 18-6-403, C.R.S.;
- (bb) Crimes against at-risk adults or at-risk juveniles, in violation of section 18-6.5-103, C.R.S.;
- (bb.3) Any crime identified by law enforcement prior to the filing of charges as domestic violence, as defined in section 18-6-800.3 (1), C.R.S.;
- (bb.7) An act identified by a district attorney in a formal criminal charge as domestic violence, as defined in section 18-6-800.3 (1), C.R.S.;
- (cc) Any crime, the underlying factual basis of which has been found by the court on the record to include an act of domestic violence, as defined in section 18-6-800.3 (1), C.R.S., pursuant to section 18-6-801 (1), C.R.S.;
- (cc.1)
- (I) Stalking, in violation of section 18-3-602, C.R.S.;
- (II) Stalking, in violation of section 18-9-111 (4), C.R.S., as it existed prior to August 11, 2010;
- (cc.2) Harassment in violation of section 18-9-111 (1)(j);
- (cc.3) A bias-motivated crime, in violation of section 18-9-121, C.R.S.;
- (cc.4) Harassment that is bias-motivated, in violation of section 18-9-111 (2);
- (cc.5) Careless driving, in violation of section 42-4-1402(2)(c), that results in the serious bodily injury or death of another person;
- (cc.6) Failure to stop at the scene of an accident, in violation of section 42-4-1601, where the accident results in the death or serious bodily injury of another person;
- (cc.7) False reporting of an emergency in violation of section 18-9-111 that is a bias-motivated crime as described in section 18-9-121 (2);

- (dd) Any criminal attempt, as described in section 18-2-101, C.R.S., any conspiracy, as described in section 18-2-201, C.R.S., any criminal solicitation, as described in section 18-2-301, C.R.S., and any accessory to a crime, as described in section 18-8-105, C.R.S., involving any of the crimes specified in this subsection (1);
- (ee) Retaliation against a witness or victim, in violation of section 18-8-706, C.R.S.;
- (ee.3) Intimidating a witness or a victim, in violation of section 18-8-704, C.R.S.;
- (ee.7) Aggravated intimidation of a witness or a victim, in violation of section 18-8-705, C.R.S.;
- (ff) Tampering with a witness or victim, in violation of section 18-8-707, C.R.S.;
- (gg) Indecent exposure, in violation of section 18-7-302, C.R.S.;
- (hh) Violation of a protection order issued under section 18-1-1001 against a person charged with committing sexual assault in violation of section 18-3-402, sexual assault on a child in violation of section 18-3-405, sexual assault on a child by one in a position of trust in violation of section 18-3-405.3, sexual assault on a client by a psychotherapist in violation of section 18-3-405.5, or stalking in violation of section 18-3-602;
- (ii) Human trafficking in violation of section 18-3-503 or 18-3-504, C.R.S.;
- (jj) First degree burglary, in violation of section 18-4-202, C.R.S.;
- (jj.5) Second degree burglary of a dwelling, in violation of section 18-4-203 (2)(a); 18-4-203 (2) (b) (i)
- (kk) Retaliation against a judge or elected official, in violation of section 18-8-615; retaliation against a prosecutor, in violation of section 18-8-616; or retaliation against a juror, in violation of section 18-8-706.5;
- (ll) Child prostitution, in violation of section 18-7-401, C.R.S.; soliciting for child prostitution, in violation of section 18-7-402, C.R.S.; procurement of a child for sexual exploitation, in violation of section 18-6-404, C.R.S.; pimping of a child, in violation of section 18-7-405, C.R.S.; inducement of child prostitution, in violation of section 18-7-405.5, C.R.S.; or patronizing a prostituted child, in violation of section 18-7-406, C.R.S.;
- (mm) Posting a private image for harassment in violation of section 18-7-107 or posting a private image for pecuniary gain in violation of section 18-7-108;
- (nn) First degree arson, in violation of section 18-4-102;
- (oo) Criminal invasion of privacy, in violation of section 18-7-801.

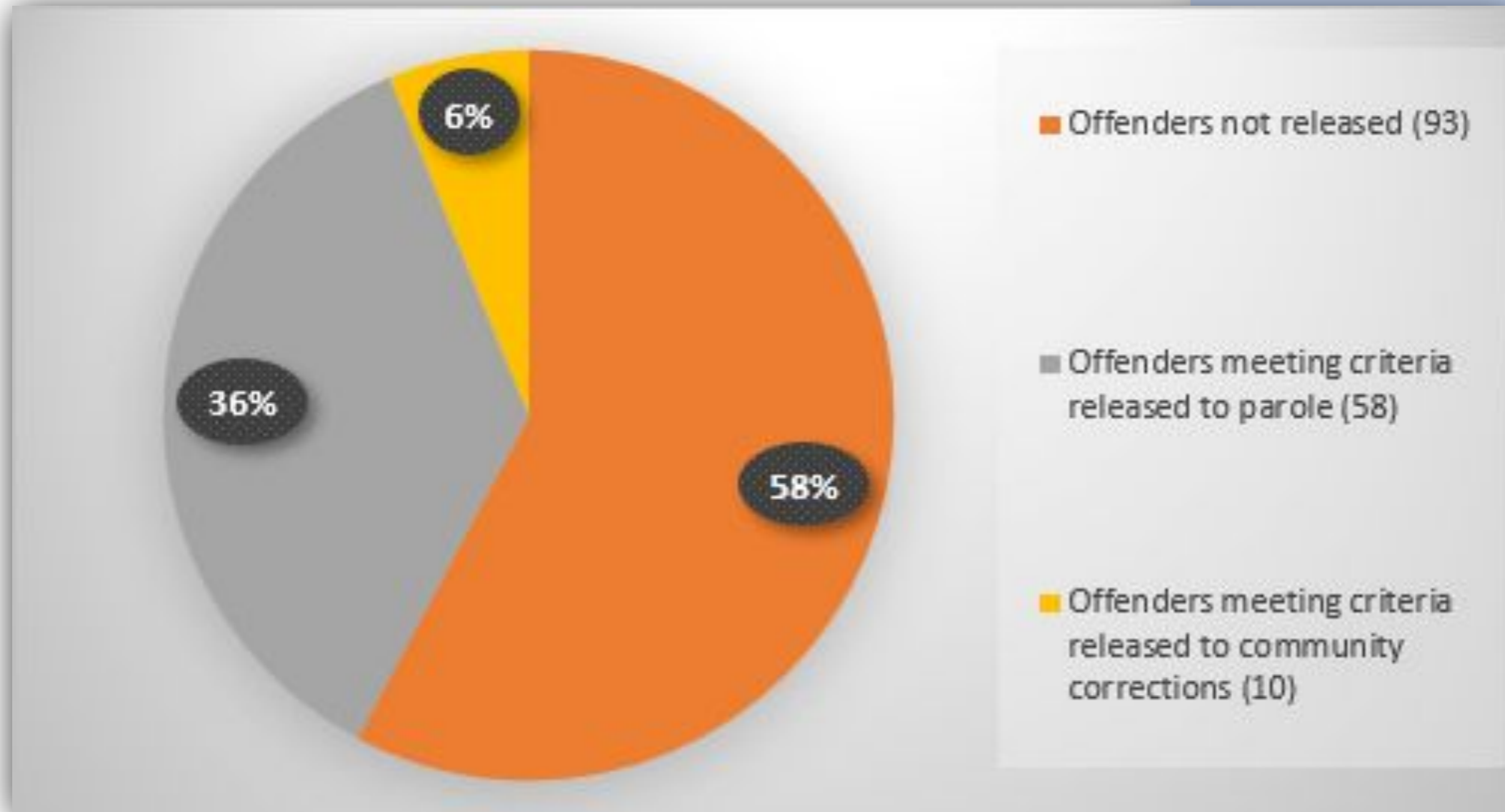
16-22-102 (9)

(9) "Unlawful sexual behavior" means any of the following offenses or criminal attempt, conspiracy, or solicitation to commit any of the following offenses:

- (a)
- (I) Sexual assault, in violation of section 18-3-402, C.R.S.; or
- (II) Sexual assault in the first degree, in violation of section 18-3-402, C.R.S., as it existed prior to July 1, 2000;
- (b) Sexual assault in the second degree, in violation of section 18-3-403, C.R.S., as it existed prior to July 1, 2000;
- (c)
- (I) Unlawful sexual contact, in violation of section 18-3-404, C.R.S.; or
- (II) Sexual assault in the third degree, in violation of section 18-3-404, C.R.S., as it existed prior to July 1, 2000;
- (d) Sexual assault on a child, in violation of section 18-3-405, C.R.S.;
- (e) Sexual assault on a child by one in a position of trust, in violation of section 18-3-405.3, C.R.S.;
- (f) Sexual assault on a client by a psychotherapist, in violation of section 18-3-405.5, C.R.S.;
- (g) Enticement of a child, in violation of section 18-3-305, C.R.S.;
- (h) Incest, in violation of section 18-6-301, C.R.S.;

- (i) Aggravated incest, in violation of section 18-6-302, C.R.S.;
- (j) Human trafficking of a minor for sexual servitude, as described in section 18-3-504 (2), C.R.S.;
- (j.5) Human trafficking for sexual servitude, as described in section 18-3-504 (1);
- (k) Sexual exploitation of children, in violation of section 18-6-403, C.R.S.;
- (l) Procurement of a child for sexual exploitation, in violation of section 18-6-404, C.R.S.;
- (m) Indecent exposure, in violation of section 18-7-302, C.R.S.;
- (n) Soliciting for child prostitution, in violation of section 18-7-402, C.R.S.;
- (o) Pandering of a child, in violation of section 18-7-403, C.R.S.;
- (p) Procurement of a child, in violation of section 18-7-403.5, C.R.S.;
- (q) Keeping a place of child prostitution, in violation of section 18-7-404, C.R.S.;
- (r) Pimping of a child, in violation of section 18-7-405, C.R.S.;
- (s) Inducement of child prostitution, in violation of section 18-7-405.5, C.R.S.;
- (t) Patronizing a prostituted child, in violation of section 18-7-406, C.R.S.;
- (u) Engaging in sexual conduct in a correctional institution, in violation of section 18-7-701, C.R.S.;
- (v) Wholesale promotion of obscenity to a minor, in violation of section 18-7-102 (1.5), C.R.S.;
- (w) Promotion of obscenity to a minor, in violation of section 18-7-102 (2.5), C.R.S.;
- (x) Class 4 felony internet luring of a child, in violation of section 18-3-306 (3), C.R.S.;
- (y) Internet sexual exploitation of a child, in violation of section 18-3-405.4, C.R.S.;
- (z) Public indecency, committed in violation of section 18-7-301 (2)(b), C.R.S., if a second offense is committed within five years of the previous offense or a third or subsequent offense is committed;
- (aa) Invasion of privacy for sexual gratification, in violation of section 18-3-405.6;
- (bb) Second degree kidnapping, if committed in violation of section 18-3-302 (3)(a);
- (cc) Unlawful electronic sexual communication, in violation of section 18-3-418; or
- (dd) Unlawful sexual conduct by a peace officer, in violation of section 18-3-405.7.

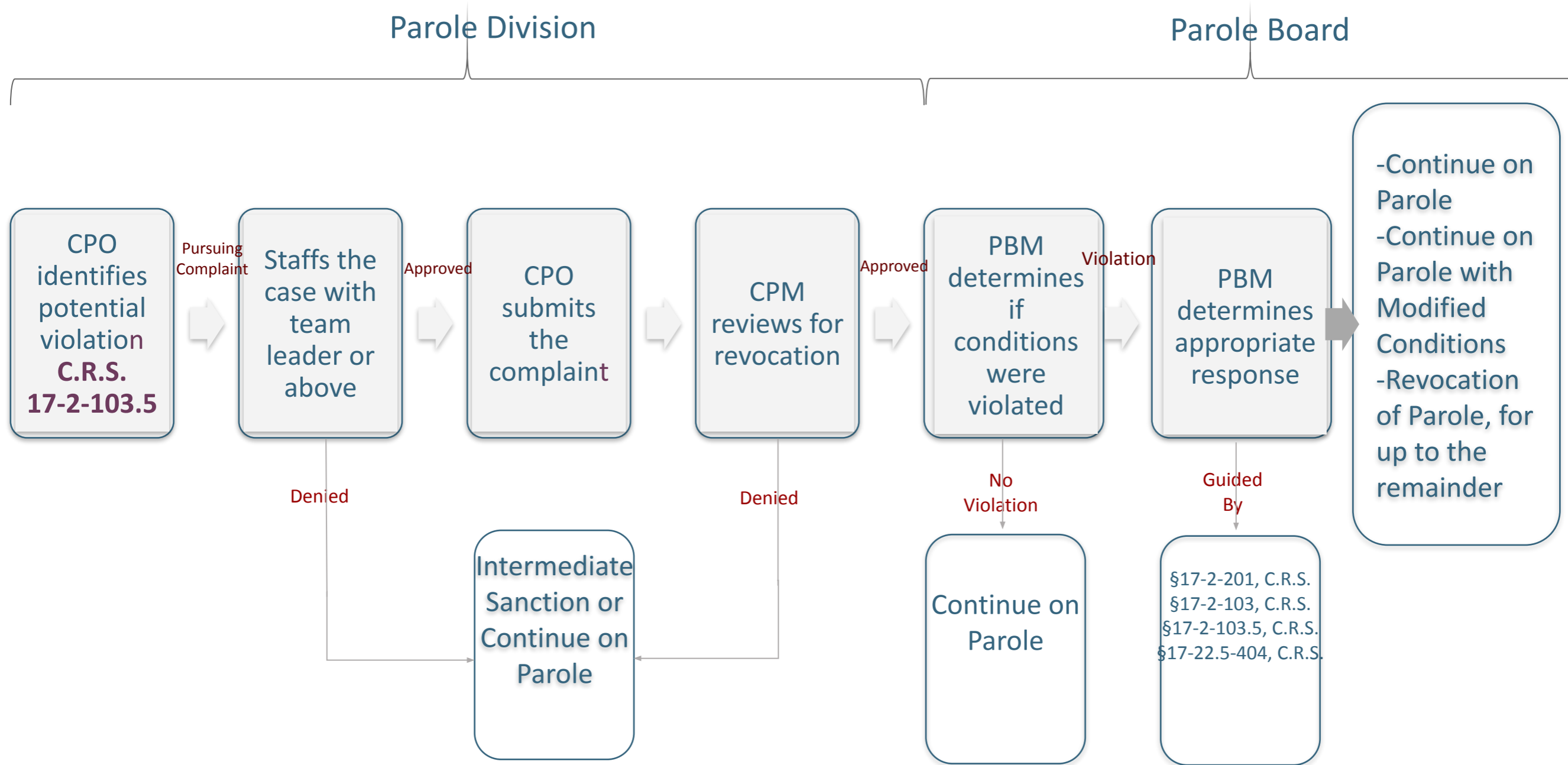
Meeting Release Criteria



This chart accounts for offenders who have met the criteria CRS 17-1-119.7 (2)(IV)(a) and (2)(IV)(b) since the measures were implemented.

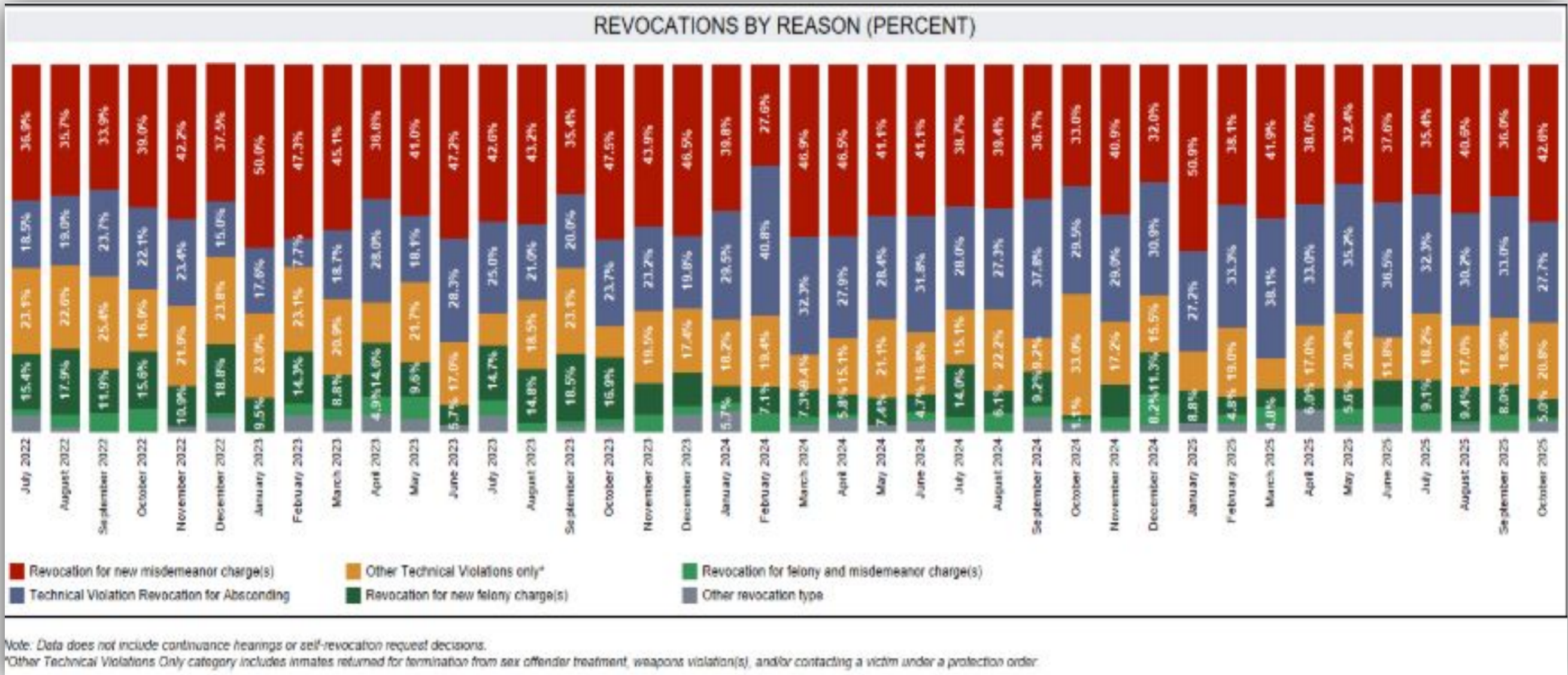
Technical Parole Violation (TPV)

Parole Revocation Review Process



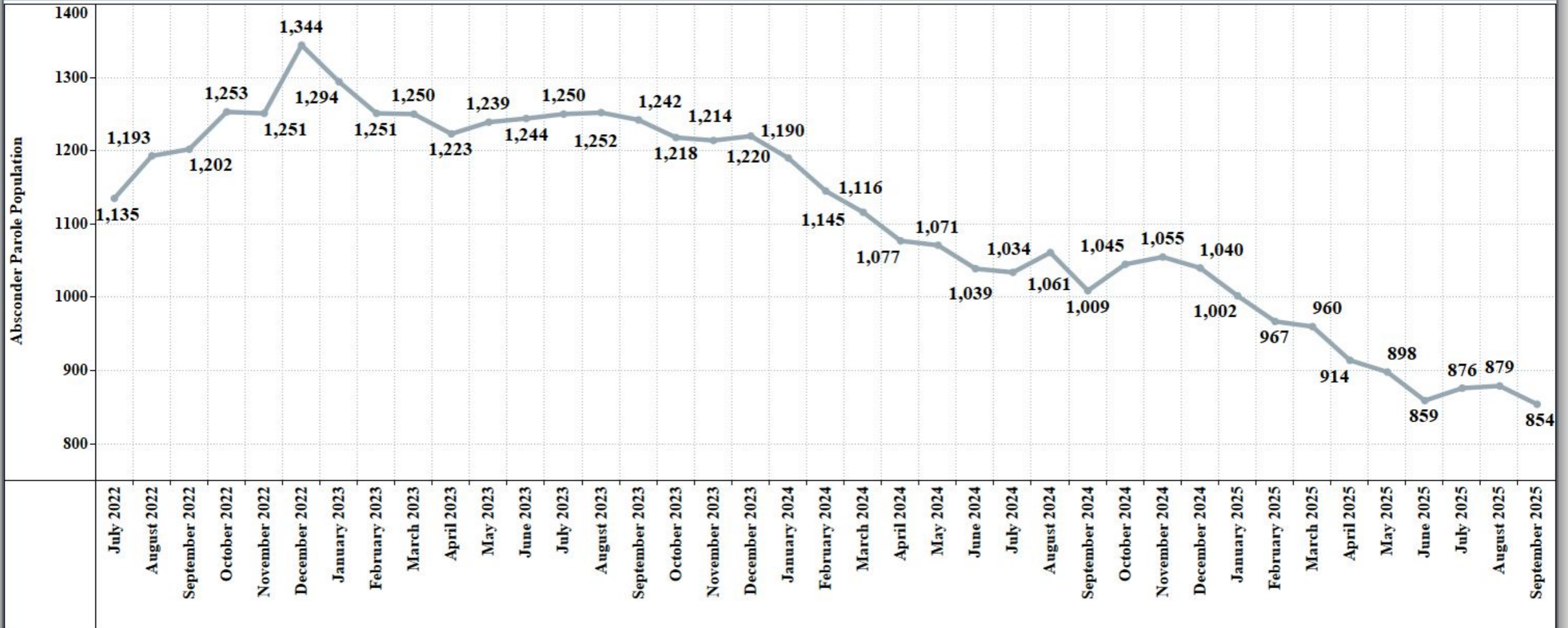
- CPO: Community Parole Officer
- CPM: Community Parole Manager
- PBM: Parole Board Member

Revocations by Reason - Trends



Absconder Population Over Time

Absconder Population at Month End



Last Updated: 11/4/2025 4:01:04 AM UTC

Prepared by the Office of Planning and Analysis. If you have questions or suggestions, please contact doc_opa@state.co.us

QUESTIONS