# Chapter 8 — Eligible Population / Facilities / Ten-Year Funding History

This chapter focuses on the DOC population, as well as operating and capital construction appropriations to the DOC. The DOC operates 22 separate facilities as well as the Colorado Correctional Alternatives Program (boot camp) and the Youthful Offender System (YOS). As of June 30, 1999, the DOC housed 11,910 inmates in state facilities; 2,452 state inmates in four private prisons in Colorado; 271 inmates in county jails; and 2,360 inmates in community corrections transitional placements and intensive supervision programs. This totals to a jurisdictional population of 14,947, up 9.4 percent from the previous year when the DOC jurisdictional population was 13,663. In addition, DOC has jurisdiction over 206 offenders at YOS and 306 offenders who make up the off-grounds and escapee population.

This chapter highlights the following:

- since FY 1988-89, new commitments to the DOC have increased by 69.9 percent, to reach an all-time high of 4,833 new commitments in FY 1998-99;
- the jurisdictional population of the DOC has increased by 89 percent in the last ten years, from 7,663 offenders in FY 1989-90 to 14,497 offenders in FY 1998-99 (this includes ISP, community supervision, and jail backlog).
- the operating budget of the DOC increases every year. From FY 1989-90 to FY 1998-99, the operating budget increased 218 percent, while the jurisdictional population of the DOC increased at a lower rate, 95 percent; and
- In FY 1998-99, the capital construction appropriation to the DOC reached an all-time high of $148,830,438, which was 28.9 percent of **all** state capital construction appropriations.

# INCARCERATED OFFENDERS

## Eligible Population

The courts may only sentence those offenders to the DOC that have been convicted of a felony offense. Individuals convicted of misdemeanors may not be sentenced to the DOC. This chapter contains a profile of new commitments to the DOC as well as a profile of the DOC population.

***Commitments.*** New commitments to the DOC have grown by 69.9 percent from FY 1989-90 to FY 1998-99, from 2,845 commitments in FY 1988-89 to 4,833 commitments in FY 1998-99. For each fiscal year since FY 1989-90, class 4 felons have constituted the largest proportion of offenders committed to the DOC, ranging from a low of 36.5 percent in FY 1993-94 to a high of 40.7 percent in FY 1996-97. Although the class 6 felony did not exist until FY 1989-90, the number of class 6 felony commitments has grown each successive year, beginning at just 1.1 percent of offenders committed to 11.8 percent of offenders committed in FY 1998-99. Likewise, although the number remains low, the proportion of offenders committed under the "big habitual" criminal statute (those offenders with sentences between 25-50 years) has continued to increase throughout the last nine years from 0.3 percent in FY 1989-90 to 1.0 percent in FY 1998-99. It is interesting to note that while the class 4 felons remain the most represented group of new commitments to the DOC, each of the other felony groups has remained relatively stable in its representation over the last ten years. Table 8.1 located on the following page provides an overview of new commitments to the DOC by felony class for FY 1988-89 through FY 1998-99.

**Table 8.1: Total New Commitments to the DOC by Felony Class**
**FY 1989-90 through FY 1998-99**

| | Class 1 Felony | Class 2 Felony | Class 3 Felony | Class 4 Felony | Class 5 Felony | Class 6 Felony | Habitual Life | Habitual 25-50 Years | Other | Total | Percent Increase Over FY 1989-90 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **FY 1989-90** | 24 | 76 | 613 | 1,070 | 1,004 | 32 | 17 | 9 | 0 | 2,845 | NA |
| % of Total | 0.8% | 2.7% | 21.6% | 37.6% | 35.3% | 1.1% | 0.6% | 0.3% | 0.0% | | |
| **FY 1990-91** | 24 | 66 | 616 | 1,139 | 905 | 163 | 15 | 10 | 3 | 2,941 | 3.4% |
| % of Total | 0.8% | 2.2% | 21.0% | 38.7% | 30.8% | 5.5% | 0.5% | 0.3% | 0.2% | | |
| **FY 1991-92** | 21 | 71 | 676 | 1,348 | 1,059 | 267 | 8 | 13 | 1 | 3,464 | 21.8% |
| % of Total | 0.6% | 2.0% | 19.5% | 38.9% | 30.6% | 7.7% | 0.2% | 0.4% | 0.0% | | |
| **FY 1992-93** | 23 | 69 | 633 | 1,287 | 993 | 321 | 16 | 7 | 0 | 3,349 | 17.7% |
| % of Total | 0.7% | 2.1% | 18.9% | 38.4% | 29.7% | 9.6% | 0.5% | 0.2% | 0.0% | | |
| **FY 1993-94** | 36 | 94 | 662 | 1,294 | 1,121 | 313 | 8 | 13 | 2 | 3,543 | 24.5% |
| % of Total | 1.0% | 2.7% | 18.7% | 36.5% | 31.6% | 8.8% | 0.2% | 0.4% | 0.1% | | |
| **FY 1994-95** | 35 | 97 | 770 | 1,423 | 1,130 | 360 | 4 | 25 | 2 | 3,846 | 35.2% |
| % of Total | 0.9% | 2.5% | 20.0% | 37.0% | 29.4% | 9.4% | 0.1% | 0.7% | 0.1% | | |
| **FY 1995-96** | 33 | 99 | 895 | 1,744 | 1,182 | 439 | 1 | 24 | 2 | 4,419 | 55.3% |
| % of Total | 0.7% | 2.2% | 20.3% | 39.5% | 26.7% | 9.9% | 0.0% | 0.5% | 0.0% | | |
| **FY 1996-97** | 27 | 109 | 870 | 1,904 | 1,233 | 497 | 1 | 35 | 2 | 4,678 | 64.4% |
| % of Total | 0.6% | 2.3% | 18.6% | 40.7% | 26.4% | 10.6% | 0.0% | 0.7% | 0.0% | | |
| **FY 1997-98** | 26 | 104 | 891 | 1,918 | 1,289 | 548 | 2 | 40 | 2 | 4,820 | 69.4% |
| % of Total | 0.5% | 2.2% | 18.5% | 39.8% | 26.8% | 11.4% | 0.0% | 0.8% | 0.0% | | |
| **FY 1998-99** | 34 | 103 | 869 | 1,937 | 1,266 | 571 | 1 | 48 | 4 | 4,833 | 69.9% |
| % of Total | 0.7% | 2.1% | 18.1% | 40.1% | 26.2% | 11.8% | 0.0% | 1.0% | 0.0% | | |

NA: Not Applicable.
Source: Department of Corrections, *Statistical Report.*

***Average Length of Stay***. Table 8.2 on the following page provides a ten-year history of average length of stay (ALOS) for offenders sentenced to the DOC. Further analysis of the ALOS is provided in Chapter 5. The information in Table 8.2 is disaggregated by felony class. The data indicate that offenders entering the system in FY 1988-89 are estimated to have the longest length of stay for all felony classes, while offenders entering the system in FY 1996-97 and FY 1997-98 are estimated to have the shortest length of stay across felony classes. The table also illustrates that the ALOS for class 5 felonies has decreased since the class 6 felony was established. The ALOS is based on data from the DOC.

**Table 8.2: Estimated ALOS of Incoming DOC Inmates by Felony Class FY 1988-89 through FY 1998-99**

| Fiscal Year | Class 1 Felony | Class 2 Felony | Class 3 Felony | Class 4 Felony | Class 5 Felony | Class 6 Felony** |
|---|---|---|---|---|---|---|
| **FY 1988-89** | 40 years | 22 years 2 months | 6 years 8 months | 3 years 6 months | 2 years 1 month | NA |
| **FY 1989-90** | 40 years | 17 years 4 months | 6 years 0 months | 3 years 1 month | 1 year 11 months | 2 years 1 month |
| **FY 1990-91** | Life | 15 years 10 months | 5 years 6 months | 2 years 9 months | 1 year 10 months | 1 year 4 months |
| **FY 1991-92** | Life | 17 years 1 month | 5 years 11 months | 2 years 8 months | 1 year 11 months | 1 year 4 months |
| **FY 1992-93** | Life | 18 years 1 month | 5 years 0 months | 2 years 9 months | 1 year 10 months | 1 year 2 months |
| **FY 1993-94** | Life | 22 years 2 months | 5 years 5 months | 2 years 9 months | 1 year 9 months | 1 year 3 months |
| **FY 1994-95 *** | Life | 21 years 2 months | 5 years 7 months | 2 years 8 months | 1 year 9 months | 1 year 0 months |
| **FY 1995-96** | Life | 21 years 6 months | 5 years 1 month | 2 years 6 months | 1 year 8 months | 11.8 months |
| **FY 1996-97** | Life | 17 years 8 months | 4 years 8 months | 2 years 5 months | 1 year 3 months | 11.9 months |
| **FY 1997-98** | Life | 17 years 7 months | 4 years 7 months | 2 years 4 months | 1 year 3 months | 11.9 months |
| **FY 1998-99** | Life | 20 years | 4 years 2 months | 2 years 5 months | 1 year 3 months | 10.7 months |

* FY 1994-95 figures represent a nine-month period from July 1994 through March 1995.
** The class 6 felony was created in FY 1989-90.
NA: Not applicable.
Source: Legislative Council, *Staff Forecasts*.

## Population Data

Table 8.3 provides a ten-year history of the DOC jurisdictional population, by facility. It also summarizes the placement of offenders. Prior to May 24, 2000, inmates were placed in facilities based on each inmate's classification level: administrative segregation, close, medium/mixed, restrictive-minimum, and minimum. After May 24, 2000, facility security levels were created in statute and now are defined as security levels I-V (see page 106 for an explanation of these security levels).

## Table 8.3: History of DOC Jurisdictional Population — by Facility and Security Level *
## Reflects Fiscal Year-End Population (June 30)

| | FY 1989-90 | | FY 1990-91 | | FY 1991-92 | | FY 1992-93 | | FY 1993-94 | | FY 1994-95 | | FY 1995-96 | | FY 1996-97 | | FY 1997-98 | | FY 1998-99 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **FACILITY** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** | **Secur-ity** | **Popu-lation** |
| CO State Penitentiary | | NA | | NA | | NA | | NA | AdSeg | 489 | AdSeg | 498 | AdSeg | 501 | AdSeg | 504 | AdSeg | 752 | AdSeg | 744 |
| Centennial Corr. Fac. | Max | 322 | Max | 334 | Max | 302 | Max | 332 | Close | 332 | Close | 329 | Close | 331 | Close | 330 | Close | 231 | Close | 335 |
| Shadow Mtn. Corr. Fac. | Close | 383 | Close | 383 | | NA | | NA | | NA | | NA | | NA | | NA | | NA | | NA |
| Sterling | | | | | | | | | | | | | | | | | | | | 2,064 |
| Limon Corr. Fac. | | NA | Med | 474 | Med | 921 | Med | 922 | Med | 943 | Med | 866 | Med | 947 | Med | 944 | Med | 938 | Med | 952 |
| Arkan. Valley Corr. Fac. | Med | 968 | Med | 978 | Med | 975 | Med | 980 | Med | 998 | Med | 920 | Med | 995 | Med | 1,002 | Med | 995 | Med | 890 |
| Buena Vista Corr. Fac. | Med | 815 | Med | 791 | Med | 788 | Med | 821 | Med | 704 | Med | 635 | Med | 733 | Med | 731 | Med | 741 | Med | 855 |
| CO Territorial Corr. Fac. | Med | 722 | Med | 617 | Med | 598 | Med | 603 | Med | 594 | Med | 605 | Med | 693 | Med | 688 | Med | 689 | Med | 752 |
| Fremont Corr. Fac. | Med | 676 | Med | 674 | Med | 1,034 | Med | 1,043 | Med | 1,073 | Med | 1,067 | Med | 1,168 | Med | 1,170 | Med | 1,160 | Med | 1,434 |
| Buena Vista Minimum Ctr. | Min-Res | 206 | Min-Res | 209 | Min-Res | 213 | Min-Res | 212 | Min-Res | 248 | Min-Res | 194 | Min-Res | 206 | Min-Res | 212 | Min-Res | 214 | Min-Res | 288 |
| Arrowhead Corr. Ctr. | Min-Res | 240 | Min-Res | 361 | Min-Res | 360 | Min-Res | 360 | Min-Res | 357 | Min-Res | 305 | Min-Res | 383 | Min-Res | 481 | Min-Res | 478 | Min-Res | 478 |
| Four Mile Corr. Ctr. | Min-Res | 287 | Min-Res | 300 | Min-Res | 300 | Min-Res | 300 | Min-Res | 300 | Min-Res | 272 | Min-Res | 300 | Min-Res | 300 | Min-Res | 585 | Min-Res | 477 |
| Pre-Release Corr. Ctr. | Min-Res | 144 | Min-Res | 156 | Min-Res | 163 | Min-Res | 164 | Min-Res | 164 | Min-Res | 130 | Min-Res | 156 | Min-Res | 164 | Min-Res | 164 | Min-Res | 84 |
| Pueblo Minimum Ctr. | | NA | | NA | | NA | | NA | Min | 56 | Min | 169 | Min | 202 | Min | 205 | Min | 236 | Min | 243 |
| Skyline Corr. Ctr. | Min-Res | 191 | Min | 198 | Min | 200 | Min | 200 | Min | 199 | Min | 193 | Min | 199 | Min | 200 | Min | 201 | Min | 209 |
| CO Corr. Ctr. | Min | 147 | Min | 145 | Min | 148 | Min | 149 | Min | 149 | Min | 144 | Min | 147 | Min | 150 | Min | 149 | Min | 141 |
| Delta Corr. Ctr. | Min | 156 | Min | 295 | Min | 299 | Min | 297 | Min | 296 | Min | 277 | Min | 297 | Min | 387 | Min | 474 | Min | 461 |
| Rifle Corr. Ctr. | Min | 150 | Min | 150 | Min | 148 | Min | 150 | Min | 150 | Min | 140 | Min | 150 | Min | 147 | Min | 192 | Min | 189 |
| CO Corr. Altern. Prgm. | | NA | Min | 50 | Min | 88 | Min | 118 | Min | 88 | Min | 89 | Min | 88 | Min | 95 | Min | 103 | Min | 108 |
| CO Women's Corr. Fac. | Mixed | 285 | Mixed | 279 | Mixed | 295 | Mixed | 296 | Mixed | 282 | Mixed | 224 | Mixed | 239 | Mixed | 267 | Mixed | 287 | Mixed | 289 |
| Columbine Ctr. | Min | 30 | Min | 26 | | NA | | NA | | NA | | NA | | NA | | NA | | NA | | NA |
| Denver Rec. Diag. Ctr. | | NA | Mixed | 344 | Mixed | 468 | Mixed | 506 | Mixed | 414 | Mixed | 381 | Mixed | 369 | Mixed | 394 | Mixed | 389 | Mixed | 466 |
| Denver Women's | Mixed | NA | Mixed | NA | Mixed | NA | Mixed | NA | Mixed | NA | Mixed | NA | Mixed | NA | Mixed | NA | Mixed | NA | Mixed | 231 |
| San Carlos Corr. Fac. | | NA | | NA | | NA | | NA | | NA | | NA | Mixed | 239 | Mixed | 247 | Mixed | 247 | Mixed | 220 |
| **TOTAL FACILITIES** | | 5,722 | | 6,764 | | 7,300 | | 7,453 | | 7,836 | | 7,438 | | 8,343 | | 8,618 | | 9,225 | | 11,910 |
| Community | | 641 | | 663 | | 685 | | 702 | | 677 | | 644 | | 653 | | 769 | | 804 | | 927 |
| Intensive Supervision | | 70 | | 81 | | 52 | | 89 | | 164 | | 178 | | 206 | | 268 | | 366 | | 1,433 |
| Jail Backlog | | 636 | | 173 | | 385 | | 427 | | 749 | | 658 | | 573 | | 568 | | 168 | | 271 |
| Other /1 | | 594 | | 362 | | 352 | | 571 | | 579 | | 1,751 | | 1,802 | | 2,368 | | 3,100 | | 406 |
| Total | | 7,663 | | 8,043 | | 8,774 | | 9,242 | | 10,005 | | 10,669 | | 11,577 | | 12,590 | | 13,663 | | 14,947 |
| **FACILITY POPULATION CATEGORIZED BY SECURITY LEVEL** | | | | | | | | | | | | | | | | | | | | |
| AD-SEG | | NA | | NA | | NA | | NA | | 489 | 6.24% | 498 | 6.01% | 501 | 5.85% | 504 | 8.15% | 752 | 7.83% | 744 |
| MAXIMUM | 6.24% | 322 | 5.63% | 334 | 4.94% | 302 | 4.14% | 332 | 4.45% | NA | | NA | | NA | | NA | | NA | | NA |
| CLOSE | 7.10% | 383 | 6.69% | 383 | 5.66% | NA | | NA | | 332 | 4.24% | 329 | 3.97% | 331 | 3.83% | 330 | 2.50% | 231 | 3.53% | 335 |
| MIXED | 4.50% | 285 | 4.98% | 623 | 9.21% | 763 | 10.45% | 802 | 10.76% | 696 | 8.88% | 605 | 10.15% | 847 | 10.54% | 908 | 10.00% | 923 | 12.70% | 1,206 |
| MEDIUM | 59.63% | 3,181 | 55.59% | 3,534 | 52.25% | 4,316 | 59.12% | 4,369 | 58.62% | 4,312 | 55.03% | 4,093 | 54.37% | 4,536 | 52.62% | 4,535 | 49.03% | 4,523 | 47.75% | 4,536 |
| R-MINIMUM | 14.99% | 1,068 | 18.66% | 1,026 | 15.17% | 1,036 | 14.19% | 1,036 | 13.90% | 1,069 | 13.64% | 901 | 12.53% | 1,045 | 13.43% | 1,157 | 15.63% | 1,441 | 13.97% | 1,327 |
| MINIMUM | 7.55% | 483 | 8.44% | 864 | 12.77% | 883 | 12.10% | 914 | 12.26% | 938 | 11.97% | 1,012 | 12.97% | 1,083 | 13.73% | 1,184 | 14.69% | 1,355 | 14.22% | 1,351 |
| | | 5,722 | | 6,764 | | 7,300 | | 7,453 | | 7,836 | | 7,438 | | 8,343 | | 8,618 | | 9,225 | | 9,499 |

NA: Not applicable because Facility not open.

1/ Other includes off-grounds, escapes, in-state and out-of-state contracts.

Source: Department of Corrections, *Statistical Report and Monthly Population Report, November 2000*

*See Pages 105 and 106 for an explanation of inmate classification and security levels.

# TEN-YEAR FUNDING HISTORY

## General Fund Appropriations

General Fund appropriations for the Department of Corrections (DOC) grew substantially during the last ten years, from $109.5 million in FY1989-90 to $420.6 million in FY 2000-01. The eleven-year increase from FY 1988-89 to FY 2000-01 represents a General Fund appropriation growth rate of 284.1 percent. Accompanying the growth in General Fund appropriations was an increase of 6,834 inmates, from a jurisdictional population of 7,663 inmates on June 30, 1990, to 14,497 inmates on June 30, 1999. This represents an 89.2 percent increase. Most of the inmate growth is attributable to the changes in sentencing policies outlined in Chapters 3 and 5 of this report. Doubling the presumptive sentencing ranges, as was done in 1985, will not in itself dictate that *more* individuals will be sentenced to prison, it does result in *longer lengths* of stay in prison. The longer lengths of stay were a crucial contributing factor in the growth of incarcerated inmates. Table 8.4 and Graph 8.1 compare growth in the operating budget to the increase in the jurisdictional population.

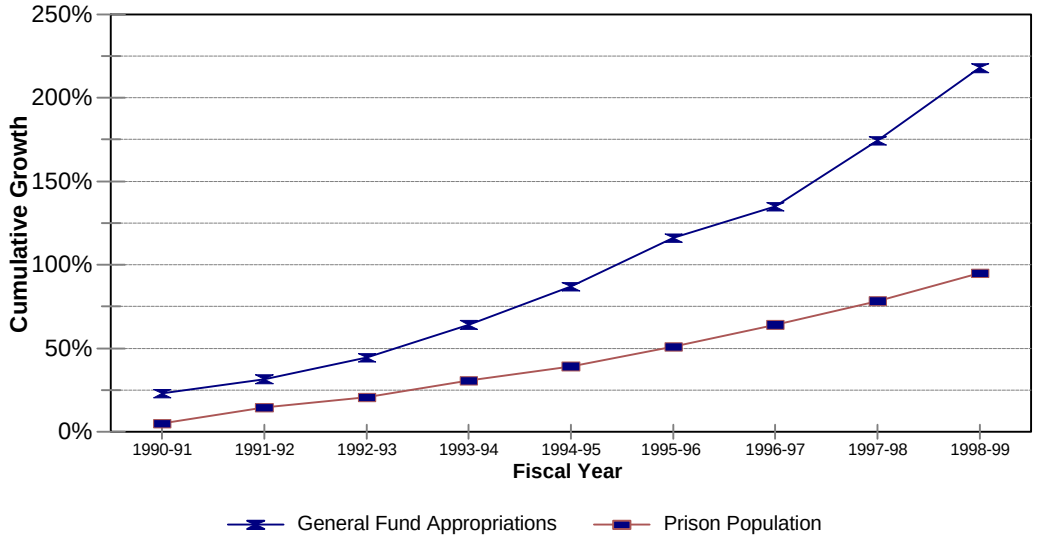
Graph 8.1 shows that the growth in DOC General Fund appropriations far outpaced the growth in the DOC population. However, the appropriations have not been adjusted for inflation. Graph 8.2 adjusts the ten-year appropriations for inflation. The adjusted figures reflect that the appropriations still grew at a faster rate than the population, but not significantly faster. While from FY 1989-90 to FY 1998-99, the prison population increased by 95.1 percent, the inflation-adjusted appropriations grew by 128.7 percent.

**Table 8.4: Increase in DOC General Fund Appropriations and Jurisdictional Population**

| Fiscal Year | Total DOC General Fund Appropriations | Percent Increase Over FY 1989-90 | Inflation- Adj. DOC General Fund Approps. (FY 1989-90 $) | Percent Increase Over FY 1989-90 | DOC Jurisdictional Population (June 30) | Percent Increase Over FY 1989-90 |
|---|---|---|---|---|---|---|
| FY 1989-90 | $109,500,596 | NA | $109,500,596 | NA | 7,663 | NA |
| FY 1990-91 | 134,633,663 | 23.0% | 130,712,294 | 19.4% | 8,043 | 5.0% |
| FY 1991-92 | 144,008,556 | 31.5% | 133,341,256 | 21.8% | 8,774 | 14.5% |
| FY 1992-93 | 158,154,997 | 44.4% | 142,481,979 | 30.1% | 9,242 | 20.6% |
| FY 1993-94 | 179,764,849 | 64.2% | 154,969,697 | 41.5% | 10,005 | 30.6% |
| FY 1994-95 | 204,513,046 | 86.8% | 169,019,046 | 54.4% | 10,669 | 39.2% |
| FY 1995-96 | 236,368,478 | 115.9% | 187,594,030 | 71.3% | 11,577 | 51.1% |
| FY 1996-97 | 257,026,652 | 134.7% | 196,203,551 | 79.2% | 12,590 | 64.3% |
| FY 1997-98 | 300,457,509 | 174.4% | 220,924,639 | 101.8% | 13,663 | 78.3% |
| FY 1998-99 | 348,696,894 | 218.4% | 250,411,803 | 128.7% | 14,947 | 95.1% |
| FY 1999-00 | 383,273,482 | 250.0% | 268,023,414 | 144.8% | unknown | NA |
| FY 2000-01 | 420,594,003 | 284.1% | unknown | NA | unknown | NA |

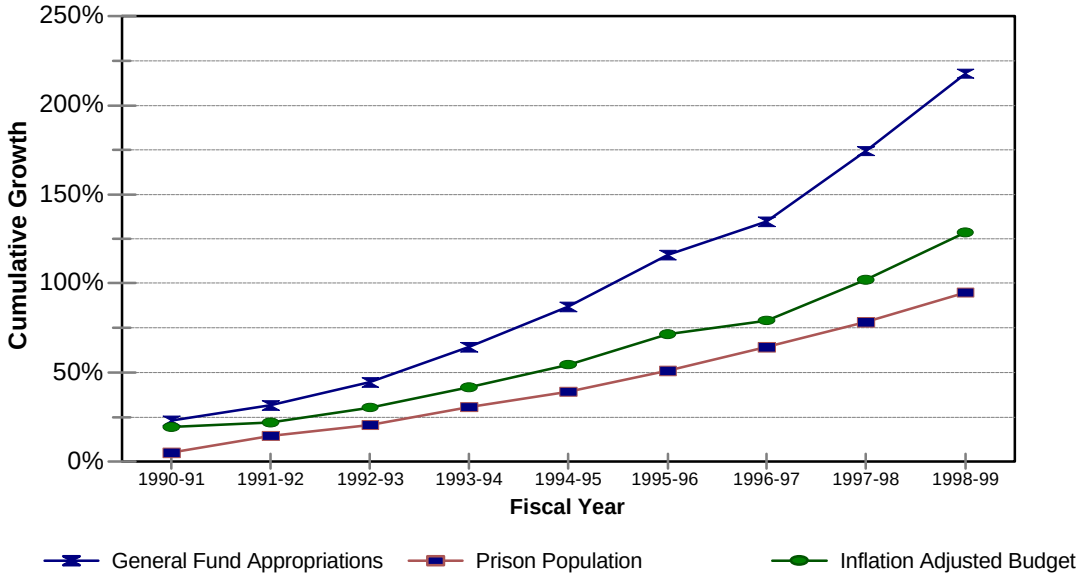
NA: Not Applicable
Source: Joint Budget Committee; *Annual Appropriations Report*

**Graph 8.1: DOC General Fund Appropriations vs. Population**
**Cumulative Percentage Increase**




Source: Department of Corrections.

**Graph 8.2: General Fund Appropriations vs. DOC Population**
**Adjusted for Inflation**




Source: Department of Corrections.

## FACILITY OPERATING COSTS

The purpose of this section is to provide an overview of average bed capacity and expenditures per facility for the DOC for FY 1998-99. It should be noted that each of the facilities is operated at a particular security level. Generally, the higher the security level, the more costly it is to house the offender.

Prior to May 24, 2000, inmates were placed in facilities based on each inmate's assessed classification level: administrative segregation, close, medium, restrictive-minimum, minimum, and reception/diagnostic. After May 24, 2000, each facility was listed in statute with newly defined security levels. DOC currently places inmates based on their assessed classification level (i.e. close or medium) and places them in the appropriate facility based on the facility's security level (levels I through V). A brief description of the type of inmate classification levels and the facility security levels are as follows:

### Inmate Classification Levels

***Administrative Segregation*** Facilities are considered maximum security and are designed for inmates who have behaviorally demonstrated that they cannot function appropriately in a less secure, general population setting. Administrative segregation deals with the extremely difficult to manage population in a secure environment.

***Close*** These are offenders that are convicted of serious violent crimes and that: require close supervision; exhibit a high degree of institutional adjustment problems; are a high escape risk; and/or need close supervision based on their parole eligibility date.

***Medium*** These are offenders that are convicted of violent and non-violent offenses and: need a moderate level of supervision; exhibit moderate institutional adjustment problems; are a low to moderate escape risk; and/or have high medical or mental health needs.

***Restrictive-Minimum*** In order to be initially assigned to this level, offenders must be non-violent; meanwhile, these offenders must: exhibit very low to no institutional adjustment problems; be a low escape risk; have a parole eligibility date of less than five years; and have low to moderate medical and mental health needs.

***Minimum*** These offenders must: be non-violent; exhibit no institutional adjustment problems; not be an escape risk; have a parole eligibility date of less than three years; and have minimal or no medical or mental health needs.

***Reception/Diagnostic*** All offenders are admitted to the DOC through the Denver Reception and Diagnostic Center. It is a secure setting as it handles all custody level of inmates.

**Facility Security Levels**

***Level V*** Level V facilities are considered the highest security level and are capable of incarcerating all classification levels. Level V facilities have double perimeter fencing with razor wire and detection devices or equivalent security architecture. These facilities generally use towers or stun-lethal fencing. The perimeter of level V facilities is continuously patrolled.

***Level IV*** Level IV facilities typically have towers, a wall or double perimeter fencing with razor wire, and detection devices. The perimeter of level IV facilities is continuously patrolled. Close classified inmates and inmates of lower classification levels can be incarcerated in level IV facilities, but generally inmates of higher classifications are not incarcerated in level IV facilities on a long-term basis.

***Level III*** Level III facilities typically have towers, a wall or double perimeter fencing with razor wire, and detection devices. The perimeter of level III facilities is continuously patrolled. Appropriately designated close classified inmates, medium classified inmates and inmates of lower classification levels may be incarcerated in level III facilities, but generally inmates of higher classifications are not incarcerated in level III facilities.

***Level II*** Level II facilities have designated boundaries with single or double perimeter fencing. The perimeter of level II facilities is patrolled periodically. Inmates classified as minimum restrictive and minimum can be incarcerated in level II facilities, but generally inmates of higher classifications must not be incarcerated in level II facilities.

***Level I*** Level I facilities have designated boundaries, but do not need to have perimeter fencing. Inmates classified as minimum can be incarcerated in level I facilities, but generally inmates of higher classifications are not incarcerated in level I facilities.

***Facilities.*** Table 8.5 lists the state's adult correctional facilities, the year the facility opened, custody levels, current capacities, and planned expansions. On June 2000, the state had a capacity of 13,114 beds. On of June 30, 2000, the state facilities were operating at 96 percent of capacity. However, there were also 1,690 inmates in private facilities and a jail backlog of 363.

**Table 8.5: Chronology of Department of Corrections Facilities**
**Current and Projected Capacity**
**Facility Expansion as of June 30, 2000**

| Facility | Year Opened | Custody Level | Capacity/ Expansion |
|---|---|---|---|
| Colorado Territorial Correctional Facility | 1871 | Level III | 770 |
| Buena Vista Correctional Complex | 1892 | Level III | 1,159 |
| Fremont Correctional Facility | 1962 | Level III | 1,449 |
| Delta Correctional Center | 1964 | Level I | 484 |
| Skyline Correctional Center | 1964 | Level I | 205 |
| Colorado Women's Correctional Facility | 1968 | Level IV | 294 |
| Colorado Correctional Center | 1969 | Level I | 150 |
| Rifle Correctional Center | 1979 | Level I | 192 |
| Four Mile Correctional Center | 1981 | Level II | 484 |
| Pre-Release Correctional Center | 1983 | Level II | 164 |
| Centennial Correctional Facility | 1980 | Level IV | 336 |
| Arkansas Valley Correctional Facility | 1987 | Level III | 891 |
| Arrowhead Correctional Center | 1990 | Level II | 480 |
| Colorado Correctional Alternative Program | 1991 | Level I | 100 |
| Limon Correctional Facility | 1991 | Level IV | 953 |
| Denver Reception and Diagnostic Center | 1991 | Level V | 480 |
| Colorado State Penitentiary | 1993 | Level V | 756 |
| Pueblo Minimum Center | 1994 | Level II | 256 |
| Youthful Offender System | 1994 | Level V | 480 |
| San Carlos Correctional Facility | 1995 | Level V | 250 |
| Denver Women's Correctional Facility | 1998 | Level V | 464 |
| Sterling Correctional Facility | 1998 | Level V | 2,317 |
| **Current Total FY 1999-00** | | | **13,114** |
| ***New Facilities / Planned Facility Expansion*** | | | |
| Sterling Correctional Facility | September 2000 | Level V | 128 |
| Denver Women's Correctional Facility Phase III | May 2001 | Level V | 436 |
| Decommission Pre-Release | July 2001 | Level II | (164) |
| Ft. Lyon | September 2001 | Unknown | 200 |
| Trinidad | April 2002 | Level II | 480 |
| Ft. Lyon | May 2002 | Unknown | 300 |
| Denver Reception and Diagnostic Center | December 2002 | Level V | 100 |
| San Carlos Correctional Facility | July 2003 | Level V | 250 |
| Arkansas Valley High Custody Beds | July 2003 | Level III | 384 |
| Colorado Women's Remodel Complete | December 2003 | Level IV | 224 |
| Canon City High Custody Beds | July 2004 | Unknown | 384 |
| Pueblo High Custody Beds | July 2005 | Unknown | 384 |
| **TOTAL PLANNED EXPANSION** | | | **3,106** |
| **PROJECTED CAPACITY BY JULY 2006** | | | **16,220** |

NOTE: Above totals do not include community transition placements or private beds.
Source: Department of Corrections, *Corrections 2000: Transitional Growth Plan*;
Department of Corrections, *Monthly Population Report.*

In addition to the above state-run facilities, the DOC has contracted with the following private facilities: Bent County Detention Facility for 700 beds, Huerfano County Correctional Facility for 752 beds, Crowley County Correctional Facility for 500 beds, and Kit Carson Correctional Facility for 500 beds. The private facilities are built to level III security which would allow the incarceration of inmates up to a close classification level. However, DOC has made an agreement with the Joint Budget Committee and the Capital Development Committee to only hold medium classified inmates and below in private facilities.

Table 8.6 lists each of the facilities operated by the DOC during FY 1998-99 and the total expenditures. The information is categorized by facility security levels and provides the following: average bed capacity; percent of DOC capacity; total FY 1998-99 facility expenditures; average daily cost per offender per facility; and average annual cost per offender per facility.

**Table 8.6: Department of Corrections Average Annual Offender Operating Costs**

| | Operational Capacity June 30, 1999 | Percent of Total DOC Capacity | FY 1998-99 Average Daily Cost Per Offender Per Facility | FY 1998-99 Annual Cost Per Offender Per Facility |
|---|---|---|---|---|
| ***LEVEL V*** | | | | |
| Colorado State Penitentiary | 756 | 7.7% | $88.72 | $32,384 |
| Denver Reception Diagnostic Center | 480 | 4.9% | $113.23 | $41,329 |
| San Carlos Correctional Facility | 250 | 2.5% | $149.15 | $54,439 |
| Sterling Correctional Facility* | NA | 0.0% | $0.00 | $0 |
| Denver Women's Correctional Facility | 248 | 2.5% | $88.67 | $32,363 |
| ***Subtotal*** | 1,734 | 17.7% | $104.21 | $38,037 |
| ***LEVEL IV*** | | | | |
| Centennial Correctional Facility | 336 | 3.4% | $96.45 | $35,204 |
| Limon Correctional Facility | 953 | 9.7% | $62.24 | $22,716 |
| Colorado Women's Correctional Facility | 274 | 2.8% | $73.65 | $26,882 |
| ***Subtotal*** | 1,563 | 15.9% | $71.59 | $26,131 |
| ***LEVEL III*** | | | | |
| Arkansas Valley Correctional Facility | 1,007 | 10.3% | $31.70 | $22,521 |
| Buena Vista Correctional Facility** | 1,114 | 11.3% | $62.33 | $22,750 |
| Colorado Territorial Correctional Facility | 695 | 7.1% | $78.14 | $28,520 |
| Fremont Correctional Facility | 1,225 | 12.5% | $62.24 | $22,718 |
| ***Subtotal*** | 4,041 | 41.1% | $57.39 | $23,676 |
| ***LEVEL II*** | | | | |
| Arrowhead Correctional Facility | 480 | 4.9% | $65.42 | $23,877 |
| Four Mile Correctional Center | 484 | 4.9% | $50.06 | $18,271 |
| Pre-Release Correctional Center | 164 | 1.7% | $52.10 | $19,015 |
| Pueblo Minimum Center | 226 | 2.3% | $61.80 | $22,558 |
| ***Subtotal*** | 1,354 | 13.8% | $57.71 | $21,064 |
| ***LEVEL I*** | | | | |
| Skyline Correctional Center | 205 | 2.1% | $57.76 | $21,084 |
| Colorado Corr. Alternative Prog. (Boot Camp) | 100 | 1.0% | $60.58 | $23,700 |
| Colorado Correctional Center | 150 | 1.5% | $50.82 | $18,549 |
| Delta Correctional Center | 484 | 4.9% | $57.55 | $21,004 |
| Rifle Correctional Center | 192 | 2.0% | $57.62 | $21,030 |
| ***Subtotal*** | 1,131 | 11.5% | $56.98 | $20,936 |
| ***TOTALS*** | 9,823 | 100.0% | $67.91 | $25,926 |

NA: Not Applicable. Source: Department of Corrections Annual Statistical Report

* Sterling Correctional Facility was not occupied for all of FY 1998-99.

## CAPITAL CONSTRUCTION COSTS

A significant proportion of the state's capital construction resources have been dedicated to the DOC over the last twelve years. Capital construction appropriations to the DOC from FY 1988-89 to FY 2000-01 have accounted for 28.3 percent of total state appropriations for capital construction. Table 8.7 and Graph 8.3 summarize the DOC capital construction appropriations and provide a comparison to the state appropriations totals. Over these twelve years, the state has spent over $770 million on DOC capital construction.

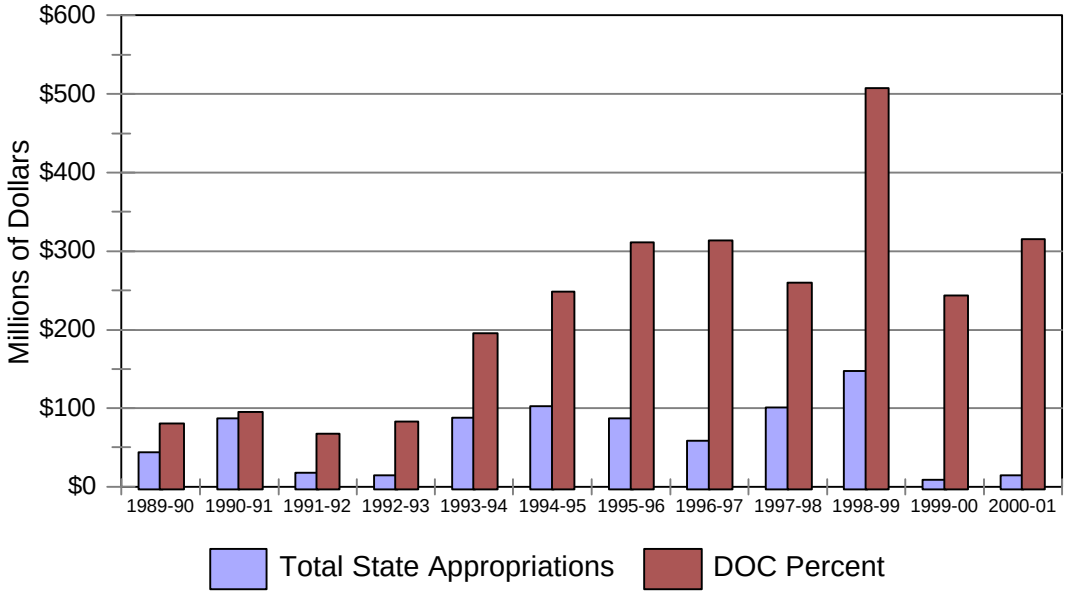
**Table 8.7: Capital Construction Appropriations History**

| Fiscal Year | DOC Controlled Maintenance | DOC Capital Construction [1] | DOC Total | Total State Capital Construction Appropriations | DOC Percent of Total |
|---|---|---|---|---|---|
| FY 1989-90 | $922,490 | $42,716,050 | **$43,638,540** | $80,790,571 | 54.0% |
| FY 1990-91 | 500,000 | 86,081,218 | **86,581,218** | 95,413,200 | 90.7% |
| FY 1991-92 | 33,000 | 17,544,710 | **17,577,710** | 67,033,877 | 26.2% |
| FY 1992-93 | 707,500 | 14,265,323 | **14,972,823** | 83,508,560 | 17.9% |
| FY 1993-94 | 1,342,340 | 86,166,596 | **87,508,936** | 195,471,209 | 44.8% |
| FY 1994-95 | 803,140 | 101,840,563 | **102,643,703** | 248,345,711 | 41.3% |
| FY 1995-96 | 1,437,276 | 85,580,416 | **87,017,692** | 311,151,157 | 28.0% |
| FY 1996-97 | 1,517,217 | 57,337,215 | **58,854,432** | 313,861,227 | 18.8% |
| FY 1997-98 | 1,610,483 | 99,538,359 | **101,148,842** | 259,879,161 | 38.9% |
| FY 1998-99 | 3,432,540 | 144,081,263 | **147,513,803** | 507,579,550 | 29.1% |
| FY 1999-00 | 5,382,191 | 3,534,914 | **8,917,105** | 243,313,196 | 3.7% |
| FY 2000-01 | 4,029,332 | 10,489,377 | **14,518,709** | 315,443,468 | 4.6% |
| Total | $21,717,509 | $749,176,004 | **$770,893,513** | $2,721,790,887 | 28.3% |

1. Includes moneys from the Corrections Expansion Reserve Fund.

Source: Legislative Council Staff.

**Graph 8.3: Capital Construction Funding History**
**DOC vs. Total State Capital Construction Appropriations**




Source: Legislative Council Staff.