

Division of Criminal Justice FALL 1999

ADULT PRISON AND PAROLE POPULATION PROJECTIONS

JUVENILE DETENTION AND COMMITMENT POPULATION PROJECTIONS

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This report was prepared by



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CONTEXT: PROFILES OF OFFENDERS SENTENCED TO PROBATION/ISP, COMMUNITY CORRECTIONS, JAIL, AND PRISON FOR THE YEARS 1993-1997 IN COLORADO

The following descriptions of offenders in different criminal justice placements were obtained from the *Division of Criminal Justice Annual Court Databases, 1993-1997*. The Division of Criminal Justice, Office of Research and Statistics conducts an on-site data collection consisting of a 20% sample of felony cases filed in nine of the state's twenty-two Judicial Districts. The nine Judicial Districts are: 1st (Jefferson County), 2nd (Denver County), 4th (El Paso County), 8th (Larimer County), 10th (Pueblo County), 17th (Adams County), 18th (Arapahoe County), 19th (Weld County), and 21st (Mesa County). The databases for the years 1993-1997 was used to describe offenders placed in Probation/ISP (Intensive Supervision Probation), Community Corrections, Jail and Prison (see Figure 1).

Figure 1. Percentage of Sentencing Placements in Colorado (1993-1997)

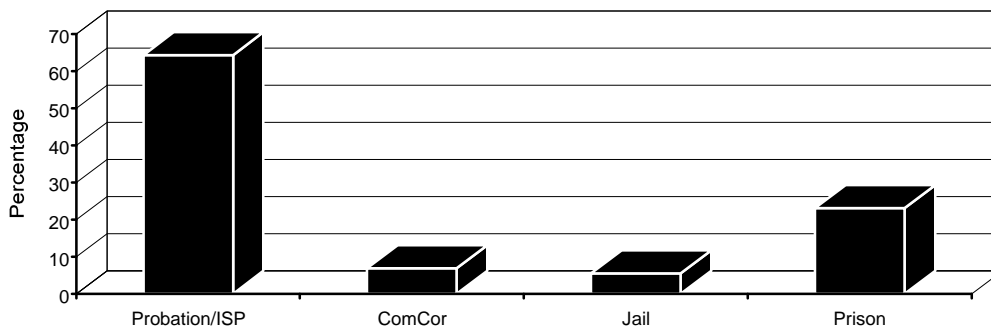
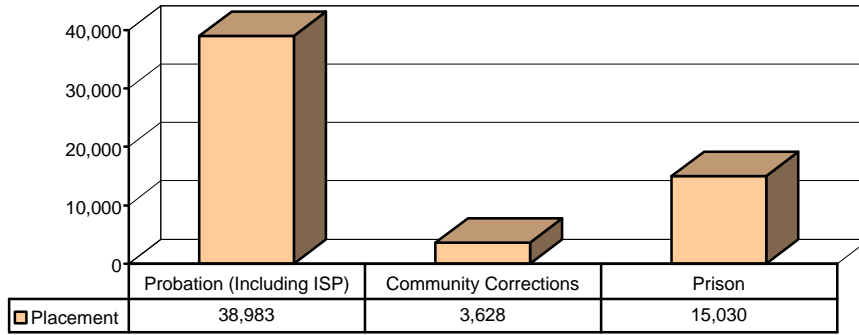


Figure 2 on the next page depicts the number of offenders who are currently under the jurisdiction of Probation, Community Corrections and Prison. As this figure demonstrates, the vast majority of offenders are placed in some form of community placement (74%).

Figure 2. Population By Type of Placement¹

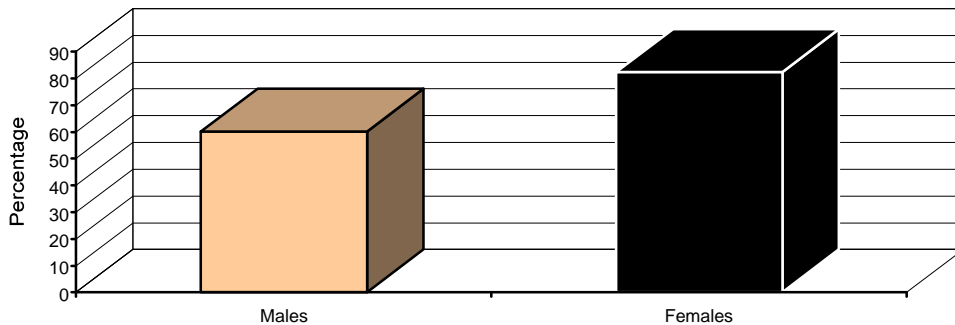


Probation/Intensive Supervision Probation (ISP)

DEMOGRAPHICS

An analysis DCJ's Criminal Justice Database clearly illustrates that women are more likely to receive a sentence to probation/ISP than their male counterparts. For cases in the sample that proceed to criminal justice placement, 60.2% of males received probation/ISP compared to 82.3% of females (Figure 3). Since probation/ISP is a community placement, women may be more likely to receive a placement to allow them to remain in the community because of childcare responsibilities. Males are less frequently identified as the principal caretaker.

Figure 3. Probation/ISP Placement (Average for 1993 to 1997)



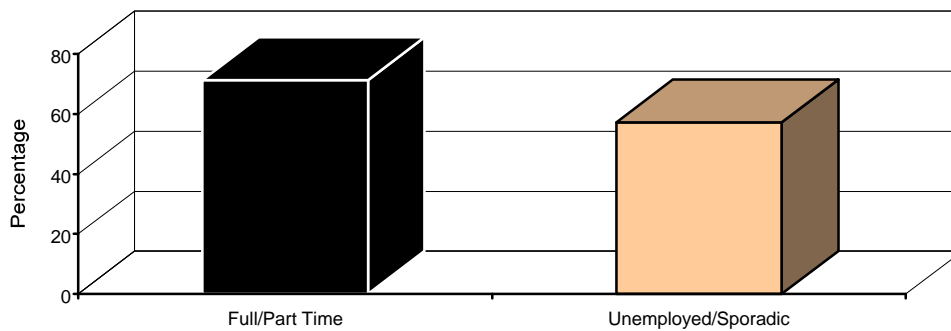
Data from DCJ's Criminal Justice Database indicates educational differences among offenders who receive probation or ISP. Approximately 72% of offenders with a high school education or more receive probation compared to 62% of offenders with less than a high school education. Offenders with a GED are least likely to receive a sentence to probation (49%). Offenders with some education may be perceived as having a better opportunity for succeeding in the community. Often, the terms and conditions of probation dictate that the offender must be employed during the duration of supervision. Having a high school education or higher enhances the possibility of obtaining and

¹ Statistics compiled by the Colorado Division of Criminal Justice (DCJ). Community Corrections and DOC figures were reported as of October 1, 1999. Probation figures are as of July 1, 1999. Probation figures also include Denver Drug Court, the Specialized Offender Program, the Female Offender Program, and Interstate Probation. Community Corrections figures include both Diversion and Transition clients, as well as Residential and Non-Residential clients.

maintaining employment. Offenders with a GED may reflect a population with previous criminal history. Offenders may be given the opportunity or encouraged to obtain a GED while in prison or on probation.

Differences in employment status among offenders receiving probation or ISP appear to support the concept that success in a community placement may be related to employment. In fact, several studies indicate that employment is a good indicator of successful completion of a probation or community corrections sentence.² Approximately 70% of offenders in the five-year DCJ Criminal Justice Database sample who are employed either full or part-time receive Probation/ISP. Offenders with a history of unemployment or sporadic employment are sentenced to Probation/ISP in about 57% of the cases (see Figure 4).

Figure 4. Level of Employment for Those Sentenced to Probation/ISP



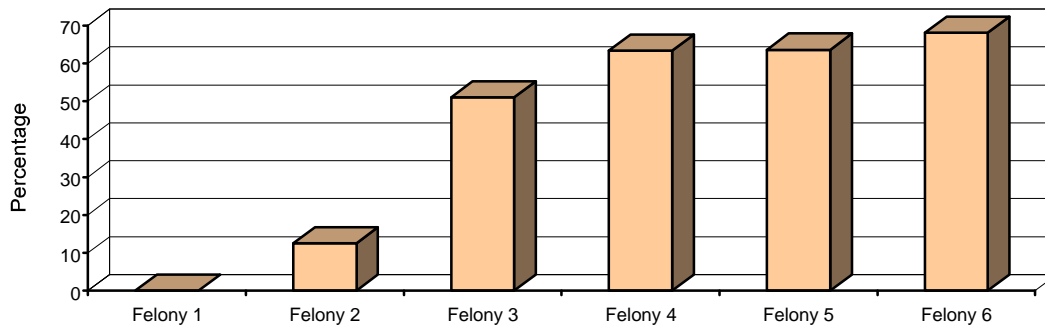
INSTANT OFFENSE

Not surprisingly, certain crime convictions are more likely to receive a probation/ISP placement. Crime convictions more likely to receive a probation/ISP placement are theft, drug crimes, trespassing/tampering/criminal mischief, forgery/fraud, assault, burglary, and sex crimes. With the exception of sex crimes and assault, these crime types tend to be less severe and typically non-violent. Drug cases in particular are more likely to be sentenced to probation/ISP. The percent of drug convictions sentenced to probation/ISP ranges between 70.4% to 93.9% in the five-year sample. The highest percentage (93.9%) of convictions sentenced to probation/ISP occurred in 1994. This coincides with the implementation of the Denver Drug Court. The Denver Drug Court's stated goal is to manage drug offenders in a community setting providing them necessary treatment and surveillance for recovery.

Offenders who are convicted of lower class felonies are typically sentenced to probation/ISP. As Figure 5 indicates, the majority of felony classes 3 through 6 are sentenced to probation/ISP. This trend is reflective of the traditional role that probation/ISP plays within the criminal justice system. Although probation (and especially probation ISP) does supervise high-risk offenders, these placements generally offer less restrictive and more cost-effective alternatives for supervising lower risk offenders.

² English, K., and Mande, M. (1991). Empirical Support For Intervention Strategies In Community Corrections. *Journal of Contemporary Criminal Justice*, Vol. 7, No.2. English, K., and Patrick, D. (1999). *Case Processing Evaluation of the Denver Drug Court*. Denver, CO: Colorado Department of Public Safety, Division of Criminal Justice.

Figure 5. Probation Placement by Felony Class for 1996



PREVIOUS CRIMINAL HISTORY

Offenders *without* a previous felony conviction are twice as likely (an 80% average over the five year time frame) to receive a probation/ISP sentence than those with a previous felony conviction (a 38% average over the five year time frame) according to the DCJ Criminal Justice Database sample (Table 10). Offenders with either a juvenile or adult record of previous arrest are *less likely* to receive a probation/ISP placement (Tables 11 and 12). This is particularly true for offenders with a record of a violent arrest. Forty-seven percent (a 47% average over the five year time frame) of offenders with a juvenile violent arrest receive probation/ISP compared to 66% (average over the five year time frame) of offenders with no such record. Fifty-two percent (52%) of offenders with an adult violent arrest record receive probation/ISP compared to offenders with no such record (69%).³ This information is consistent with studies that indicate that an individual's past deviant behavior may well predict future criminality.⁴ These individuals are more likely to be seen as a threat to the community and thus, are more likely to be candidates for restrictive placements.

Community Correction (ComCor)

DEMOGRAPHICS

The percent of male offenders directly sentenced to community corrections has decreased from 8% in 1993 to 5.6% in 1997. For females, the percentage increased somewhat from 4% in 1992 to 5.6% in 1997 (Table 1). The number offenders who received a community corrections sentence actually increased during this period, but the rate of growth was smaller or declined when compared to other placement alternatives (i.e., probation, jail, and prison).

³ Please note that comparisons between violent, non-violent, adult, juvenile, and felony arrests are merely illustrative of possible trends. The purpose of this report is to generally describe criminal justice system placement populations. Thus, no analysis was done to separate individuals, for example, with only juvenile arrests versus offenders with only adult arrests. Offenders may be in one or all categories of arrests. The data, however, are sufficient to describe possible trends.

⁴ Greenwood, P.W., Model, K.E., Rydell, P.C., and Chiesa, J (1998). *Diverting children from a life of crime: measuring the costs and benefits*. Santa Monica, CA: Rand Publications. National Institute of Research Preview. *The cycle of violence revisited*. U.S. Department of Justice, Office of Justice Programs. February 1996.

INSTANT OFFENSE

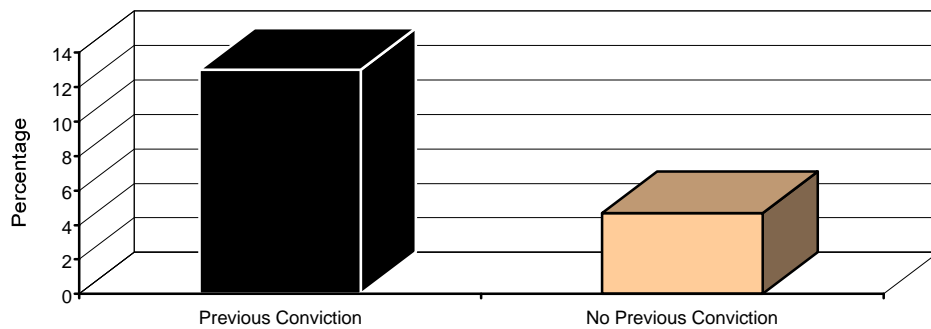
The type of conviction associated with a community corrections placement varied over the five-year time period examined. Offenders convicted of auto theft were most likely to receive a community corrections placement, but this percentage varied from 14.6% of offenders convicted of auto theft in 1993 to 6.5% of offenders convicted of auto theft in 1997. Offenders convicted of robbery appear to be somewhat more likely to receive a sentence to community corrections. Robbery convictions range from a high of 13.7% in 1995 to a low of 5.8% in 1993. This finding is surprising since the Community Corrections Board typically denies admissions of violent offenders in community corrections programs.

PREVIOUS CRIMINAL HISTORY

A history of a previous felony conviction more than doubles the likelihood that an offender will be placed into community corrections. Over a five-year period, offenders who have a previous felony conviction received a community corrections placement in 13% of the cases. Those offenders who do not have a previous felony conviction received a community corrections placement 4.7% of the time (see Figure 6). This statement, however, does not imply that offenders with a previous felony conviction are more likely to receive a less restrictive placement. In fact, offenders with prior felonies are more likely to receive community corrections or prison sentences, while those without a felony conviction are more likely to receive probation or ISP.

Offenders with either juvenile or adult arrests are also more likely to receive community corrections sentences (Tables 11 and 12). Community corrections appears to be an option for judges who are concerned about previous criminal history even though the instant offense may indicate a probation placement.

Figure 6. Percentage of ComCor Offenders Who Have A Previous Felony Conviction



Jail

DEMOGRAPHICS

The percent of males and females sentenced to jail between 1993 and 1997 was insignificant. Not surprisingly, jail sentences were the least likely placement for those offenders convicted at the District Court felony level. Over this five-year period, the percent of males receiving a jail sentence was 6% compared to a 2.5% for females.

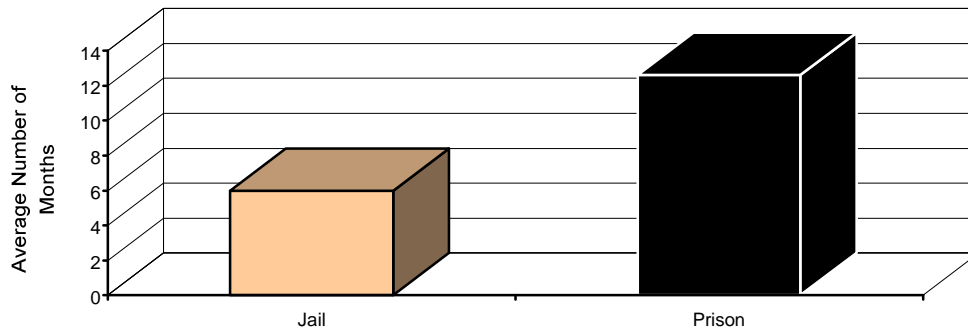
INSTANT OFFENSE

Offenders with assault and weapon convictions are the most likely to receive a jail placement. Percent of offenders with these types of crimes range from 5.8% to 25% (Table 6). The finding that a high percentage of offenders convicted of an assault or weapons charge may be reflective that these types of charges tend to be plead down to a misdemeanor once received into District Court for evidentiary and other legal reasons. There were some differences between crime of charge and crime of conviction for offenders receiving a jail sentence (Tables 6 and 7). For example, 9% of offenders charged with auto theft in 1995 received a jail sentence, but only 4.8% of this group were convicted of auto theft. This may indicate that the charge of conviction was subject to a plea bargain to allow the judge the option of a jail sentence.

PREVIOUS CRIMINAL HISTORY

A comparison of felony class charged and felony class conviction (Table 8) indicates that many offenders receiving jail sentences appear to have been given a plea bargain from a felony to a misdemeanor. For example in 1997, 18.1% of offenders *charged* with a felony 6 received a jail sentence. However, only 1% of those *convicted* of a felony 6 received a jail sentence, while 30.8% of those charged with a misdemeanor in 1997 received a jail sentence (Table 8). This finding may illustrate the willingness of an offender to plea to a misdemeanor to avoid a felony conviction. Jail sentences are typically half the incarceration time of prison sentences (Figure 7). By statute, an offender convicted of a misdemeanor may not receive a jail sentence longer than two years.

Figure 7. Average Sentence Length for Jail and Prison Placements (In Months)



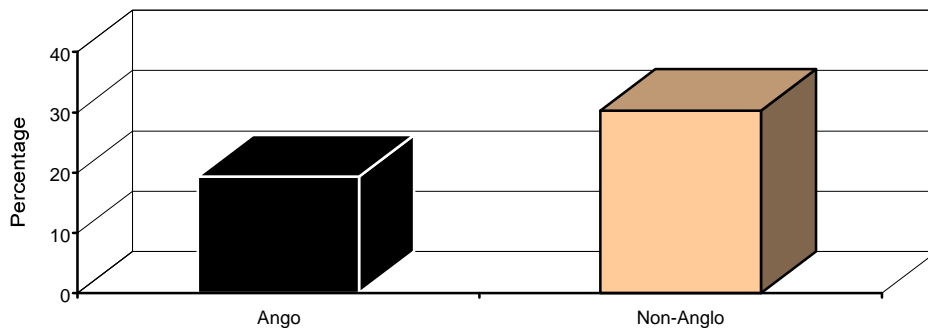
Prison

DEMOGRAPHICS

According to DCJ's Criminal Justice Database, roughly a quarter of all male offenders who receive a criminal justice placement received a prison sentence. The percentage ranges between 24.9% and 28.5% in the five years examined (Table 1). For female offenders, the percent of prison commitment ranges from 8.2% and 11.7% over the same five years. As discussed earlier, females are much more likely to receive a sentence to probation/ISP.

Anglos are the ethnic group least likely to be sent to prison. The data indicate that only about one in five receive a prison placement.⁵ Approximately one in four Hispanics receive a prison placement, while 28% is the average over five years for Blacks receiving prison sentences. The number of American Indian offenders is statistically small and no definitive conclusions can be drawn about this group.⁶ It is clear, however, that persons of color have a higher likelihood of receiving a prison sentence than do Anglos (Figure 8).

Figure 8. Percent of Prison Placement By Ethnic Breakdown⁷



Offenders with a high school education or higher are *less likely* to receive a prison sentence (Table 3). As noted earlier, this group is frequently sentenced to probation/ISP. Offenders with a GED are those most likely to receive a prison sentence. Although there are certainly a host of reasons why an individual may have chosen the route of completing a GED, there are criminologists that suggest that possession of a GED is a proxy of having some previous involvement in the criminal justice system. Many criminal justice placements require that offenders make progress towards their GED as a condition of their sentence.

Offenders who are unemployed or employed sporadically at time of arrest are most likely to receive a prison sentence (Table 4). There is a decline in the percentage of offenders receiving prison sentences who are unemployed or employed sporadically over the five years examined. The combined percentage of unemployed/sporadically employed decreases from 72.4% in 1993 to 56% in 1997. From 1993 to 1996 the combined percentage of offenders employed full or part time increases from 32.1% to 40.4%. This combined percentage drops to 28% in 1997. It is likely that these employment trends are more reflective of the improved Colorado economy rather than any sentencing trends related to employment. Overall, offenders who are employed are still less likely to go to prison.

INSTANT OFFENSE

Generally, three types of crime convictions result in a prison sentence for *at least* one out of two offenders: homicide, robbery and kidnapping (based on percentages over the five year time frame, Table 6). The range in percentages of offenders receiving a prison sentence for homicide varies from 64.7% to 100% over the five years. Fifty-three percent (53%) to 100% of offenders with robbery

⁵ Anglos prison sentences range 18.0%-20.8%, Hispanics prison sentences range 23.4% - 27.2%, Blacks prison sentence range 24.1% to 31.3%.

⁶ 13 in 1993 of which 3 were sentenced to prison, 19 in 1997 and 9 were sentenced to prison.

⁷ Non-Anglos include: African-Americans, Hispanics and Native Americans

convictions face a prison sentence, and 50% to 100% of those convicted of kidnapping offenses receive a prison sentence over the five-year period. Note that small numbers are likely responsible for the fluctuation in percentages.⁸

Virtually, any of the twelve crime convictions examined may result in a prison sentence, but no consistent trend emerges from DCJ's Criminal Justice Database (Table 6). In 1994 drug crime prison placements dropped to 3.0%. This coincides with the initiation of the Denver Drug Court in July of 1994. However, with the exception of 1994, between 17% and 21% of offenders with drug convictions received a prison sentence.

Plea bargaining and case dismissals affect the felony class of charge and conviction (Table 8). In 1997, 93% of offenders who were charged with a class 1 felony received a prison sentence (Table 8). Looking down to the second half of the table, only 66.7% of felony 1 convictions received a prison sentence. Conversely, 63.5% of offenders with a felony 2 charge received a prison sentence, while 96.3% of those convicted of a felony 2 received a prison sentence. It is likely that the increase in felony 2 convictions to prison sentences is a result of plea bargaining from felony 1 to felony 2.

The percentage of gun-related offenses that received a prison placement increased from 37% in 1993 to 45.2% in 1997 (Table 9). The high profile status of crimes that involve the use of a gun may be influencing placement decisions of judges.

PREVIOUS CRIMINAL HISTORY

Offenders with a previous felony are three to four times more likely to receive a prison sentence (Table 10). Likewise, an offender with any previous arrest, adult or juvenile--violent or non-violent--is more likely to receive a prison sentence. (Tables 11 and 12). However, those arrested for violent offenses appear to be somewhat more likely to receive a prison sentence than those arrested for non-violent offenses. For instance, the percent of offenders receiving a prison sentence who have a juvenile violent arrest ranges from a low of 35.6% to 41.6%, compared to a range of 30.6% to 37.8% for those offenders with a non-violent juvenile arrest.

Summary

Clearly, judges have a very difficult job when faced with sentencing an offender to one of the four placements examined in this study, probation/ISP, community corrections, jail and prison. The decision appears to be guided by the crime type, severity of the crime (as indicated by felony class) and the previous criminal history of the offender.

⁸ For example, homicide convictions ranged from 1 in 1994 to 24 in 1996. There was and 1 kidnapping conviction in 1994 and 12 in 1997.

Table 1. Offender Gender by Placement (Percent Placed)

Gender of Offender	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
Female	85.2	4.0	2.6	8.2	81.3	4.4	2.5	11.7	82.1	6.1	2.4	9.4	80.7	5.0	2.5	11.8	82.1	5.6	2.7	9.6
Male	58.6	8.0	6.3	27.1	60.8	8.0	6.3	24.9	61.2	7.5	6.1	25.2	58.2	6.9	6.5	28.5	62.2	6.4	6.1	25.3

Table 2. Offender Ethnicity by Placement (Percent Placed)

Ethnicity of Offender	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
Anglo	68.6	7.3	4.4	19.7	69.1	7.5	4.9	18.5	70.0	7.0	5.0	18.0	65.7	7.6	6.0	20.8	69.7	5.9	5.1	19.3
Black	55.9	9.7	3.1	31.3	57.0	9.3	6.0	27.7	60.8	9.9	5.1	24.1	57.7	7.0	4.0	31.3	61.9	7.5	5.0	25.5
Hispanic	57.5	6.1	9.1	27.2	63.6	6.4	6.7	23.4	61.5	6.7	6.0	25.9	60.5	4.5	6.6	28.4	62.5	6.8	6.0	24.8
Am.Indian	61.5	15.4	0.0	23.1	46.7	0.0	13.3	40.0	44.0	4.0	16.0	36.0	61.5	0.0	0.0	38.5	36.8	15.8	0.0	47.4
Other	89.5	5.3	0.0	5.3	69.2	5.1	0.0	25.6	100	0.0	0.0	0.0	66.7	4.4	4.4	24.4	72.0	2.0	14.0	12.0

Table 3. Offender Level of Education by Placement (Percent Placed)

Level of Education	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
< HS	61.8	8.0	3.8	26.4	61.7	3.8	6.9	27.6	63.7	7.2	4.0	25.1	59.3	6.4	3.5	30.8	64.5	7.4	3.6	24.4
HS Grad	72.2	7.2	4.7	15.9	72.0	1.9	7.9	18.2	71.7	7.2	5.5	15.6	70.5	6.0	5.1	18.4	74.8	5.2	3.8	16.3
GED	43.2	11.6	2.7	42.6	53.4	4.9	12.5	29.2	44.2	12.5	3.0	40.4	49.6	12.0	4.2	34.2	52.1	10.2	5.7	32.0
> HS	72.4	6.0	3.1	18.5	71.6	2.8	7.7	17.8	77.5	6.6	3.5	12.4	67.2	7.4	5.2	20.3	73.2	5.7	2.4	18.7

Source: Division of Criminal Justice Annual Criminal Justice Database.

Table 4. Offender Employment at Arrest by Placement (Percent Placed)

Employment at Arrest	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
Fulltime	72.4	8.2	3.9	15.4	75.3	6.2	3.4	15.0	71.1	7.2	5.6	16.0	67.4	6.5	6.0	20.1	75.1	6.1	4.4	14.4
Parttime	75.6	3.8	3.8	16.7	70.6	7.3	3.7	18.3	69.7	7.4	3.7	19.1	64.0	7.9	6.7	21.3	73.2	9.1	4.0	13.6
Un-employed	54.9	8.2	4.5	32.4	57.9	8.8	6.2	27.0	60.4	7.7	4.3	27.5	58.6	7.2	3.8	30.4	58.2	7.0	5.4	29.5
Sporadic	49.5	8.6	1.9	40.0	56.5	10.2	6.1	27.2	59.3	11.9	6.8	22.0	53.8	5.9	4.2	36.1	63.5	6.6	3.3	26.5

Table 5. Offender Marital Status by Placement (Percent Placed)

Marital Status	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
Single	64.6	7.7	4.3	23.3	65.3	7.6	5.7	21.4	65.6	7.9	4.6	22.0	65.3	6.1	5.1	23.6	68.1	6.5	4.4	21.0
Married	69.0	7.4	3.7	20.0	71.7	6.5	3.2	18.6	66.1	6.5	6.3	21.1	64.1	6.6	4.9	24.5	69.5	6.1	5.2	19.3
Sep/Divorced	60.0	8.4	6.1	25.5	62.7	8.8	4.9	23.6	64.4	8.5	6.5	20.6	59.6	8.8	4.2	27.4	64.1	7.2	4.2	24.5
Widowed	83.3	0.0	0.0	16.7	54.5	13.6	0.0	31.8	76.0	8.0	4.0	12.0	47.8	0.0	4.3	47.8	70.8	12.5	0.0	16.7
Common Law	54.1	6.4	4.6	34.9	59.7	8.6	6.5	25.2	59.4	9.4	2.8	28.3	52.1	9.0	6.6	32.3	60.4	11.7	3.9	24.0

Source: Division of Criminal Justice Annual Criminal Justice Database.

Table 6. Most Serious Crime Charged by Placement (Percent Placed)

Most Serious Crime Charged	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
Homicide	27.3	0.0	0.0	72.7	NA	NA	NA	NA	15.4	9.6	1.9	73.1	16.1	4.8	0.0	79.0	16.7	2.4	2.4	78.6
Assault	73.0	3.4	7.1	16.6	63.5	4.7	9.4	22.4	72.8	3.0	6.0	18.2	67.8	3.7	8.1	20.3	68.4	1.2	7.2	23.2
Sex Crimes	59.4	5.1	1.4	34.1	57.9	5.3	0.0	36.8	62.2	4.4	3.7	29.6	54.1	4.5	1.8	39.6	59.6	2.5	4.3	33.5
Burglary	62.2	9.5	4.2	24.0	56.8	5.4	5.4	32.4	64.9	9.3	5.3	20.4	57.9	9.4	6.0	26.6	62.8	7.7	3.9	25.6
Robbery	30.1	3.6	8.4	57.8	23.1	23.1	0.0	53.8	34.9	15.7	3.6	45.8	38.6	9.6	2.4	49.4	45.5	8.2	2.7	43.6
Theft	76.7	6.5	4.1	12.7	63.1	13.1	1.2	22.6	76.7	7.0	2.5	13.8	75.1	6.4	4.1	14.5	78.4	6.6	2.2	12.8
Auto Theft	52.6	9.9	8.6	28.9	33.3	25.0	0.0	41.7	53.8	11.5	9.0	25.6	45.0	12.5	3.8	38.8	65.2	6.3	4.5	24.1
Forgery/Fraud	69.2	11.6	7.1	12.1	59.2	14.5	2.6	23.7	66.8	8.7	9.5	14.9	72.2	5.7	8.6	13.5	70.7	10.2	7.0	12.1
Drugs	71.4	8.3	1.0	19.4	63.6	12	0.0	24.7	72.9	8.1	2.6	16.4	70.7	6.5	2.3	20.5	72.4	8.3	1.8	17.5
Weapon	NA	NA	NA	NA	67.7	9.7	0.0	22.6	73.3	0.0	6.7	20.0	50.0	7.1	0.0	42.9	56.5	4.3	21.7	17.4
Kidnap	33.3	8.3	0.0	58.3	NA	NA	NA	NA	50.0	0.0	10.0	40.0	42.3	0.0	0.0	57.7	33.3	0.0	6.7	60.0
Trespass/Tamper/Mischief	NA	NA	NA	NA	73.4	4.7	3.1	18.8	76.8	4.3	5.1	13.8	78.1	7.1	5.8	9.0	79.8	3.1	7.9	9.2

Source: Division of Criminal Justice Annual Criminal Justice Database.

Table 7. Most Serious Crime Convicted by Placement (Percent Placed)

Most Serious Conviction Crime	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
Homicide	35.3	0.0	0.0	64.7	0.0	0.0	0.0	100	3.6	10.7	0.0	85.7	14.7	2.9	0.0	82.4	4.2	4.2	0.0	91.7
Assault	68.6	2.3	8.1	20.9	78.3	1.4	0.0	20.3	71.9	2.9	5.8	19.3	61.8	4.0	7.7	26.5	65.5	1.1	12.3	21.1
Sex Crimes	58.0	5.3	1.5	35.1	62.5	0.0	0.0	37.5	59.3	4.4	1.8	34.5	48.9	3.2	0.0	47.9	57.7	2.7	4.0	35.6
Burglary	60.4	8.7	0.0	30.9	42.9	0.0	0.0	57.1	64.2	11.0	0.0	24.8	55.7	9.8	2.5	32.0	58.9	8.3	0.0	32.7
Robbery	20.3	5.8	0.0	73.9	0.0	0.0	0.0	100	32.9	13.7	0.0	53.4	22.6	9.7	0.0	67.7	33.8	9.1	0.0	57.1
Theft	74.8	6.0	6.7	12.5	81.3	4.0	2.7	12.0	76.6	7.9	4.4	11.2	74.9	5.8	5.6	13.8	77.4	6.5	4.3	11.7
Auto Theft	54.4	14.6	3.5	27.5	50.0	25.0	0.0	25.0	54.0	12.7	4.8	28.6	44.4	11.1	3.2	41.3	64.9	6.2	5.2	23.7
Forgery/Fraud	69.9	11.8	1.2	17.1	92.3	3.8	0.0	3.8	66.7	9.9	3.2	20.2	73.4	8.0	3.1	15.4	83.1	8.5	1.7	6.8
Drugs	71.9	7.9	1.0	19.3	93.9	3.0	0.0	3.0	72.1	7.7	3.1	17.2	70.4	6.3	2.7	20.7	72.4	8.2	1.8	17.6
Weapon	NA	NA	NA	NA	84.2	0.0	0.0	15.8	70.8	0.0	12.5	16.7	53.8	7.7	7.7	30.8	50.0	4.2	25.0	20.8
Kidnap	25.0	25.0	0.0	50.0	0.0	0.0	0.0	100	40.0	0.0	0.0	60.0	44.4	0.0	0.0	55.6	16.7	0.0	0.0	83.3
Trespass/Tamper/Mischief	NA	NA	NA	NA	93.1	6.9	0.0	0.0	70.9	6.1	6.6	16.4	69.5	8.6	7.4	14.4	75.0	5.4	5.0	14.6

Source: Division of Criminal Justice Annual Criminal Justice Database.

Table 8. Felony Class of Most Serious Charge and Conviction by Placement (Percent Placed)

Felony Class Most Serious Charge	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
1	8.3	0.0	0.0	91.7	5.6	0.0	0.0	94.4	11.1	0.0	0.0	88.9	4.5	0.0	0.0	95.5	6.3	0.0	0.0	93.8
2	40.3	6.0	0.0	53.7	40.7	15.1	0.0	44.2	37.1	7.9	2.2	52.8	34.1	4.5	0.0	61.4	31.3	2.1	3.1	63.5
3	55.3	8.5	2.4	33.8	55.9	8.7	2.7	32.7	53.9	6.8	2.1	37.2	47.0	7.7	3.5	41.8	55.6	6.9	2.3	35.2
4	70.3	5.1	5.5	19.1	73.0	6.7	4.3	16.0	74.6	7.4	4.2	13.9	73.3	6.6	3.6	16.5	74.8	6.2	3.2	15.9
5	71.5	9.4	6.5	12.7	74.1	4.7	9.0	12.1	73.9	6.4	6.9	12.8	72.9	4.4	6.2	16.5	74.3	5.7	7.5	12.5
6	61.2	7.4	18.6	12.8	60.2	6.6	17.8	15.4	57.9	9.1	18.2	14.8	58.6	6.9	20.7	13.8	57.9	7.0	18.1	16.9
Felony Class Most Serious Conviction	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
1	0.0	0.0	0.0	100	16.7	0.0	0.0	83.3	0.0	0.0	0.0	100	0.0	0.0	0.0	100	33.3	0.0	0.0	66.7
2	0.0	0.0	0.0	100	0.0	0.0	0.0	100	0.0	18.2	0.0	81.8	12.5	6.3	0.0	81.3	3.7	0.0	0.0	96.3
3	52.9	6.7	0.0	40.3	52.5	11.2	0.0	36.3	53.5	8.6	0.3	37.6	51.0	7.2	1.6	40.1	50.3	8.0	0.3	41.5
4	62.0	7.8	0.6	29.6	66.4	9.6	0.4	23.7	67.8	7.7	0.0	24.6	63.3	7.3	0.6	28.8	69.2	7.0	0.5	23.3
5	64.0	9.0	0.4	26.6	64.6	7.4	0.6	27.4	67.3	7.4	0.0	25.3	63.6	6.8	0.9	28.7	68.8	6.3	0.4	24.5
6	63.5	11.8	1.2	23.5	66.8	8.2	2.1	22.8	67.0	10.3	1.0	21.8	68.1	8.3	1.7	21.9	67.5	9.3	1.0	22.2
Misd.	68.8	0.7	28.6	2.0	68.7	0.6	29.3	1.4	63.9	2.3	33.2	0.6	63.4	2.2	32.9	1.5	66.9	1.1	30.8	1.2

Source: Division of Criminal Justice Annual Criminal Justice Database.

Table 9. Deadly Weapon Type (if a weapon was used in commission of a charged crime) by Placement (Percent Placed)

Deadly Weapon Type	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
Knife	63.1	2.9	6.8	27.2	63.0	5.4	5.4	26.1	58.4	5.0	5.9	30.7	57.9	3.5	5.3	33.3	64.3	3.5	3.5	28.7
Gun	53.4	7.4	2.1	37.0	58.1	2.4	1.6	37.9	51.3	5.0	3.8	40.0	45.8	3.9	4.5	45.8	48.4	3.2	3.2	45.2
Other	62.9	4.9	9.1	23.1	57.5	4.6	6.9	31.0	63.6	6.5	4.7	25.2	58.2	6.7	4.5	30.6	73.8	0.8	2.5	23.0

Table 10. Previous Juvenile/Adult Felony Adjudications by Placement (Percent Placed)

Previous Juvenile/Adult Adjudications	1993				1994				1995				1996				1997			
	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON	PROB/ISP	COM COR	JAIL	PRISON
No	77.6	5.3	3.1	14.0	81.1	5.5	3.0	10.4	82.9	4.2	3.2	9.7	74.6	4.9	5.7	14.8	83.7	3.8	2.1	10.5
Yes	34.5	14.3	3.7	47.5	38.1	12.9	5.5	43.6	36.7	13.6	5.4	44.3	38.7	11.1	3.4	46.8	40.3	12.9	4.2	42.6

Source: Division of Criminal Justice Annual Criminal Justice Database.

Table 11. Previous Violent/Non-violent Juvenile Arrests by Placement (Percent Placed)

Previous Juvenile Violent Arrest	1993				1994				1995				1996				1997			
	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON
Yes	50.3	6.7	6.0	36.9	45.1	9.0	6.0	39.8	41.6	13.5	3.4	41.6	47.9	9.1	3.6	39.4	51.1	9.5	3.9	35.6
No	64.5	8.8	2.9	23.8	69.3	8.1	3.4	19.2	69.0	7.4	4.1	19.5	62.7	7.3	4.7	25.4	66.1	8.2	3.2	22.5
Previous Juvenile Non-violent Arrest	1993				1994				1995				1996				1997			
	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON
Yes	47.3	10.8	4.0	37.8	54.3	10.3	3.8	31.5	52.0	11.8	3.4	32.8	53.2	8.9	3.4	34.5	54.9	10.9	3.6	30.6
No	69.1	7.9	2.9	20.1	72.2	7.7	3.4	16.7	72.0	6.6	4.2	17.2	64.3	6.9	5.0	23.8	68.4	7.3	3.1	21.2

Table 12. Previous Violent/Non-violent Adult Arrests by Placement (Percent Placed)

Previous Adult Violent Arrest	1993				1994				1995				1996				1997			
	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON
Yes	46.5	10.5	5.1	37.8	47.9	11.2	7.1	33.8	50.8	10.0	6.6	32.6	49.7	9.3	4.1	36.9	53.1	9.8	4.7	32.5
No	69.9	7.7	2.6	19.9	72.2	7.1	3.3	17.5	74.0	6.8	3.0	16.2	66.2	6.3	5.0	22.5	71.8	6.8	2.9	18.5
Previous Adult Non-violent Arrest	1993				1994				1995				1996				1997			
	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON	PROB/ISP	COMCOR	JAIL	PRISON
Yes	55.1	9.9	4.2	30.8	55.7	11.0	5.3	27.9	57.0	10.0	5.2	27.8	55.2	8.7	4.3	31.9	58.6	9.4	4.3	27.7
No	80.0	5.1	2.5	12.5	87.1	1.5	1.6	9.8	90.3	2.0	1.4	6.2	77.3	3.6	5.5	13.5	80.7	2.4	2.0	14.9

Source: Division of Criminal Justice Annual Criminal Justice Database.

ADULT PROJECTION MODEL

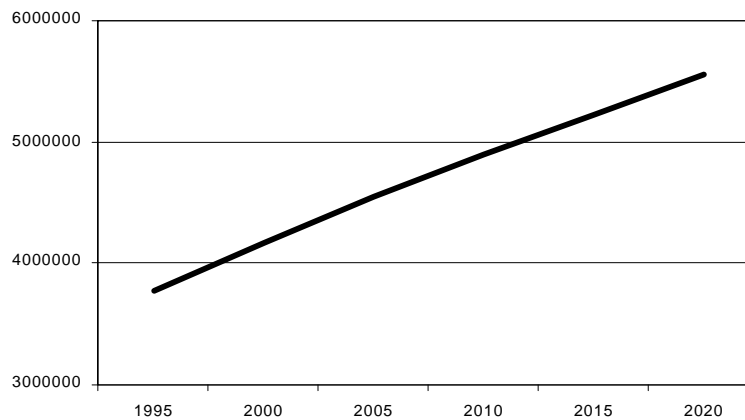
The Division of Criminal Justice Prison Population Projection (PPP) Model is highly dependent upon data for the formulation of its projections. The essential data elements in the model come from the Department of Corrections (DOC), the Department of Local Affairs (DLA) and the Criminal Justice Database (collected, compiled and analyzed by the Division of Criminal Justice's [DCJ] Office of Research and Statistics [ORS]).

The Division of Criminal Justice's projection model utilizes the general premise that state population and aged-based prison incarceration rates are the primary determinants of new prison commitments. Further, when new commitments are combined with estimates of average length of stay in prison (ALOS), this calculation produces a very reliable and accurate forecast of the future prison population. The fundamental components of the PPP Model are described in greater detail in the narrative below. The interactions of these components are depicted in graphical form immediately following the narrative description (Figure 10).

(A) State Population Projections

The Division of Criminal Justice uses the Department of Local Affairs's population projections as the starting point for determining prison population. Each year the Department of Local Affairs, through the Division of Local Government (Demographer's Office), prepares population projections for the state. The graph below describes the projected state population growth for years from 1995 to 2020.

Figure 9. Colorado's Population Projections (Department Of Local Affairs)



The Demographer's Office produces these projections by utilizing an **economic-demographic system** that *models the intra- and interrelations of demographic and economic change at the county, region and state level.*⁹ The Demographer's Office describes the statewide population projections as a *3 Step Process*.

⁹ Source Internet: www.dlg.oem2.state.co.us/demog/projprog.htm (January 2000).

- STEP 1: An economic forecast is developed using the Center for Business and Economic Development (CBED) Model.¹⁰ The underlying assumption is that the level of economic activity creates a labor force demand. If the labor force demand exceeds the existing population, then there will be a “positive” net migration. Likewise, if the labor force demand is lower than the existing population, then there will be a “negative” net migration. The theory is that the population will expand or shrink to accommodate the labor need.
- STEP 2: The levels of net migrations (as calculated in Step 1) are used in the demographic model to create a *population forecast*. The demographic model is built upon the simple premise that **Population = Current Population + Births – Deaths + Net Migration**. These population forecasts are then broken-down by sex and age and compared to labor force participation rates to produce an initial forecast of the labor force (supply).
- STEP 3: This demographically produced labor force supply (Step 2) is compared with the labor force (demand) generated by the economic model (Step 1). It is assumed that the demographic model accurately forecasts labor supply. In the event that there are discrepancies between the two models, the economic model is adjusted to bring the labor force demand closer to labor force supply.

By including these population projections, DCJ’s prison projections also include the numerous assumptions (economic and demographic) that were incorporated into the Department of Local Affairs’ population model. Therefore, any weakness that is associated with the Population Model is also reflected in DCJ’s Prison Projection Model.

It is important to note that the Division of Criminal Justice does not use economic factors (employment rates, Gross Domestic Product growth, etc.) as part of its PPP Model. Colorado’s incarceration rates appear to be more a product of “governmental decision-making” than the vitality of its economy. This contention is supported by the fact that while Colorado has been experiencing an “economic boom” for the past five years its prison population has increased by nearly 50 percent. Furthermore, the literature of criminal justice research concludes that the linkage between crime and economics is very weak.¹¹

(B) Age and Offense Profile of Prison Commitments

The Department of Corrections collects a number of demographic variables on inmates who are sentenced and committed to one of their institutions. *Age* and *Offense* are the two demographic variables of particular interest to prison population projections. When combined with that year’s state population data, these two variables determine the *incarceration rate* for each *offense type* by age.¹² For example, in FY1999 the State of Colorado committed 0.0575 percent of the entire male

¹⁰ CBED is affiliated with Regis University.

¹¹ Andrews, D. & Bonta, J. (1994). *The Psychology of Criminal Conduct*. Cincinnati, OH, Anderson Publishing Company, p. 154.

¹² Incarceration rates are not to be confused with offense rates. Incarceration rates refer to the percentage of the population that is committed to a DOC facility. Offense rates refer to the percentage of the population that commits a particular offense. It is possible to experience a situation where offense rates are declining yet incarceration rates are increasing. Such a situation currently exists within Colorado (as well as throughout the United States).

population on the offense type of drugs.¹³ The table below describes the overall incarceration rates for men and women by offense type, across all age groups.

Table 13. FY1998 and FY1999 Incarceration Rates by Most Serious Offense (Rate per 100,000)

OFFENSE TYPE	FY1998		FY1999	
	MEN	WOMEN	MEN	WOMEN
Homicides	8.5	1.1	7.9	0.3
Assaults	30.6	2.4	44.1	1.7
Sex Offenses	20.8	0.4	16.0	0.4
Robbery	9.2	0.7	8.4	0.9
Burglary	21.0	0.5	18.0	0.0
Theft/Forgery	43.8	7.3	30.9	3.7
Technical Returns	78.5	6.3	54.8	5.6
Other (Non-Violent)	36.6	2.1	60.7	2.8
Drug	64.2	11.2	57.5	6.5
Escape	11.9	2.1	9.7	1.1
Parole Violation	23.6	1.7	19.6	1.3

(C) Projected Prison Commitments by Offense Type

This aspect of the model is a calculation using the previous two components of the prison projection model (i.e., *State Population Projections* and *Age and Offense Profile of Commitments*). Based on current incarceration rates and projected state population, the model predicts the number of new commitments by crime type and age for the forecasted period.

This is an important component of the model because it incorporates demographic shifts that can have a significant impact on prison population. For example, incarceration rates for adults between 18 and 26 have been historically high. If the population of this age group is anticipated to increase, it stands to reason that the numbers committed will also increase.¹⁴ The ability of DCJ's PPP Model to incorporate this information is particularly important when it is expected that nationally the number of Americans aged 14 to 24 will grow one percent a year from 1995 to 2010 (from 40.1 to 47 million). This represents an overall increase of 16 percent in this age group.¹⁵

(D) Average Length of Stay (ALOS) by Offense

The Colorado Department of Corrections (DOC) also collects information about prisoners who were released from DOC institutions during the previous year. Based on this information, it is possible to calculate the average time an inmate is likely to serve in prison, based on their convicted offense type.

¹³ This category is a "catch-all" category that includes a multitude of crimes related to drugs (e.g., possession, distribution, manufacture, etc.).

¹⁴ However, there has been some recent debate that this theory is flawed. For example, during the past five years homicide rates for teenage offenders have been falling; whereas the population of adolescents has already begun to rise.

¹⁵ New York Times, January 03, 1999.

Also, this component of the model incorporates historical changes or trends in the decision-making processes that impact how long an inmate will serve in prison. Decisions by criminal justice professionals can either increase or decrease the time an offender spends in prison. For example, if the Parole Board decides not to grant early releases to offenders convicted of a certain crime type, or if judges increase sentence lengths, the ALOS would reflect these decisions as evidenced by their longer period of incarceration.

It is important to note the difficulty in predicting how long inmates will remain “locked-up” in an institution. Numerous variables influence the amount of time an individual will remain in prison: sentence length, behavior in prison, Parole Board decisions, sentencing legislation, probation and parole revocation policies, etc. Despite these limitations, disaggregating estimates of ALOS by offense type has historically been a valuable and accurate component of the DCJ’s PPP Model.¹⁶

(E) Projected Commitments by Time To Serve

Projected Commitments by Time to Serve is computed by multiplying *Projected Commitments by Offense Type* by *Average Length of Stay by Offense*. This protocol attaches a projected ALOS to the projected new commitment categories so that the model can calculate how long these new commitments will remain in prison. As the ALOS tables presented later in this report evidence, some new commitments will remain in prison for longer periods (e.g., Homicides), while others will cycle through DOC relatively quickly (e.g., Technical Returns).

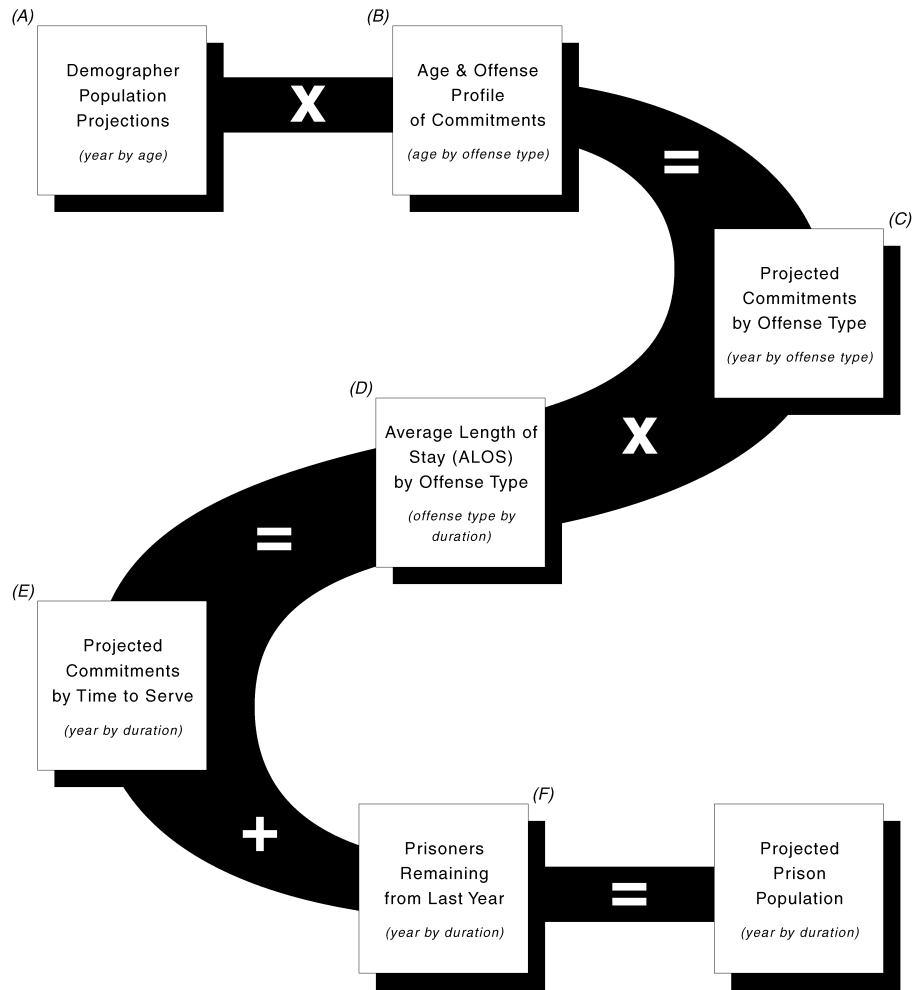
(F) Prisoners Remaining from Previous Year

The Department of Corrections also provides DCJ information regarding the number of prisoners remaining from the previous year. This information includes the number of prisoners incarcerated, the offense type under which these prisoners were committed, and the amount of time served and remaining to serve on their sentence. From this information, the model is able to determine when the current inmate population (a.k.a. stock population) is expected to terminate their sentence and cycle-out of prison.

Once the expected termination dates for the existing population are determined, the new commitments are added in the model. This final calculation results in what the expected prison population will be at a given time. If new commitments increase at a rate higher than releases, then the prison population will grow. Likewise, if releases exceed new commitments, then prison populations will decrease.

¹⁶ Averages by offense types are more predictive than aggregating categories (i.e., one large category) because errors in multiple categories tend to counter-balance one another (assuming a normalized bell-shaped curve).

Figure 10. Prison Population Projection Model (graphic representation)



SCENARIOS

Scenario Building is an important component of the PPP Model. Scenario Building enables the model to respond to the changing environment of the criminal justice system. The following is a list of some of the potential impacts on the PPP Model:

- New legislation
- Court decisions
- Changed prison-bed capacity
- Bureaucratic mandates
- Department policy directives/and or mandates
- Community initiatives

The PPP Model has been constructed to incorporate these types of potential impacts. The Division of Criminal Justice (DCJ) relies on its Criminal Justice Database to make data-based decisions on how these potential impacts may affect the criminal justice system. Each year, DCJ dispatches a crew of researchers to collect data on adult criminal filings. The on-site collection consists of a 20 percent sample of felony cases filed in nine of the state's 22 Judicial Districts.¹⁷ The Criminal Justice Database is a valuable tool for developing quantitatively oriented, research-based decision-making. This database promotes objectivity and corrects inaccurate assumptions about decision points within the criminal justice system and offender profiles.

The following information was revealed from the Criminal Justice Database regarding the characteristics and composition of the adult inmate population in Colorado. First, less than 25 percent of all felony convictions were sentenced to the Department of Corrections (20.8%). Nearly two-thirds of all convictions were placed in either probation or ISP (64.9%). Predictably, the more serious convictions (i.e., homicide and sex offense) had the greatest probability of a DOC placement.¹⁸ The less serious convictions (i.e., theft, forgery & fraud, and drugs) had the greatest probability of a probation placement (see Table 14).

Crime of conviction generally correlates with placement, but as evidenced earlier in this report, the most predictive measure of DOC placement is criminal history. Offenders who have prior contact with the criminal justice system are more likely to receive a prison sentence.

¹⁷ The nine Judicial Districts are 1st (Jefferson County), 2nd (Denver County), 4th (El Paso County), 8th (Larimer County), 10th (Pueblo County), 17th (Adams County), 18th (Arapahoe County), 19th (Weld County), and 21st (Mesa County). These jurisdictions represent approximately 75 percent of the state's population.

¹⁸ Although, the most common placement for an assault is probation.

Table 14. Offender Placement by Most Serious Conviction

	HOMICIDE	ASSAULT	SEX	BURGLARY	ROBBERY	THEFT	FORGERY & FRAUD	DRUGS	TOTAL
PROBATION/ ISP (n)	(1)	(171)	(86)	(99)	(26)	(463)	(49)	(820)	(1,715)
Row %	0.0%	10.0%	5.0%	5.8%	1.5%	27.0%	2.9%	47.8%	100%
Column %	4.2%	65.5%	57.7%	58.9%	33.8%	77.4%	83.1%	72.4%	69.5%
COMCOR (n)	(1)	(3)	(4)	(14)	(7)	(39)	(5)	(93)	(166)
Row %	0.6%	1.8%	2.4%	8.4%	4.3%	23.5%	3.0%	56.0%	100%
Column %	4.2%	1.1%	2.7%	8.3%	9.1%	6.5%	8.5%	8.2%	6.7%
JAIL (n)	(0)	(32)	(6)	(0)	(0)	(26)	(1)	(20)	(85)
Row %	0.0%	37.6%	7.1%	0.0%	0.0%	30.6%	1.2%	23.5%	100%
Column %	0.0%	12.3%	4.0%	0.0%	0.0%	4.3%	1.7%	1.8%	3.4%
PRISON (n)	(22)	(55)	(53)	(55)	(44)	(70)	(4)	(199)	(502)
Row %	4.4%	11.0%	10.6%	11.0%	8.8%	13.9%	0.8%	39.5%	100%
Column %	91.7%	21.1%	35.6%	32.7%	57.1%	11.7%	6.8%	17.6%	20.4
TOTAL (n)	(24)	(261)	(149)	(168)	(77)	(598)	(59)	(1,132)	(2,468)
Row %	1.0%	10.6%	6.0%	6.8%	3.1%	24.2%	2.4%	45.9%	100%
Column %	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: DCJ Criminal Justice Database, 1997.

ASSUMPTIONS

The prison population projection figures are based on several assumptions. The more significant assumptions are outlined below.

- The data provided by the Department of Corrections accurately describes the number, characteristics, and trends of offenders committed to DOC facilities for fiscal years 1998-99.
- Incarceration rates will continue to experience predictable and stable growth.
- The data provided by the Colorado Department of Local Affairs Demographer's Office accurately describe the current and projected trends for age and gender of Colorado's citizens between years 1999 and 2006.
- Decision-makers in the adult criminal justice system will not change the way they use their discretion, except in explicitly stated ways that can be incorporated into future iterations of the model.
- The Colorado General Assembly will not pass any legislation during the projection period that impacts the way adults are processed or defined for commitment into DOC facilities.
- Average Length of Stay in a DOC facility will remain constant throughout the projection period.
- The mandatory parole provisions (as outlined in HB-93-1302) will increase the commitment population by increasing the pool of parole violators.
- Increased capacity of DOC beds will increase the number of new commitments by reducing the number of offenders placed in community supervision programs.
- The General Assembly will not allocate additional resources to community supervision corrections programs. Increased funding to these programs will likely reduce commitments.
- No catastrophic event such as war or disease will occur during the projection period.

IMPORTANT LEGISLATION INFLUENCING PROJECTIONS

Historical Overview¹⁹

- In 1979, H.B. 1589 changed sentences from indeterminate to determinate terms and made parole mandatory at one-half (the mid-point) the sentence served.
- In 1981, H.B. 1156 required that the courts sentence offenders above the maximum of the presumptive range for “crimes of violence” as well as those crimes committed with aggravating circumstances.
- In 1985, H.B. 1320 doubled the maximum penalties of the presumptive ranges for all felony classes and mandated that parole be granted at the discretion of the Parole Board. (As a result of this legislation, the average length of stay projected for new commitments nearly tripled from 20 months in 1980 to 57 months in 1989.)
- In 1988, S.B. 148 changed the previous requirement of the courts to sentence above the maximum of the presumptive range to sentencing at least the mid-point of the presumptive range for “crimes of violence” and crime associated with aggravating circumstances. (An analysis of DCJ’s Criminal Justice Database indicated that judges continue to sentence well above the mid-point of the range for these crimes.)
- In 1990, H.B. 1327 doubled the maximum amount of earned time that an offender is allowed to earn while in prison from five to ten days per month. In addition, parolees were allowed “earned time” awards that reduced time spent on parole. This legislation also applied earned time to sentence discharge date as well as parole eligibility date. (The effect of this law was that it shortened the length of stay for those offenders who did not parole but rather discharged their sentences.)
- In 1990 S.B. 117 modified life sentences for felony-one convictions to “life without parole” from the previous parole eligibility after 40 calendar years served.
- In 1993, H.B. 1302 reduced the presumptive ranges for certain class three through class six non-violent crimes. This legislation also added a split sentence, *mandating a period of parole for all crimes following a prison sentence*. This legislation also eliminated the earned time awards while on parole.
- In 1993, S.B. 9 established the Youthful Offender System (Y.O.S.) with 96 beds within the Department of Corrections. The legislation created a new adult sentencing provision for offenders between the ages of 14 and 18 years (except for those convicted of a class one or class two or sexual assault felony).

¹⁹ Rosten, Kristi. Statistical Report, Fiscal Year 1997, Department of Corrections, pages 3-7.

- In 1993, the Legislature appropriated a new 300-bed facility in Pueblo (subsequently, an additional 180 beds have been approved).
- In 1994, S.B. 196 created a new provision for offenders who have a current conviction of any class one or two felony (or any class three felony that is defined as a crime of violence) and have been convicted of these same offenses twice earlier. This “three strikes” legislation requires these offenders be sentenced to a term of life imprisonment with parole eligibility in forty years.
- In 1994, the Legislature appropriated the construction of nearly 1,200 adult prison beds and 300 YOS beds.
- In 1995, H.B. 1087 allowed “earned time” for certain non-violent offenders. (This legislation was enacted in part as a response to the projected parole population growth as part of H.B. 93-1302.)
- In 1996, H.B. 1005 broadened the criminal charges eligible for direct filings of juveniles as adults and possible sentencing to the Youthful Offender System.
- In 1996, the Legislature appropriated funding for 480 beds at the Trinidad Correctional Facility and the reconstruction and expansion of two existing facilities.

Recent Legislation

Two major pieces of legislation were enacted in 1998 that will impact the number of prison commitments during the projection period: House Bill 98-1160 and House Bill 98-1156. Both pieces of legislation refer to the length of time spent by an offender under parole supervision.

HOUSE BILL 98-1160. This legislation applies to offenses occurring on or after July 1, 1998, and mandates that every offender must complete a period of parole supervision after incarceration. A summary of the major provisions that apply to mandatory parole follows:

- Offenders committing class 2, 3, 4 or 5 felonies or second or subsequent felonies which are class 6, and who are revoked during the period of their mandatory parole, may serve a period up to the end of the mandatory parole period incarcerated. In such a case, one year of parole supervision must follow.
- If revoked during the last six months of mandatory parole, intermediate sanctions including community corrections, home detention, community service or restitution programs are permitted, as is a re-incarceration period of up to twelve months.
- If revoked during the one year of parole supervision, the offender may be re-incarcerated for a period not to exceed one year.

HOUSE BILL 98-1156. This legislation concerns the lifetime supervision of certain sex offenders. A number of provisions in the bill address sentencing, parole terms, and conditions. Some of these provisions are summarized below:

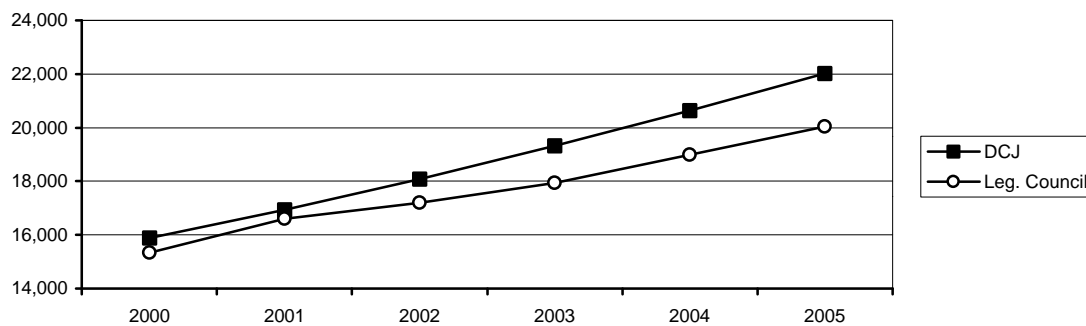
- For certain crimes (except those in the following two bullets), a sex offender shall receive an indeterminate term of at least the minimum of the presumptive range specified in 18-1-105 for the level of offense committed and a maximum of the sex offender's natural life.
- For crimes of violence (defined in 16-11-309), a sex offender shall receive an indeterminate term of at least the midpoint in the presumptive range for the level of offense committed and a maximum of the sex offender's natural life.
- For sex offenders eligible for sentencing as a habitual sex offender against children (pursuant to 18-3-412), the sex offender shall receive an indeterminate term of at least the upper limit of the presumptive range for the level of offense committed and a maximum of the sex offender's natural life.
- The period of parole for any sex offender convicted of a class 4 felony shall be an indeterminate term of at least 10 years and a maximum of the remainder of the sex offender's natural life.
- The period of parole for any sex offender convicted of a class 2 or 3 felony shall be an indeterminate term of at least 20 years and a maximum of the sex offender's natural life.

FINDINGS: FALL 1999 PRISON AND PAROLE POPULATION PROJECTIONS

The Colorado Division of Criminal Justice (DCJ) is mandated, pursuant to 24-33.5-503 C.R.S. to prepare Department of Corrections population projections for the General Assembly. This section presents significant findings from this year's quarterly projections.

The Division of Criminal Justice (DCJ) forecasts that the adult prison population will reach 22,022 inmates by July 01, 2005. This increase represents a 38.7 percent gain over the projected inmate population of 15,875 for July 01, 2000. DCJ's forecast is 7.1% higher than Legislative Council's projections for this same period. By July 01, 2005, the difference between these two sets of projections will approach nearly 1,500 inmates (which is roughly the capacity of the Fremont Correctional Facility and the Rifle Correctional Center combined). A comparison of projected populations is presented in Figure 11.

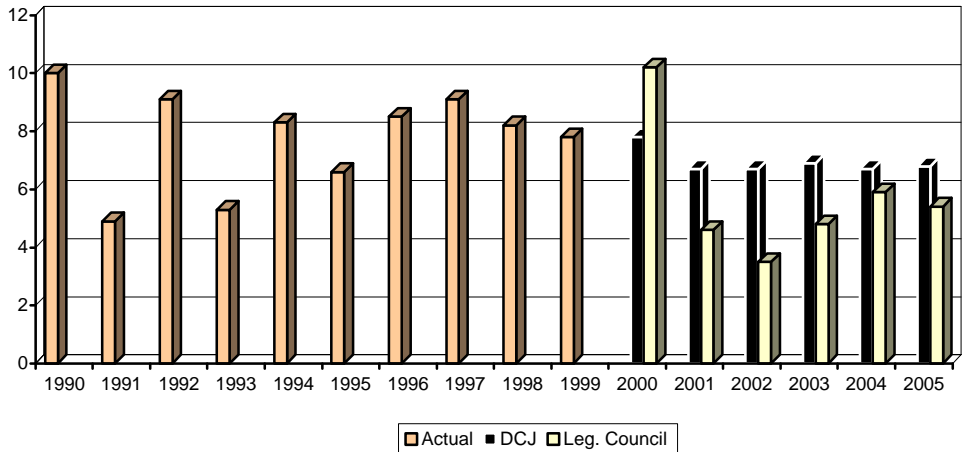
Figure 11. Comparison of Adult Prison Population Projections



As the above table illustrates, the two sets of projections are quite similar in 2000, 2001 and 2002. These sets of projections begin to deviate significantly in 2003, 2004 and 2005. Generally, what accounts for the difference in projections is that DCJ anticipates that the annual growth rate will continue at approximately 6.7% to 6.9% in 2003 to 2005.²⁰ Legislative Council forecasts that the annual growth rate in years 2003 to 2005 will range from 4.8% to 5.9%. Both sets of projections are significantly below the 7.78 percent average growth rate experienced in the decade of the 1990s (see Figure 12).

²⁰ Legislative Council did not represent Total Admissions and Total Releases. Consequently, it is impossible to determine whether the differences in projections are the result of more admissions or fewer releases.

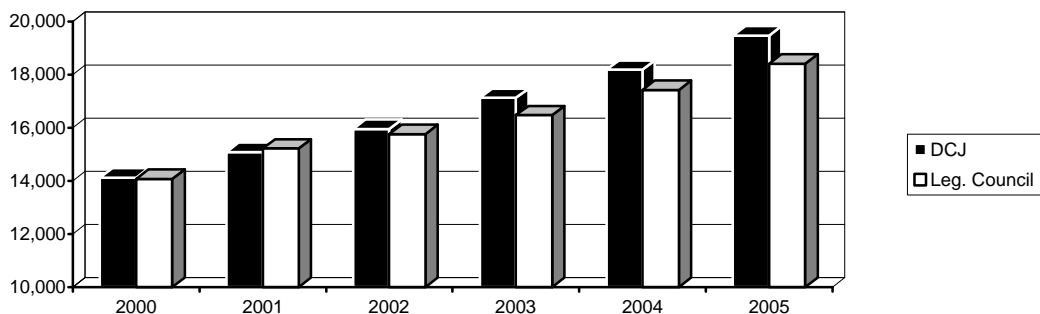
Figure 12. Average Annual Prison Population Percentage Growth, Actual & Projected (1990-2005)



Further, DCJ and Legislative Council present differing forecast projections among inmate sub-populations. The sub-population that presents the largest logistical and fiscal impact is gender. This sub-population is problematic because beds earmarked for males and those earmarked for females are not interchangeable. If there is an overage in male beds, these beds cannot be easily converted to female beds without significant expense. In those instances where there has been a shortage of male prison beds, private contractors and out-of-state providers have been able to address these shortages. Such has not been the case for female prison beds. Private contractors and out-of-state facilities have not been able to establish a permanent capacity for this sub-population²¹.

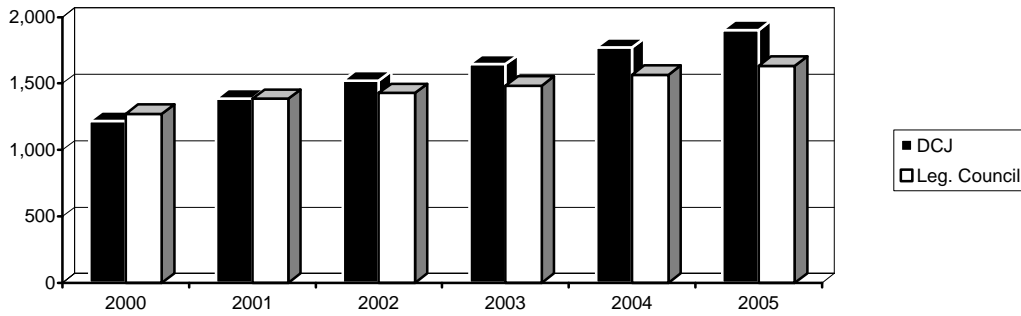
DCJ projects that male and female inmate populations will experience an average annual growth rate of 7.8 and 11.3 percent, respectively. Legislative Council projects the average annual growth rate for males to be 6.2% and females to be 5.7%. DCJ projects the need for over 300 additional female beds and over 1,000 male beds by 2006. The male and female projections are presented in Figures 13 and 14.

Figure 13. Comparisons of Adult Male Projections



²¹ The shortfall of female correctional beds has recently been addressed by the opening of the Denver Women’s Correctional Facility (DWCF). When fully operational this facility will offer a capacity of 900 beds.

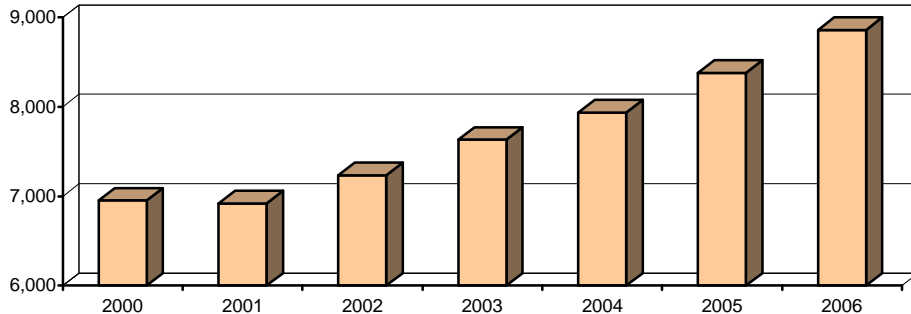
Figure 14. Comparisons of Adult Female Projections



Admissions

The DCJ Prison Population Projection (PPP) Model indicates that overall admissions will remain relatively stable in calendar year 2000, and then continue to increase to 8,859 admissions by January 01, 2006 (see Figure 15). The overall growth rate in admissions during this 6-year projection period is calculated to be approximately 28%. Male admission growth and female admission growth are expected to increase 25.5% and 44.1%, respectively. The female admission growth rate for the current 6-year projection period is consistent with the 31.7% growth rate in female admissions during the last two-year period.

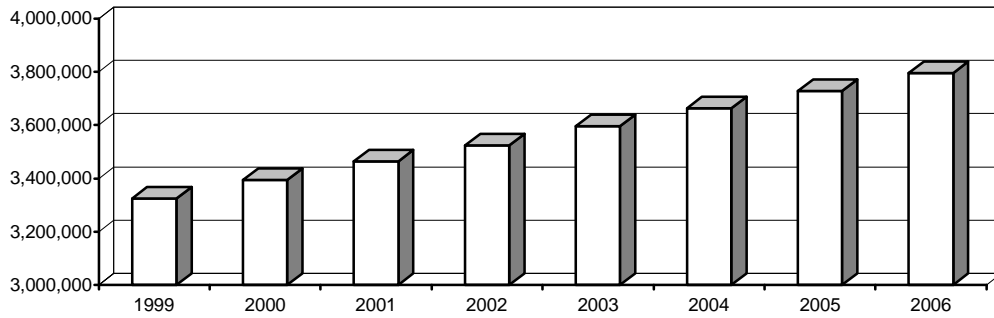
Figure 15. DCJ's Admission Projections



The growth in the number of admissions can be attributed to an increase in the incarceration rate of offenders and a growing population base. As described in depth in *The 1998 Prison Population Report*²², the criminal justice system has become increasingly more efficient in converting felony arrests to DOC placements. Today, there is a greater likelihood that a felony arrest will result in an incarceration than the same felony arrest a decade earlier. The increase in incarceration rates is ironic considering that the crime rate has been experiencing a dramatic decline over the past decade. Certainly, the anticipated growth in Colorado's state population will impact the projected number of prison admissions. Colorado's population is expected to increase to nearly 3.8 million by 2006 (see Figure 16). This projection represents an increase of nearly ½ million residents in only a 7-year period. The percentage growth for this period is 14.2% (14.1% for males and 14.2% for females).

²² A copy of this section has been placed in the Appendix of this report.

Figure 16. Colorado State Population Projections²³

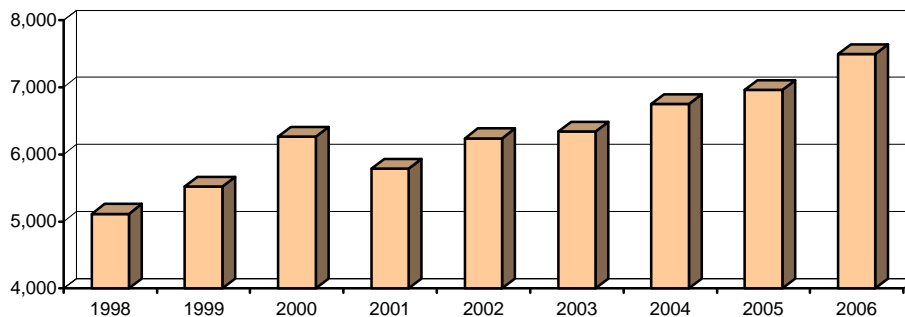


Releases

DCJ's PPP Model predicts that the trend of reduced releases will continue for the majority of calendar year 2000. Last year, there was a significant reduction in the number of inmates that were released. The major contributing factor in the reduction of releases was that the Parole Board granted far fewer releases than it had in previous years. The Parole Board only granted releases to 22.5% of those inmates that appeared before the Board. This was a significant decline from a 30.9% release rate in 1998-1999 and a 29.5% release rate in 1997-1998.

The DCJ Prison Population Projection (PPP) Model indicates that overall releases will continue to decline in FY2000 but will then begin to be more consistent with historical patterns. By January 01, 2005, releases are expected to reach nearly 7,500 (see Figure 17). Releases will increase 19.7% between 2000 and 2006. Male release growth and female release growth are expected to increase 17.2% and 42.9%, respectively.

Figure 17. Actual and Projected Releases (1998 to 2006)



One of the driving forces that will increase the number of releases is the overall capacity of Colorado's prison system. Although, capacity is not a core component of DCJ's PPP Model, the enormous shortage of prison beds will certainly prompt policy-makers and administrators to find mechanisms for reducing the prison population.

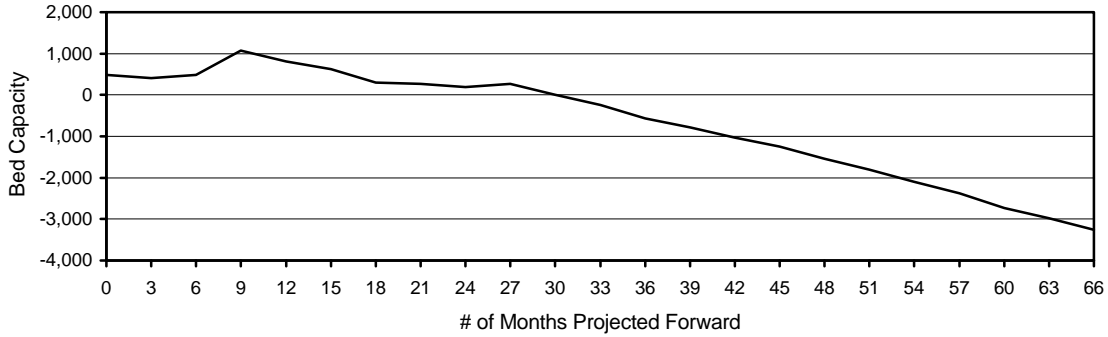
One of the mechanisms that has commonly been used in recent years to address prison bed shortage is to develop and expand alternatives to incarceration. These alternatives typically involve intensive

²³ Source: Department of Local Affairs

community supervision²⁴. Currently, there is no additional funding to expand this capacity beyond its current resources. If the influx of new admissions cannot be ameliorated, the only other option is to impact the number of offenders that leave prison facilities. Mandatory parole is an example of how the inmate population has been managed in the past.

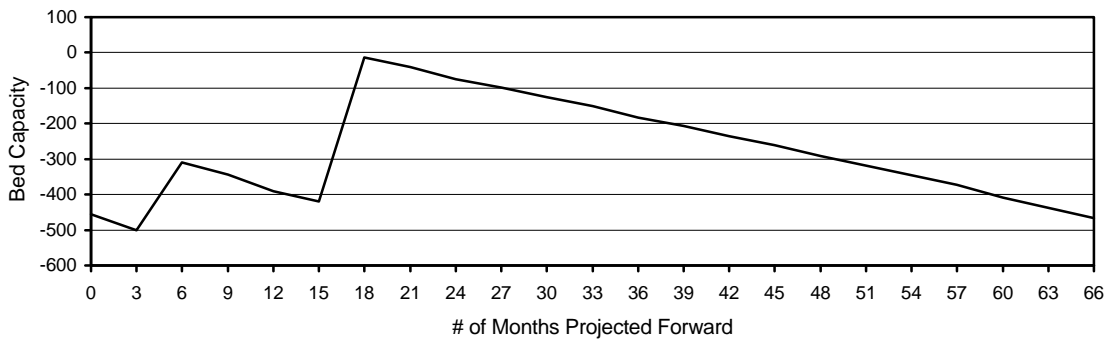
For the male inmate population, a shortage of prison beds is projected to occur within 30 months of this forecast (by July 2002) and continue with a very steep shortage curve until June 2005 (see Figure 18).

Figure 18. Male Bed Surplus/Shortage



For the female inmate population, a prison bed shortage is projected to exist throughout most of the projection period. For the first 18 months of the projection (through July 2001), bed capacity shortages improve (see Figure 19). In fact, on July 2001, the shortage of female prison beds will only be 13. However, after July 2001, the bed shortage worsens at a fairly constant rate. By June 2005, the bed shortage is projected to be nearly identical to the shortage that existed on January 2000 (approximately 460 beds on each date).

Figure 19. Female Bed Surplus/Shortage



²⁴ For example: Intensive Supervision Probation (ISP), the Female Offender Program (FOP) and Community Corrections.

Historical Summary²⁵

Colorado has experienced significant growth in its adult prison populations. Between 1991 and 1998, Colorado's average adult inmate population increased by two-thirds (69.9%). In this same period, prison admissions increased by three-fourths (77.0%) and releases increased by nearly two-thirds (63.3%).

Table 15. Adult Admissions, Releases and Average Daily Population (1991-1998)

YEAR	ADMISSIONS	RELEASES	ADP POPULATION
1991	3,498	3,115	7,794
1992	4,061	3,309	8,474
1993	4,040	3,563	9,068
1994	4,373	3,593	9,622
1995	4,746	4,001	10,564
1996	5,371	4,445	11,019
1997	5,765	4,713	12,205
1998	6,192	5,087	13,242

Table 16. Annual Growth of Admission, Releases and Average Daily Population (1991-1998)

YEAR	ADMISSIONS	RELEASES	ADP POPULATION
1991-1992	16.09%	6.23%	8.72%
1992-1993	-0.52%	7.68%	7.01%
1993-1994	8.24%	0.84%	6.11%
1994-1995	8.53%	11.36%	9.79%
1995-1996	13.17%	11.10%	4.31%
1996-1997	7.34%	6.03%	10.76%
1997-1998	7.04%	7.94%	8.50%

From these data, it is easy to uncover the fundamental reason why the adult population rate is increasing in Colorado: *The growth in admissions is outpacing the growth in releases.* Understanding the reason why admissions have increased and why releases have not been able to keep pace is significantly more complicated.

The short answer as to why admissions have increased is that there has been: 1) greater efficiency in crime processing by the criminal justice system (see Appendix H); 2) more technical returns and new crimes as the result of mandatory parole; and 3) recent legislation that mandates prison sentences (e.g., HB- 81-1156, HB-85-1320, HB-93-1303, SB-94-196, etc.).

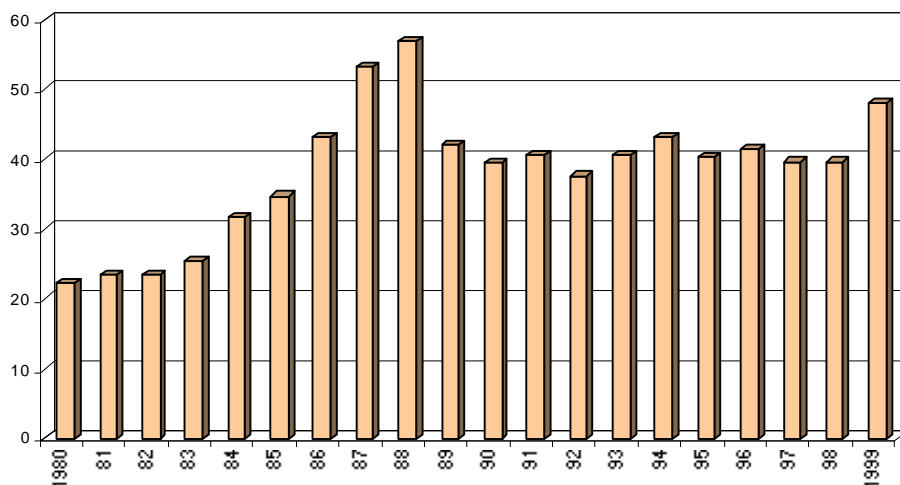
It would be incorrect to conclude that releases are slowing. Rather, releases have not kept up with admissions. As the previous tables evidence, releases increased by nearly two-thirds (63.3%) between 1991 and 1998. Further, DOC released approximately the same percentage of offenders, when compared to total population, in 1998 as it had in 1991 (38% and 40%, respectively).

²⁵ Last available published information from the Department of Corrections. Rosten, Kristi. *Statistical Report, Fiscal Year 1998*, Department of Corrections.

Increases in releases can be attributed to three major factors:²⁶ 1) more offenders are being committed to prison on offenses that carry shorter prison sentences (e.g., technical violations); 2) mandatory parole legislation; and 3) ability to accumulate “earned time” while in prison. The net impact of these three factors is that Average Length of Stay (ALOS) for those released from prison stabilized in recent years. In 1981, the ALOS was 22.2 months. By 1990, ALOS had increased to 42.0 months (a 52.9% increase between 1981 and 1990). But, since 1991, there has been relatively little movement in ALOS. In fact the ALOS in 1998 was almost exactly the same as it was in 1991 (within 0.1 month or 3 days).

However, in 1999 the ALOS increased by 21% from 39.6 months in 1998 to 48.1 months in 1999 (see Table 21). This represents a 9.5 month increase in ALOS for each inmate. The data suggest that parolees who fail on parole and are readmitted to prison are then required by the Parole Board to serve out the remainder of their sentence in the institution. That is, in the absence of statutory changes, the majority of this increase can be attributed to the significant reduction in discretionary releases from prison (see Figure 20 below).

Figure 20. Average Length of Stay, 1980-1999 (months)

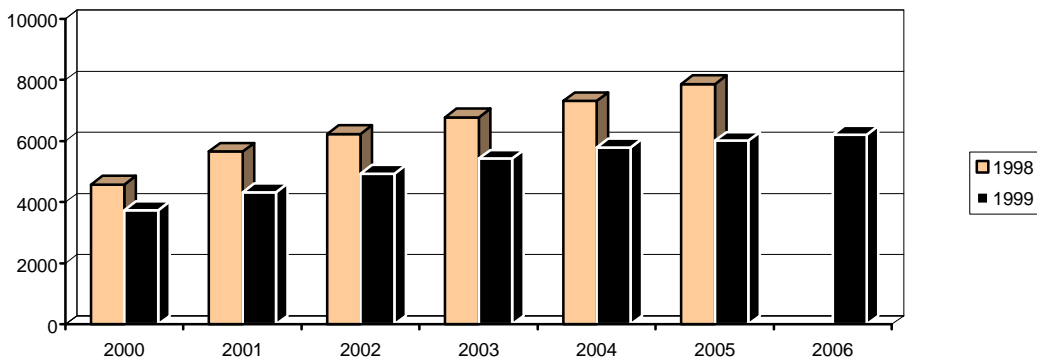


Parole Population Projections

This year the Division of Criminal Justice (DCJ) strengthened its methodology for the parole projections. In short, DCJ more closely tied the parole projections to the prison population. Although the prison population has always been a critical component in the DCJ Parole Model, the current model is more sensitive to the circular migration from prison to parole to prison again. The change in methodology generated parole projections that are significantly different from those projections presented in previous years. By 2005, the disparity between these two sets of projections is over 1,800 offenders or 23.5%. Figure 21 compares the 1999 parole projections with the 1998 projections.

²⁶ Many of the three factors are interrelated.

Figure 21. DCJ Parole Projections, 1998 vs. 1999

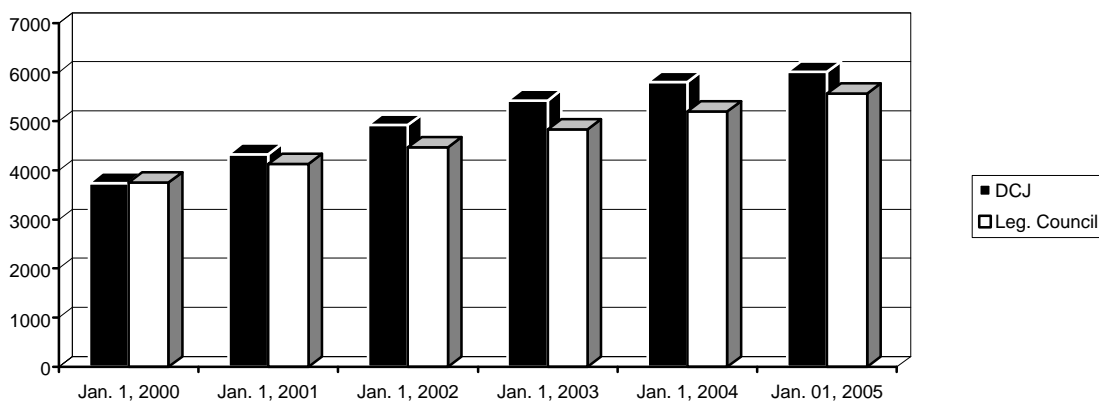


The increase in the parole population can be attributed to two major factors. First, a larger percentage of inmates will be released under Mandatory Parole (HB-93-1302, HB-98-1160). This piece of legislation mandates that any offender who was sentenced to prison must also serve a mandatory period on parole. The percentage of inmates who have been incarcerated under this “New Law” increased from 19.2% in FY1998 to 24.1% in FY 1999. The increase in this percentage indicates that more offenders released from DOC will be required to serve some time on parole—thus increasing the parole population.

Secondly, the number of inmates released from prison is also increasing. DCJ’s Prison Population Projection (PPP) Model predicts that the number of inmate releases will increase from 6,258 in 2000 to 7,493 in 2006 (an increase of 19.7%). Although, the PPP Model predicts a one-year marginal decline in releases for FY2001 (mostly the result of a reduction in discretionary releases), there is a steady growth line that indicate subsequent increases in the parole population.

This year, Legislative Council reported population projections for domestic parole only²⁷. Figure 22 depicts the comparison between DCJ’s and Legislative Council’s projections. These two sets of projections vary by 445 (or 7.5%) by January 01, 2005.

Figure 22. Projected Number of Parolees Supervised In Colorado



²⁷ The additional parole category was not presented. This category includes parolees that are supervised out-of-state as well as absconders. Both of these types of parolees have workload values attached to them that impact resources.

THE NUMBERS: FALL 1999 PRISON AND PAROLE POPULATION PROJECTIONS

Table 17. Division of Criminal Justice Fall 1999 Adult Prison Population Projections

YEAR	MONTH	MEN	WOMEN	TOTAL
2000	JAN	14,118	1,219	15,337
	APR	14,339	1,258	15,596
	JULY	14,576	1,299	15,875
	OCT	14,797	1,338	16,135
2001	JAN	15,083	1,388	16,472
	APR	15,281	1,419	16,700
	JULY	15,493	1,452	16,945
	OCT	15,691	1,482	17,173
2002	JAN	15,947	1,522	17,469
	APR	16,215	1,550	17,765
	JULY	16,503	1,580	18,083
	OCT	16,770	1,608	18,379
2003	JAN	17,118	1,645	18,762
	APR	17,361	1,673	19,035
	JULY	17,623	1,704	19,327
	OCT	17,866	1,733	19,599
2004	JAN	18,182	1,770	19,952
	APR	18,477	1,800	20,277
	JULY	18,794	1,833	20,627
	OCT	19,089	1,863	20,952
2005	JAN	19,471	1,903	21,374
	APR	19,751	1,935	21,686
	JULY	20,052	1,970	22,022
	OCT	20,333	2,002	22,335
2006	JAN	20,696	2,044	22,740

**Table 18. Division of Criminal Justice Fall 1999 Prison Population Projections:
Adult Prison Commitments by Commitment Type and Gender***

DATE		REG COMMITS		PV NEW CRIME		TECH VIOLATORS		COMBINED		TOTAL
YEAR	MONTH	Male	Female	Male	Female	Male	Female	Male	Female	
2000	JAN	11,047	939	1,164	81	1,907	199	14,118	1,219	15,337
	APR	11,200	964	1,205	86	1,933	207	14,339	1,258	15,596
	JULY	11,364	991	1,250	92	1,961	216	14,576	1,299	15,875
	OCT	11,518	1,016	1,292	97	1,988	224	14,797	1,338	16,135
2001	JAN	11,716	1,049	1,346	105	2,022	235	15,083	1,388	16,472
	APR	11,823	1,068	1,382	110	2,075	241	15,281	1,419	16,700
	JULY	11,939	1,089	1,421	115	2,133	247	15,493	1,452	16,945
	OCT	12,046	1,109	1,458	121	2,187	253	15,691	1,482	17,173
2002	JAN	12,186	1,134	1,505	128	2,256	260	15,947	1,522	17,469
	APR	12,339	1,151	1,541	132	2,335	266	16,215	1,550	17,765
	JULY	12,504	1,170	1,579	138	2,420	273	16,503	1,580	18,083
	OCT	12,658	1,187	1,614	143	2,498	278	16,770	1,608	18,379
2003	JAN	12,857	1,210	1,660	149	2,600	286	17,118	1,645	18,762
	APR	12,987	1,227	1,696	154	2,677	293	17,361	1,673	19,035
	JULY	13,127	1,245	1,735	159	2,760	300	17,623	1,704	19,327
	OCT	13,258	1,262	1,772	163	2,837	307	17,866	1,733	19,599
2004	JAN	13,426	1,285	1,819	169	2,937	316	18,182	1,770	19,952
	APR	13,609	1,302	1,864	175	3,004	323	18,477	1,800	20,277
	JULY	13,806	1,322	1,912	181	3,076	330	18,794	1,833	20,627
	OCT	13,988	1,339	1,957	187	3,143	337	19,089	1,863	20,952
2005	JAN	14,225	1,362	2,015	194	3,231	346	19,471	1,903	21,374
	APR	14,396	1,380	2,062	201	3,293	354	19,751	1,935	21,686
	JULY	14,580	1,399	2,111	208	3,361	362	20,052	1,970	22,022
	OCT	14,751	1,417	2,158	215	3,423	369	20,333	2,002	22,335
2006	JAN	14,973	1,441	2,218	224	3,505	379	20,696	2,044	22,740

* Please Note: All projections are rounded to the next whole number. Calculations may appear slightly off.

Table 19. Division of Criminal Justice Adult Prison Population Projections, 1994-1999

YEAR	MO	FALL 1994 PROJECTION	FALL 1995 PROJECTION	FALL 1996 PROJECTION	FALL 1997 PROJECTION	FALL 1998 PROJECTION	FALL 1999 PROJECTION
1995	OCT	11,186	(actual) 10,802	(actual) 10,802	(actual) 10,802	(actual) 10,802	(actual) 10,802
1996	JAN	11,403	10,926	(actual) 10,933	(actual) 10,933	(actual) 10,933	(actual) 10,933
	APR	11,625	11,010	(actual) 11,101	(actual) 11,101	(actual) 11,101	(actual) 11,101
	JULY	11,844	11,071	(actual) 11,577	(actual) 11,577	(actual) 11,577	(actual) 11,577
	OCT	12,065	11,217	(actual) 11,873	(actual) 11,873	(actual) 11,873	(actual) 11,873
1997	JAN	12,261	11,387	12,180	(actual) 12,205	(actual) 12,205	(actual) 12,205
	APR	12,508	11,491	12,393	(actual) 12,353	(actual) 12,353	(actual) 12,353
	JULY	12,761	11,568	12,610	(actual) 12,590	(actual) 12,590	(actual) 12,590
	OCT	13,003	11,749	12,887	(actual) 12,953	(actual) 12,953	(actual) 12,953
1998	JAN	13,232	11,960	13,184	13,264	(actual) 13,195	(actual) 13,195
	APR	13,505	12,094	13,419	13,530	(actual) 13,388	(actual) 13,388
	JULY	13,788	12,195	13,660	13,803	(actual) 13,663	(actual) 13,663
	OCT	14,059	12,432	13,968	14,152	(actual) 13,842	(actual) 13,842
1999	JAN	14,326	12,704	14,299	14,527	14,154	(actual) 13,966
	APR	14,615	12,843	14,506	14,810	14,440	(actual) 14,197
	JULY	14,891	12,947	14,718	15,101	14,746	(actual) 14,726
	OCT	15,172	13,193	14,989	15,473	15,032	(actual) 15,030
2000	JAN	15,455	13,475	15,279	15,875	15,402	15,337
	APR	NA	13,626	15,522	16,112	15,736	15,596
	JULY	NA	13,738	15,771	16,354	16,095	15,875
	OCT	NA	14,003	16,089	16,664	16,429	16,135
2001	JAN	NA	14,308	16,431	16,997	16,863	16,472
	APR	NA	NA	16,655	17,228	17,187	16,700
	JULY	NA	NA	16,883	17,465	17,535	16,945
	OCT	NA	NA	17,176	17,768	17,859	17,173
2002	JAN	NA	NA	17,490	18,094	18,279	17,469
	APR	NA	NA	17,721	18,333	18,553	17,765
	JULY	NA	NA	17,957	18,577	18,848	18,083
	OCT	NA	NA	18,258	18,891	19,123	18,379
2003	JAN	NA	NA	18,582	19,228	19,478	18,762
	APR	NA	NA	NA	19,485	19,744	19,035
	JULY	NA	NA	NA	19,748	20,030	19,327
	OCT	NA	NA	NA	20,085	20,297	19,599
2004	JAN	NA	NA	NA	20,446	20,642	19,952
	APR	NA	NA	NA	NA	20,904	20,277
	JULY	NA	NA	NA	NA	21,185	20,627
	OCT	NA	NA	NA	NA	21,447	20,952
2005	JAN	NA	NA	NA	NA	21,786	21,374
	APR	NA	NA	NA	NA	NA	21,686
	JULY	NA	NA	NA	NA	NA	22,022
	OCT	NA	NA	NA	NA	NA	22,335
2006	JAN	NA	NA	NA	NA	NA	22,740

**Table 20. Division of Criminal Justice Fall 1999 Prison Population Projections:
Adult Parole Populations by Supervision Type***

DATE		DOMESTIC PAROLE POPULATION				ADDITIONAL PAROLE			TOTAL
YEAR	MONTH	Regular	ISP	Interstate In	Total	Interstate Out	Abscond	Total	
1999	JAN	2,813	529	336	3,678	1,258	268	1,526	5,204
	APR	2,880	550	338	3,768	1,250	298	1,548	5,316
	JULY	2,852	550	320	3,722	1,268	301	1,569	5,291
	OCT	2,828	576	330	3,734	1,283	288	1,571	5,305
2000	JAN	2,848	565	332	3,745	1,285	295	1,580	5,325
	APR	2,984	565	334	3,884	1,341	303	1,643	5,527
	JULY	3,134	565	337	4,036	1,403	310	1,713	5,748
	OCT	3,279	565	339	4,183	1,462	318	1,780	5,963
2001	JAN	3,425	565	341	4,331	1,522	326	1,847	6,178
	APR	3,564	565	343	4,473	1,578	334	1,912	6,385
	JULY	3,717	565	346	4,628	1,641	342	1,983	6,611
	OCT	3,866	565	348	4,779	1,701	351	2,052	6,831
2002	JAN	4,015	565	350	4,930	1,761	359	2,121	7,051
	APR	4,130	565	353	5,047	1,806	368	2,174	7,221
	JULY	4,256	565	355	5,176	1,855	377	2,232	7,408
	OCT	4,379	565	357	5,301	1,902	387	2,289	7,590
2003	JAN	4,501	565	360	5,426	1,949	396	2,346	7,772
	APR	4,586	565	362	5,513	1,979	406	2,385	7,898
	JULY	4,679	565	364	5,608	2,012	416	2,428	8,036
	OCT	4,769	565	367	5,701	2,043	427	2,470	8,170
2004	JAN	4,859	565	369	5,793	2,074	437	2,511	8,305
	APR	4,908	565	372	5,845	2,086	448	2,534	8,379
	JULY	4,962	565	374	5,901	2,100	459	2,559	8,460
	OCT	5,014	565	377	5,956	2,113	471	2,583	8,539
2005	JAN	5,067	565	379	6,011	2,125	482	2,608	8,619
	APR	5,111	565	382	6,057	2,134	494	2,628	8,685
	JULY	5,159	565	384	6,108	2,144	507	2,650	8,759
	OCT	5,206	565	387	6,158	2,153	519	2,672	8,830
2006	JAN	5,253	565	389	6,207	2,162	532	2,694	8,901

* Please Note: All projections are rounded to the next whole number. Calculations may appear slightly off.

THE NUMBERS: LENGTH OF STAY

Table 21. Length of Stay for New Admissions to Prison: FY1980-FY1999

BASED ON SENTENCE DATA FROM:	AVERAGE LENGTH OF STAY ESTIMATE*
FY 1979-80	22.2 Months
FY 1980-81	23.4 Months
FY 1981-82	23.4 Months
FY 1982-83	25.4 Months
FY 1983-84	31.7 Months
FY 1984-85	34.7 Months
FY 1985-86	43.2 Months
FY 1986-87	53.3 Months
FY 1987-88	57.0 Months
FY 1988-89	42.0 Months
FY 1989-90	39.5 Months
FY 1990-91	40.7 Months
FY 1991-92	37.6 Months
FY 1992-93	40.7 Months
FY 1993-94	43.1 Months
FY 1994-95	40.2 Months
FY 1995-96	41.5 Months
FY 1996-97	39.6 Months
FY 1997-98	39.6 Months
FY 1998-99	48.1 Months

* Average length of stay reflects the amount of time offenders who were admitted during the representative year are expected to serve.

Table 22. Length of Stay Components (months) by Felony Class, FY1998-99: MEN

OFFENSE CATEGORY	COURT SENTENCE	JAIL CREDIT	TIME TO PED	EARNED TIME	SENTENCE TO SERVE TO PED	PDE	AVERAGE LENGTH OF STAY
F1	480	0.00	0	0	0	0	480
F2 EXT*	480.62	10.91	228.29	57.06	184.36	29.5	213.82
F2 SEX	380.23	12.61	180.61	42.15	144.86	199.2	344.03
F2 DRUG	121.74	4.77	57.83	16.00	43.14	30.9	74.06
F2 OTHER	994.21	12.41	472.25	117.71	391.84	50.5	442.32
F3 EXT	248.78	8.45	118.17	31.49	90.67	48.6	136.11
F3 SEX	182.56	7.74	86.71	23.98	64.13	83.0	147.15
F3 DRUG	78.63	6.18	37.35	10.34	24.76	7.2	31.98
F3 OTHER	107.84	8.52	51.22	14.17	33.93	19.7	53.67
F4 EXT	76.26	7.36	36.23	10.02	22.65	11.0	33.69
F4 SEX	144.30	7.52	68.54	18.97	49.27	86.3	135.6
F4 DRUG	49.29	6.29	23.41	6.48	13.11	13.0	26.1
F4 OTHER	73.28	7.24	34.81	9.63	21.60	26.0	47.64
F5 EXT	39.16	6.12	18.60	5.14	9.30	12.9	22.22
F5 SEX	40.32	5.54	19.15	5.31	10.32	4.1	14.42
F5 DRUG	34.84	5.26	16.55	4.59	8.44	16.2	24.63
F5 OTHER	33.46	4.88	15.89	4.40	8.29	19.5	27.8
F6 EXT	20.74	5.37	9.85	2.72	2.80	11.1	13.9
F6 DRUG	43.42	3.71	20.63	5.72	13.36	20.5	33.84
F6 OTHER	23.25	3.78	11.04	3.06	5.37	12.3	17.68
HAB LITTLE	0.00	0.00	0.00	0.00	0.00	0.0	0
HAB BIG	0.00	0.00	0.00	0.00	0.00	0.0	0

* The offense categories are broken down according to statute enacted in July 1993, which created a category of mostly violent offenses as "extraordinary risk of harm offenses." In this table "EXT" refers to offenses included in that category. Also, convicted sexual offenders typically serve more time, and drug offenders, some of whom are considered extraordinary risk crimes, serve less time than other offenders in this category -- they are identified by the projection model as their own offense group.

Table 23. Length of Stay Components (months) by Felony Class, FY1998-99: WOMEN

OFFENSE CATEGORY	COURT SENTENCE	JAIL CREDIT	TIME TO PED	EARNED TIME	SENTENCE TO SERVE TO PED	PDE	AVERAGE LENGTH OF STAY
F1	480	0.0	0	0	0	0	0
F2 EXT*	438.84	11.7	208.45	68.53	157.06	0.00	195.23
F2 SEX	0.00	0.0	0.00	0.00	0.00	0.00	0
F2 DRUG	260.39	6.8	123.68	40.66	93.34	65.06	158.4
F2 OTHER	0.00	0.0	0.00	0.00	0.00	0.00	0
F3 EXT	100.43	6.8	47.70	15.68	31.79	23.16	54.95
F3 SEX	366.91	18.0	174.28	57.30	123.04	172.69	295.73
F3 DRUG	67.80	6.7	32.20	10.59	19.39	8.18	27.57
F3 OTHER	125.82	6.0	59.76	19.65	42.42	20.20	62.62
F4 EXT	56.39	9.2	26.79	8.81	12.46	12.46	24.92
F4 SEX	0.00	0.0	0.00	0.00	0.00	0.00	0
F4 DRUG	49.30	6.8	23.42	7.70	12.19	13.91	26.1
F4 OTHER	52.20	7.5	25.75	8.47	11.29	23.94	35.23
F5 EXT	37.32	3.4	17.73	5.83	10.96	10.21	21.17
F5 SEX	0.00	0.0	0.00	0.00	0.00	0.00	0
F5 DRUG	29.53	6.7	14.03	4.61	4.65	16.22	20.87
F5 OTHER	34.28	6.7	16.29	5.36	6.50	21.98	28.48
F6 EXT	59.18	9.9	28.11	9.24	12.89	26.81	39.7
F6 DRUG	17.75	5.9	8.43	2.77	0.94	12.89	13.83
F6 OTHER	17.65	5.0	8.39	2.76	1.75	11.68	13.43
HAB LITTLE	0.00	0.0	0.00	0.00	0.00	0.00	0
HAB BIG	0.00	0.0	0.00	0.00	0.00	0.00	0

* The offense categories are broken down according to statute enacted in July 1993, which created a category of mostly violent offenses as "extraordinary risk of harm offenses." In this table "EXT" refers to offenses included in that category. Also, convicted sexual offenders typically serve more time, and drug offenders, some of whom are considered extraordinary risk crimes, serve less time than other offenders in this category -- they are identified by the projection model as their own offense group.

Table 24. 1999 PROJECTION MODEL / Men: New Commitments (average projected length of stay for all men: 49.41 months)
 Projected Average Length of Stay Comparison: Fall 1998 DCJ Projections vs. Fall 1999 DCJ Projections
OVERALL PROJECTED AVERAGE LENGTH OF STAY: 48.13 MONTHS

OFFENSE CATEGORY	NUMBER OF MEN COMMITTED TO PRISON		% OF ALL COMMITMENTS TO PRISON: MEN		AVERAGE LENGTH OF STAY (MONTHS)		AVERAGE LENGTH OF STAY EFFECT (MONTHS)*	
	Fall 1998 (7/1/97-6/30/98)	Fall 1999 (7/1/98-6/30/99)	Fall 1998	Fall 1999	Fall 1998	Fall 1999	Fall 1998	Fall 1999
F1	24	29	0.50%	0.60%	480.0	480.0	2.40	2.88
F2 EXT**	53	75	1.10%	1.55%	312.2	213.8	3.45	3.32
F2 SEX	6	8	0.13%	0.17%	469.8	344.0	0.59	0.57
F2 DRUG	11	7	0.23%	0.14%	71.3	74.1	0.16	0.11
F2 OTHER	26	2	0.54%	0.04%	110.8	422.3	0.60	0.17
F3 EXT	125	157	2.60%	3.25%	108.8	139.3	2.83	4.52
F3 SEX	123	130	2.56%	2.69%	116.5	147.4	2.99	3.96
F3 DRUG	335	338	6.98%	6.99%	30.8	31.6	2.15	2.21
F3 OTHER	186	135	3.88%	2.79%	51.7	53.6	2.00	1.50
F4 EXT	146	272	3.04%	5.63%	45.4	34.1	1.38	1.92
F4 SEX	164	150	3.42%	3.10%	61.7	135.8	2.11	4.22
F4 DRUG	492	529	10.25%	10.95%	21.8	25.3	2.23	2.77
F4 OTHER	785	610	16.35%	12.62%	33.0	36.6	5.40	4.62
F5 EXT	108	168	2.25%	3.48%	21.5	22.2	0.48	0.77
F5 SEX	50	47	1.04%	0.97%	25.5	14.5	0.27	0.14
F5 DRUG	163	158	3.40%	3.27%	14.9	21.4	0.51	0.70
F5 OTHER	710	614	14.79%	12.70%	19.4	26.2	2.87	3.33
F6 EXT	17	37	0.35%	0.77%	14.5	12.9	0.05	0.10
F6 DRUG	29	23	0.00%	0.00%	8.1	21.1	0	0.00
F6 OTHER	384	395	8.00%	8.17%	10.0	15.7	0.80	1.28
HAB-LITTLE	0	0	0.00%	0.00%	0.0	0.0	0	0
HAB-BIG	0	0	0.00%	0.00%	0.0	0.0	0	0
MEN TOTAL	3937	3884	81.41%	79.88%	NA	NA	NA	NA

* Average length of stay effect is the amount of time each commitment group contributes to the overall average length of stay of 48.13 months.

** The offense categories are broken down according to statute enacted in July 1993, which created a category of mostly violent offenses as "extraordinary risk of harm offenses." In this table "EXT" refers to offenses included in that category. Also, convicted sexual offenders typically serve more time, and drug offenders, some of whom are considered "extraordinary risk" crimes, serve less time than other offenders in this category -- they are identified by the projection model as their own offense group.

Table 25. 1999 PROJECTION MODEL / Women: New Commitments (average projected length of stay for all women: 37.43 months)
 Projected Average Length of Stay Comparison: Fall 1998 DCJ Projections vs. Fall 1999 DCJ Projections
OVERALL PROJECTED AVERAGE LENGTH OF STAY: 48.13 MONTHS

OFFENSE CATEGORY	NUMBER OF WOMEN COMMITTED TO PRISON		% OF ALL COMMITMENTS TO PRISON: WOMEN		AVERAGE LENGTH OF STAY (MONTHS)		AVERAGE LENGTH OF STAY EFFECT (MONTHS)*	
	Fall 1998 (7/1/97-6/30/98)	Fall 1999 (7/1/98-6/30/99)	Fall 1998	Fall 1999	Fall 1998	Fall 1999	Fall 1998	Fall 1999
F1	1	3	0.02%	0.06%	480.0	480.0	.10	0.30
F2 EXT**	8	13	0.17%	0.27%	128.9	195.2	.21	0.53
F2 SEX	0	0	0.00%	0.00%	0.0	0.0	.00	0
F2 DRUG	2	1	0.04%	0.02%	98.5	158.4	.04	0.03
F2 OTHER	2	0	0.04%	0.00%	112.5	0.0	.05	0
F3 EXT	9	16	0.19%	0.33%	75.9	56.4	.14	0.19
F3 SEX	2	2	0.04%	0.04%	129.5	295.7	.05	0.12
F3 DRUG	50	46	1.04%	0.95%	23.1	27.6	.24	0.26
F3 OTHER	21	22	0.44%	0.46%	64.8	64.7	.28	0.29
F4 EXT	16	26	0.33%	0.54%	31.8	25.1	.11	0.14
F4 SEX	5	0	0.10%	0.00%	32.0	0.0	.03	0
F4 DRUG	96	101	2.00%	2.09%	22.0	25.8	.44	0.54
F4 OTHER	87	88	1.81%	1.82%	29.1	35.4	.53	0.64
F5 EXT	20	28	0.42%	0.58%	20.0	21.4	.08	0.12
F5 SEX	0	0	0.00%	0.00%	0.0	0.0	.00	0
F5 DRUG	34	29	0.71%	0.60%	12.0	20.0	.08	0.12
F5 OTHER	79	66	1.65%	1.37%	16.6	27.7	.27	0.38
F6 EXT	2	1	0.04%	0.02%	10.0	39.7	.00	0.01
F6 DRUG	3	5	0.06%	0.10%	7.0	13.8	.00	0.01
F6 OTHER	21	28	0.44%	0.58%	10.0	13.2	.04	0.08
HAB-LITTLE	0	0	0.00%	0.00%	0.0	0.0	.00	0
HAB-BIG	0	0	0.00%	0.00%	0.0	0.0	.00	0
WOMEN TOT	458	475	9.54%	9.83%	NA	NA	NA	NA

* Average length of stay effect is the amount of time each commitment group contributes to the overall average length of stay of 48.13 months.

** The offense categories are broken down according to statute enacted in July 1993, which created a category of mostly violent offenses as "extraordinary risk of harm offenses." In this table "EXT" refers to offenses included in that category. Also, convicted sexual offenders typically serve more time, and drug offenders, some of whom are considered extraordinary risk crimes, serve less time than other offenders in this category -- they are identified by the projection model as their own offense group.

Table 26. 1999 PROJECTION MODEL / Men: Parole Violators with New Crime
 Projected Average Length of Stay Comparison: Fall 1998 DCJ Projections vs. Fall 1999 DCJ Projections
OVERALL PROJECTED AVERAGE LENGTH OF STAY: 48.13 MONTHS

OFFENSE CATEGORY	NUMBER OF MALE PAROLEES COMMITTED TO PRISON FOR A NEW CRIME		% OF ALL COMMITMENTS TO PRISON: MALE PAROLEES WITH NEW CRIME		AVERAGE LENGTH OF STAY (MONTHS)		AVERAGE LENGTH OF STAY EFFECT (MONTHS)*	
	Fall 1998 (7/1/97-6/30/98)	Fall 1999 (7/1/98-6/30/99)	Fall 1998	Fall 1999	Fall 1998	Fall 1999	Fall 1998	Fall 1999
F1	1	2	0.02%	0.04%	480.0	480.0	0.10	0.20
F2 EXT**	1	0	0.02%	0.00%	482.0	0.0	0.10	0.00
F2 SEX	0	0	0.00%	0.00%	0.0	0.0	0.00	0.00
F2 DRUG	0	0	0.00%	0.00%	0.0	0.0	0.00	0.00
F2 OTHER	0	0	0.00%	0.00%	0.0	0.0	0.00	0.00
F3 EXT	16	13	0.33%	0.27%	68.1	97.6	0.23	0.26
F3 SEX	5	2	0.10%	0.04%	221.4	133.6	0.23	0.06
F3 DRUG	14	17	0.29%	0.35%	34.6	39.1	0.10	0.14
F3 OTHER	16	6	0.33%	0.12%	77.1	56.0	0.26	0.07
F4 EXT	18	52	0.38%	1.08%	63.8	31.6	0.24	0.34
F4 SEX	1	1	0.02%	0.02%	78.0	100.1	0.02	0.02
F4 DRUG	35	54	0.73%	1.12%	40.8	34.2	0.30	0.38
F4 OTHER	70	54	1.46%	1.12%	49.1	172.2	0.72	1.92
F5 EXT	45	44	0.94%	0.91%	26.6	22.3	0.25	0.20
F5 SEX	1	1	0.02%	0.02%	33.0	12.7	0.01	0.00
F5 DRUG	28	42	0.58%	0.87%	30.7	37.0	0.18	0.32
F5 OTHER	52	60	1.08%	1.24%	37.3	44.4	0.40	0.55
F6 EXT	3	4	0.06%	0.08%	18.7	22.8	0.01	0.02
F6 DRUG	4	15	0.08%	0.31%	12.8	53.3	0.01	0.17
F6 OTHER	67	67	1.40%	1.39%	20.9	29.6	0.29	0.41
HAB-LITTLE	0	0	0.00%	0.00%	0.0	0.0	0.00	0.00
HAB-BIG	0	0	0.00%	0.00%	0.0	0.0	0.00	0.00
PV MEN TOTAL	377	434	7.85%	8.98%	NA	NA	NA	NA

* Average length of stay effect is the amount of time each commitment group contributes to the overall average length of stay of 48.13 months.

** The offense categories are broken down according to statute enacted in July 1993, which created a category of mostly violent offenses as "extraordinary risk of harm offenses." In this table "EXT" refers to offenses included in that category. Also, convicted sexual offenders typically serve more time, and drug offenders, some of whom are considered "extraordinary risk" crimes, serve less time than other offenders in this category -- they are identified by the projection model as their own offense group.

Table 27. 1999 PROJECTION MODEL / Women: Parole Violators with New Crime
 Projected Average Length of Stay Comparison: Fall 1998 DCJ Projections vs. Fall 1999 DCJ Projections
OVERALL PROJECTED AVERAGE LENGTH OF STAY: 48.13 MONTHS

OFFENSE CATEGORY	NUMBER OF FEMALE PAROLEES COMMITTED TO PRISON FOR A NEW CRIME		% OF ALL COMMITMENTS TO PRISON: FEMALE PAROLEES WITH NEW CRIME		AVERAGE LENGTH OF STAY (MONTHS)		AVERAGE LENGTH OF STAY EFFECT (MONTHS)*	
	Fall 1998 (7/1/97-6/30/98)	Fall 1999 (7/1/98-6/30/99)	Fall 1998	Fall 1999	Fall 1998	Fall 1999	Fall 1998	Fall 1999
F1	0	0	0.00%	0.00%	0.0	0.0	0	0
F2 EXT**	0	0	0.00%	0.00%	0.0	0.0	0	0
F2 SEX	0	0	0.00%	0.00%	0.0	0.0	0	0
F2 DRUG	0	0	0.00%	0.00%	0.0	0.0	0	0
F2 OTHER	0	0	0.00%	0.00%	0.0	0.0	0	0
F3 EXT	0	1	0.00%	0.02%	0.0	32.4	0	0.01
F3 SEX	0	0	0.00%	0.00%	0.0	0.0	0	0
F3 DRUG	0	0	0.00%	0.00%	0.0	0.0	0	0
F3 OTHER	1	1	0.02%	0.02%	33.0	17.7	0.01	0.00
F4 EXT	0	8	0.00%	0.17%	0.0	24.2	0.0	0.04
F4 SEX	0	0	0.00%	0.00%	0.0	0.0	0.0	0
F4 DRUG	7	5	0.15%	0.10%	31.0	31.3	0.05	0.03
F4 OTHER	8	3	0.17%	0.06%	30.3	30.8	0.05	0.02
F5 EXT	5	8	0.10%	0.17%	17.0	20.4	0.02	0.03
F5 SEX	0	0	0.00%	0.00%	0.0	0.0	0.0	0
F5 DRUG	2	4	0.04%	0.08%	20.5	27.2	0.01	0.02
F5 OTHER	3	9	0.06%	0.19%	32.0	34.4	0.02	0.06
F6 EXT	0	0	0.00%	0.00%	0.0	0.0	0.0	0
F6 DRUG	1	0	0.02%	0.00%	3.0	0.0	0.0	0
F6 OTHER	1	1	0.02%	0.02%	5.0	18.0	0.0	0.00
HAB-LITTLE	0	0	0.00%	0.00%	0.0	0.0	0.0	0
HAB-BIG	0	0	0.00%	0.00%	0.0	0.0	0.0	0
PV WOMEN TOTAL	28	40	0.58%	0.83%	NA	NA	NA	NA
4-TABLE TOTAL	4800	4833	100%	100%	NA	NA	39.58	48.13

* Average length of stay effect is the amount of time each commitment group contributes to the overall average length of stay of 48.13 months.

** The offense categories are broken down according to statute enacted in July 1993, which created a category of mostly violent offenses as "extraordinary risk of harm offenses." In this table "EXT" refers to offenses included in that category. Also, convicted sexual offenders typically serve more time, and drug offenders, some of whom are considered "extraordinary risk" crimes, serve less time than other offenders in this category -- they are identified by the projection model as their own offense group.

HISTORICAL ACCURACY

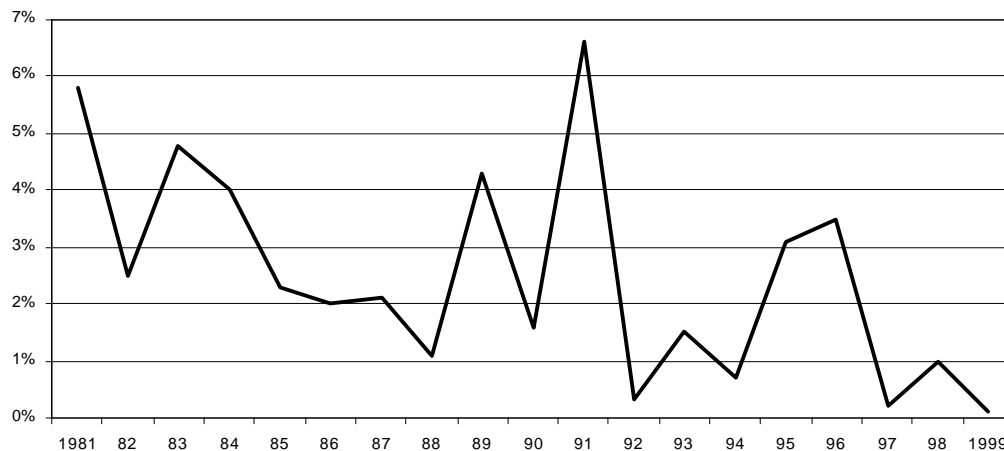
The Division of Criminal Justice submits these projections with a high degree of confidence. Numerous advances have been made to the model since its origin in 1981. In this time period, DCJ has consistently been within a five-percent range in error (see Table 28 and Figure 23 below).

Table 28. Colorado Adult Prison Populations Projected by the Division of Criminal Justice and Actual Populations, 1981-1999

DATE	POPULATION PROJECTIONS	ACTUAL POPULATION	*DIFFERENCE
6/30/81	3,080	2,911	+ 5.8%
6/30/82	3,259	3,343	- 2.5%
6/30/83	3,397	3,570	- 4.8%
6/30/84	3,445	3,587	- 4.0%
6/30/85	3,488	3,410	+ 2.3%
6/30/86	3,446	3,517	- 2.1%
6/30/87	4,603	4,702	- 2.0%
6/30/88	5,830	5,766	+ 1.1%
6/30/89	6,471	6,763	- 4.3%
6/30/90	7,789	7,663	+ 1.6%
6/30/91	8,572	8,043	+ 6.6%
6/30/92	8,745	8,774	- 0.3%
6/30/93	9,382	9,242	+ 1.5%
6/30/94	9,930	10,005	- 0.7%
6/30/95	11,003	10,669	+ 3.1%
6/30/96	11,171	11,577	- 3.5%
6/30/97	12,610	12,590	+ 0.2%
6/30/98	13,803	13,663	+ 1.0%
6/30/99	14,746	14,726	+ 0.1%

* Difference reflects projections published eight months prior to date of comparison.

Figure 23. DCJ Adult Prison Population Projection Model Accuracy Rate, 1981-1999 (% error rate)



JUVENILE PROJECTION MODEL

The method used in the youth models is similar to that used in the adult prison population projections. In short, a premise of this prediction method is that population and incarceration rates are the primary determinants of new commitments. Further, new commitments can be combined with length of stay ratios to produce reliable estimates of the stock population.

While the adult models are computed on statewide data, youth models are developed for each of five DYC management regions: Southern, Western, Denver, Central and Northeast. There are a total of 10 separate models developed to reflect projections for detention and commitment for the five DYC management regions.

The models for adults forecast populations at a point in time, i.e., yearly projections are converted to quarterly figures. The youth models project the Average Daily Population (ADP)²⁸ for a fiscal year rather than a figure for a given point in time. DYC uses ADP to measure and describe their populations because viewing the population in other ways, such as counting the number of detention admissions during a particular year, may be misleading. Confusion occurs because clients, particularly in detention, may be held in a facility for a short period of time—a few hours or even minutes. DYC thus prefers to manage and plan facilities based on current and projected ADP.

Current population projections are incorporated into the youth models by including the most current demographic forecasts available from the Colorado Department of Local Affairs.

Length of stay is a critical model component. Data sets for both detention admissions and commitments are obtained from the DYC Research and Evaluation Unit. The detention data set contains a number of variables including age, gender²⁹, length of stay and detention group. Detention group refers to the youth's legal status (pre-adjudicated, sentenced, return commitment, new commitment or backlog). The DYC detention data set is used to calculate detention admissions by age as well as length of stay by legal status for each DYC region.

The DYC commitment data is used to calculate residential commitments by age as well as residential length of stay by region and targeted placement level. Targeted placement level (intensive, medium or community) is a measure of each youth's risk level. Previous research by DCJ and DYC indicates that targeted placement is the most predictive determinant of length of stay. Targeted placement has recently been added as a component of the youth projection models for commitment³⁰ to better project variation in average length of stay of committed youth.

Backlog refers to the number of sentenced youth in detention facilities who are awaiting placement in commitment facilities. Projections are provided with and without backlog. Detention projections with backlog include clients with an indicated backlog status. Detention projections without backlog remove those clients with an indicated backlog status. The same applies to commitment projections.

²⁸ ADP is computed as follows: $ADP = (\text{Average Length of Stay} * \text{Admissions}) / 365$.

²⁹ Although data both DYC and demographic data are available by gender, males and females are combined when input into the model. Small sample sizes for females in both commitment and detention prohibit model development by gender. Sample sizes are further reduced as models are developed by DYC region.

³⁰ Targeted placement was first included in DCJ projections developed in December of 1997.

ASSUMPTIONS

The Division of Criminal Justice used the following assumptions to guide the Division of Youth Corrections detention and commitment population projections, prepared in December of 1999:

1. The data provided by the Division of Youth corrections accurately describe the number, characteristics, and trends of youth admitted or committed to DYC facilities FY98-99.
2. The data provided by the Colorado Department of Local Affairs Demographer's Office accurately describe the current and projected trends for age, gender, and ethnicity of Colorado's citizens between the years 1999 and 2006.
3. Decision-makers at crucial points in the juvenile justice and criminal justice systems will not change their use of discretion, except in explicitly stated ways.
4. The Colorado General Assembly will not pass any new legislation during the projected period that impacts the way juveniles are processed or defined for detention, admission or commitment to DYC facilities.
5. Average length of stay for youth in DYC detention and commitment facilities will remain stable throughout the projection period.
6. The ADP of youth backlogged in detention facilities awaiting placement in DYC commitment facilities for FY98-99 is 25.71. This baseline figure is included in the models, and is roughly half of youth backlogged in detention facilities in FY97-98 (50.89).
7. The mandatory parole provisions, effective for youth whose crimes were committed on or after January 1997, will impact commitment populations by increasing the pool of parole violators.
8. The proportion of youth that experience parole revocations is 23%, and this 23% will experience an additional 2.1 months of residential confinement in a commitment facility.³¹

³¹ Information on parole revocations and additional months of confinement was provided by DYC via voice communication for 1997 projections. These assumptions were used in last year's projections, and apparently, no new information is available.

FACTORS INFLUENCING PROJECTIONS

A number of developments have occurred in the last several years that impact juvenile detention and commitment populations. While these forces have implications for both commitment and detention populations, their exact impact is not known.

- A. *Capping the Gilliam Population.* As a result of an American Civil Liberties Union and San Francisco Youth Law Center lawsuit filed against the Gilliam Youth Services Center, the population of the Gilliam Youth Services Center was capped at 78 beds. This lawsuit was settled in October 1995, and efforts to stabilize the population at 78 were put into place. These projections assume that the juvenile justice system has adjusted to this change, and that the impact of this cap is included in the current Division of Youth Corrections (DYC) FY98-99 data sets.
- B. *SB94.* The SB94 initiative was funded to reduce the average daily population (ADP) in Division of Youth Correction (DYC) facilities. The projections assume that recent FY98-99 DYC data sets include the current impacts of this program.
- C. *Recodification of the Children's Code.* After a two-year study of the juvenile justice system, the Legislature undertook a comprehensive revision of the Children's Code. House Bill 96-1005 was signed by the Governor on June 3, 1996, and outlined the numerous and notable changes to delinquency laws. The following is a summary³² of some of the changes that apply to crimes committed after January 1, 1997:
 - The right to a jury trial will be limited to certain offenses (aggravated juvenile offenders or juveniles charged with crimes of violence per C.R.S.16-11-309).
 - All juveniles (except those requesting jury trial) are required to have an adjudicatory hearing within 60 days of entry of pleas. If adjudicated, the court must sentence within 45 days of completion of the adjudicatory trial.
 - Parental accountability is expanded in the bill.
 - Allows juveniles ages 12 and 13 charged with crimes of violence to be transferred to district court and tried as adults.
 - Directs the Department of Corrections to place children sentenced as adults in the Department of Human Services (DHS) until they reach age 14.
 - Lowers the age of commitment at Lookout Mountain and Mount View to 10.
 - Directs the court to commit juveniles adjudicated for class 1 felonies to a seven-year determinate commitment.

³² Summarized from *The Forum*, Third and Fourth Quarter Edition, FY96, Colorado Judicial Branch, State Court Administrator's Office, Office of Probation Services.

- Allows the court to commit class 3,4,5 and 6 felonies to a determinate sentence of two years with one-year mandatory parole.
- Does not allow DHS to transfer legal or physical custody of a youth committed on a determinate sentence.
- Allows DHS to petition the court for an additional two-year commitment.
- Allows NYC to control overcrowding through detention releases only.
- Requires a bootcamp sentence to be a sentence to probation.
- Allows children as young as 10 years old to be sentenced to probation.

FINDINGS: FALL 1999 JUVENILE DETENTION, COMMITMENT, & PAROLE POPULATION PROJECTIONS

Summary

If comparing to last year's projections, the reader should bear in mind that this year's projections are provided for a seven-year time frame rather than a six-year time frame.

Detention populations are expected to increase at a rate of approximately 41% between FY99-00 and FY05-06. Increases are similar for detention projections with and without backlog. The average annual percentage growth over the seven-year period for detention when backlog³³ is removed is predicted to be 6.82%.

DCJ projects an increase of approximately 25% in commitment ADP between FY99-00 and FY05-06. Increases are similar for commitment projections with and without backlog. The average annual percentage growth over the seven-year period for commitment when backlog is included is predicted to be 4.21%.

DCJ projects an increase of 30% in the Division of Youth Corrections overall³⁴ ADP over the seven-year projection period. ADP will increase from 1822.61 in FY99-00 to 2378.13 in FY05-06.

This is the first year that DCJ has developed a model for parole ADP for the Division of Youth Corrections. Parole is expected to increase from 577.62 for FY99-00 to 814.79 for FY05-06, an increase of 41%.

Background

The Colorado Division of Criminal Justice is mandated, pursuant, to 24-33.5-503 C.R.S. to prepare Division of Youth Corrections population projections for the General Assembly. The report presents average daily population (ADP) projections for two DYC population groups—detention and commitment—as well as a total projection that combines both population groups for the seven-year period between FY99-00 and FY05-06.

³³ Backlog refers to the number of sentenced youth in detention facilities who are awaiting placement in commitment facilities.

³⁴ Overall combines commitment and detention with backlog projections.

General Comments Regarding the Fall 1999 Juvenile Projections

This year's projections have been provided for a seven-year time frame. Last year's projections were provided for a six-year time frame. The comparison of both years' projections indicates similar growth rates over a six-year period for overall statewide projections. The 1998 statewide overall (both commitment and detention) growth rate of 26% is similar to this year's six-year growth rate of 24.2%. Statewide detention six-year projections for 1999 of approximately 32% are higher than last year's six-year projections of 26%. Conversely, 1999 six-year commitment projections are lower (20% in 1999 compared to 26% in 1998).

The most recent DYC data may reflect possible trends resulting from legislative and other policy changes, as well as capacity changes for detention and commitment that have occurred in the last year. The most recent demographic data reflect very modest average year-to-year growth rates over the projection period (2000-2006). The growth rate declines from 1.89% to less than one percent (.89%).

Table 29. Colorado Population Projections Males and Females Age 10-20, 2000-2006 (in hundreds)

REGION	2000	2001	2002	2003	2004	2005	2006
Southern	1532	1562	1590	1612	1635	1652	1668
Western	629	640	650	658	667	669	675
Denver	772	789	805	819	834	846	858
Central	1924	1958	1990	2014	2034	2049	2061
Northeast	1972	2009	2042	2073	2098	2116	2135
Total	6829	6958	7077	7176	7268	7332	7397
YEAR-TO-YEAR GROWTH	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	
	1.89%	1.71%	1.40%	1.28%	0.88%	0.89%	

Detention Projections

- Statewide detention average daily population (ADP) increases 41%³⁵ over the seven-year projection period (between FY99-00 and FY05-06).
- Actual statewide detention ADP *with backlog included* grew 1.8% between FY97-98 and FY98-99.

³⁵ Growth rates with and without backlog are within one-half of one percentage point.

- The actual statewide detention ADP increased somewhat more slowly than projected for FY98-99. The actual ADP *with backlog included* for FY98-99 is 602.4 compared to the predicted ADP of 621.0.
- The Northeast region has the highest predicted detention growth rate, without backlog, over the seven-year period (64%). The Southern Region's predicted detention growth rate is 41%, the Central and Western Regions' growth rates are 39% each, and the Denver Region's is 19%.

Commitment Projections

- Statewide commitment ADP increases 25%³⁶ over the seven-year projection period (between FY99-00 and FY05-06).
- Actual statewide commitment ADP *without backlog* grew 14.3% between FY97-98 and FY98-99.
- Actual statewide commitment ADP is slightly less than predicted. The actual commitment ADP for FY98-99 *without backlog* is 1112.17 compared to the predicted commitment ADP of 1111.37.
- By far, the largest anticipated growth rate in commitments is in the Denver region-- 77% over the seven-year period for projections without backlog included. Other regions are expected to experience relatively slow growth rates of between approximately 8% and 12% over the seven-year projection period.

Overall Projections

- Overall ADP increases 30% over the seven-year projection period--from 1822.6 in FY00-99 to 2378.1 in FY05-06.
- Actual overall statewide ADP grew 9.6% between FY97-98 and FY98-99.

Parole Projections

This is the first year that the Division of Criminal Justice (DCJ) has forecasted juvenile parole projections. The methodology that was utilized to create these projections is very similar to the methodology that was recently updated for adult parole projections. A notable difference is that Juvenile Parole Projections are presented in terms of Average Daily Population (ADP) not the active number of juveniles being supervised on parole.

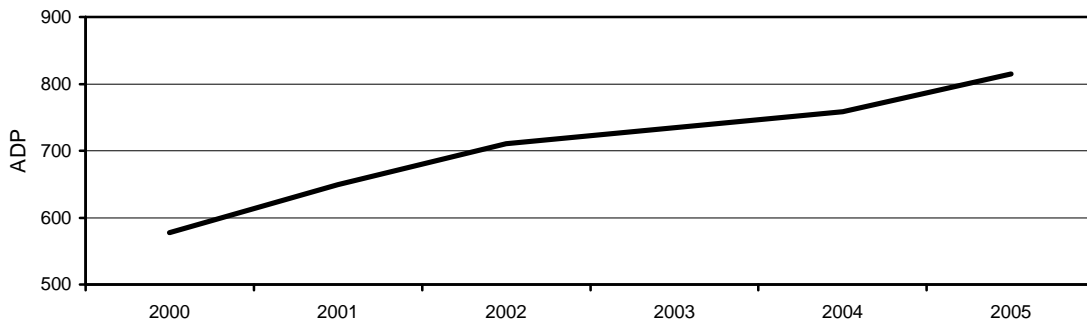
DCJ predicts that by January 2006, the juvenile parole ADP will be 814.8. This statistic represents an increase in ADP by 41.1% in six years. The significant growth in Juvenile Parole ADP is the direct

³⁶ Growth rates with and without backlog are within one-half of one percentage point.

result of significant increases in the projected juvenile commitment ADP. Similar to the Juvenile Commitment projections, the growth curve is fairly steep to January 2002 where at that point the growth begins to flatten. However, the severity of the shift in the growth curve is more pronounced in the Parole Model than it is in the Commitment Model (see Figure ?).

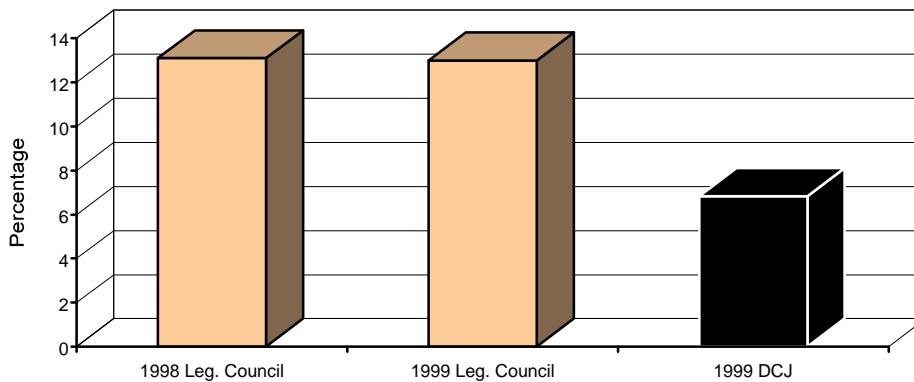
DCJ predicts that by January 2006, the Juvenile Parole ADP will be 814.8. This statistic represents an increase in ADP by 41.1% in six years. The significant growth in Juvenile Parole ADP is the direct result of significant increases in the projected Juvenile Commitment ADP. Similar to the Juvenile Commitment projections, the growth curve is fairly steep to January 2002 where at that point the growth begins to flatten. However, the severity of the shift in the growth curve is more pronounced in the Parole Model than it is in the Commitment Model (see Figure 24).

Figure 24. 1998 DCJ Juvenile Parole Projections



DCJ's Parole Projections portrays a more conservative growth curve than the growth curve generated out of Legislative Council's Model. Figure 25 illustrates the average annual growth percentage for Legislative Council's Model in 1998, as well as this year's projection from Legislative Council and DCJ.

Figure 25. Comparison of Annual Parole Percentage Growth



THE NUMBERS: FALL 1999 JUVENILE DETENTION PROJECTIONS

Table 30. Actual and Projected Statewide Detention ADP, FY1992-93 to FY2005-06

ACTUAL*	ADP With Backlog	% CHANGE	
FY92-93	403.2		
FY93-94	467.8	16.0%	
FY94-95	589.0	25.9%	
FY95-96	541.5	- 8.8%	
FY96-97	522.5	- 3.6%	
FY97-98	591.5	13.2%	
FY98-99	602.4	1.8%	
PROJECTED	ADP With Backlog	% CHANGE	ADP Without Backlog
FY99-00	632.2	4.9%	604.6
FY00-01	654.0	3.4%	625.6
FY01-02	695.5	6.3%	665.4
FY02-03	739.2	6.3%	707.5
FY03-04	785.9	6.3%	752.2
FY04-05	834.9	6.2%	799.4
FY05-06	889.7	6.6%	852.0

* Actual figures are from DYC Management Reference Manuals FY92-93 to FY96-97.
FY97-98 and FY98-99 figures are from data supplied by DYC Office of Research and Evaluation.

**Table 31. The Division of Criminal Justice 1999 Juvenile Detention Projections
Average Daily Population (WITH backlog)**

REGIONS	FY99-00	FY00-01	FY01-02	FY02-03	FY03-04	FY04-05	FY05-06
Southern	167.11	170.56	182.11	194.06	206.94	220.43	235.24
Western	53.45	54.39	57.72	61.46	65.37	69.35	74.22
Denver	126.02	129.20	133.13	137.49	142.25	146.22	150.55
Central	157.26	160.10	170.66	181.11	192.40	204.96	218.78
Northeast	128.36	139.71	151.86	165.11	178.80	193.95	210.92
TOTAL	632.20	653.96	695.48	739.23	785.76	834.91	889.71

**Table 32. The Division of Criminal Justice 1999 Juvenile Detention Projections
Average Daily Population (WITHOUT backlog)**

REGIONS	FY99-00	FY00-01	FY01-02	FY02-03	FY03-04	FY04-05	FY05-06
Southern	156.97	160.21	171.04	182.27	194.36	207.05	220.98
Western	53.11	54.05	57.35	61.07	64.96	68.91	73.75
Denver	118.24	121.22	124.91	129.01	133.48	137.19	141.24
Central	150.90	153.62	163.75	173.76	184.59	196.67	209.95
Northeast	125.44	136.54	148.39	161.35	174.83	189.54	206.13
TOTAL	604.66	625.64	665.44	707.46	752.22	799.36	852.05

THE NUMBERS: FALL 1999 JUVENILE COMMITMENT PROJECTIONS

Table 33. Actual and Projected Statewide Commitment ADP, FY1992-93 to FY2005-06

ACTUAL*	ADP Without Backlog	% CHANGE	
FY92-93	609.3		
FY93-94	613.7	0.7%	
FY94-95	633.0	3.1%	
FY95-96	763.1	20.6%	
FY96-97	928.5	21.6%	
FY97-98	973.05	4.8%	
FY98-99	1112.1	14.3%	
PROJECTED	ADP Without Backlog	% CHANGE	ADP With Backlog
FY99-00	1190.4	7.0%	1218.0
FY00-01	1235.8	3.8%	1265.2
FY01-02	1279.9	3.6%	1309.9
FY02-03	1326.9	3.7%	1358.7
FY03-04	1376.2	3.7%	1409.8
FY04-05	1428.0	3.8%	1463.6
FY05-06	1488.4	4.2%	1526.1

* Actual figures are from DYC Management Reference Manuals FY92-93 to FY96-97.
FY97-98 and FY98-99 figures are from data supplied by DYC Office of Research and Evaluation.

Table 34. The Division of Criminal Justice 1999 Juvenile Commitment Projections Average Daily Population (WITH backlog)

REGIONS	FY99-00	FY00-01	FY01-02	FY02-03	FY03-04	FY04-05	FY05-06
Southern	258.52	263.80	268.85	273.26	278.03	282.83	288.61
Western	139.49	141.68	143.36	145.53	147.19	148.76	151.49
Denver	285.98	314.50	344.50	378.77	416.26	455.33	498.77
Central	282.56	287.98	292.69	296.19	300.03	304.66	310.05
Northeast	251.40	256.20	260.54	264.96	268.34	271.96	277.16
TOTAL	1217.95	1264.16	1309.94	1358.71	1409.85	1463.54	1526.08

Table 35. The Division of Criminal Justice 1999 Juvenile Commitment Projections Average Daily Population (WITHOUT backlog)

REGIONS	FY99-00	FY00-01	FY01-02	FY02-03	FY03-04	FY04-05	FY05-06
Southern	248.39	253.45	257.77	261.47	265.45	269.45	274.35
Western	139.15	141.34	142.99	145.14	146.77	148.33	151.02
Denver	278.20	306.53	336.29	370.29	407.49	446.30	489.45
Central	276.21	281.50	285.78	288.84	292.22	296.37	301.22
Northeast	248.49	253.03	257.08	261.21	264.27	267.55	272.37
TOTAL	1190.44	1235.85	1279.91	1326.95	1376.20	1428.00	1488.41

THE NUMBERS: FALL 1999 JUVENILE OVERALL PROJECTIONS

Table 36. Actual and Projected Overall Statewide ADP (includes detention backlog), FY1992-93 to FY2005-06

ACTUAL*	ADP	% INCREASE
FY92-93	1012.5	
FY93-94	1081.5	6.8%
FY94-95	1222.0	13.0%
FY95-96	1304.6	6.8%
FY96-97	1451.0	11.2%
FY97-98	1564.6	7.8%
FY98-99	1714.1	9.6%
PROJECTED		
FY99-00	1822.6	6.33%
FY00-01	1890.0	3.70%
FY01-02	1975.4	4.52%
FY02-03	2066.2	4.60%
FY03-04	2162.1	4.64%
FY04-05	2262.9	4.67%
FY05-06	2378.1	5.09%

* Actual figures are from DYC Management Reference Manuals FY92-93 to FY96-97. FY97-98 and FY98-99 figures are from data supplied by DYC Office of Research and Evaluation.

Table 37. The Division of Criminal Justice 1999 Juvenile Overall Projections Average Daily Population (WITH detention backlog included)

REGIONS	FY99-00	FY00-01	FY01-02	FY02-03	FY03-04	FY04-05	FY05-06
Southern	415.49	424.01	439.89	455.53	472.39	489.88	509.59
Western	192.60	195.73	200.71	206.6	212.15	217.67	225.24
Denver	404.22	435.72	469.41	507.78	549.74	592.52	640.01
Central	433.46	441.60	456.44	469.95	484.62	501.33	520.00
Northeast	376.84	392.74	408.93	426.31	443.17	461.50	483.29
TOTAL	1822.61	1889.80	1975.38	2066.17	2162.07	2262.90	2378.13

THE NUMBERS: FALL 1999 JUVENILE PAROLE PROJECTIONS

Table 38. Actual and Projected Juvenile Parole Populations, FY1998-99 to FY2005-06

ACTUAL	POPULATION
8/31/99	550.7
PROJECTED	
FY99-00	577.62
FY00-01	649.65
FY01-02	710.29
FY02-03	733.96
FY03-04	758.78
FY04-05	784.86
FY05-06	814.79

HISTORICAL ACCURACY

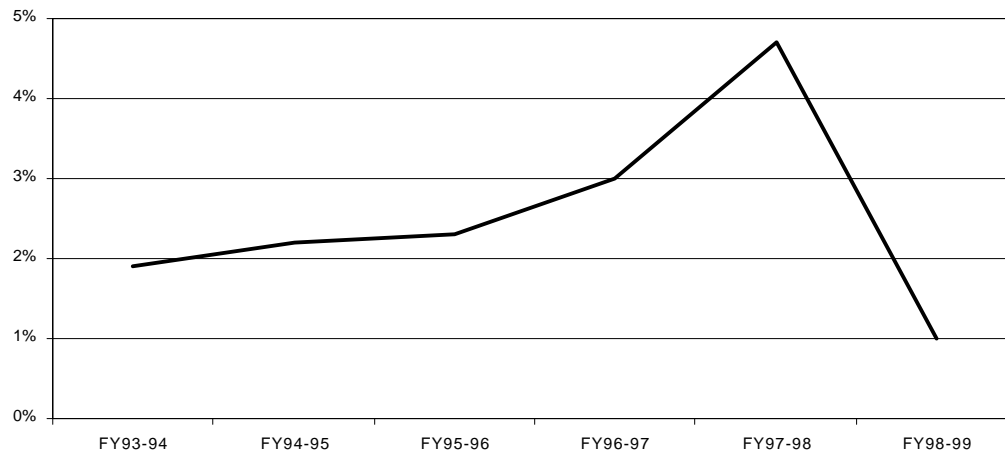
Overall projections combining detention and commitment have been accurate within five percent (5%) of actual ADP for each of the last six fiscal years. Last year's projections were approximately 1% more than actual detention and commitment combined ADP.

Table 39. Six-Year Comparison of Predicted and Actual ADP*

FISCAL YEAR	DETENTION ADP			COMMITMENT ADP			OVERALL ADP		
	Predicted	Actual	% Diff.	Predicted	Actual	% Diff.	Predicted	Actual	% Diff.
93-94	429.0	467.8	- 9.0%	632.0	613.7	3.0%	1061.0	1081.5	- 1.9%
94-95	564.0	589.0	- 4.4%	632.0	633.9	- 0.2%	1196.0	1222.9	- 2.2%
95-96	617.0	541.5	13.9%	658.0	763.1	- 15.9%	1275.0	1304.6	- 2.3%
96-97	571.0	522.5	9.2%	836.0	928.4	- 9.9%	1407.0	1450.9	- 3.0%
97-98	578.2	591.5	- 2.3%	1060.5	973.05	8.9%	1638.7	1564.6	4.7%
98-99	621.0	602.4	3.1%	1111.4	1112.2	-0.1%	1732.4	1714.6	1.0%

* Actual ADP is from DYC Reference Manuals for FY93-94 to FY96-97. FY97-98 and FY98-99 actual ADP is from data sets supplied by DYC Office of Research and Evaluation. Predicted numbers for these years are from Colorado Department of Public Safety, Division of Criminal Justice Projections. Actual Projections and actual numbers include backlog in detention figures and exclude backlog from commitment figures.

Figure 26. DCJ Juvenile Projection Model Overall ADP Accuracy Rate, FY1993-94 to FY1998-99 (% error rate)



APPENDICES

- A) Crime Trends: Homicide, Sex Crimes, Assault, Robbery, Burglary, Theft, Auto Theft, Drug Crimes, Weapon Violations, Forgery/Fraud, Trespass/Tampering/Criminal Mischief, Kidnapping, and Arson
- B) Colorado Total Population, 1980-1998
- C) Colorado Adult Population, 1980-1998
- D) Colorado Juvenile Population, 1980-1998
- E) Colorado Adult Arrest Rate, Violent and Non-Violent Index Crimes, 1980-1998
- F) Colorado Juvenile Arrest Rate, Violent and Non-Violent Index Crimes, 1980-1998
- G) DCJ Fall 1999 Projections Statistical Abstract
- H) DCJ Fall 1998 Projections Context Section: Why Is the Crime Rate Falling and the Incarceration Rate Rising?

