

State of Colorado Correctional Treatment Board



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Division of Criminal Justice
Department of Public Safety

FY2016 Funding Plan

The Correctional Treatment Cash Fund and its oversight board, The Correctional Treatment Board, was established in HB12-1310 when the state legislature consolidated three major sources of State funding for substance abuse/co-occurring assessment and treatment: The Drug Offender Surcharge Fund, SB03-318 Funding (Drug Treatment Fund) and HB12-1352 Funding. Prior to this consolidation, these funding sources were separate appropriations with separate oversight boards and statutory stipulations. HB12-1310 restructured these funds to create and support a coordinated and collaborative effort across all criminal justice agencies with input from county and statewide criminal justice organizations regarding the treatment of criminal justice clients with substance use and co-occurring disorders. It is the job of the Correctional Treatment Board to ensure a fair and reasonable allocation of the cash fund resources in accordance with statutory intent.

Statutorily authorized uses of the money include:

- Alcohol and Drug Screening, Assessment, Evaluation, Testing, Training;
- Treatment for assessed substance abuse and co-occurring disorders;
- An annual statewide conference regarding substance abuse treatment;
- Recovery support services; and
- Administrative support for the board.

The Correctional Treatment Board is pleased to present its FY2016 Funding Plan that allocates over \$20.0M in state resources. This plan reflects the continuing work and programmatic priorities of the Board through the various appropriations to four state agencies as outlined in this report.

Statutory Cites: 18-19-103 (3.5)(b) and 18-19-103 (5)

Fund Overview

Cash Fund Overview

Funding in the Correctional Treatment Cash Fund is targeted for only those criminal justice clients with substance-abuse and/or co-occurring behavioral health disorders. All funding is appropriated into the Judicial Department's budget where it is then re-appropriated to the other three state agencies according to the funding plan as developed by the Correctional Treatment Board. Beginning in FY2015, the Board separated out administrative and overhead funding that is housed in the Judicial Branch budget, but isn't specific to Judicial programming. These costs include cash fund indirect costs, conference and board staff funding and the overhead amount that funds research/data collection and one-time projects. The chart below reflects the historical funding allocation across the four agencies.

	Summary of Annual Appropriations			
	<u>FY2013</u>	<u>FY2014</u>	<u>FY2015</u>	<u>FY2016</u>
Corrections	3,002,227	3,002,227	3,457,227	3,457,227
Human Services	3,090,516	4,290,156	5,071,156	5,071,156
Public Safety	2,666,766	2,916,766	5,301,766	5,301,766
Judicial	6,504,568	6,532,984	5,505,078	5,505,078
Non-Agency Specific	0	0	906,906	906,906
Total	15,264,077	16,742,133	20,242,133	20,242,133
Change over prior year		1,478,056	3,500,000	0

Judicial Branch (including Non-Agency Specific):

The Judicial Branch uses its correctional treatment resources to support substance use testing and mental health and substance abuse treatment for all probation clients as well as supports treatment and recovery-support services for the state's problem-solving court clients. As of FY2015, a new adult diversion program was created and housed in the Judicial Branch (HB13-1156) and the Correctional Treatment Cash Fund supports treatment costs for this program. Funds are allocated to all of the probation and problem-solving courts within the 22 judicial districts and are managed locally. Aggregated expenses are tracked and monitored centrally at the State Court Administrator's Office and reported on quarterly.

Department of Public Safety, Division of Criminal Justice (DCJ):

DCJ receives funding to help cover the cost of specialized intensive residential treatment and therapeutic community beds; to pay for out-patient treatment vouchers for clients in community corrections facilities; and to fund 1.0 research/training FTE within the Division of Criminal Justice. Funds are also used to support classroom training costs for substance abuse and risk/need assessments for probation, parole, TASC, community corrections, and prison staff. Residential and out-patient treatment funds are allocated to local community corrections boards across the state and managed by the boards for treatment of community corrections clients. Each board must report quarterly on spending levels.

Fund Overview

Department of Human Services, Office of Behavioral Health (OBH):

OBH uses its funding for three main programs and services. The Jail-Based Behavioral Services (JBBS) program provides substance-abuse and mental health services for clients in county jails. Funds are “granted” to local Sheriff’s offices, managed locally and dispersed via contract agreements with local treatment providers. Each JBBS program reports quarterly to the statewide program manager at OBH. Correctional Treatment funds are also used to support outpatient treatment services which are managed through contracts with Managed Service Organizations (MSO), and for the Short-Term Intensive Residential Remediation Treatment (STIRRT) program, which is a two-week residential program and continuing care for clients when they are released.

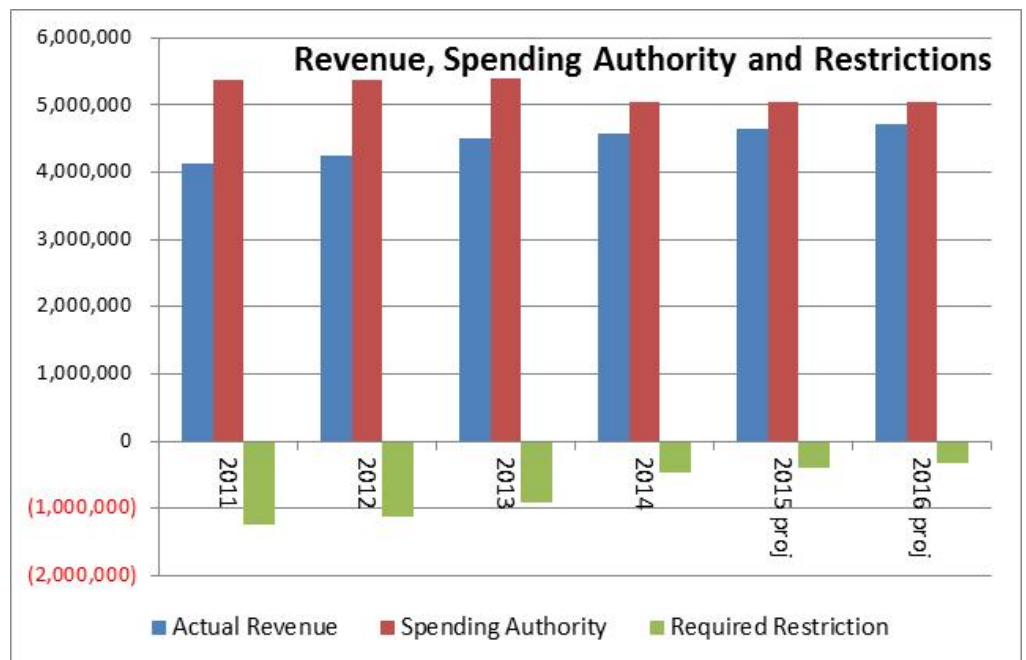
Department of Corrections (DOC):

DOC uses its correctional treatment funds to support case management, substance use testing and outpatient treatment for parole clients. This is done through a contract with Treatment Alternatives for Safer Community (TASC), which is an outside organization that provides these services to parolees with substance-abuse and/or co-occurring disorders. TASC manages the funds according to contract stipulations and reports to DOC monthly.

Correctional Treatment Cash Fund Revenue Sources

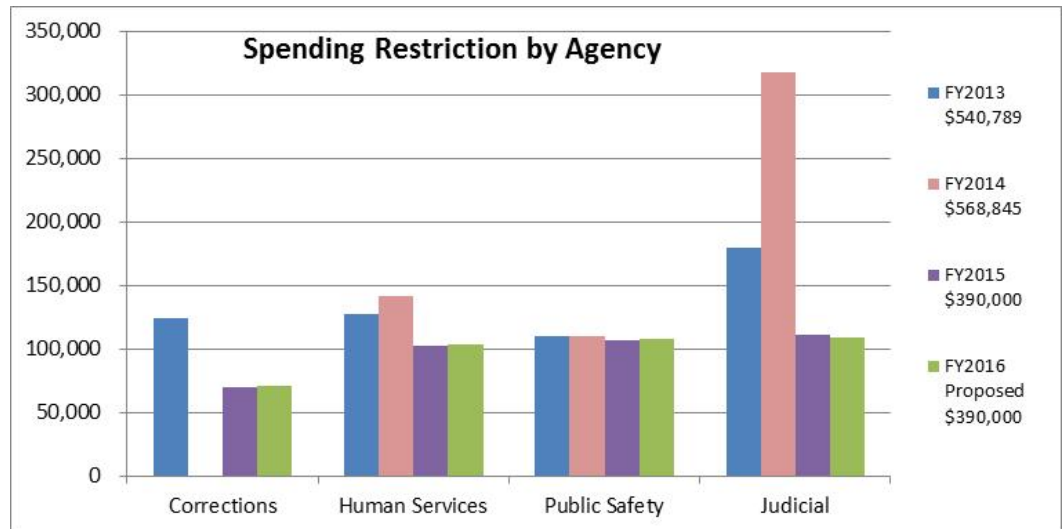
The Correctional Treatment Cash Fund (CTCF) receives both general fund money appropriated by the legislature as well as direct cash revenue from the drug offender surcharge, which is a surcharge assessed on offenders convicted of drug crimes and deposited directly into the cash fund. The general fund money is annually appropriated to the Judicial Branch and transferred to the cash fund. These two funding streams are what the Correctional Treatment Board oversees and allocates annually.

Since the CTCF was established, and prior to that as the Drug Offender Surcharge Fund, cash revenue from the surcharge has not been sufficient to match appropriated spending authority in the Long Bill. Therefore, the Board must restrict spending to match revenue. Revenue has been increasing every year and the Board is hopeful that revenue will soon be sufficient to avoid having to enact spending restrictions.



FY2014 Spending

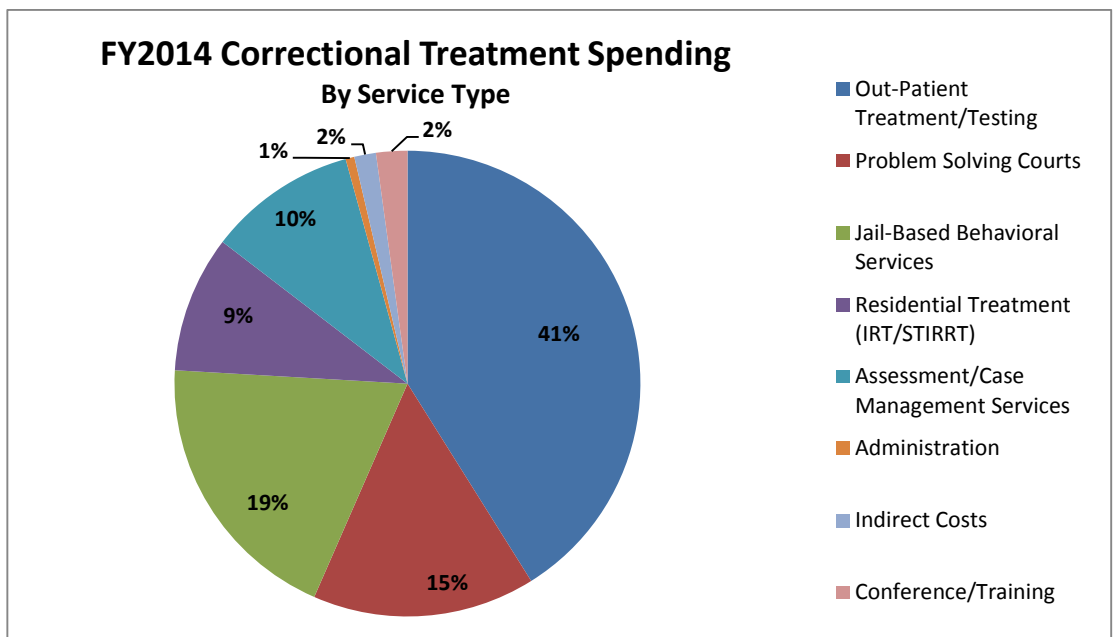
The Board has determined that restrictions should initially be shared by each state agency receiving correctional treatment resources. Quarterly revenue and spending updates are provided so the Board can revise restriction amounts based on spending patterns and changing needs in each fiscal year. Currently restriction amounts are based on each agency's percent of total fund resources.



Cash Fund Expenditures

In FY2014 a total of \$14.8M in correctional treatment resources was spent on a variety of programs and services to treat offenders. The following chart outlines spending by program type. The largest area of expenditure is outpatient treatment as this serves the largest population of offenders followed closely

by the jail-based behavioral services and problem-solving courts. While correctional treatment cash funds in problem solving courts are technically for outpatient treatment, FY2014 was the first year financial data was available



separate from probation outpatient treatment, so the Board is interested in having a problem-solving court category to help assess the overall funding for this specific program. In the future, it is likely that this funding will be rolled into the greater "outpatient treatment category."

FY2014 Spending

The following table outlines spending by agency and long bill line as adjusted for the cash spending restriction.

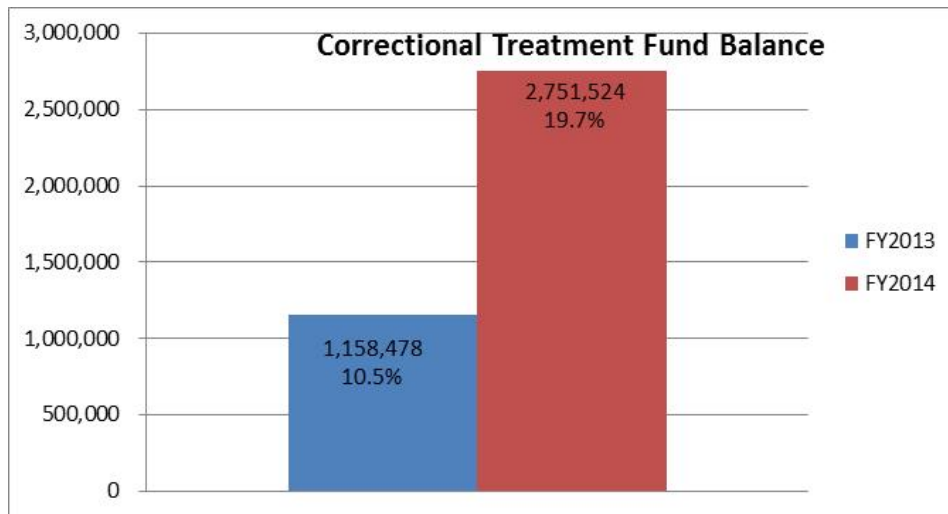
Correctional Treatment 2014 Spending -- By Agency and Long Bill Line			
	Appropriation*	Actual	Difference
DOC			
Drug & Alcohol Tx Subprogram	1,245,127	(1,245,127)	0
Parole Subprogram	1,757,100	(1,757,100)	0
	3,002,227	(3,002,227)	0
DHS			
<u>Substance Use Treatment and Prevention</u>			
Treatment & Detox Contracts	887,300	(887,300)	0
Short-Term Intensive Residential Remediation & Tx	389,066	(389,066)	0
<u>Integrated Behavioral Health Services</u>			
Jail-Based Behavioral Health	2,872,629	(2,872,629)	0
	4,148,995	(4,148,995)	0
DPS			
<u>Administration</u>			
Personal Services	90,631	(90,631)	0
Pots	13,366	(13,366)	0
<u>Community Corrections</u>			
Community Corrections Placement	1,018,869	(1,018,869)	0
Trtmtn. For Subs Abuse and Co-occurring Disorders	1,684,098	(1,683,045)	1,053
	2,806,964	(2,805,911)	1,053
JUDICIAL			
<u>Probation & Related Services</u>			
Personal Services	702,114	(702,114)	0
Offender Treatment & Services	5,088,997	(3,863,070)	1,225,927
<u>Administration</u>			
Personal Services	91,078	(91,078)	0
Pots	110,054	0	110,054
Indirects	222,859	(222,859)	0
	6,215,102	(4,879,121)	1,335,981
<i>*Adj for spending restrictions</i>	GRAND TOTAL	16,173,288	(14,836,254)
			1,337,034

Agency Spending Restrictions - 2014			
	Appropriation	Spending Restrict	Auth. Spending
DOC	3,002,227	0	3,002,227
DHS	4,290,156	(141,161)	4,148,995
CDPS	2,916,766	(109,802)	2,806,964
JUD	6,532,984	(317,882)	6,215,102
Total	16,742,133	(568,845)	16,173,288

FY2014 Fund Balance/FY2015 Appropriation

At the end of FY2013, the fund balance was below the 16.5% limit and the Board wanted this to increase. Therefore, in FY2014, the Judicial Branch was able to under-spend its Correctional

Treatment allocation while still meeting its obligation to respond to offender needs. This resulted in a FYE14 fund balance of \$2.7M or 19.7%. The Board is comfortable with that level and will begin to discuss one-time projects/needs for which some of the fund balance could be used. However, the

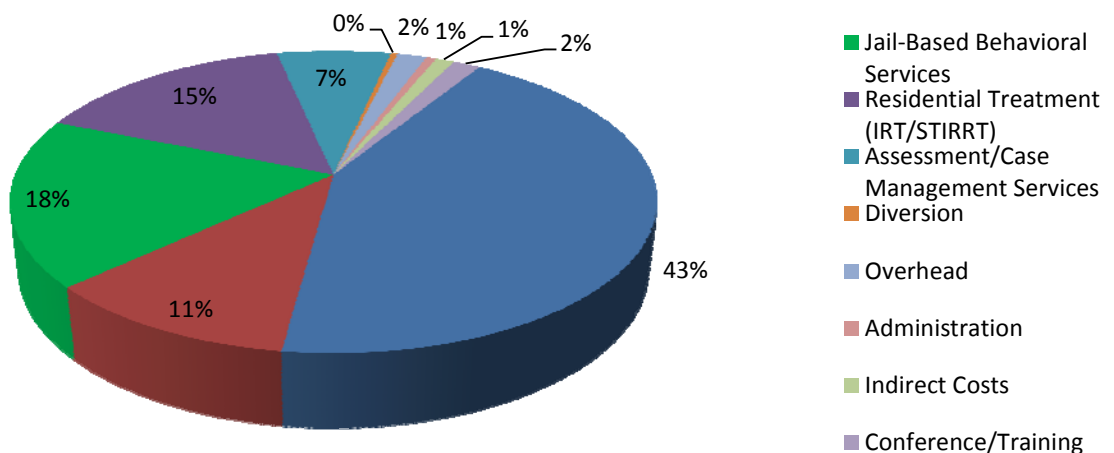


schedule 9 (cash fund report) in the Judicial budget request projects the fund balance dropping to 14.5% in FY16 due solely to the increase in spending authority from SB13-250. The Board will continue to monitor the fund balance with the goal of maintaining it at the 16.5% limit.

FY2015 Appropriation

The Correctional Treatment Board had just over \$20.2M to appropriate in FY2015. This included an increase of \$3.5M from the passage of SB13-250, the drug sentencing bill as well as funding for new diversion programming as a result of HB13-1156. In addition to these two new funding streams, base budget funding was maintained and the \$3.5M was put toward expanded programming.

FY2015 Correctional Treatment Funding - By Service Type



FY2015 Appropriation

In keeping with the intent of SB13-250, the \$3.5M was targeted for:

- Transition services for offenders leaving Jail-Based programs and re-entering the community.
- Community corrections treatment vouchers .
- Expanded residential treatment beds in Community Corrections for probation clients.
- Parole increases for case management in rural areas, expanded drug testing and co-pay incentives for parolees with clean UAs.
- Funding for behavioral health out-patient treatment to back-fill the loss of federal funding.

Correctional Treatment 2014 and 2015 Appropriation -- By Agency and Long Bill Line			
	FY14 Approp	FY15 Approp	Difference
<u>DOC</u>			
Drug & Alcohol Tx Subprogram	1,245,127	1,345,127	100,000
Parole Subprogram	1,757,100	2,112,100	355,000
	3,002,227	3,457,227	455,000
<u>DHS</u>			
<u>Substance Use Treatment and Prevention</u>			
Treatment & Detox Contracts	887,300	1,064,688	177,388
Short-Term Intensive Residential Remediation & Tx	389,066	427,946	38,880
<u>Integrated Behavioral Health Services</u>			
Jail-Based Behavioral Health	3,013,790	3,578,522	564,732
	4,290,156	5,071,156	781,000
<u>DPS</u>			
<u>Administration</u>			
Personal Services	90,631	84,803	(5,828)
Pots	13,366	19,194	5,828
<u>Community Corrections</u>			
Community Corrections Placement	1,018,869	2,643,869	1,625,000
Trtmtn. For Subs Abuse and Co-occurring Disorders	1,793,900	2,553,900	760,000
	2,916,766	5,301,766	2,385,000
<u>JUDICIAL</u>			
<u>Probation & Related Services</u>			
Personal Services	702,114	0	(702,114)
Offender Treatment & Services	5,406,879	5,995,419	588,540
<u>Central Programs</u>			
Pots	110,054	26,494	(83,560)
Adult Pre-Trial Diversion	0	77,000	77,000
<u>Administration</u>			
Personal Services	91,078	94,323	3,245
Indirects	222,859	218,748	(4,111)
	6,532,984	6,411,984	(121,000)
GRAND TOTAL	16,742,133	20,242,133	3,500,000

FY2016 Funding Allocation

FY2016 Funding

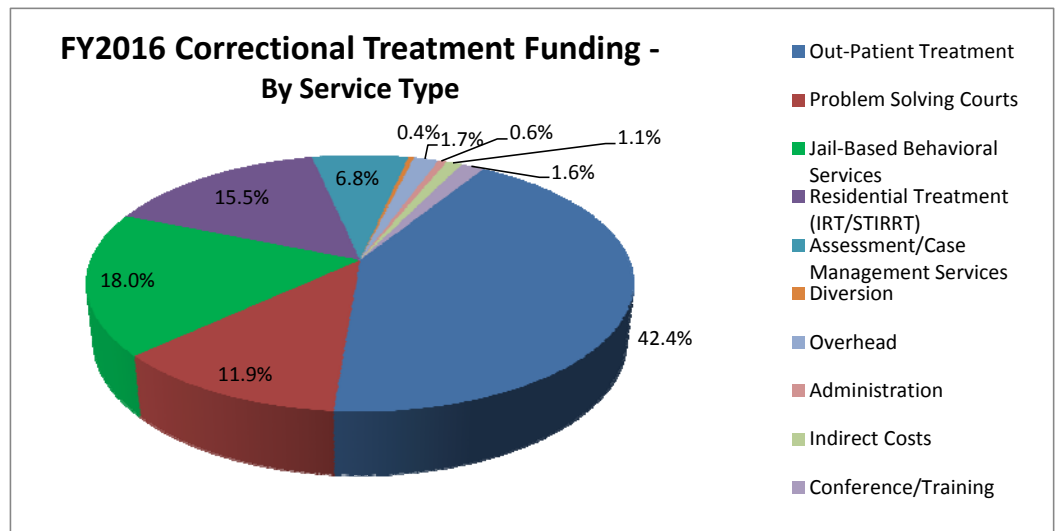
With FY2014 finished and FY2015 underway, the Correctional Treatment Board spent the past few months discussing and determining the FY2016 allocation from the Correctional Treatment Cash Fund. The Board developed preliminary funding priorities to help guide the allocation process and they currently include:

- Valid Assessment Practices/Strong Case Management Function
- Clinically Appropriate Treatment/Treatment Matching
- Program outcomes
- Quality Treatment
- Limited Other Funding Sources
- High Risk/High Need Population Priority
- Treat the “whole person”

Program requests for FY2016 funding were submitted to the Board in July and totaled just over \$21.4M. The available funding for FY16 remained at \$20.2M, so the requests were just over \$1.0M in excess of available resources. Funding requested included:

- Problem-Solving Court treatment funding increases for new courts as well as courts currently in the planning stages.
- An increase for parole outpatient treatment funds
- An increase for Mesa County’s Summit View program due to reduced County spending
- Local Board needs that were solicited by the statewide Board and consisted primarily of requests for housing, transportation, training and outpatient treatment.
- A **decrease** in probation outpatient treatment funds due to the availability of other sources of funding.

Based on the developed priorities and after conversations with program managers, the Board decided to maintain FY2015 funding levels with the exception of probation outpatient treatment, which was reduced by just over \$175,000. This reduction was re-directed to the problem-solving court program to help meet the needs of the growing courts across the state. The goal over the next year is to determine how to appropriately



FY2016 Funding Allocation

measure current funding against the developing priorities in order to adjust funding to match the prioritization. At the same time, the Board will continue to meet with the local boards to hear first-hand about program and service needs in local communities across the state in an effort to ensure appropriate programs and services are available in all areas of the state.

The chart below reflects the continued appropriation for each agency with adjustments related to salary, benefit and indirect cost assessments.

Correctional Treatment 2015 and 2016 Appropriation -- By Agency and Long Bill Line			
	FY2015 Approp.	FY2016 Approp.*	Difference
DOC			
Drug & Alcohol Tx Subprogram	1,345,127	1,345,127	0
Parole Subprogram	2,112,100	2,112,100	0
	3,457,227	3,457,227	0
DHS			
<u>Substance Use Treatment and Prevention</u>			
Treatment & Detox Contracts	1,064,688	1,064,688	0
Short-Term Intensive Residential Remediation & Tx	427,946	427,946	0
<u>Integrated Behavioral Health Services</u>			
Jail-Based Behavioral Health	3,578,522	3,578,522	0
	5,071,156	5,071,156	0
DPS			
<u>Administration</u>			
Personal Services	84,803	84,803	0
Pots	19,194	21,324	2,130
<u>Community Corrections</u>			
Community Corrections Placement	2,643,869	2,643,869	0
Trtmtn. For Subs Abuse and Co-occurring Disorders	2,553,900	2,553,900	0
	5,301,766	5,303,896	2,130
JUDICIAL			
<u>Probation & Related Services</u>			
Offender Treatment & Services	5,995,419	5,995,419	0
<u>Central Programs</u>			
Pots	26,494	15,952	(10,542)
Adult Pre-Trial Diversion	77,000	77,000	0
<u>Administration</u>			
Personal Services	94,323	94,323	0
Indirects	218,748	224,109	5,361
	6,411,984	6,406,803	(5,181)
GRAND TOTAL	20,242,133	20,239,082	(3,051)

*Shaded figure is a carry-forward from FY2015 and will be updated during figure-setting in the spring.

Conclusion

Next Steps/Conclusion

The FY2016 funding plan is the result of the Board's work over the past year which built on its growing understanding of each agency's funded programming from the cash fund. Priorities are being established and the Board is working toward developing assessment criteria related to its stated funding priorities. The Board is committed to determining the best and most effective use of the correctional treatment cash fund resources and is also committed to ensuring access to valuable programs and services across the state.

The existing FY2015 appropriation and planned FY2016 allocation help support this commitment in that it continues support for expanded availability of parole resources to the middle of the state and it has created an entirely new community corrections bed population for condition of probation. The jail-based behavioral programs are continuing to expand and the Board is working with that program to ensure that appropriate program guidelines exist.

Despite these successes, there is still much work to be done. Specific program outcome, population data and financial reporting consistencies must be established and then assessing each agency's ability to build that measurement and reporting into the varying data systems needs to be discussed. The long-term goal of the Correctional Treatment Board continues to be looking at possible efficiencies in how the State approaches and works with the treatment community, treatment matching offenders to the best type of treatment and continuing the focus on case management strategies and training. All of these activities will lead to an improved quality of offender management and treatment of criminal offenders with substance-abuse and co-occurring disorders which ultimately will create greater public safety in all communities across the state.