

Parole Board
FY 2026-27 Joint Budget
Committee Hearing

Wednesday, January 7, 2026

11:30 AM-12:00 PM

11:30 – 11:35 Introductions and Opening Comments

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

11:35 – 12:00 Parole Board Hearing Questions

Main Presenters:

- Rändi Moore, Chairperson, Colorado State Board of Parole
- Stephen Holmes, Vice-Chairperson, Colorado State Board of Parole

Topics:

- Discretionary Releases: Page 2, Question 1 in the packet, Slide 22
- Factors inhibiting PPMM release: Page 3, Question 2 in the packet, Slides 18-21
- Absconders: Page 5, Question 3 in the packet, Slide 13

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R1 Discretionary Releases

1. Why have discretionary paroles declined over the last few months?

Response:

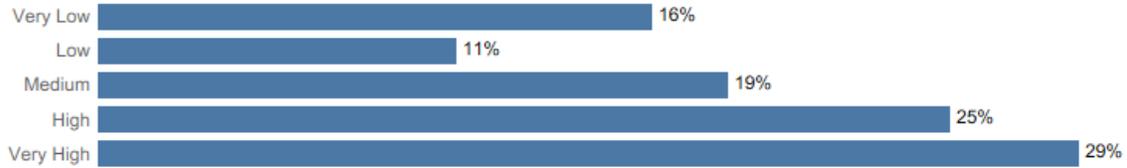
The parole board evaluates each individual to determine readiness and suitability for release, with community safety being at the forefront of our decisions.

Over time, discretionary releases rise and fall; there is not a single factor that contributes to the increase or decrease in discretionary releases. However, availability and access to and an individual's willingness to participate in treatment or programming, prior and/or recent community failures also play a part in release decisions.

Overall, the current CDOC population that are past their parole eligibility date (PED) do show trends toward higher risk on the CARAS and LSI as well as higher needs for substance abuse and mental health treatment. The following chart shows a snapshot of the population that are currently in CDOC past their PED:

Current CDOC Population past their Parole Eligibility Date (PED) Risk and Needs

CARAS Risk Levels



LSI Risk Levels



SOA-R Scores



Psychological Needs Level



*Includes individuals that are currently in CDOC population that are past their Parole Eligibility Date (PED) as of 1/1/2025.

*Excludes individuals with life sentences (i.e. lifetime sex offenders)

R2 Factors inhibiting PPMM release

2. Please summarize the factors inhibiting the release of those that qualify for release under the prison population management measures statute?

Response:

As of December 30, 2025, the Parole Board has reviewed a total of 268 individuals. A total of 91 (34%) individuals were eligible based on the statutory requirements, and a total of 177 (66%) were not eligible. Of those eligible individuals, 29 (32%) have been released.

Each individual is reviewed for release based on the factors defined in (C.R.S. 17-22.5-404), this includes an individual's risk to reoffend, actuarial risk assessments, and recommendation of a structured decision making process..

Of those not given a release date, the following are contributing factors for deferral of release: no approved release plan in place (i.e., homeless parole plans, releases to shelter beds where it is

unknown if they will be available upon release), untreated criminogenic needs, recent behavioral issues within CDOC, etc.

The following is a breakdown of the individuals the Parole Board has received and reviewed based on the Prison Population Management Measures statute (C.R.S. 17-1-119.7):

PPMM List Data		
(lists sent: 8/16/25, 9/18/25, 10/28/25, 11/7/25, 12/19/25)		
Med/Low Risk Lists (both VSU and Non-VSU)		
TOTAL RECEIVED	237	
TOTAL INELIGIBLE	153	65% were ineligible
TOTAL ELIGIBLE FROM RECEIVED	84	35% that were eligible
TOTAL RELEASED FROM ELIGIBLE	29	35%
MRD Lists		
TOTAL RECEIVED	31	
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TOTAL FROM ALL LISTS RECEIVED		
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TOTAL ELIGIBLE FROM RECEIVED	91	34% that were eligible
TOTAL RELEASED FROM ELIGIBLE	29	32%
*based on lists received and reviewed by the Parole Board		

R3 Absconders

3. Do absconders show up in the data as “No return” to prison within the first year? If so, what do the data look like if absconders are excluded?

Response:

The “no return” data includes any individual who has not been returned to CDOC custody after 1 year, “at risk”. This would include individuals on abscond status at the time of their 1-year “at risk” time frame. Due to the way the data is tracked, return/recidivism data only counts individuals after they have returned to CDOC custody; therefore, we are unable to provide the data excluding them at this time.



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State Board of Parole

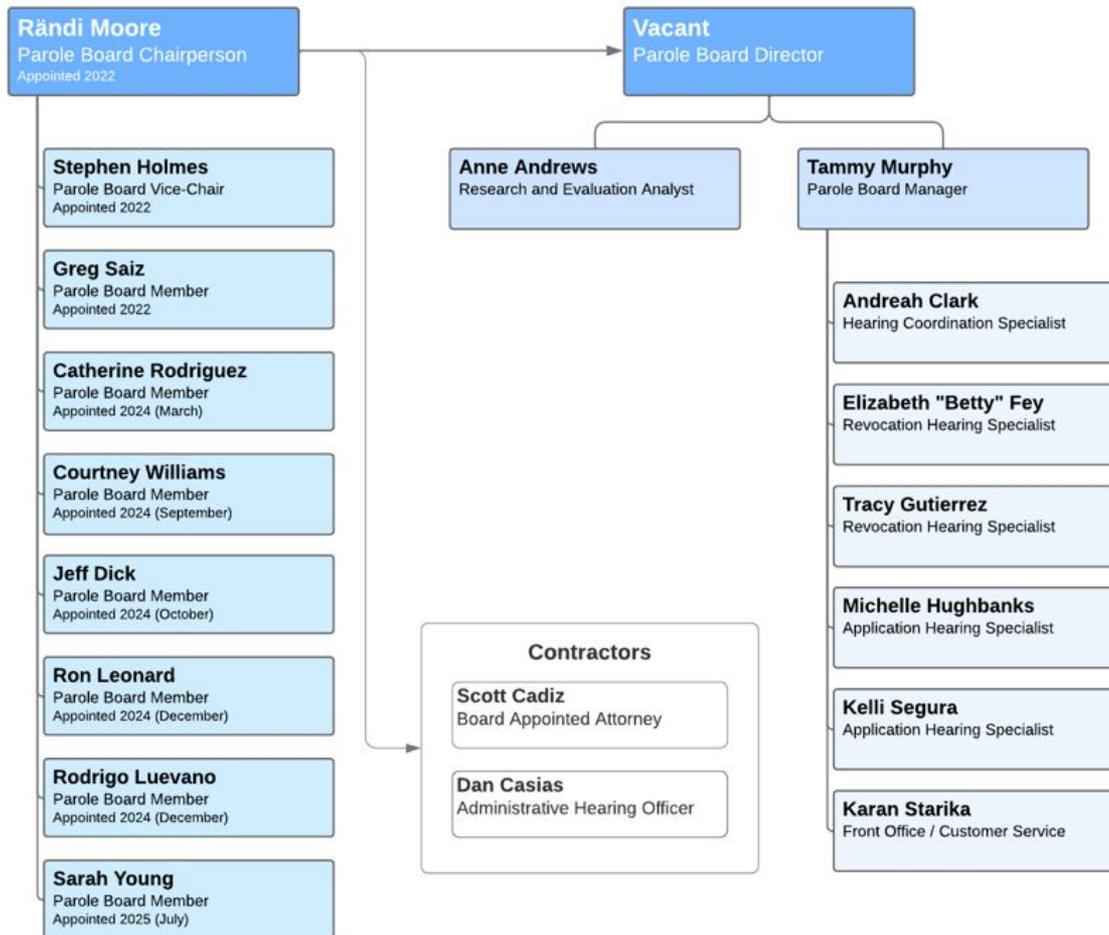
The mission of the Parole Board is to increase public safety by evaluating an individual's potential for successful reintegration to the community through the use of innovative evidence informed practices.

Parole Board

The Parole Board is a type 1 board (*§17-2-201(1)(a), C.R.S.*).

- The Department of Corrections serves as the principal department for the Parole Board (*§24-1-128.5(3), C.R.S.*)
- Exercise its prescribed statutory powers, duties, and functions independently of the principal department (*§24-1-105, C.R.S.*)





*Parole Board structure as of August 18, 2025.

Primary Functions of the Parole Board

- Application Hearings (*AKA Release Hearings or Parole Hearings*).
 - *The Parole Board does not have any influence over supervision practices by the Division of Adult Parole nor any placements to Community Corrections.*
- Setting parole conditions.
- Preside over revocation hearings.



Parole Board Guiding Philosophy

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

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



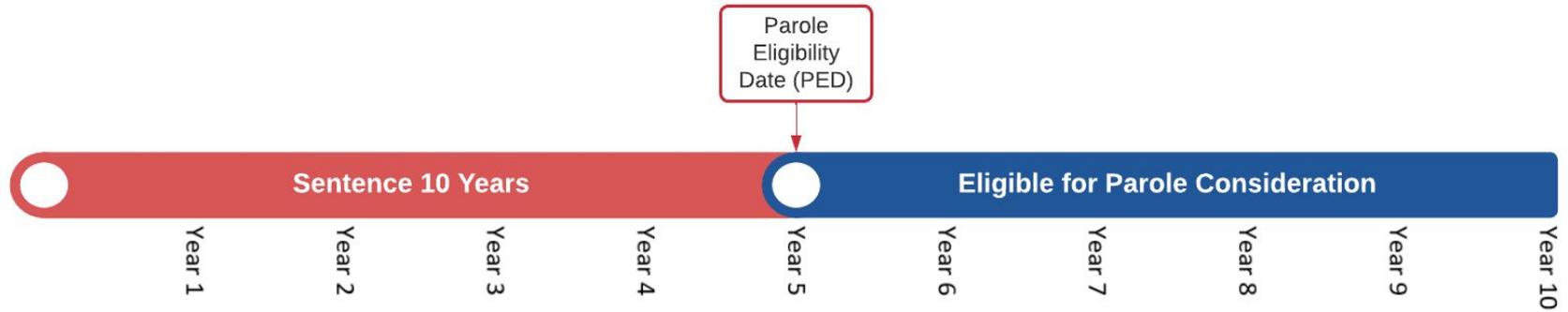
Application Hearing



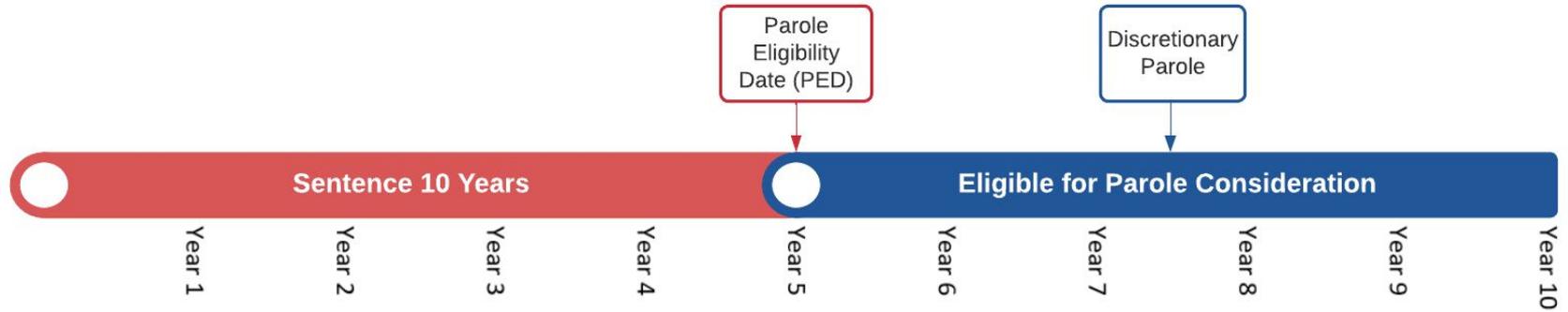
The following is an example of when and where the Parole Board's decision-making comes into play. Each individual case varies.



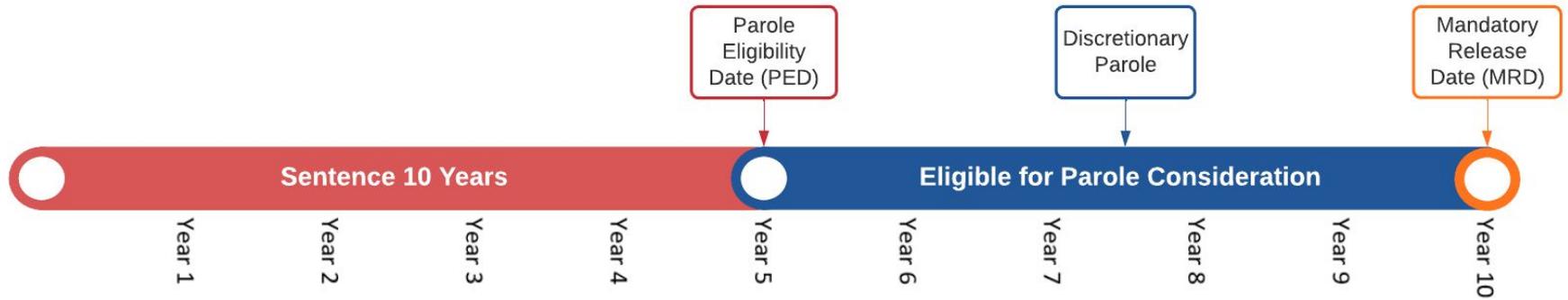
Application Hearing



Application Hearing



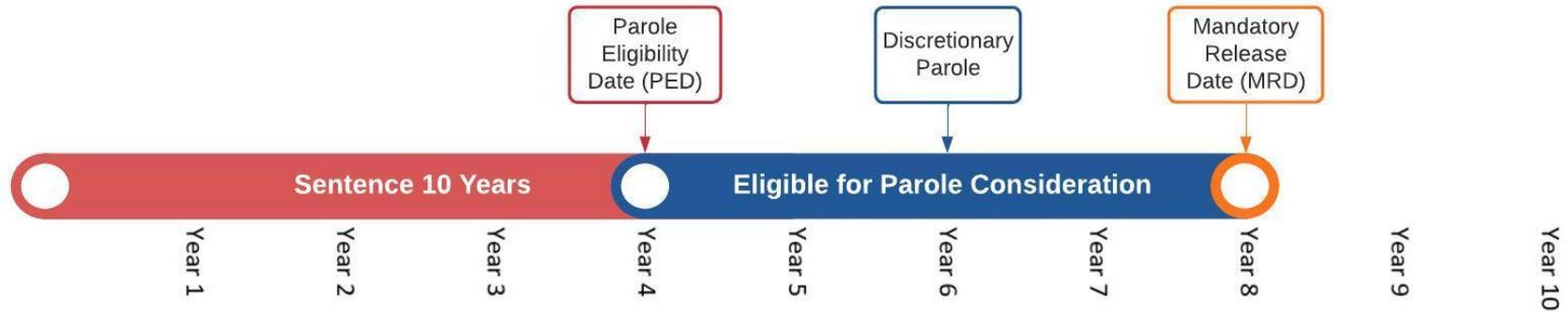
Application Hearing



- Credit for time served
- Good time
- Earned time



Application Hearing



- Credit for time served
- Good time
- Earned time



Procedural Justice

Perceived fairness of the process

- Voice
- Understanding
- Neutrality
- Respect
- Transparency

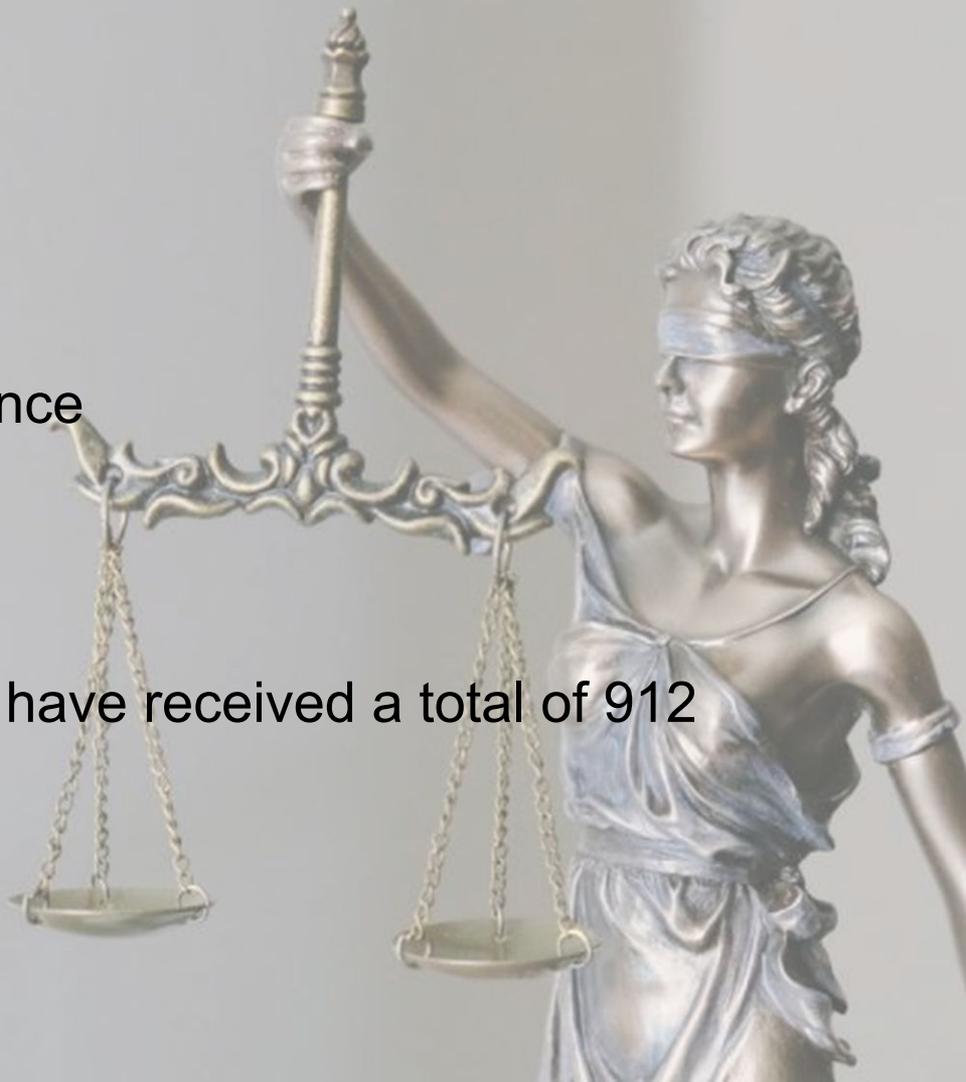


Procedural Justice

Benefits

- Increase in voluntary compliance
- Increase public trust

- As of December 31, 2025 we have received a total of 912 surveys from stakeholders.



Release Outcomes

1 year Return Rates by Release Type



- No Return
- Technical Violation Parole Return (includes misdemeanors)
- New Crime Parole Return

The “no return” data includes any individual who has not been returned to CDOC custody after 1 year.



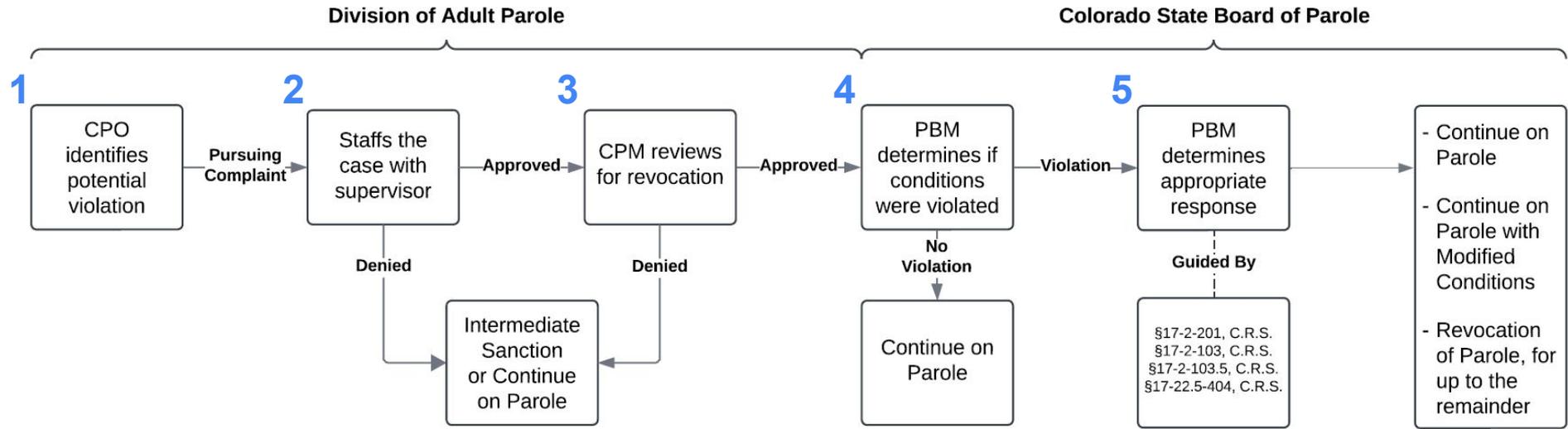
SNP Outcomes	FY 21/22	FY 22/23	FY 23/24	FY 24/25	FY 25/26 (through Dec 25)
Releases	35	30	10	20	12
Conditional Discretionary Release (CDR), aka "Tabled"	23	18	10	17	10
<i>Released to special needs parole</i>	20	14	2	7	5
<i>Remains on CDR status pending an approved parole plan</i>		3	6	7	5
<i>Deceased while awaiting an approved parole plan</i>	3	1	2	3	0
No decision (offender deceased while awaiting hearing)		2		1	
No decision (awaiting hearing)					4
Denials	32	21	8	14	13
TOTAL	67	53	18	34	29
Release Decision %	52.2%	56.6%	55.6%	58.8%	48.0%
Denial Decision %	47.8%	39.6%	44.4%	41.2%	52.0%

Revocations

- Parolee violates parole conditions.
- The community parole officer can file a complaint with the parole board.
 - *Complaint can only be filed for technical violations once the community parole officer has exhausted all appropriate or available intermediate sanctions, treatment, and support services.*
- Parole board member presides over revocation hearings.
 - *Quasi-judicial and basic due processes apply.*



Revocations



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



Finalized Revocation Hearing Outcomes by Fiscal Year FY2023- FY2026 (through November 2025)

Revoked vs Continued

	FY 2022		FY 2023		FY 2024		FY 2025		FY 2026	
Continued on Parole	355	33%	355	28%	197	16%	137	11%	76	14%
Parole Revoked	720	67%	903	72%	1,011	84%	1,163	89%	469	86%

Reason for Revocation

	FY 2022		FY 2023		FY 2024		FY 2025		FY 2026	
Revocation for new felony charge(s)	113	15%	119	12%	94	9%	86	7%	38	8%
Revocation for felony and misdemeanor charge(s)	25	3%	28	3%	26	3%	39	3%	11	2%
Revocation for new misdemeanor charge(s)	312	41%	376	39%	425	41%	448	38%	190	40%
Technical Violation Revocation for Absconding	128	17%	176	18%	279	27%	374	32%	140	29%
Other Technical Violation only***	177	23%	239	25%	180	18%	200	17%	87	18%
Other revocation type	8	1%	23	2%	24	2%	27	2%	9	2%

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

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

Prison Population Management Measures (PPMM)

C.R.S. 17-1-119.7: When the vacancy rate in DOC facilities drops below 3% for thirty (30) consecutive days, CDOC is required to send notifications to various stakeholders across the state.

The Parole Board receives 3 specific lists of offenders to be reviewed within 30 days:

1. MRD List:
 - Inmates within 90 days of their mandatory release date (MRD)
 - Approved parole plan
 - Do not require full board review or victim notification pursuant to section 24-4.1-302.5 (1)(j)
2. Conditional Discretionary Release List:
 - Inmates who have satisfied conditions for conditional release verified by the CDOC
 - Do not require full board review or victim notification pursuant to section 24-4.1-302.5 (1)(j)
3. Medium or Lower CARAS Risk Level List:
 - Medium or Lower Risk on the latest CARAS Risk assessment
 - Approved parole plan
 - Eligible based on sentence requirements from C.R.S. 17-1-119.7

Barriers to being released on PPMM

17-1-119.7 (2)(IV)(D) includes many factors that make an individuals ineligible for release based on the PPMM statute. These factors include but are not limited to:

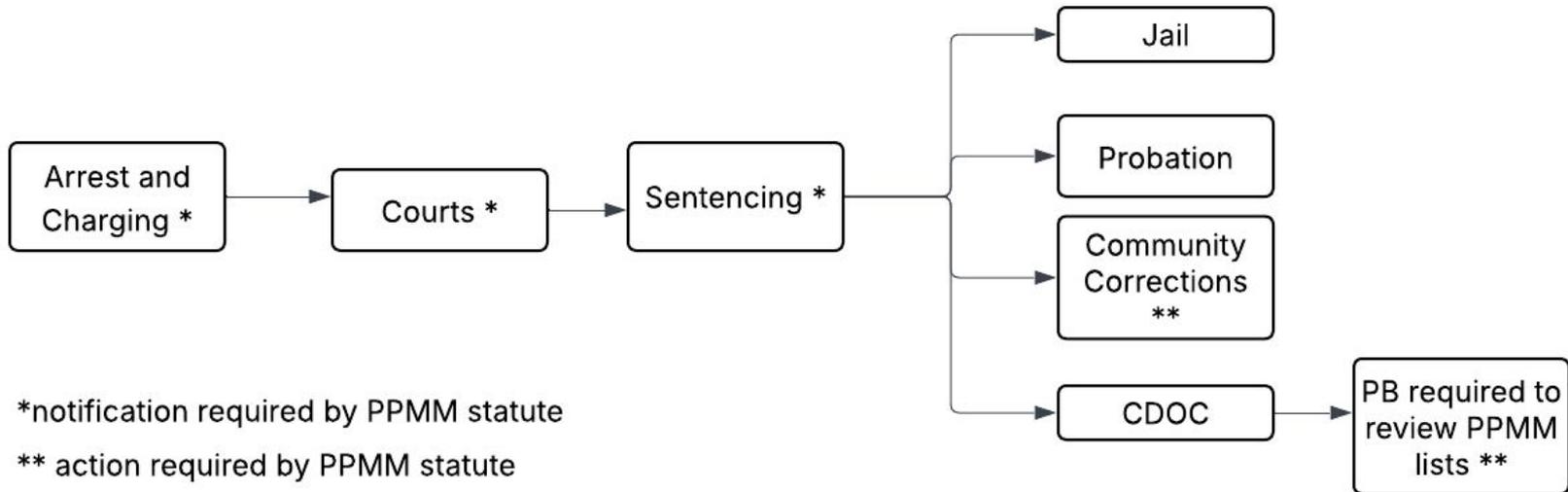
- Serving a sentence for an offense enumerated in section 24-4.1-302 or section 16-22-102 (9)
- Class I code of penal discipline (COPD) violation within 12 months
- Terminated for lack of progress or declined in writing to participate in programs that have been recommended and made available to the inmate within the 12 months
- Regressed from community corrections or revoked from parole within the previous one hundred eighty days
- Pending felony charge, detainer, or an extraditable warrant.

The Parole Board's also still is required to consider:

- An individual's risk to reoffend (§17-22.5-404(1)(a), C.R.S.),
- Risk based on actuarial risk assessments (§17-22.5-404(1)(b), C.R.S.), and
- Recommendation of a structured decision making process (§17-22.5-404(1)(c), & (d), C.R.S.).

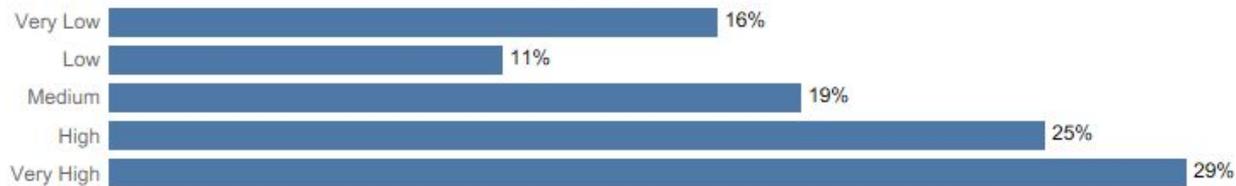
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Observations on PPMM Process and Impact to CDOC Capacity



Current CDOC Population past their Parole Eligibility Date (PED) Risk and Needs

CARAS Risk Levels



LSI Risk Levels



SOA-R Scores



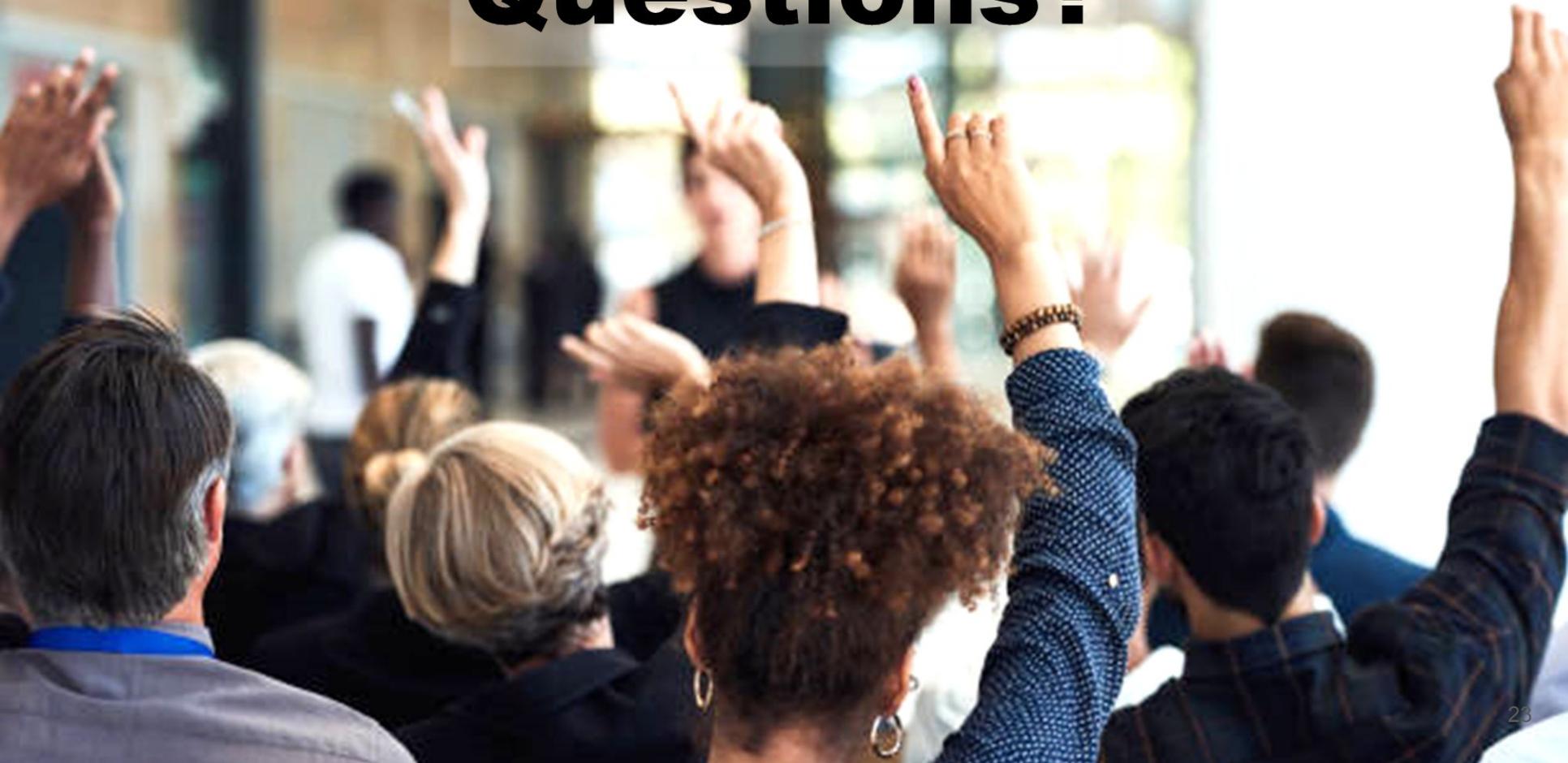
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*Excludes individuals with life sentences (i.e. lifetime sex offenders)

Questions?





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State Board of Parole

Colorado State Board of Parole

Annual Report: FY 2025



December 2025

Colorado State Board of Parole

1600 W. 24th Street

Building 54

Pueblo, Colorado 81003

719-583-5800

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

doc_info_pb@state.co.us



Colorado State Board of Parole Annual Report 2025

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

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

¹ §17-2-201(4)(a), C.R.S.

² §17-2-201(5)(f), C.R.S.

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

⁴ §17-22.5-404(1)(a), C.R.S.

⁵ §17-22.5-404(1)(b), C.R.S.

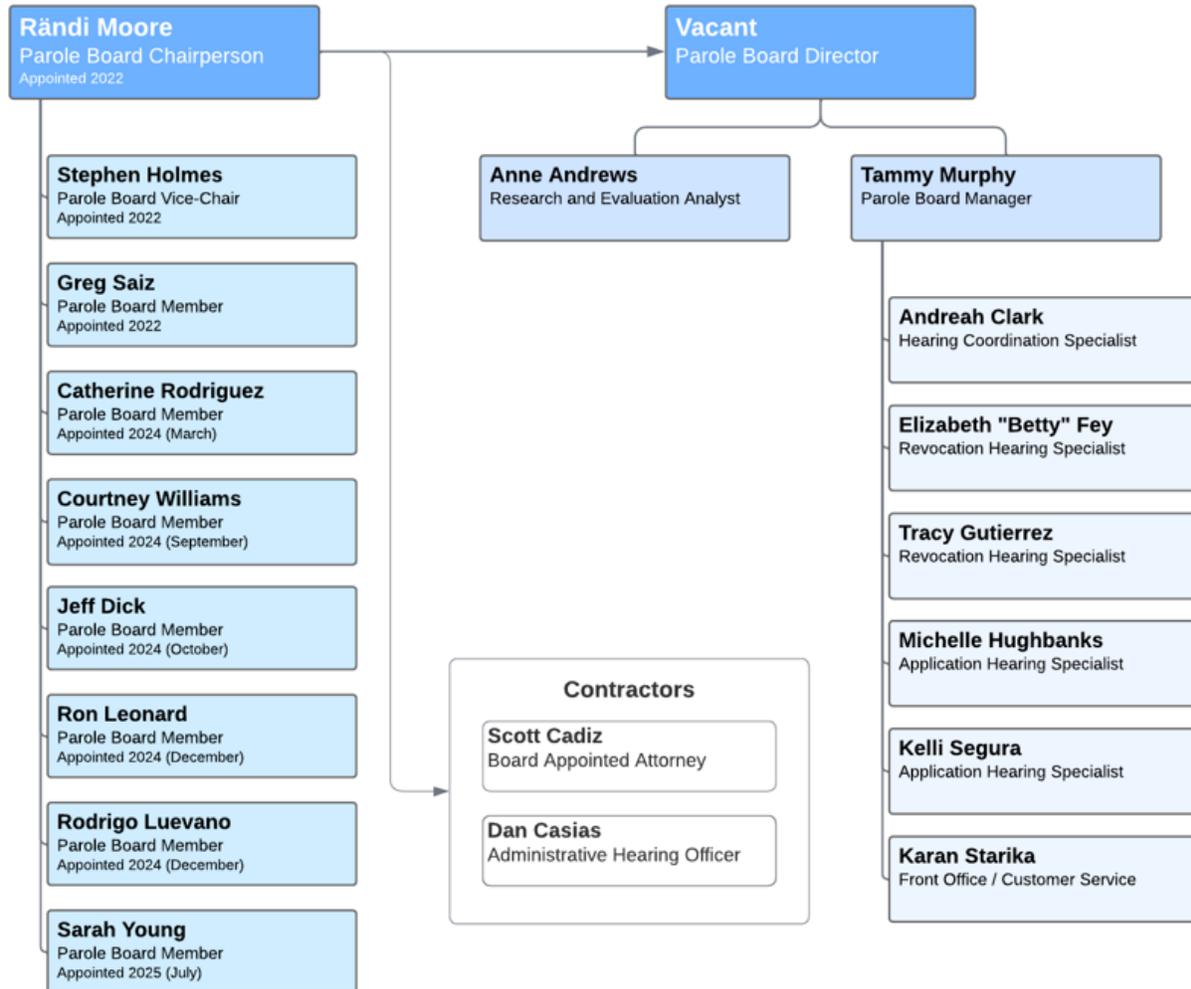
⁶ §17-22.5-404(1)(c), & (d), C.R.S.

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Parole Board Operations:

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



**Parole Board structure as of August 18, 2025.*

During FY 2025, the Parole Board also utilized contract employees, including one (1) Administrative Hearing Officer⁸ to conduct revocation hearings pursuant to 17-2-202.5, C.R.S. (2016) and one (1) defense attorney to represent parolees who are not competent to represent themselves during revocation hearings⁹.

⁷ §17-2-201(1)(a), C.R.S.

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

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

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

Mission

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

Budget

The following illustrates appropriations made to the Parole Board from FY2021 through FY 2025:

	2020-21	2021-22	2022-23	2024-25	2025-26
Personnel Services	\$2,022,485	\$2,144,536	\$2,205,611	\$2,690,882	\$2,794,349
Operating Expenses	\$120,620	\$114,090	\$107,890	\$107,890	\$107,890
Contract Services	\$272,437	\$272,437	\$242,437	\$242,437	\$242,437
Start- up Costs					
Training Contract	\$24,999				
Total	\$2,440,541	\$2,531,063	\$2,555,938	\$3,041,209	\$2,902,239

Hearings

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

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

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

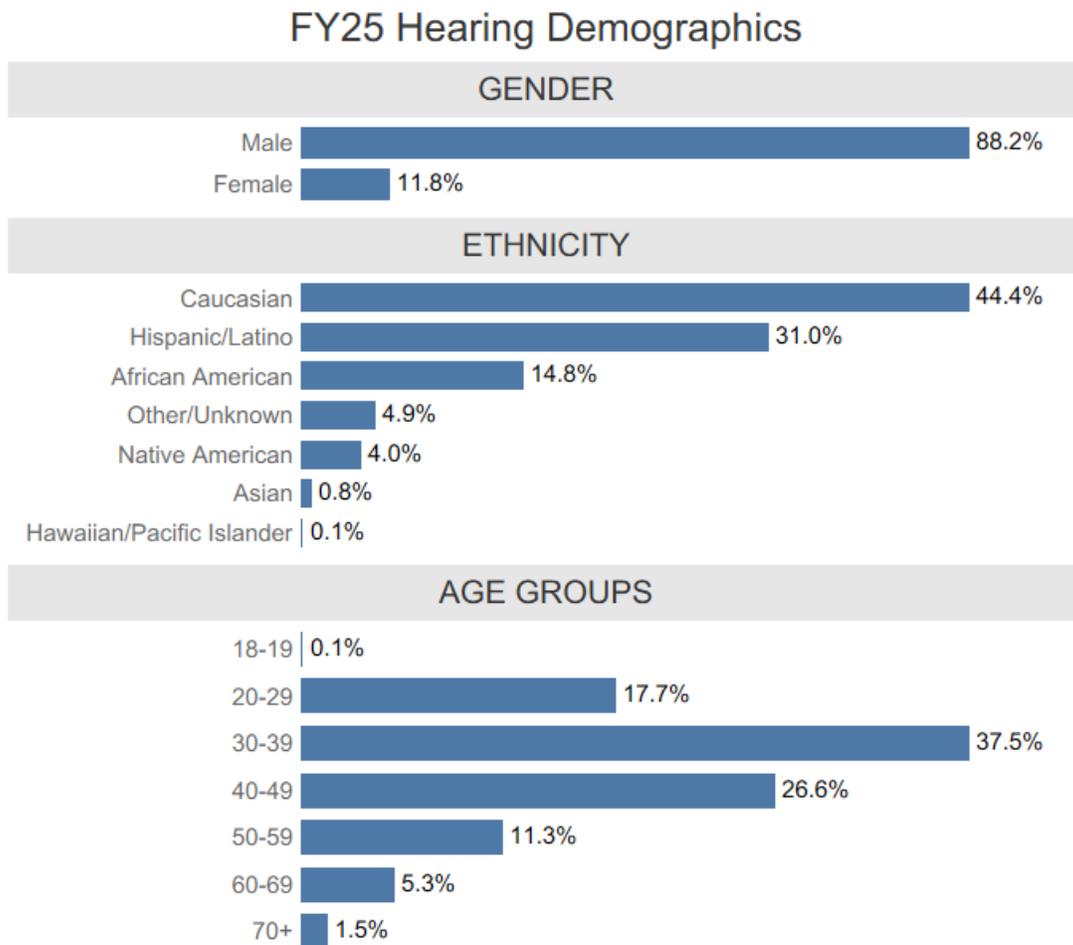
Parole Board Review and Hearing Numbers

The Parole Board conducts a wide variety of hearings and reviews. During FY2025, the Parole Board conducted the following:

- 10,944 application hearings for parole, which included:
 - 7,524 Video/Phone/In-Person application hearings
 - 1,531 File Reviews
 - 1,088 hearings conducted for inmates who either refused to attend or were unable to attend the hearings (moved prior to the hearings to another facility or medical facility, were in court or jail, were on fugitive inmate status, etc.)
 - 550 administrative hearings conducted by our office for individuals who submitted hearing waivers or needed to have their hearing date changed.
- 995 Full Board reviews
- 141 Rescission hearings
- 2,029 Revocation hearings
- 35 Special needs parole hearings
- 23 Interstate parole probable cause hearings
- 102 Reduction of sex offender supervision level requests reviews
- 1,992 Arrest warrants issued

The Parole Eligible Population

The demographic breakdown of individuals considered for discretionary release to parole in FY2025 is as follows:

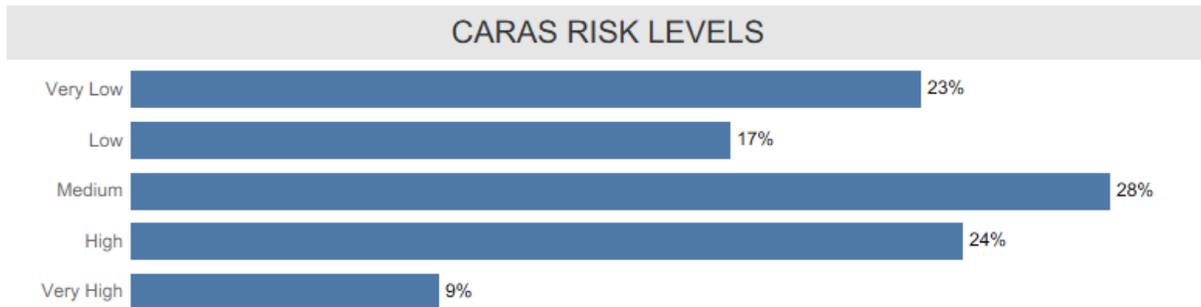


Data includes demographic information reported to the Colorado Department of Corrections by those individuals who had a completed parole application hearing by the Colorado State Board of Parole during FY 2025.

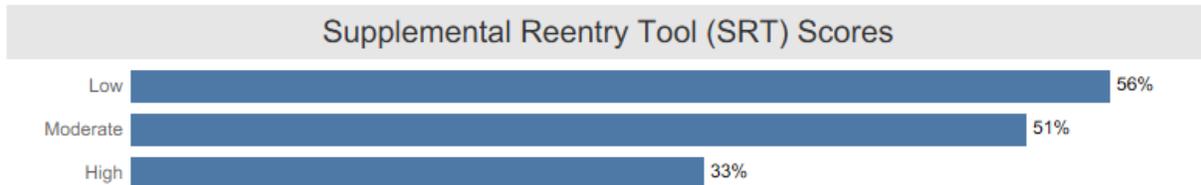
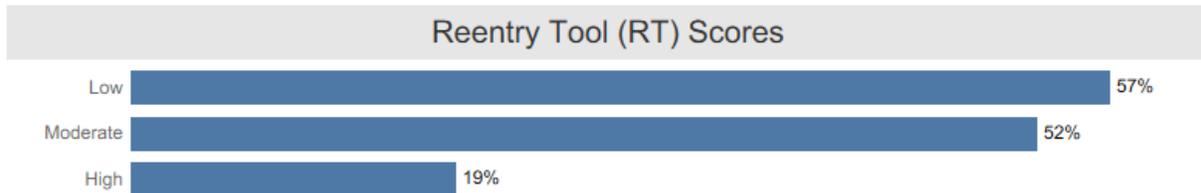
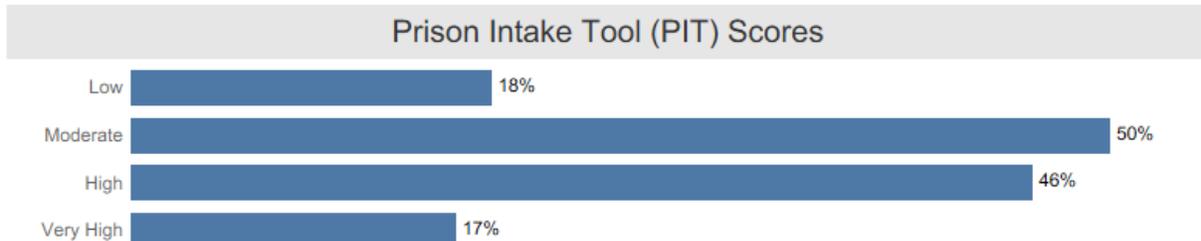
Risk and Readiness Assessments

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

The CARAS is currently the main component of the Parole Board Release Guideline Instrument (PBRGI), a structured decision-making tool that provides recommendations to Parole Board members regarding a denial or release from prison. The CARAS has five risk domains: very low, low, medium, high, and very high. The breakdown of risk by CARAS risk scores for the inmates seen by the Parole Board in FY2025 for application hearings is provided below:



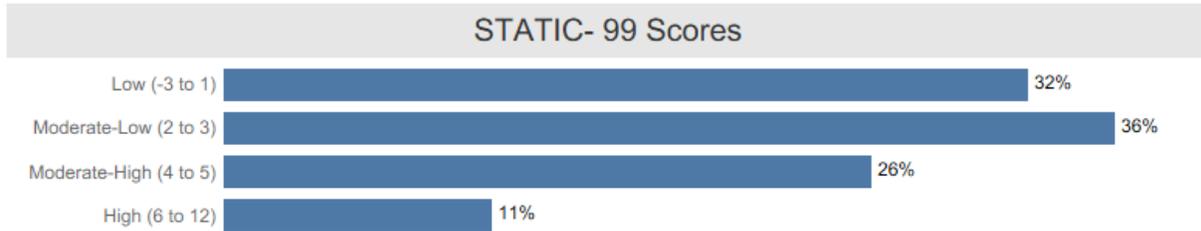
There are three CTAP assessments that can be completed for individuals while in CDOC. The Prison Intake Tool (PIT) is completed upon entry into prison. The Supplemental Reentry Tool (SRT) is completed every year for the first four years of incarceration and the Reentry Tool (RT) is completed every year from the fourth year of incarceration and beyond. CTAP assessments categorize individuals into low, medium, high, or very high-risk categories, the breakdown for the inmates seen by the Parole Board in FY2025 for application hearings is below:



There are a number of specialized populations within the CDOC that require special training and attention by Parole Board members. The following is a discussion of individuals who were seen for an application hearing in FY2025 who are considered to fall within a specialized population.

Inmates Convicted of Sex Offenses

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



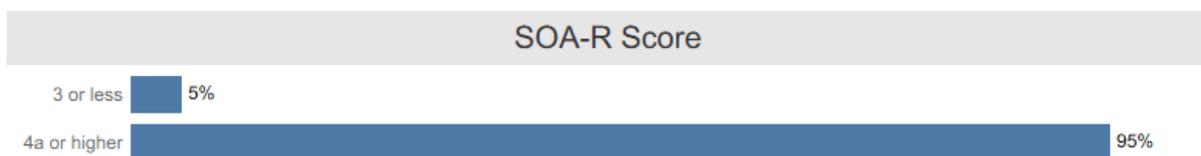
Inmates with Mental Illness

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



Inmates with Substance Abuse Disorders

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



Conditional Discretionary Release Status

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

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

Special Needs Parole

§C.R.S. 17-22.5-403.5 defines the procedures involved in a special needs parole application and Parole Board hearing review process for eligible individuals. When an inmate has a mental health or medical diagnosis that warrants consideration for early release on parole, the CDOC will submit an application to the Parole Board for review. This review request can be initiated by the individual inmate themselves, their case manager, or the CDOC medical team. All applications are vetted by the CDOC medical team and a recommendation is provided. In FY2025, the Parole Board conducted 35 special needs reviews for individuals that were recommended for release by the CDOC team. A total of 17 individuals were placed on CDR (“tabled”) pending an approved parole plan in FY2025. Of the 17 individuals placed on CDR status, seven (7) have been released to parole, seven (7) remain on CDR status pending an approved parole plan, and three (3) individual deceased while awaiting an approved parole plan.

The Revocation Process

When individuals have alleged to have violated the conditions of their parole the Division of Adult Parole can bring them before the Parole Board for a revocation hearing. Below is a breakdown of the outcomes of revocation hearing conducted in FY2025:

FY2025 Finalized Revocation Hearing Outcomes

Revoked vs Continued

Continued on Parole	137	11%
Parole Revoked	1,163	89%

Reason for Revocation

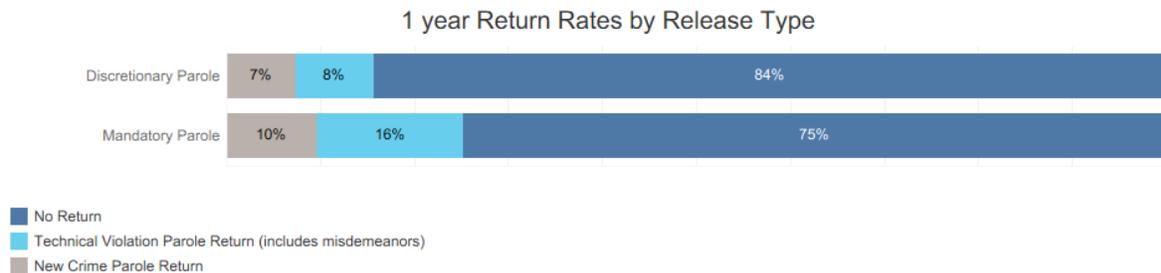
Revocation for new felony charge(s)	86	7%
Revocation for felony and misdemeanor charge(s)	39	3%
Revocation for new misdemeanor charge(s)	448	38%
Technical Violation Revocation for Absconding	374	32%
Other Technical Violation only***	200	17%
Other revocation type	27	2%

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

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

Return to Prison

Return rates differ depending on an inmate’s type of release. Those released discretionarily historically have lower return to prison rates than those who are released on mandatory parole. The following charts displays the numbers of those released in calendar year 2023 by discretionary releases and mandatory releases. The individuals included in the “no return” groups remained on parole status after 1 year of supervision.



Conclusion

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



Colorado State Board of Parole Annual Report 2025

For more information contact:

Colorado State Board of Parole

1600 W. 24th Street

Building 54

Pueblo, Colorado 81003

719-583-5800

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

doc_info_pb@state.co.us