

**Community Corrections Task Force
Colorado Commission on Criminal and Juvenile Justice**

Minutes

July 9, 2015, 1:00PM-4:30PM
710 Kipling, 3rd floor conference room

ATTENDEES:

CHAIR

Peter Weir, 1st Judicial District

TASK FORCE MEMBERS

Melissa Roberts, Department of Corrections/Adult Parole

Dennis Berry, Mesa County Criminal Justice System

Dana Wilkes, Division of Probation Service

Glenn Tapia, Division of Criminal Justice

Greg Mauro, City and County of Denver

Gregg Kildow, Intervention Community Corrections Services

Kevin Strobel, Public Defender

Harriet Hall, Jefferson Center for Mental Health

Jennifer Wagoner, Parole Board

Joe Cannata, Voices of Victims

Mike McIntosh, Adams County Sheriff

ABSENT

Angel Medina, Department of Corrections /Case Management

Christie Donner, Criminal Justice Reform Coalition

Kathryn Otten, Jefferson County Justice Services

Shannon Carst, Colorado Community Corrections Coalition

STAFF

Paul Herman, CCJJ consultant

Christine Adams, Division of Criminal Justice

Kim English, Division of Criminal Justice

<p>Issue/Topic:</p> <p>Welcome and Introductions</p>	<p>Discussion:</p> <p>Mr. Weir welcomed the group and had everyone introduce themselves. He expressed that this is a good time for new members to join the task force because we're going to look at what we've done and where we'd like to go next. He reminded that group that the goal of CCJJ is to be bold and innovative but not necessarily focus on cost.</p>
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<p>Issue/Topic:</p> <p>What Should Community Corrections Look Like?</p> <p>Action</p>	<p>Discussion:</p> <p>This group started in April 2013 with a great deal of education about the Colorado community corrections system.</p> <p><i>The purpose of community corrections is to ensure public safety and further the sentencing goals of the State of Colorado. This is accomplished by utilizing community corrections boards and the local community to identify appropriate individuals to be placed in the community, implement research-based policies, practices and programs to assist individuals so that they may successfully function in the community (January, 2014 CCTF minutes).</i></p> <p>Mr. Herman reminded that group that in August, 2013 the white board was filled multiple times over with topics to focus on based on the above purpose statement. In addition, we discussed the history and initial expectations of the group.</p> <p>We discussed a need for core changes – some that were already in the works, others not yet addressed.</p> <p>Right after this discussion was when we broke up into the three work groups (referral, population, boards).</p> <ul style="list-style-type: none"> • From these three groups came the recommendations presented last fall. • There is still work being done by the referral group regarding diversion. <p>After the population and board groups worked through their assigned issues we added judicial education and incentivizing communities.</p> <p>This brings us to the end of the last meeting (June, 2015) when Pete asked if we should again discuss what community corrections should look like.</p> <ul style="list-style-type: none"> • Should these issues be used to create new groups or should we add to existing groups? • It was suggested that this conversation be held AFTER we hear updates on the other issues (see last section of minutes).
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<p>Issue/Topic:</p> <p>Follow-Up Plan for SB15-007</p> <p>Action</p>	<p>Discussion:</p> <p>We first went over the summary document of SB15-007. The main points of which are that the bill is/would (copied from the one page legislative summary document):</p> <ul style="list-style-type: none"> • Evidence Based and Balanced Board Decision Making • Validated Evaluation of Community Corrections Program Performance • Professional Training for Board Members • Upgrading and Modernizing Standards to Focus on Evidence Based
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- Mr. Tapia will provide an updated summary of Option B (now just the recommendation) to be presented to the CCJJ.
 - The Research staff (ORS) will help provide some statistics to demonstrate the positive effects of EBPs.

The following items were then discussed:

- These areas of focus came from the agreement that there is a need for a structured decision making tool.
- Board training came from a need for education of board members to understand our community corrections system.
- There is a need to modernize standards to be evidence based. DCJ/OCC is measuring program performance based on things that are not necessarily evidence based. But we need to focus on criminogenic needs first. We need a way to measure how well our programs are managing offenders. We need content validation of the tool that DCJ/OCC has been working to include.
 - We are not using existing tools (really there are only 2 available) because the Latessa tool doesn't fit our system. And the other is self-completed.
 - We need something that fits better with our system.
- Our understanding is that the legislators liked the purpose of the bill but not the fiscal note so Mr. Tapia's task was to come back with a revised fiscal note without losing the main points of the bill.
- The concepts of this bill had the full support of this task force and the CCJJ.

Mr. Tapia stated that to make these changes he had to make some changes to the assumptions.

- It has to be a smaller evaluation tool (instead of 58 items → 30 items)
- Initially wanted all 32 facilities in 2 years → this really drove the high cost of the fiscal note so we are changing this.

Option A cuts cost by about 42%; Option B reduces by about 50% (see the handouts provided at the end of these minutes).

- Option A -- 6 programs tested over 2 years with consultant money. Wouldn't get a statewide baseline but would get a test.
- Option B strikes consultant money and replaces with an FTE. This would allow us to test about 20 facilities in 2 years.
- Option A would be about \$180k/year every year after year 2.
- Option B would be about twice that permanently.

Mr. Tapia stated that he thinks we could test all 32 programs in 3 years.

- He did note that the Coalition prefers all sites be done in 2 years.

Option A is a temporary investment. It wouldn't provide a permanent source to complete all 32 facilities.

Option B would allow for us to provide feedback/coaching to programs whereas consultants (Option A) would do the test and be done. Option B would also allow for us to look at all of the programs. This can't be done without an FTE.

Are we measuring the right things and are they supported by science? Once the answer to this is yes, we need to look at the programs to see if they are following.

Would it be possible to get grant money for this or to work with a university to do some of this and reduce the costs? Yes, but it would run the same risks as working with consultants (e.g., temporary).

Mr. Strobel stated that he is concerned that Option B wouldn't accomplish the goal of a validating a tool. "I assume you're already hiring smart people but would you always have to go to consultant?"

<p>Issue/Topic:</p> <p>Follow-Up Plan for SB15-007</p>	<ul style="list-style-type: none"> • Mr. Tapia clarified that Option B still provides some money (\$20k) to go to an independent consultant for validation. <p>Ms. Wilkes asked “if only 7% of the current standards are supported by science, and you have boards that aren’t using structured decision making, would it be useful to do this in a two-step process to address these issues and then create a tool to measure this?”</p> <ul style="list-style-type: none"> • We might be addressing the right people but if programs aren’t equipped to manage these people it will affect your overall performance. • We need to make sure we have the right board members. • This task force has already advised the Commission that it’s really an all or nothing recommendation. If we focus on parts separately we may not get the results we want. <p>Mr. Weir noted that there is a perpetual cost in order to reevaluate every few years.</p> <ul style="list-style-type: none"> • True. But option A doesn’t really allow for this whereas it’s worked into option B with a permanent resource. <p>Mr. Tapia stated that part of the problem with our (DCJ) relationship with providers (and the audits we do) is that we’ve primarily been regulatory. We’ll receive better results if we can provide support systems.</p> <ul style="list-style-type: none"> • Auditing doesn’t necessarily encourage technical assistance, and • Providers don’t always understand that technical assistance is meant to help improve their programs and is not an audit. <p>Mr. Herman said that another state was finding that they obtained a lot of information with their audits but they had no way to help the providers.</p> <ul style="list-style-type: none"> • They wanted to provide technical assistance and they found that they could change their auditing process to provide this. <p>Mr. Tapa stated that this is the point of the PACE program. But there are still some core security items that won’t be evidence based.</p> <ul style="list-style-type: none"> • Boards could help us with the core security items while we could focus on PACE. And then we could avoid measuring items that aren’t apart of either core security or PACE. • We’re stuck a little because of statutory requirements for auditing programs and if we define program as “specialty” there are 72 programs. We don’t have the time or resources to keep up with that. • Mr. Herman restated that in regard to his example that state went back and changed the audit statutes. <p>It was asked if we would be able to do our audits every two years if the boards take on the core security audits?</p> <ul style="list-style-type: none"> • This would help with consistency. But not every board can realistically do this. They don’t have the same FTE. <p>We had talked last time about using reversion money to achieve this. Some people don’t like this idea but providers and boards would just have to understand that it’s going for the betterment of the community corrections system.</p>
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<p>Issue/Topic:</p> <p>Follow-Up Plan for SB15-007</p>	<ul style="list-style-type: none"> • Mr. Tapia stated that he's sure there will be reversion money. Another option would be to use savings from another bill but that's politically more risky. <p>The task force chair, Mr. Weir, stated that he will have to report back to the CCJJ with our recommendations in August or September. We can either present one or both of these options.</p> <ul style="list-style-type: none"> • "I would like to recommend B and not A at all, it would just get too confusing. If they don't like it we can always go back with A as an option." <ul style="list-style-type: none"> ○ A motion for taking only Option B to the CCJJ was presented by Mr. Kildow and seconded by Dr. Hall. ○ All voted in favor. <p>Next, is it all or nothing or do we keep A as a backup plan?</p> <ul style="list-style-type: none"> • Ms. Wilkes said that it seems that it's important get some investment in community corrections over a long period of time. There should be other ways to get the money if necessary. Putting in A as a backup plan doesn't get us what we think is necessary. • Politically it's hard to get boards to do things without funding. <ul style="list-style-type: none"> ○ We need providers to trust that this isn't just DCJ coming up with another way to measure them. Need outside blessing/face validity. ○ The normal course is that if a legislator is having trouble getting the money they'll want to change the bill. But we may really want everything and are unwilling to go for less. • The word this year was that we had support for the bill but we didn't have a funding source. The other problem was how the fiscal note was written. It didn't show the declining cost over time. • The group agreed that there is no motion to keep A as an option. <p>What re the pros of option B?</p> <ul style="list-style-type: none"> • We need a one page summary of the proposal to provide for the CCJJ. <ul style="list-style-type: none"> ○ This should include how we've addressed their assignment. ○ It should go out 5 years. <p>Is there a way to estimate an increase in success rates that could be tied to a reduced cost to DOC?</p> <ul style="list-style-type: none"> • When you implement evidence based practices (EBPs) you can expect a 10-40% improvement (See National Institute of Corrections (April 16, 2010). <i>A Framework for Evidence-Based Decision Making in Local Criminal Justice Systems</i>). • Point out that our recidivism rates are high and using EBPs, which this proposal will do, has a positive effect on outcomes/recidivism rates. <ul style="list-style-type: none"> ○ Mr. Tapia asked Kim English for help providing some stats to make this point. • One tricky part is that were not as much cheaper than prison as we used to be. But it is the return on investment that is important to point out because there are costs inverted.
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Issue/Topic:	Discussion:
<p>Work Group Updates</p> <p>Action</p> <p>Diversion Survey:</p> <ul style="list-style-type: none"> • Separate, complete list of responses to open ended questions will be emailed with the minutes. <p>Judicial Education:</p> <ul style="list-style-type: none"> • Mr. Tapia will provide a summary of what judges and probation wants to know to present to the task force next month. • The task force must then decide where on our priority list these issues fall. <p>Incentivizing Committee:</p> <ul style="list-style-type: none"> • More meetings need to be held including the additional people listed. 	<p>Referral Group – Diversion survey</p> <ul style="list-style-type: none"> • Went over survey results (provided at the end of these minutes; note that a full list of the responses to questions 6 and 7 will be emailed with the minutes as a separate file). • The good news for some of the responses listed in item 7 is that they’re being addressed with SB 007. • Although boards have been discussed, programmatic issues are one thing that have not really discussed. <ul style="list-style-type: none"> ○ Does the PACE program address this? Maybe. But not to the degree addressed here. ○ The board issues were more frustrations while the program issues were more about outcome. • Escapes may be something to address since so many offenders (12-17%) just walk away. These numbers are similar for probation but it feels different to the community. <p>Judicial Education</p> <ul style="list-style-type: none"> • Jennifer Mendoza met with judges last week and asked judges what they needed to know to help them recommend community corrections. <ul style="list-style-type: none"> ○ There were interested in learning more about evidence based practices and if community corrections is evidence based. ○ Some were concerned about where community corrections lies in the sentencing continuum. ○ Many see their specialized programs as superior to community corrections. ○ Some were upset about the lack of transparency of board decision making. ○ Some see community corrections as a way to make better criminals. ○ There is concern about escapes. ○ Program diversity among facilities causes confusion about what community corrections really is. • Next steps: <ul style="list-style-type: none"> ○ Need list from judges ○ Come back with a summary of what judges and probation wants to know. ○ Mr. Tapia will summarize and then the task force can decide next step. ○ There is a need for this education but we’ll have to decide where it falls on our priority list. <p>Incentivizing Communities</p> <ul style="list-style-type: none"> • The thought process behind this comes from Jefferson County who has been trying to move a facility. • The “not in my backyard” mentality has led us to try to come up with ways to incentivize communities or to give something in exchange for their agreement. • This week Mr. Weir met with Sally Clark, Casey Tye, Greg Kildow, Kathy Otten, Carl Blesch, Senator Jahn.

	<ul style="list-style-type: none"> ○ It was suggested that we include Senator Steadman. He’s interested in this topic, is good at finding money, and sits on the CCJJ. ○ It was also suggested that a DCJ representative (Jeanne Smith or Glenn Tapia) as well as John Suthers be included (recently elected mayor of Colorado Springs) be included. ● Senator Jahn feels this is an important issue to pursue.
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<p style="text-align: center;">Issue/Topic:</p> <p style="text-align: center;">Brainstorm Next Steps: What would help Community Corrections look the way it should?</p> <p style="text-align: center;">Next meeting:</p> <ul style="list-style-type: none"> ● Add any additional items ● Narrow down our focus ● Before then, staff will categorize items to discuss. ● May want to add issues from the survey. 	<p style="text-align: center;">Discussion:</p> <p>We are currently asking everyone for one idea. We are <u>not</u> going to debate the issues today; we’re just listing them.</p> <ul style="list-style-type: none"> ● Remove board discretion on transition clients, make it mandatory. ● Truly risk based placement and services. ● Community corrections should be the transition from prison to the community with only community status, no longer inmate status. ● Require and fund specialized treatment services in all CC facilities. Specialized = SO, DV, MH ● Program funding should be as much about performance as capacity. <ul style="list-style-type: none"> ○ As an addition to a base, not from a 0 base. ● Closer ties between the community corrections programs and the communities they’re in as well as community programs. ● Overhaul of the staffing structure. Program staff are low paid but have to do advanced things with problem populations. ● See more people go through community corrections (additional beds). Those that are placed should be parole eligible. <ul style="list-style-type: none"> ○ Not inmate status. ○ Along the lines of the presumptive parole concept. ● Provide treatment to individuals based on status. <ul style="list-style-type: none"> ○ Talking about the people who have regressed back in (not the diversion or transition folks just coming in). ○ Separate the “trouble makers.” ○ Inclusive of CRCF but not limited to them. ● Better collaboration among the criminal justice system stakeholders. <ul style="list-style-type: none"> ○ We’re not all pulling in the same direction. ○ Need to align and understand the purpose and goals. ○ Need a consistent mission. ● Community education and awareness of what community corrections is and its roll. <ul style="list-style-type: none"> ○ To help with the “not in my backyard” issue. ○ How can law enforcement help? How are we hindering? ● How can we assist the programs with their employment efforts? <ul style="list-style-type: none"> ○ Ability to get AND (want to) keep a job. ○ Provide tools the enable offender success. ● Programs should be CBT focused. <ul style="list-style-type: none"> ○ Assuming they’re risk based. ● Zero escapes. ● Find data to educate communities about the safety of community corrections.
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	<ul style="list-style-type: none"> ○ A packaged set rather than anecdotal info. ● As a strategy to engage the community with volunteers and mentors bring the community into the centers. ● Help set offenders up for success - Remove barriers for success. ● Make it a safe environment for offenders. ● Remove Medicaid eligibility barriers. ● Enhance community corrections board understanding of crime on victims. <ul style="list-style-type: none"> ○ Have them attend a VRA hearing. ● Better data describing successful and unsuccessful cases. <ul style="list-style-type: none"> ○ Help with profiling for success or failure. ● How we deal with behavior. <ul style="list-style-type: none"> ○ New crime rate is only about 2% so it's technical violations and walkaways that increase the failure rate. ○ Need to be more consistent because it varies widely. ● Engaging families in the transition process back to home. <ul style="list-style-type: none"> ○ Tied to engaging the community. ○ Need to ensure continued success. ● Program staff quality/qualifications and turnover. ● We're doing a lot for a lot of people. Not everyone has the same goal. Some guidance in standards but not specific. ● One of our goals is to clarify our purpose. ● Public safety and rule enforcement are not mutually exclusive.
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Adjourned at 4:00pm

Meeting Schedule and Location for 2015 (next 6 months)

Thursday, August 13 th	1:00pm -4:30pm	700 Kipling St., 1st floor conference room
Thursday, Sept. 10 th	1:00pm -4:30pm	710 Kipling St., 3rd floor conference room
Thursday, Oct. 8 th	1:00pm -4:30pm	710 Kipling St., 3rd floor conference room
Thursday, Nov. 12 th	1:00pm -4:30pm	710 Kipling St., 3rd floor conference room
Thursday, Dec. 10 th	1:00pm -4:30pm	710 Kipling St., 3rd floor conference room

OPTION A- Reduced Fiscal Impacts of SB15-007

To advance the intention of the bill and that of the Colorado Commission on Criminal and Juvenile Justice (CCJJ), the Department of Public Safety should be resourced with temporary professional consultation and with permanent internal staff. The fiscal impact for LLS 15-0285 is detailed in the following three (3) general areas:

- **AREA 1** - Temporary professional consultation for the program evaluation tool,
- **AREA 2** - Temporary professional consultation for evidence based decision making for boards
- **AREA 3** - Permanent FTE and operating resources for the Division of Criminal Justice (DCJ) for board training and program evaluation

Annual Cost Summary

Cost Area	Year 1 Cost	Year 2 Cost	Duration
AREA 1: Program Evaluation Tool - Consultation and Initial Field Test/Feasibility Study Services	\$75,000	\$65,000	Temporary 2 Years
AREA 2: Evidence Based Decision Making (EBDM) - Consultation and Implementation Services	\$108,000	\$108,000	Temporary 4 Years
AREA 3: FTE and Operating for the Division of Criminal Justice	\$169,607	\$173,655	Permanent
TOTAL	\$372,607	\$431,655	

Area 1 – Temporary Professional Consultation: Program Evaluation Tool

Temporary Master Consultation (PhD. Criminologist) - \$20,000 in Year 1 and Year 2

- Rate is \$100 per hour¹.
- Initial content validation = 200 hours of Master Consultant work
- **200 hours consultation x \$100 per hour = \$20,000**

Temporary Local Consultant Team - \$55,000 in Year 1 and \$45,000 in Year 2

The local consultant team will consist of three (3) people and will be supported by the FTE Program Evaluator position (see Area 3) in order to determine feasibility of permanent implementation. The initial field test is NOT a statewide baseline measurement. Rather it is a field/feasibility test on **6 facilities** (3 per year for each of 2 years).

- Rate is \$100 per hour
- Team is 3.0 temporary staff
- Initial training of consultant team by OCC = 33.33 hours per person

¹ Justice Systems and Training (JSAT – Brad Bogue) - \$120 an hour; Center for Change (Anjali Nandi) - \$120 an hour; The Implementation Group (Jenifer Schroeder) - \$100 hour (including travel); Richard Stroker - (Center for Effective Public Policy) - \$125/hour (\$1000 a day)

- **Cost of initial training of consultant team by OCC, then estimated at \$10,000 (100 hours total x \$100 per hour)**
- Onsite data collection per person, per site = 40 hours
- Offsite report writing per person, per site = 10 hours
- Total Per Site Labor per person = 50 hours
- The per-site cost for each of the local consultant team members is \$15,000 (\$100/hr * 50 hrs per site * 3 staff).
- **Over 6 sites this would total \$90,000 for each of two years or \$45,000 per year.**

Annual and Overall Cost Item Breakdown

Year 1		
Master Consultation (Ph.D Criminologist)	200 hours * \$100 per hour	\$20,000
Initial Training of Local Consultant Team	\$100 per hour x 33.33 hours of training x 3 team members	\$10,000
Local Consultant Team	\$100 per hour * 50 hours per week * 3 sites * 3 people	\$45,000
Year 1 Total		\$75,000
Year 2		
Master Consultation (Ph.D Criminologist)	200 hours * \$100 per hour	\$20,000
Local Consultant Team	\$100 per hour * 33.33 hours per week * 3 sites * 3 people	\$45,000
Year 2 Total		\$65,000
TOTAL TWO-YEAR PROJECT COSTS		\$140,000

Overall, the development and field test of the Program Evaluation Tool project will help to initiate a larger, long-term vision for community corrections in Colorado including a budget request for additional FTE resources to sustain PACE implementation permanently, should such be warranted through the field test/feasibility study.

Area 2 – Temporary Professional Consultation: Evidence Based Decision Making for Boards

Over the course of a four-year period, DCJ will work with boards to develop 16 different EBDM tools (one for each board which oversees at least one community corrections facility). Each jurisdiction will develop an individualized EBDM tool based on locally-driven measures and criteria. Through the development process, board members will become educated and will eventually be able to move past their initial concerns and resistance as they will be directly involved in the design and scaling of the tool. Finally, a tool that is jurisdiction-specific also addresses local policy issues from the Courts and DOC that are important to placement decisions as well as concerns from elected and appointed officials.

The EBDM consultant who worked with the City and County of Denver on their EBDM tool developed a multi-step process that will be applied to each of the 16 community corrections boards that have residential facilities in their jurisdiction. This eight (8) step process is as follows:

1. Step 1 (4 Days) - Reviewing pertinent policies, data and information regarding current decision making practices of the community corrections board and gaining a historical perspective.
2. Step 2 (4 Days) - Facilitating consensus among board members regarding the value of having and using a tool, and identifying possible elements of a decision making tool.
3. Step 3 (4 Days) - Developing consensus among board members regarding specific “priority” elements of the tool and the general content of a decision making tool.
4. Step 4 (2 Days) - Reviewing policies, data and information to assess the potential impact/implications of selecting certain items to be a part of the decision making tool; facilitating a local process for scoring and implementing the tool.
5. Step 5 (2 Days) - Developing definitions for items contained in the tool.
6. Step 6 (4 Days) - Creating an initial version of the decision making tool; gaining approval of board members to try the tool; working with staff regarding the scoring of the tool and providing the tool to board members.
7. Step 7 (4 Days) - Getting feedback about the use of the tool; making revisions as necessary; reviewing data and impacts associated with the tool’s use.
8. Step 8 (3 Days) - Finalizing the elements, format and content of the decision making tool; facilitating final approval from the board to incorporate the tool into its permanent practices.

The objective of the EBDM project is to develop, complete and install an EBDM tool at 1 board per quarter, which equates to four (4) boards per year. The project will last four (4) years and a total of 16 boards will complete individualized EBDM tools. The budget for this project is based on \$27,000 for each jurisdiction which was derived from the City and County of Denver board experience. The consultant rate of \$1000 per day (\$125 per hour) includes consultant compensation, travel, technical and administrative work, supplies, operating and overhead costs. The eight (8) step process detailed above constitutes a total of 27 days for each of the 16 boards, thus making the per-board cost \$27,000 (\$1,000 per day * 27 days). The total project cost is \$432,000 over four (4) consecutive years (\$27,000 per board * 4 boards per year * 4 years).

Throughout the project, the EBDM consultant will work directly with State FTE (*Board Training and Fidelity Specialist* – see Area 3) to develop training materials, fidelity measures, quality assurance processes and a permanent support plan for ongoing sustainability of EBDM practices at the local level.

Annual and Overall Cost Item Breakdown

Project Year	Cost Breakdown	Total Cost
Year 1	4 Boards at \$27,000 Per Board	\$108,000
Year 2	4 Boards at \$27,000 Per Board	\$108,000
Year 3	4 Boards at \$27,000 Per Board	\$108,000
Year 4	4 Boards at \$27,000 Per Board	\$108,000
4-Year Project Completion - 16 Boards Total		\$432,000

Area 3 – Permanent Staff (FTE) Resources for the Division of Criminal Justice

In order for the Division of Criminal Justice (DCJ) to sustain permanent success with implementation of the bill, it will require two (2) permanent full time equivalent (FTE) positions. One FTE will be dedicated to board training and EBDM fidelity measurement while the other will serve as a permanent state resource for ongoing program evaluation.

Program Evaluator and Specialized Program Coordinator (1.0 FTE – General Professional V)

The primary intention for this position; a *Program Evaluator*, is to serve as the permanent state resource for ongoing program evaluation; or measurement of adherence to evidence based principles and practices. Initially, for the first 2 years, the position will serve as overall Project Coordinator for the Program Evaluation Tool with professional consultants and coordinate all project deliverables. The position will work directly with professional consultants to develop, test, refine, and formalize Program Evaluation Tool data collection and reporting methods. The position will also will accompany professional consultants on all data collection and program evaluation activities for 15 programs annually for 2 years to directly learn and to develop permanent program evaluation practices. After first 2 years of baseline measurement, this person will serve as the permanent state resource for ongoing and sustained implementation of the Program Evaluation Tool once expertise has been gleaned from professional program evaluation consultants. The position will serve as the permanent DCJ lead worker on all matters related to Program Evaluation Tool along with existing audit team members.

The secondary intention for this position; a *Specialized Program Coordinator*, is to serve as a permanent state resource to coordinate specialized program services to very high risk and very high need offenders. The bill requires that *program evaluation* activities be performed in order to determine *each program's capacity for providing appropriate programming for very high risk offenders*. The CCJJ recently passed a recommendation for community corrections providers to deliver direct services to offenders in a specialized program for very high risk/high need offenders. This position will research and develop an evidence-based scope of work for the program based on the CCJJ Community Corrections Task Force parameters. This will require extensive research to design a statewide program model that includes an appropriate dosage, intensity, and content of program activities for this unique and high risk/high need population. This person will research and coordinate a standardized cognitive-behavioral and skill-building therapeutic curriculum for the specialized program envisioned by the CCJJ and the bill. The position will develop and coordinate the overall implementation and expansion plan including initial procurement and ongoing contract monitoring with the goal of developing 12 to 15 programs across the state over the course of the first 5 years. The position will develop formal and structured fidelity measures and quality assurance or coaching process for the specialized program. Overall, the position will provide a permanent resource for the ongoing delivery of training, quality assurance, fidelity, and program monitoring services for DCJ and the providers in the area of the very high risk/high need specialized program.

It is essential that the *Program Evaluator and Specialized Program Coordinator* position is classified as a General Professional V. The knowledge, skills, and abilities required for this position are unique and require classification into a category that will allow the DCJ to recruit and retain a person with the proper qualifications and credentials. Consistent with the GPV classification, the position will also serve as first-line supervisor for the Office of Community Corrections (OCC) which currently has no mid-level supervisory position.

Board Training and Fidelity Specialist (1.0 FTE – General Professional IV)

The GPIV position will develop a standardized initial orientation training curriculum for 22 boards throughout the state for new members. On an ongoing basis, this position will also develop and deliver locally-based training curricula for ongoing board training for 22 boards throughout the state. These curricula will change often as local initiatives and demands will be highly diversified throughout the state based on the type of programming offered in each jurisdiction, availability of local services, and also locally-based criminal justice issues that are specific to each individual jurisdiction. The GPIV position will coordinate training, deliver training, and will enlist the assistance of other subject matter experts to co-train as needed.

With the goal of sustaining permanent fidelity with EBDM for boards, the GPIV *Board Training and Fidelity Specialist* will collaborate with professional consultants to develop Evidence Based Decision Making (EBDM) tools, processes, and procedures for all local community corrections boards that have residential facilities. The position will coordinate and provide ongoing EBDM training to boards throughout the state on a permanent basis after external consultation has been completed. This position will work with boards to develop specific fidelity measures for EBDM processes and will provide training, fidelity measurement, coaching, and feedback services for all local boards for their respective EBDM processes. Once all boards have implemented EBDM processes, this position will have a caseload of 16 community corrections boards to provide training and fidelity measurement services annually.

Secondarily to the primary duties of training and fidelity measurement, the position will also coordinate information exchange among all boards and referral agencies. In order to maximize success with EBDM, it is essential that proper offender information is provided from referral agencies to community corrections boards. Accordingly, this position will also be responsible for coordination with referral agencies (Department of Correction, local probation offices, and State District Courts) to provide appropriate referral information for the purposes of EBDM decision making to minimally include:

- Objective offender risk and need information
- Projected institutional release date (for DOC inmates)
- Past behavioral history including institutional misconduct and verified criminal history information
- Offender reentry plans
- Victim impact statements

OPTION B- Reduced Fiscal Impacts of SB15-007

To advance the intention of the bill and that of the Colorado Commission on Criminal and Juvenile Justice (CCJJ), the Department of Public Safety should be resourced with temporary professional consultation and with permanent internal staff. The fiscal impact for LLS 15-0285 is detailed in the following three (3) general areas:

- **AREA 1** - Temporary professional consultation for the program evaluation tool,
- **AREA 2** - Temporary professional consultation for evidence based decision making for boards
- **AREA 3** - Permanent FTE and operating resources for the Division of Criminal Justice (DCJ) for board training and program evaluation

Annual Cost Summary

Cost Area	Year 1 Cost	Year 2 Cost	Duration
AREA 1: Program Evaluation Tool – Content Validation Services (Professional Consultation)	\$20,000	\$20,000	Temporary 2 Years
AREA 2: Evidence Based Decision Making (EBDM) - Consultation and Implementation Services	\$108,000	\$108,000	Temporary 4 Years
AREA 3: FTE and Operating for the Division of Criminal Justice	\$339,214	\$347,310	Permanent
TOTAL	\$467,214	\$475,310	

Area 1 – Temporary Professional Consultation: Program Evaluation Tool

Temporary Master Consultation (PhD. Criminologist) - \$20,000 in Year 1 and Year 2

- Rate is \$100 per hour².
- Initial content validation = 200 hours of Master Consultant work
- **200 hours consultation x \$100 per hour = \$20,000**

Permanent FTE (See Area 3) would be allocated to administer Program Evaluation Tool to as many sites as feasible throughout the fiscal year. It is roughly estimated that the DCJ, if resourced accordingly, could get a baseline measurement of all facilities within 3 years at approximately 10 site evaluations per year.

² Justice Systems and Training (JSAT – Brad Bogue) - \$120 an hour; Center for Change (Anjali Nandi) - \$120 an hour; The Implementation Group (Jenifer Schroeder) - \$100 hour (including travel); Richard Stroker - (Center for Effective Public Policy) - \$125/hour (\$1000 a day)

Area 2 – Temporary Professional Consultation: Evidence Based Decision Making for Boards

Over the course of a four-year period, DCJ will work with boards to develop 16 different EBDM tools (one for each board which oversees at least one community corrections facility). Each jurisdiction will develop an individualized EBDM tool based on locally-driven measures and criteria. Through the development process, board members will become educated and will eventually be able to move past their initial concerns and resistance as they will be directly involved in the design and scaling of the tool. Finally, a tool that is jurisdiction-specific also addresses local policy issues from the Courts and DOC that are important to placement decisions as well as concerns from elected and appointed officials.

The EBDM consultant who worked with the City and County of Denver on their EBDM tool developed a multi-step process that will be applied to each of the 16 community corrections boards that have residential facilities in their jurisdiction. This eight (8) step process is as follows:

9. Step 1 (4 Days) - Reviewing pertinent policies, data and information regarding current decision making practices of the community corrections board and gaining a historical perspective.
10. Step 2 (4 Days) - Facilitating consensus among board members regarding the value of having and using a tool, and identifying possible elements of a decision making tool.
11. Step 3 (4 Days) - Developing consensus among board members regarding specific “priority” elements of the tool and the general content of a decision making tool.
12. Step 4 (2 Days) - Reviewing policies, data and information to assess the potential impact/implications of selecting certain items to be a part of the decision making tool; facilitating a local process for scoring and implementing the tool.
13. Step 5 (2 Days) - Developing definitions for items contained in the tool.
14. Step 6 (4 Days) - Creating an initial version of the decision making tool; gaining approval of board members to try the tool; working with staff regarding the scoring of the tool and providing the tool to board members.
15. Step 7 (4 Days) - Getting feedback about the use of the tool; making revisions as necessary; reviewing data and impacts associated with the tool’s use.
16. Step 8 (3 Days) - Finalizing the elements, format and content of the decision making tool; facilitating final approval from the board to incorporate the tool into its permanent practices.

The objective of the EBDM project is to develop, complete and install an EBDM tool at 1 board per quarter, which equates to four (4) boards per year. The project will last four (4) years and a total of 16 boards will complete individualized EBDM tools. The budget for this project is based on \$27,000 for each jurisdiction which was derived from the City and County of Denver board experience. The consultant rate of \$1000 per day (\$125 per hour) includes consultant compensation, travel, technical and administrative work, supplies, operating and overhead costs. The eight (8) step process detailed above constitutes a total of 27 days for each of the 16 boards, thus making the per-board cost \$27,000 (\$1,000 per day * 27 days). The total project cost is \$432,000 over four (4) consecutive years (\$27,000 per board * 4 boards per year * 4 years).

Throughout the project, the EBDM consultant will work directly with State FTE (*Board Training and Fidelity Specialist* – see Area 3) to develop training materials, fidelity measures, quality assurance processes and a permanent support plan for ongoing sustainability of EBDM practices at the local level.

Annual and Overall Cost Item Breakdown

Project Year	Cost Breakdown	Total Cost
Year 1	4 Boards at \$27,000 Per Board	\$108,000
Year 2	4 Boards at \$27,000 Per Board	\$108,000
Year 3	4 Boards at \$27,000 Per Board	\$108,000
Year 4	4 Boards at \$27,000 Per Board	\$108,000
4-Year Project Completion - 16 Boards Total		\$432,000

Area 3 – Permanent Staff (FTE) Resources for the Division of Criminal Justice

In order for the Division of Criminal Justice (DCJ) to sustain permanent success with implementation of the bill, it will require four (4) permanent full time equivalent (FTE) positions. One FTE will be dedicated to board training and EBDM fidelity measurement while the other three (3) will serve as a permanent state resource for ongoing program evaluation.

Program Evaluators (3.0 FTE – General Professional V)

The primary intention for this position; a *Program Evaluator*, is to serve as the permanent state resource for ongoing program evaluation; or measurement of adherence to evidence based principles and practices. Initially, for the first 2 years, the position will serve as overall Project Coordinator for the Program Evaluation Tool with professional consultants and coordinate all project deliverables. The position will work directly with professional consultants to develop, test, refine, and formalize Program Evaluation Tool data collection and reporting methods. The position will also will accompany professional consultants on all data collection and program evaluation activities for 15 programs annually for 2 years to directly learn and to develop permanent program evaluation practices. After first 2 years of baseline measurement, this person will serve as the permanent state resource for ongoing and sustained implementation of the Program Evaluation Tool once expertise has been gleaned from professional program evaluation consultants. The position will serve as the permanent DCJ lead worker on all matters related to Program Evaluation Tool along with existing audit team members.

The secondary intention for this position; a *Specialized Program Coordinator*, is to serve as a permanent state resource to coordinate specialized program services to very high risk and very high need offenders. The bill requires that *program evaluation* activities be performed in order to determine *each program's capacity for providing appropriate programming for very high risk offenders*. The CCJJ recently passed a recommendation for community corrections providers to deliver direct services to offenders in a specialized program for very high risk/high need offenders. This position will research and develop an evidence-based scope of work for the program based on the CCJJ Community Corrections Task Force parameters. This will require extensive research to design a statewide program model that includes an appropriate dosage, intensity, and content of program activities for this unique and high risk/high need population. This person will research and coordinate a standardized cognitive-behavioral and skill-building therapeutic curriculum for the specialized program envisioned by the CCJJ and the bill. The position will develop and coordinate the overall implementation and expansion plan including initial procurement and ongoing contract monitoring with the goal of developing 12 to 15 programs across the state over the course of the first 5 years. The position will develop formal and structured fidelity measures and quality assurance or coaching process for the specialized program. Overall, the position will provide a permanent resource for the ongoing delivery of training, quality assurance, fidelity, and program monitoring services for DCJ and the providers in the area of the very high risk/high need specialized program.

It is essential that the *Program Evaluator and Specialized Program Coordinator* position is classified as a General Professional V. The knowledge, skills, and abilities required for this position are unique and require classification into a category that will allow the DCJ to recruit and retain a person with the proper qualifications and credentials. Consistent with the GPV classification, the position will also serve as first-line supervisor for the Office of Community Corrections (OCC) which currently has no mid-level supervisory position.

Board Training and Fidelity Specialist (1.0 FTE – General Professional IV)

The GPIV position will develop a standardized initial orientation training curriculum for 22 boards throughout the state for new members. On an ongoing basis, this position will also develop and deliver locally-based training curricula for ongoing board training for 22 boards throughout the state. These curricula will change often as local initiatives and demands will be highly diversified throughout the state based on the type of programming offered in each jurisdiction, availability of local services, and also locally-based criminal justice issues that are specific to each individual jurisdiction. The GPIV position will coordinate training, deliver training, and will enlist the assistance of other subject matter experts to co-train as needed.

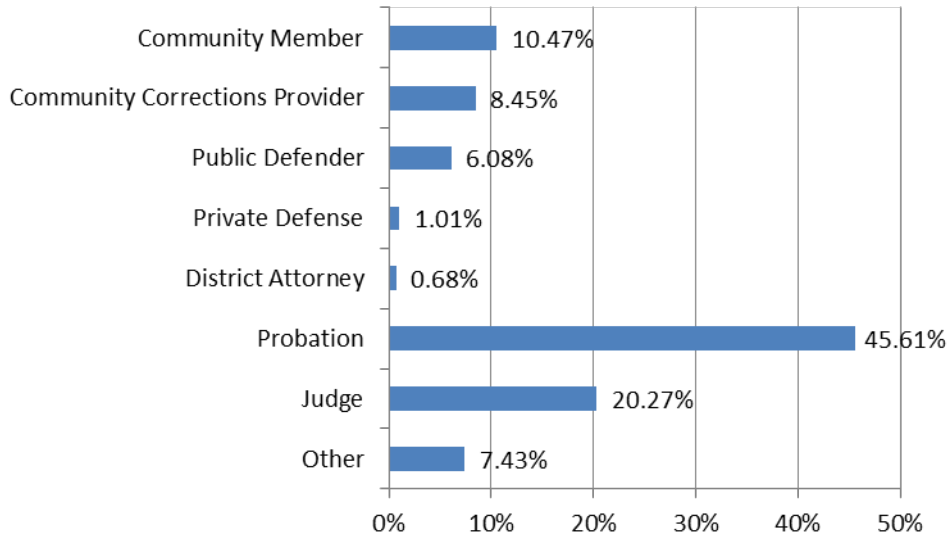
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- Victim impact statements

CCJJ Community Corrections Task Force, Referral Working Group Diversion Survey Results

Question 1: Stakeholders represented (296 responses):



Others included: Victim Representative, board administrator, parole, local law enforcement, sheriff/jail, human/social services, and board staff.

Question 2: Corrections board members (295 responses):

- Yes = 92 (31.19%)
- No = 203 (68.81%)

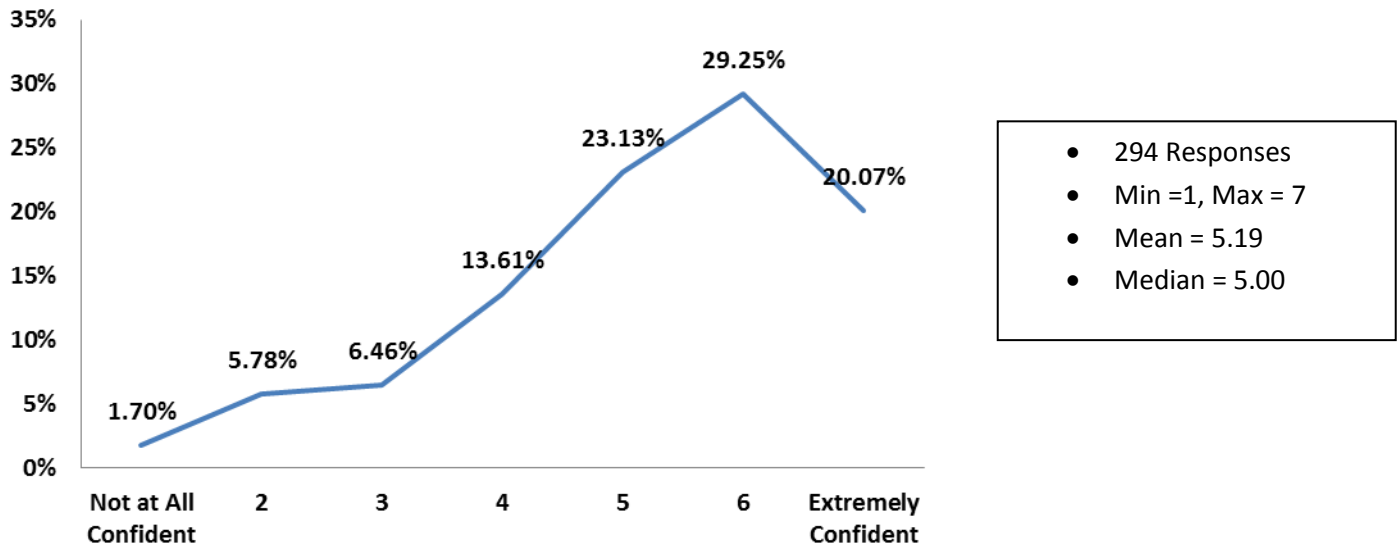
Question 3: Top 6 expectations for diversion community corrections (296 responses; % who chose this as expectation):

1. Community Safety (72.97%)
2. Matching treatment to assessed needs (68.58%)
3. Intensive supervision/offender accountability (67.23%)
4. Programming to address criminogenic needs (64.86%)
5. Effective behavioral sanctions and incentives (42.91%)
6. Education/Employment assistance (20.20%)

Question 4: Top 6 factors for considering a diversion referral (295 responses; % who chose this as factor):

1. Offender risk (70.17%)
2. Community Safety (64.75%)
3. Prior community failures (58.31%)
4. Offender criminal history (47.12%)
5. Stability factors (46.78%)
6. Not eligible for probation/ Additional sentencing option (44.41%)

Question 5: Level of confidence with the community corrections program (1 = not at all confident, 7 = extremely confident):



Question 6: Things community corrections is doing well (218 responses; in no particular order):

- Cases planning to address criminogenic needs
- Provided needed treatment and rehabilitating offenders
- Motivating people to work/providing employment options
- Advanced incentive/sanction practices
- Providing specialized programs and treatment; less denial to high risk offenders
- Reducing new offenses

*More answers can be seen upon request.

Question 7: Things community corrections could improve (209 responses; in no particular order):

- Board decisions, training and membership
- Integrate better with probation, parole, jail and prison
- More job replacement services; more job training
- Escape issues
- Should be based more on program performance than capacity
- Private vs. public program operations?
- Staffing issues
- Better address home/family situation that offenders will likely be returning to
- Increased transparency about rules, sanctions, fees, availability of POs, and ethics of facility staff
- More specialized programs; more programs for special needs offenders
- More women’s facilities in remote areas of state

*More answers can be seen upon request.