

Colorado Division of Criminal Justice

Population Projections for Adult Prison and Parole, Community Corrections, and Juvenile Commitment and Parole

Pursuant to 24-33.5-503 (m), C.R.S.

By:

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Preface

The Colorado adult prison population is expected to grow 29.1 percent between November 30, 2007 and June 30, 2014, from an actual population of 22,796 to a projected population of 29,434 offenders. The adult parole caseload is expected to increase by 46.1 percent during the same time frame. The Division of Youth Corrections average daily population is expected to fall by 4.1 percent by the end of FY 2009. However, a total increase of 8.2 percent is expected by the end of FY 2014.

The Colorado Division of Criminal Justice (DCJ), pursuant to 24-33.5-503 (m), C.R.S., is mandated to prepare correctional population projections for the Director of the Legislative Council and the General Assembly. This report presents the winter 2007 forecasts for the Colorado Department of Correction's (DOC) incarcerated and parole populations, for Colorado community corrections programs, and for the Division of Youth Correction's (DYC) commitment and parole populations.

We are grateful for the invaluable assistance provided by Kristi Rosten at the Colorado Department of Corrections and Edward Wensuc at the Division of Youth Corrections. The DCJ population projections project would not be possible without the hard work and collaborative spirit of these professionals. Additionally, population data provided by Cindy DeGroen at the Colorado Demographer's Office and her insights into those data are an essential component to these projections. We also thank the Justice Assistance Grant board members whose grant funds have supported this project as well as other work carried out by the Office of Research and Statistics.

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Colorado Adult Prison Population and Parole Caseload Projections

INTRODUCTION

The Colorado adult prison and parole population projections are based on a simulation modeling approach that assesses the movement of individual offenders into, through, and out of the jurisdiction of the Colorado Department of Corrections (DOC). The Colorado Criminal Justice Forecasting Model (CCJFM) has continually undergone refinements since its development in 2004. The performance of this model over the past few years has been encouraging. The Division of Criminal Justice (DCJ) prison population projections over the past two years were closer to actual population figures one year out than had been achieved since prior to the year 2000.

This report contains a description of the CCJFM and the assumptions applied to the current year's projections. Following this discussion, quarterly inmate population projections and annual admission and release projections presented. These are followed by annual projections for domestic parole, out-of-state and absconder populations.

THE COLORADO CRIMINAL JUSTICE FORECASTING MODEL

Data from multiple sources are incorporated into the forecasting model to simulate the flow of individuals into the system, as well as the movement of those already in the system. These data include information concerning admissions to and releases from the DOC as well as the population currently incarcerated. Colorado population forecasts are provided by the Demographer's office of the Department of Local Affairs (DOLA). Criminal case prosecution, conviction, and sentencing trend data are obtained from the Colorado Judicial Department via the Colorado Justice Analytics Support System (CJASS) and from Judicial Department annual reports.¹ These same resources are utilized to obtain information concerning trends in probation populations and probation revocation rates.

The prison population is arranged in terms of a "future admissions" cohort and an "in-prison" cohort. The "future admissions" cohort consists of future cases entering prison because of a new criminal sentence from court. This includes offenders who fail probation or community corrections and are subsequently sent to prison on a technical violation of probation. This cohort also includes cases in which individuals who were on parole are returned to prison with a new crime. The "future admissions" cohort is disaggregated into 214 separate categories based on the governing offense, sentence length and gender. The "in-prison" cohort consists of those who are currently serving a prison sentence. This cohort is further broken down by time served and the governing laws in effect at the time the offender was sentenced.

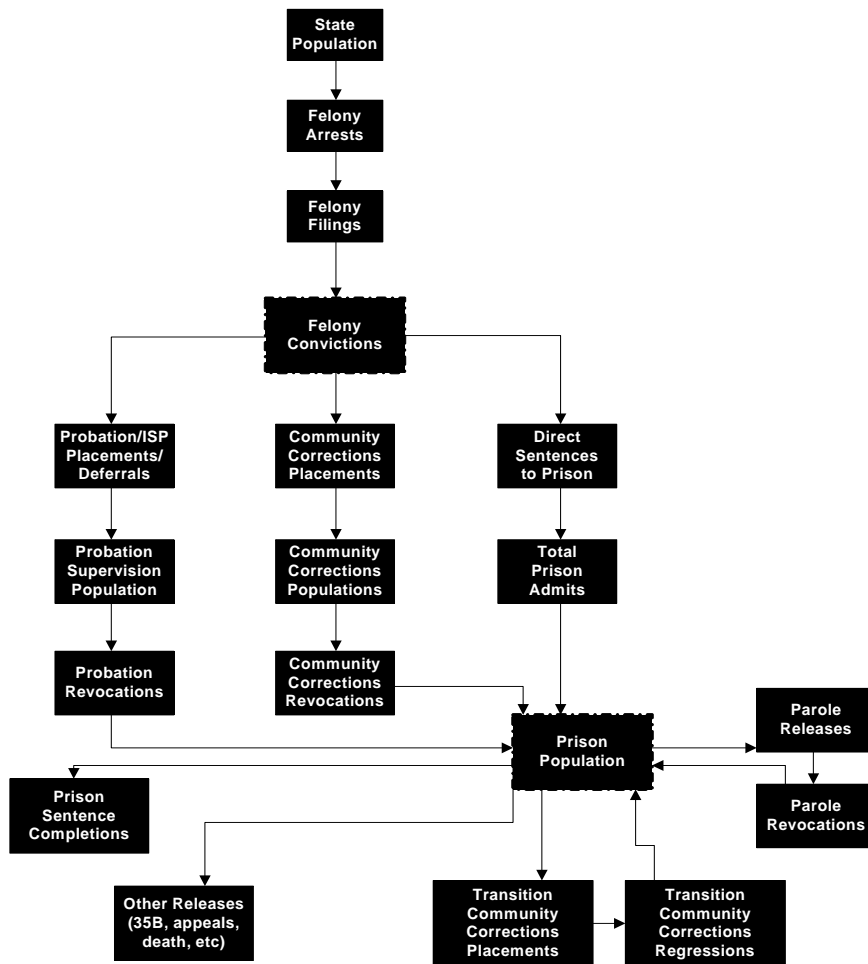
¹ Filing data were extracted from the Judicial Department's information management system (ICON) via CICJIS/CJASS and analyzed by DCJ's Office of Research and Statistics.

Projected future admissions are based on historical fluctuations observed in criminal case filings, conviction rates and sentencing practices, taking into account recent changes in laws or policy. Additionally, the historical rates at which probationers have been revoked to prison are incorporated to project future admissions. These estimates, along with the size and expected release date of the in-prison group, are combined to forecast the size of the prison population in the future.

DESCRIPTION OF THE PROJECTION MODEL

The flow of the Colorado criminal justice system as it relates to the CCJFM is presented in Figure 1. There is a certain probability that individuals in each stage of the flow, represented by the boxes in Figure 1, will move to the next level. This system can be envisioned as a funnel, starting with a large population-based group and ending with a very small group reaching the final stage of incarceration and sentence completion, and an even smaller group that recycles through the system via parole revocations.²

Figure 1: Colorado Adult Felony Criminal Justice System



² For further information on these points in the Colorado adult criminal justice system, see: Division of Criminal Justice, Office of Research and Statistics. (2007). *Crime and Justice in Colorado: 2006*. Denver, CO: Division of Criminal Justice. (pp. 29-34).

Colorado State Population Projection

The Department of Local Affairs' state population projections are the starting point for forecasting future prison populations. Each year DOLA updates population forecasts for the state, taking into account new developments impacting the state population. The economic forecast prepared by the Center for Business and Economic Forecasting (CBEF)³ are incorporated when developing these statewide population projections. An underlying assumption for the population projections is that the level of economic activity creates a labor force demand, and that the population will expand or shrink to accommodate the need for labor. By incorporating the DOLA population projections, the DCJ prison projections utilize the numerous economic and demographic trends associated within those projections. Any strengths and weaknesses associated with the DOLA model will be reflected in the DCJ prison population projections.

By incorporating the Department of Local Affairs' population projections, the DCJ prison projections incorporate the numerous economic and demographic trends associated with those projections.

The current Colorado population estimates, between 2007 and 2009, are higher than those predicted by DOLA in 2006. However, the estimates for 2010 through 2015 are lower than those predicted last year. These adjustments were made because several Colorado counties experienced stronger growth than previously anticipated. Additionally, plans for development in Denver as well as increased mining activities on the western slope are expected to further augment population growth in Colorado.

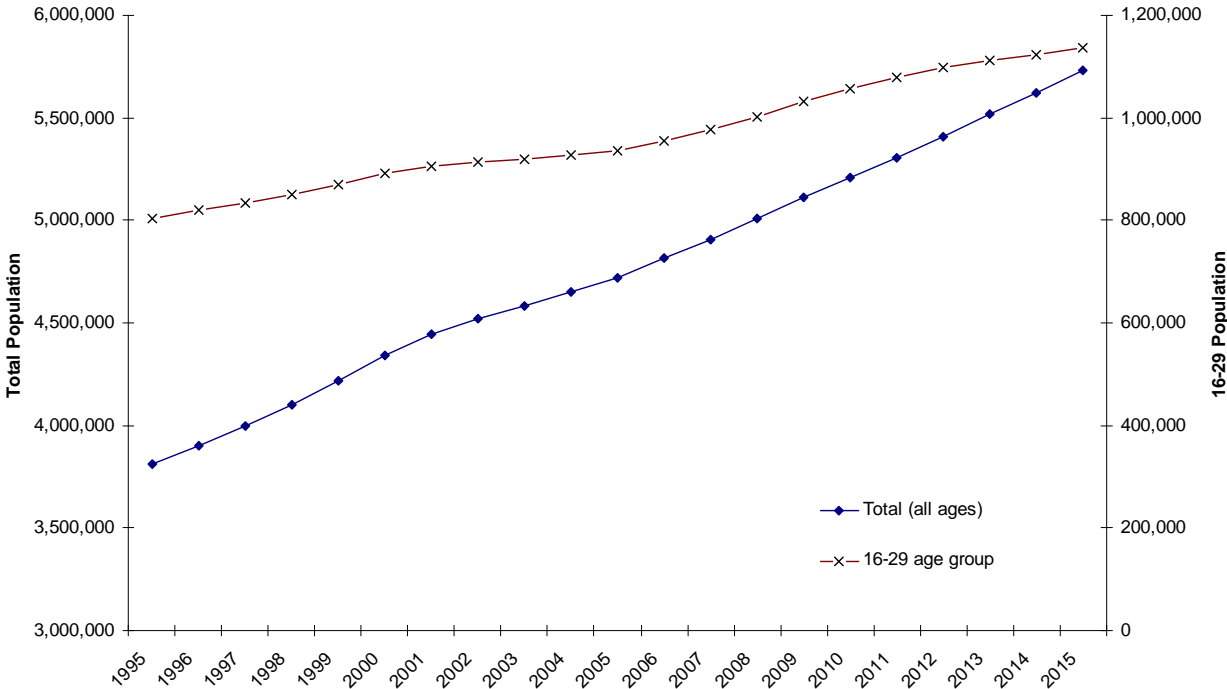
Figure 2 displays the estimated actual and projected state population growth for years 1995 through 2015. Between 1995 and 2001, the total state population grew at the average rate of 2.6 percent annually. However, this growth rate declined to an average of 1.5 percent between 2002 and 2005. Growth picked up again in 2006, and is expected to continue at a rate of approximately 2.0 percent through 2009, after which it is expected to lower slightly to an annual average of 1.9 percent over the next six years (see Figure 3).

While the overall state growth rate is instrumental in projecting future prison populations, a basic assumption of the prison population projection model is that certain age groups are more crime-prone than others. The population found to be most strongly correlated with increases in felony filings in district courts is comprised of the 16 through 29 year old age group. The estimated past and predicted future growth of this population is displayed in Figure 2 along with the overall population growth. Likewise, the past and future growth rate for the 16 to 29 year old population is displayed in Figure 3.

As can be seen, the growth rate for the 16 through 29 year old age group was well below that of the general population, but increased to match the general population growth in 2006. This increase is expected to continue and to well exceed the growth of the general population through 2011, after which it is expected to again drop below that of the total population. These fluctuations are taken into account when projecting future prison populations.

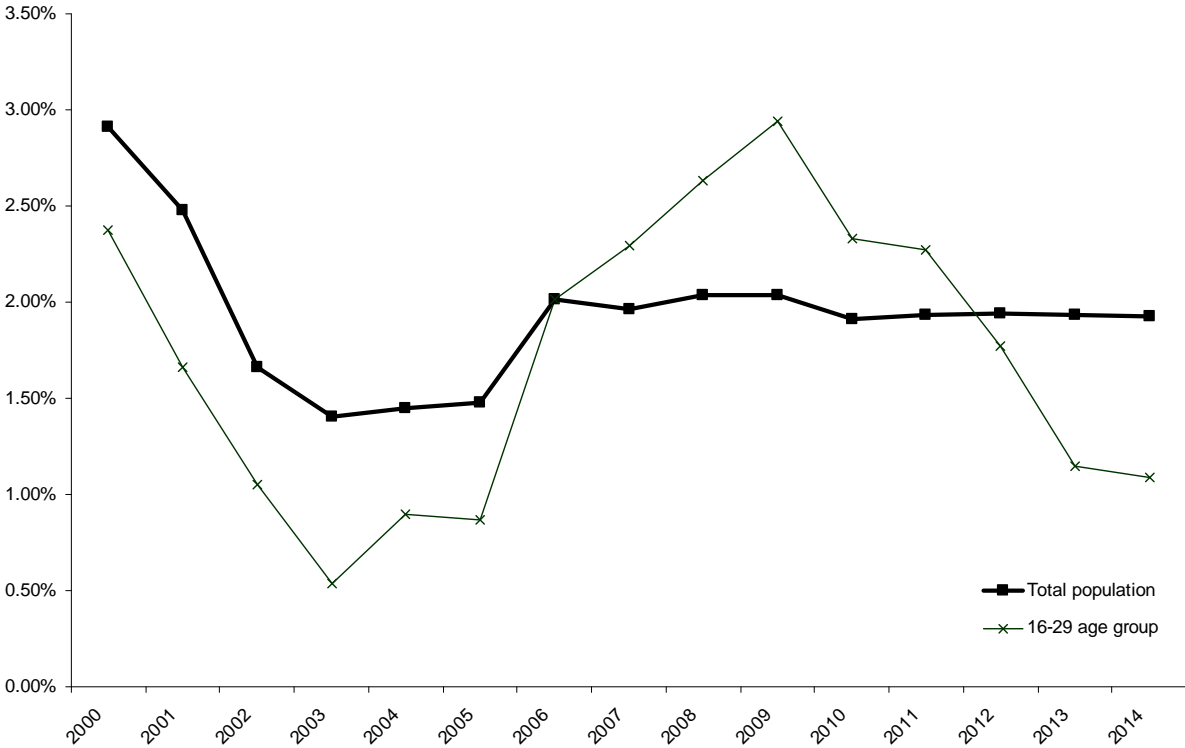
³ CBEF is a private research firm specializing in Colorado economic forecasting. For more information, see <http://www.cbef-colorado.com>.

Figure 2: Colorado Population Growth and Forecast, 1995 through 2015



Source: Colorado State Demographer's Office, Department of Labor and Employment. Statewide projections based on 2000 census, estimates updated in 2007.

Figure 3: Colorado Population: Actual and Predicted Percentage Growth 2000 through 2014



Source: Colorado State Demographer's Office, Department of Labor and Employment. Statewide projections based on 2000 census, estimates updated in 2007.

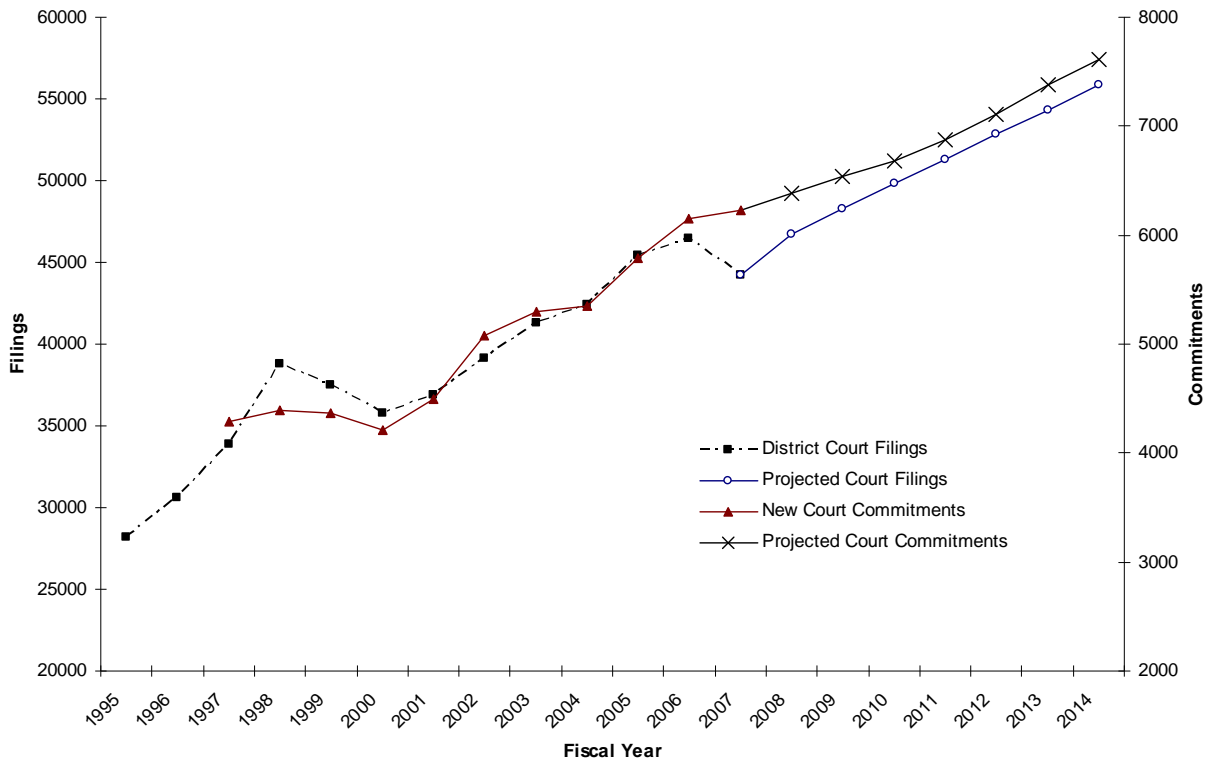
Projecting Populations at System Decision Points

A key component of projecting the prison population lies in estimating the number of individuals who will be sentenced to the DOC. The calculation of new court commitments requires projections of arrests and filings for serious offenses, new felony convictions, and the sentencing outcomes of these convictions.

Arrest data are obtained from the Colorado Criminal Information Center (CCIC) maintained by the Colorado Bureau of Investigation.⁴ Overall, arrests and arrest rates have declined significantly in the past decade. However, this trend has had little to no impact on the number of prison admissions or the size of prison populations. Therefore, these data are of little utility in estimating future prison populations. However, court filing data have been found to be useful in the current model. Information regarding the number of cases filed in district courts each year is obtained from the Colorado Judicial Department’s annual statistical reports.⁵

The relationship between historical and projected new court commitments and felony filings is exhibited in Figure 4. The number of court filings increased each year through 1998, then declined for the following two years. In 2001, moderate growth was seen which continued through FY 2006. In FY 2007, filings dropped off sharply, by 4.9 percent. However, filings are projected to increase moderately over the next eight years.

Figure 4: Colorado District Court Filings and New Court Commitments to Prison



Sources: Colorado Judicial Branch Annual Statistical Reports, 1998 through 2007. Colorado Department of Corrections, Admission and Release Trends Statistical Bulletins, 1997 through 2006; 2007 data from DCIS extract data provided by the Colorado Department of Corrections.

⁴ Data obtained from the Colorado Crime Information Center via the Colorado Justice Analytics Support System (CJASS).

⁵ Colorado Judicial Branch Annual Statistical Reports, 1993 through 2007.

Projecting Revocations

The CCJFM assumes that direct court commitments to prison are driven by the size of the statewide population and accompanying sentencing legislation and policies. On the other hand, probation and parole revocations are driven by jurisdictional policy decisions and practices. Thus, probation and parole failure rates are also built into the model.

Probation revocation rates are estimated using probation placement and revocation information obtained from CJASS. The failure rate is used to predict the number of offenders placed on community supervision who may eventually be revoked to prison after a certain amount of time in the community. Individuals revoked from a direct sentence to community corrections are included in this count.

Parole revocation data are obtained from the DOC, and are incorporated into the model.⁶ A cohort propagation method is used to project future parole populations and revocations back to prison. This method follows cohorts of individuals (in this case, individuals paroled each year) and calculates the rate of reduction in the size of each cohort according to certain assumptions. In this case, these assumptions include revocation rates and parole board decisions regarding paroled offenders. These estimates are 'propagated' across years to derive annualized population estimates.

Projecting Total Prison Admissions

Each of the decision points described above are utilized to predict future prison admissions. Demographic data, filing and conviction data, and sentencing trends are incorporated into the projected estimates of new court commitments. Projected probation revocations to prison are included in the estimates of new court commitments. These counts are combined with projected parole revocations to predict total future prison admissions.

Projecting Prison Release

In addition to prison admission data, information regarding prisoners released during the previous year is also obtained from the DOC. This information includes the number of prisoners incarcerated, crime types, the amount of time served by this group, and the length of their governing sentences. This release information is used to develop survival distributions by offense category to apply to the population remaining in prison. This population is also known as the in-prison or "stock" population. In addition, this release information is applied to the projected population of future prison admissions to estimate when these individuals are expected to cycle out of prison. These estimates are disaggregated to include the proportions of inmates released to mandatory parole, discretionary parole, and sentence discharges.

Projecting Prison Populations

As described above, the DCJ CCJFM uses data from multiple decision points in the criminal justice system to project the prison population through 2014. It also forecasts admissions into the prison system and releases out of the system to calculate the figures presented in this report. An advantage of the CCJFM is the capacity to simulate the impact of potential law and policy changes targeting each of the decision points described earlier.

⁶Colorado Department of Corrections, Admission and Release Trends Statistical Bulletins, 1997 through 2006; 2007 data from DCIS extract data provided by the Colorado Department of Corrections.

ASSUMPTIONS AFFECTING THE ACCURACY OF THE DCJ PRISON POPULATION PROJECTIONS

The prison population projection figures are based on multiple assumptions outlined below.

- ❑ The Colorado General Assembly will not pass any new legislation that impacts the length of time offenders are sentenced to DOC facilities.
- ❑ The Colorado General Assembly will not pass any new legislation that impacts the way crimes are defined for offenders sentenced to DOC facilities.
- ❑ Increased capacity of DOC beds will not reduce the number of offenders placed in community supervision programs.
- ❑ The General Assembly will not expand community supervision programs in ways that reduce prison commitments.
- ❑ Decision makers in the adult criminal justice system will not change the way they use their discretion, except in explicitly stated ways that are accounted for in the model.
- ❑ The data provided by the DOC accurately describes the number and characteristics of offenders committed to, released from, and retained in DOC facilities during state fiscal years 1998 through 2007.
- ❑ Incarceration times and governing sentence data provided by the DOC are accurate.
- ❑ Release patterns will not change dramatically from the prior year through the upcoming 7 years.
- ❑ Admission and sentencing patterns will not change dramatically. The model assumes that past admission and sentencing data are representative of future admissions and sentencing practices.
- ❑ Trends observed in parole length of stay and revocation rates will continue.
- ❑ Seasonal variations observed in the past will continue into the future.
- ❑ The forecasts of the Colorado population numbers, gender and age distributions provided by the Colorado Demographer's Office are accurate.
- ❑ District court filings, probation placements and revocations are accurately reported in annual reports provided by the Judicial Department.
- ❑ No catastrophic event such as war or disease will occur during the projection period.

LEGISLATION AFFECTING PRISON POPULATION GROWTH

Prisoners in Colorado are subject to many different sentencing laws, the most significant of which dates back to 1979 with H.B. 1589. Many of the ensuing changes in legislation have affected the size of the prison population, particularly H.B. 1320, passed in 1985, . Changes to parole laws in the 1990s significantly affected the size of the parole population and the associated number of individuals subject to revocation decisions. These sentencing laws are outlined below.⁷

- ❑ 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 for 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 and the inmate population more than doubled between 1985 and 1990.
- ❑ 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 crimes associated with aggravating circumstances. (An analysis of the DCJ Criminal Justice Database indicated that judges continued to sentence well above the mid-point of the range for these crimes).
- ❑ In 1989 several class five felonies were lowered to a newly created felony class six with a presumptive penalty range of one to two years through the passage of S.B. 246.
- ❑ 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 to accumulate earned time while on parole. This legislation reduced time spent on parole as well as reduced the length of stay for offenders who discharged their sentence.
- ❑ In 1990, S.B. 117 modified life sentences for first-degree felony convictions to “life without parole.” The previous parole eligibility occurred after 40 calendar years were served. This affected sentences for crimes committed after September 20, 1991.
- ❑ In 1993, H.B. 1302 reduced the presumptive ranges for certain non-violent class 3 through 6 felonies and added a split sentence mandating a period of parole for all crimes following a prison sentence. This legislation also eliminated earned time awards while on parole.
- ❑ Sentencing for habitual offenders was also changed in 1993 with H.B. 1302. This bill revised the sentence for repeat offenders convicted of a class 1 through 5 felony. Offenders

⁷ Portions of this section were excerpted from: Rosten, K. (2003) *Statistical Report, Fiscal Year 2002*, Department of Corrections, pages 4-11.

who have twice been convicted of a previous felony are subject to a term of three times the maximum of the presumptive range of the current felony conviction. Those who have received three prior felony convictions are sentenced to four times the maximum of the presumptive range of the current felony conviction. Additionally, any offender previously sentenced as a habitual offender with three prior convictions and is thereafter convicted of a crime of violence is subject to a life sentence with parole eligibility after 40 calendar years.⁸

- ❑ In 1993, S.B. 9 created the provision for certain juvenile offenders to be prosecuted and sentenced as adults, and established the Youthful Offender System (YOS) within the DOC. Initially, 96 beds were authorized, with the construction of a YOS facility with a capacity of 480 beds approved.
- ❑ In 1994, S.B. 196 created a new provision for habitual offenders with a current conviction of any class one or two felony, or any class three felony that is defined as a crime of violence, and who have been previously convicted of these same offenses twice. This “three strikes” legislation requires that these offenders be sentenced to a term of life imprisonment with parole eligibility in forty calendar years.
- ❑ In 1994, the Legislature approved the construction of nearly 1,200 adult prison beds and 300 YOS beds. Contract authority for 386 private pre-parole beds was authorized in addition to contracts for construction of minimum-security beds. In 1995, the construction of 3,000 additional beds was authorized. Seven existing facilities received funding to expand, with the construction of two new facilities planned.
- ❑ In 1995, H.B. 1087 reinstated earned time provisions for certain non-violent offenders while on parole. This legislation was enacted in part as a response to the projected parole population growth resulting from the mandatory parole periods established by H.B. 93-1302.
- ❑ In 1996, H.B. 1005 broadened the criminal charges eligible for direct filings of juveniles in adult court and possible sentencing to the YOS. This legislation also lowered the age limit of juveniles eligible for direct filing and sentencing to YOS from 14 to 12 years of age.
- ❑ In 1996, the Legislature appropriated funding for 480 beds at the Trinidad Correctional Facility and the reconstruction and expansion of two other existing facilities. The expansion of three new facilities was also approved. Further prison expansion has been authorized almost every year since.
- ❑ House Bill 98-1160 applied to offenses occurring on or after July 1, 1998, mandating 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 class 6 felonies, and who are revoked during the period of their mandatory parole, may serve a period up to the end of the mandatory parole period while incarcerated. In such a case, one year of parole supervision must follow.

⁸ Affects convictions for crimes of violence defined by CRS 18-1.3-406.

- o 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.
 - o 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 concerns the lifetime supervision of certain sex offenders, and is referred to as the 'Colorado Sex Offender Lifetime Supervision Act of 1998'. A number of provisions in the bill addressing sentencing, parole terms, and parole conditions are summarized below:
- o For certain crimes,⁹ a sex offender shall receive an indeterminate term of at least the minimum of the presumptive range specified in 18-1-105, C.R.S. for the level of offense committed and a maximum of the sex offender's natural life.
 - o For crimes of violence,¹⁰ 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.
 - o For sex offenders eligible for sentencing as a habitual sex offender against children (pursuant to 18-3-412, C.R.S.), 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.
 - o 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.
 - o 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.
- Senate Bill 03-252 allows the Parole Board to revoke an individual who was on parole for a nonviolent class 5 or class 6 felony, except in cases of menacing and unlawful sexual behavior, to a community corrections program or to a pre-parole release and revocation center for up to 180 days. This bill also allows the DOC to contract with community corrections programs for the placement of such parolees. Additionally, the bill limits the

⁹ Such crimes are defined in CRS 18-1.3-10, and include the following: Sexual assault, as described in section 18-3-402; sexual assault in the first degree, as described in section 18-3-402 as it existed prior to July 1, 2000; Sexual assault in the second degree, as described in section 18-3-403 as it existed prior to July 1, 2000; Felony unlawful sexual contact as described in section 18-3-404; Felony sexual assault in the third degree, as described in section 18-3-404 (2) as it existed prior to July 1, 2000; Sexual assault on a child, as described in section 18-3-405; Sexual assault on a child by one in a position of trust, as described in section 18-3-405.3; Aggravated sexual assault on a client by a psychotherapist, as described in section 18-3-405.5(1); Enticement of a child, as described in section 18-3-305; Incest, as described in section 18-6-301; Aggravated incest, as described in 18-6-302; Patronizing a prostituted child, as described in section 18-7-406; Class 4 felony internet luring of a child, in violation of section 18-3-306(3); Internet sexual exploitation of a child in violation of section 18-3-405/4/; Attempt, conspiracy, or solicitation to commit any of these offenses if such attempt, conspiracy, or solicitation would constitute a class 2, 3, or 4 felony.

¹⁰ Defined by CRS 18-1.3-406.

time a parolee can be revoked to the DOC to 180 days for a technical revocation, provided that the parolee was serving parole for a nonviolent offense. Finally, this bill repeals parts of Section 17-22.5-403 (9), C.R.S., requiring an additional year of parole if a parolee is revoked to prison for the remainder of the parole period (originally effected by H.B. 98-1160).

- ❑ A number of bills affecting the parole process and the parole board were adopted during the 2004 legislative session. House Bill 1189 lengthens the amount of time that must be served prior to parole eligibility for violent offenders.¹¹ Additionally, S.B. 04-123 recognized the YOS as a permanent program by eliminating the repeal date.

In addition to legislation specifically impacting sentencing laws and parole requirements, new laws affecting prison admissions and sentence lengths are introduced every year. Many of these may result in small numbers of offenders sentenced to DOC or receiving longer prison sentences. However, collectively they have a significant impact on the size of future prison populations. The following bullets summarize such legislation instituted in the past five years.

- ❑ Senate Bill 03-318 reduced the felony class level for offenders convicted of drug possession crimes involving one gram or less from a felony 3, 4 or 5 to a class 6 felony.
- ❑ Three bills specifically related to methamphetamine activity were passed during the 2003 legislative session. House Bills 03-1004 and 03-1169 are intended to protect children subjected to exposure to the manufacture of controlled substances by adding the charge of child abuse to existing drug charges. House Bill 03-1317 made it a crime to sell or distribute chemicals or supplies to individuals who wish to use them to manufacture a controlled substance. These bills were expected to have minimal impact on prison admissions and length of stay.
- ❑ Other bills signed into law in 2004 include H.B. 04-1003, which created a new felony crime for impersonating a peace officer, and H.B. 04-1021 which lowers the BAC threshold for a DUI offense to .08. Each of these were expected to increase prison admissions as well as sentence lengths for some offenders.
- ❑ In 2005, H.B. 05-1014 revised criminal statutes to strengthen criminal law pertaining to a variety of crimes, including broadening the number of crimes that fall into each felony class, expanding the crime of ethnic intimidation and the list of schedule 1 controlled substances. H.B. 05-1029 expanded the definition of contraband to include cell phones, creating a new class 6 felony. These two pieces of legislation were expected to impact the prison population by about 5 inmates over five years.
- ❑ House Bill 06-1011 created two new felonies concerning the use of the internet for the enticement or sexual exploitation of a child, and H.B. 06-1092 increased the penalty for possession of child pornography. These crimes are subject to indeterminate sentences up to a maximum of life, and are expected to increase future prison admissions by up to eleven offenders per year.

¹¹ As defined by CRS 18-1.3-406.

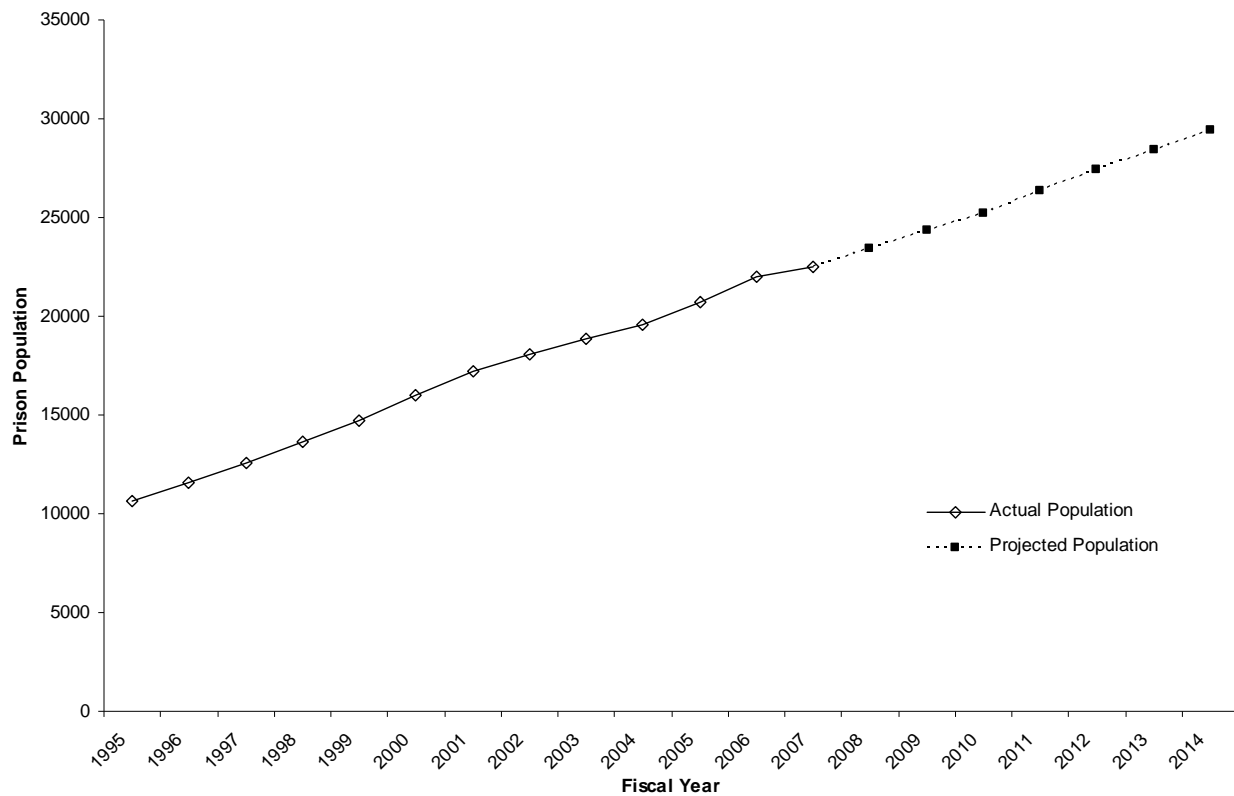
- ❑ Provisions for juveniles convicted of a class 1 felony were modified in H.B. 06-1315 from a term of life imprisonment without the possibility of parole to life imprisonment with parole eligibility after serving 40 calendar years.
- ❑ Further legislation regarding methamphetamine manufacturing was introduced in 2006. Specifically, House Bill 06-1145 included provisions concerning the sale of precursor chemicals and expanded the definition of child abuse. This was expected to result in one new admission every five years, and increase the sentence length for one inmate each year.
- ❑ Senate Bill 06-206 created the felony crime of smuggling of humans into Colorado, and S.B. 06-207 created new class 2 and 3 felony crimes of trafficking in humans. These new crimes were predicted to increase sentence lengths and admissions, totaling 30 new beds over a five year period. Additionally, H.B. 06-1326 created the felony crime of identity theft, which is expected to result in seven new inmates per year.
- ❑ The 2006 special legislative session introduced several pieces of legislation expected to increase the prison population. S.B. 06S-004 expanded the definition of criminal extortion, S.B. 06S-005 created a new felony for coerced involuntary servitude, and S.B. 06S-007 created another new felony related to voting eligibility. Each of these was expected to result in additional prison admissions.
- ❑ House Bill 07-1326 increased the requirements for registering as a sex offender, which is expected to increase the number of admissions for failure to register as a sex offender.
- ❑ Senate Bill 07-096 raised the felony class for theft from at-risk individuals, and S.B. 07-260 raised the felony threshold for certain crimes. While the first of these is expected to minimally increase sentence lengths and admissions, the second will LOWER sentence lengths and admissions, reducing the prison population by up to 80 beds after five years.

PRISON POPULATION PROJECTION FINDINGS

The Colorado adult prison population is expected to grow 29.1 percent between November 2007 and June 2014, from an actual population of 22,796 to a projected population of 29,434 offenders. This growth rate is slightly lower than the 31.8 percent growth rate projected by DCJ in 2006.¹² The number of men in prison is expected to increase 23.5 percent during this time frame, from 20,437 to 25,232, while the number of women in prison is expected to increase 78.1 percent, from 2,359 to 4,202. The overall prison growth rate is expected to decline for both the male and female populations. Even though the *growth rate* for the female prison population is expected to slow, the *proportion* of the total prison population represented by females is expected to continue to grow.

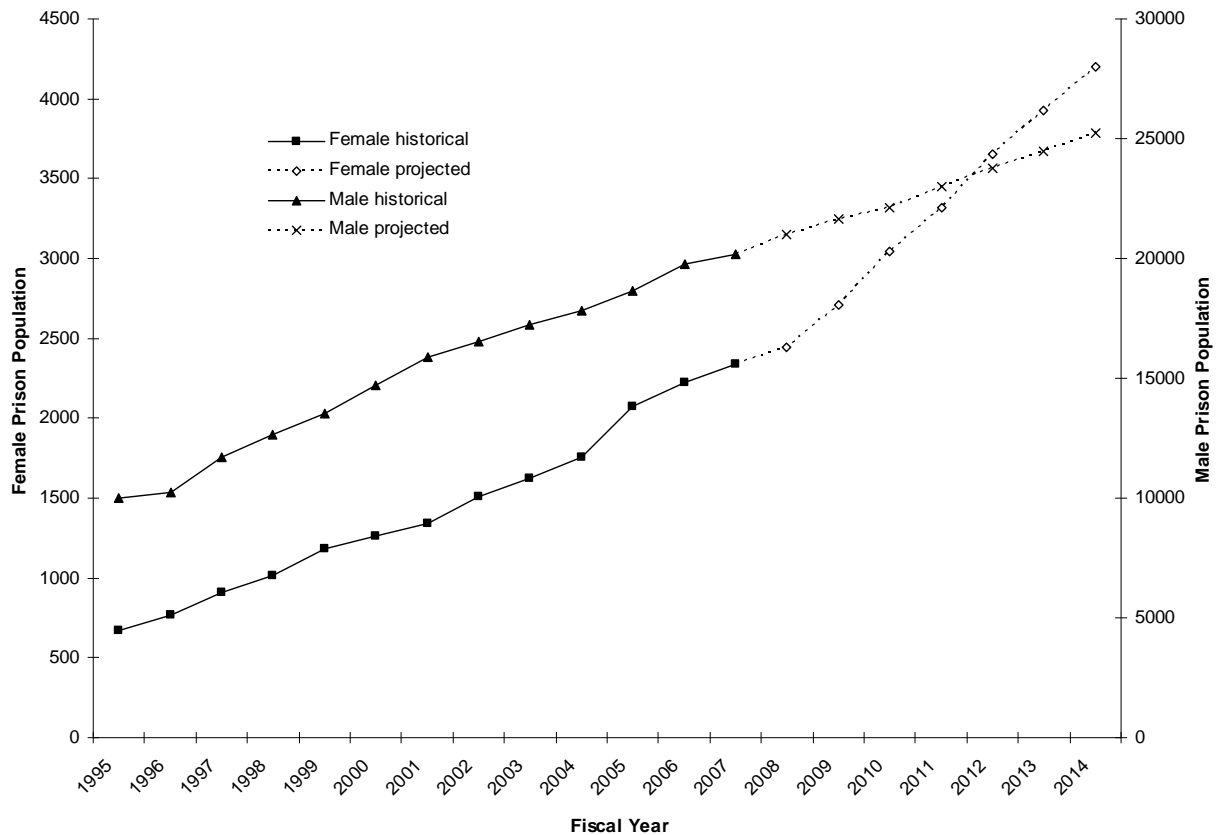
Figure 5 compares the historical fiscal year-end adult inmate prison population and the current projections. Figure 6 displays the same information for the male and female prison populations separately.

Figure 5: Actual and Projected Total Prison Population FY 1995 through FY 2014



Source: Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports

¹² Division of Criminal Justice, *Adult Prison and Parole Population Projections Juvenile Commitment and Parole Population Projections*, December 2006, available at <http://dcj.state.co.us/ors>.

Figure 6: Actual and Projected Prison Population by Gender FY 1995 through FY 2014

Source: Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports.

DCJ's 2006 projection overestimated the June 30, 2007 population by 370 inmates. Growth during FY 2007 was the slowest observed since prior to 1990, at 2.3 percent. Future growth is expected to remain relatively constant over the upcoming seven years, averaging 3.9 percent per year. A slight increase to 4.2 percent is expected over the next year, followed by a drop in fiscal years 2009 and 2010 (to 3.7 and 3.5 percent, respectively). Another increase (to 4.6 percent) is expected in FY 2011, followed by declining growth over the following three years. Factors affecting the forecast are summarized in the following bullets.

- ❑ **The current Colorado population estimate for 2006 through 2009 is higher** than that obtained from DOLA in 2006. However, the expected growth between 2010 and 2015 is slower than that forecast last year. The expectation of greater growth in the near future is due to several Colorado counties experiencing stronger growth than previously anticipated. Additionally, plans for development in Denver as well as increased mining activities on the western slope are expected to further augment the state's overall population growth.
- ❑ **Admissions increased by only 2.1 percent.** During FY 2006, admissions to DOC increased 8.8 percent,¹³ which was half the rate of the prior year. However, FY 2005 was a period of unexpected growth with admissions increasing by 15.3 percent.¹⁴ This followed the very

¹³ Rosten, K. (2006) *Admission and Release Trends Statistical Bulletin OPA 07-07*, October 25, 2006, Colorado Department of Corrections.

¹⁴ Ibid, note 12.

moderate admission growth rate observed in FY 2003 and FY 2004, when admissions increased by only 0.1 percent and 4.8 percent, respectively.¹⁵

- ❑ **Female admissions fell by 18.6 percent.** In FY 2006, female admissions increased only 4.3 percent after two years of double-digit increases: in FY 2005 the number of women admitted to prison increased by 28.8 percent and by 13.8 percent the prior year.¹⁶
- ❑ **Releases increased 12.9 percent,** the largest increase in the number of releases observed since FY 2001. The increase in releases has varied between 6.5 and 9.9 percent during the ensuing years. Over the last 10 years, increases in the number of releases have averaged 7.3 percent annually.
- ❑ **Releases of female inmates dropped by 11.1 percent,** after increasing by 24.9 percent in FY 2006. During the five years prior to FY 2006, the number of women released from prison increased by an average of 10.5 percent annually.
- ❑ **Definitions and procedures changed for discretionary parole.**¹⁷ Because of a technical change in DOC release procedures in FY 2006, it is not possible to compare discretionary and mandatory release patterns with prior years.
- ❑ **New court commitments remained stable** between FY 2006 and FY 2007. In FY 2006, new court commitments increased by 7.7 percent. This increase was slightly lower than the 8.7 percent increase observed over FY 2005.¹⁸ Fluctuations in new court commitments are often erratic. For instance, such admissions declined 3.1 percent between FY 1999 and FY 2000, then increased by 18.1 percent over the following two years. Relatively small increases followed in FY 2003 and FY 2004 (at 4.3 and 1.1 percent, respectively).¹⁹ However, new commitments varied by only one admission the two most recent fiscal years: from 6,228 during FY 2006 to 6,227 in FY 2007.
- ❑ **Parolees returning with a new felony decreased slightly,** by 1.9 percent. This is a significant variation from the 24.5 percent increase observed in the prior year, and the striking 83.1 percent increase in FY 2005.²⁰
- ❑ **Returns on parole technical violations increased by 9.1 percent,** after increasing by only 5.4 percent in FY 2006. Much of the variation in total admissions is due to fluctuations in the numbers of parole returns. In FY 2005, the number of parolees returned on a technical violation increased 15.2 percent,²¹ following an increase of 15.8 percent in FY 2004.²² In FY 2003, there was an 8.9 percent *decline* in admissions for parole technical violations, and

¹⁵ Ibid, note 12.

¹⁶ Ibid, note 12.

¹⁷ Due to a decrease in community transportation services, the DOC implemented a change in December 2005 regarding the release of inmates on weekends. Consequently, discretionary releases increased and mandatory releases decreased, according to Rosten (October 25, 2006, at note 12).

¹⁸ Rosten, K. (2005) *Admission and Release Trends Statistical Bulletin OPA 06-3*, October 25, 2005, Colorado Department of Corrections.

¹⁹ Ibid, notes 11 and 19. Rosten, Kristi. Statistical Reports, Fiscal Years 2002 and 2003, Department of Corrections.

²⁰ Ibid, note 12.

²¹ Ibid, note 11.

²² Ibid, note 11.

a 12.5 percent increase in the prior year.²³

- **The prison growth rate slowed to 2.3 percent.** Between July 1, 2006 and June 30, 2007, Colorado's prison population grew by only 507 inmates, or 2.3 percent. This is in contrast to 6.3 percent growth over the prior 12 months. The following displays the variations in growth:²⁴

 - FY 2007 2.3 percent
 - FY 2006 6.3 percent
 - FY 2005 5.8 percent
 - FY 2004 3.8 percent
 - FY 2003 4.4 percent
 - FY 2002 4.8 percent
 - FY 2001 7.6 percent
 - FY 2000 8.6 percent

- **Prison growth in the most recent four months of FY 2008 has increased.** The prison population has increased by 305 inmates between August 1, 2007 and November 30, 2007. If this rate of increase is extrapolated over the following 12 months, an increase of 3.3 percent can be expected. However, given the expected fluctuations in admissions and releases throughout FY 2008, a slightly higher growth rate (4.2 percent) is predicted for FY 2008.

- **Estimated average length of stay (ALOS) for admissions decreased.** The estimated ALOS for FY 2007 admissions has declined slightly to 39.4 months, from the 40.0 months estimated for the FY 2006 admissions. This reduction corresponds to the expected slowing growth in fiscal years 2009 and 2010. The following section discusses length of stay estimates in detail.

Table 1 displays the historical total and gender-specific growth in the prison population by fiscal year for FY 1995 through FY 2007, as well as the projected population through the end of fiscal year 2014 (June 30, 2014). Table 2 displays total and gender-specific projected growth in the prison population by quarter for fiscal years 2007 thru 2014. Annual projected numbers of admissions and releases by type for fiscal years 2007 thru 2014 follow in Tables 3 and 4.

²³ Rosten, Kristi. Statistical Reports, Fiscal Years 2002 and 2003, Department of Corrections.

²⁴ Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports.

Table 1: DCJ Winter 2007 Adult Prison Population Projections, Actual and Projected Populations FY 1995 through FY 2014

Fiscal Year End (FYE)	Total Prison		Male Population		Female Population	
	Count	Percent Growth	Count	Percent Growth	Count	Percent Growth
<i>1995*</i>	<i>10669</i>	<i>-</i>	<i>10000</i>	<i>-</i>	<i>669</i>	<i>-</i>
<i>1996*</i>	<i>11019</i>	<i>3.28%</i>	<i>10250</i>	<i>2.50%</i>	<i>769</i>	<i>14.95%</i>
<i>1997*</i>	<i>12590</i>	<i>14.26%</i>	<i>11681</i>	<i>13.96%</i>	<i>909</i>	<i>18.21%</i>
<i>1998*</i>	<i>13663</i>	<i>8.52%</i>	<i>12647</i>	<i>8.27%</i>	<i>1016</i>	<i>11.77%</i>
<i>1999*</i>	<i>14726</i>	<i>7.78%</i>	<i>13547</i>	<i>7.12%</i>	<i>1179</i>	<i>16.04%</i>
<i>2000*</i>	<i>15999</i>	<i>8.64%</i>	<i>14733</i>	<i>8.75%</i>	<i>1266</i>	<i>7.38%</i>
<i>2001*</i>	<i>17222</i>	<i>7.64%</i>	<i>15882</i>	<i>7.80%</i>	<i>1340</i>	<i>5.85%</i>
<i>2002*</i>	<i>18045</i>	<i>4.78%</i>	<i>16539</i>	<i>4.14%</i>	<i>1506</i>	<i>12.39%</i>
<i>2003*</i>	<i>18846</i>	<i>4.44%</i>	<i>17226</i>	<i>4.15%</i>	<i>1620</i>	<i>7.57%</i>
<i>2004*</i>	<i>19569</i>	<i>3.84%</i>	<i>17814</i>	<i>3.41%</i>	<i>1755</i>	<i>8.33%</i>
<i>2005*</i>	<i>20704</i>	<i>5.80%</i>	<i>18631</i>	<i>4.59%</i>	<i>2073</i>	<i>18.12%</i>
<i>2006*</i>	<i>22012</i>	<i>6.32%</i>	<i>19792</i>	<i>6.23%</i>	<i>2220</i>	<i>7.09%</i>
<i>2007*</i>	<i>22519</i>	<i>2.30%</i>	<i>20178</i>	<i>1.95%</i>	<i>2341</i>	<i>5.45%</i>
2008	23456	4.16%	21014	4.14%	2442	4.31%
2009	24327	3.71%	21618	2.87%	2709	10.93%
2010	25182	3.52%	22139	2.41%	3043	12.33%
2011	26329	4.55%	23013	3.95%	3316	8.97%
2012	27419	4.14%	23767	3.28%	3652	10.13%
2013	28410	3.61%	24481	3.00%	3929	7.58%
2014	29434	3.60%	25232	3.07%	4202	6.95%

*Historical data.

Note: All projections are rounded to the next whole number.

Table 2: DCJ Winter 2007 Quarterly Adult Prison Population Projections through June 2014

	End of Month	Total Prison		Male Population		Female Population	
		Count	Quarterly Growth	Count	Quarterly Growth	Count	Quarterly Growth
2007	June*	22519	1.95%	20178	1.83%	2341	3.06%
	September*	22586	0.30%	20258	0.40%	2328	-0.56%
	December	22806	0.97%	20442	0.91%	2364	1.55%
	March*	23047	1.06%	20646	1.00%	2401	1.57%
2008	June	23456	1.77%	21014	1.78%	2442	1.71%
	September	23766	1.32%	21249	1.12%	2517	3.07%
	December	23962	0.83%	21386	0.65%	2576	2.34%
	March	24157	0.81%	21518	0.61%	2639	2.45%
2009	June	24327	0.70%	21618	0.46%	2709	2.65%
	September	24476	0.61%	21679	0.28%	2797	3.25%
	December	24587	0.46%	21730	0.24%	2857	2.15%
	March	24910	1.31%	21979	1.15%	2931	2.59%
2010	June	25182	1.09%	22139	0.73%	3043	3.82%
	September	25457	1.09%	22296	0.71%	3161	3.88%
	December	25667	0.82%	22471	0.78%	3196	1.11%
	March	26003	1.31%	22771	1.34%	3232	1.13%
2011	June	26329	1.25%	23013	1.06%	3316	2.60%
	September	26619	1.10%	23185	0.75%	3434	3.56%
	December	26797	0.67%	23296	0.48%	3501	1.95%
	March	27132	1.25%	23579	1.21%	3553	1.49%
2012	June	27419	1.06%	23767	0.80%	3652	2.79%
	September	27666	0.90%	23929	0.68%	3737	2.33%
	December	27834	0.61%	24026	0.41%	3808	1.90%
	March	28173	1.22%	24337	1.29%	3836	0.74%
2013	June	28410	0.84%	24481	0.59%	3929	2.42%
	September	28627	0.76%	24577	0.39%	4050	3.08%
	December	28802	0.61%	24715	0.56%	4087	0.91%
	March	29164	1.26%	25047	1.34%	4117	0.73%
2014	June	29434	0.93%	25232	0.74%	4202	2.06%

*Historical data.

Note: All projections are rounded to the next whole number.

Table 3: DCJ Winter 2007 Adult Prison Population Projections, Projected Prison Admissions by Type, FY 2007 through FY 2014

	Admissions		Total Admissions
	New Court Commitments	Technical Parole Violations	
<i>FY 2007*</i>	7407	3047	10454
FY 2008	7778	3676	11454
FY 2009	8051	4052	12103
FY 2010	8346	4509	12856
FY 2011	8662	4859	13521
FY 2012	8974	5101	14075
FY 2013	9331	5327	14658
FY 2014	9643	5569	15212

*Based on data provided by DOC. Data is considered preliminary, and may vary from that published by DOC.

Table 4: DCJ Winter 2007 Adult Prison Population Projections, Projected Prison Releases by Type, FY 2007 through FY 2014

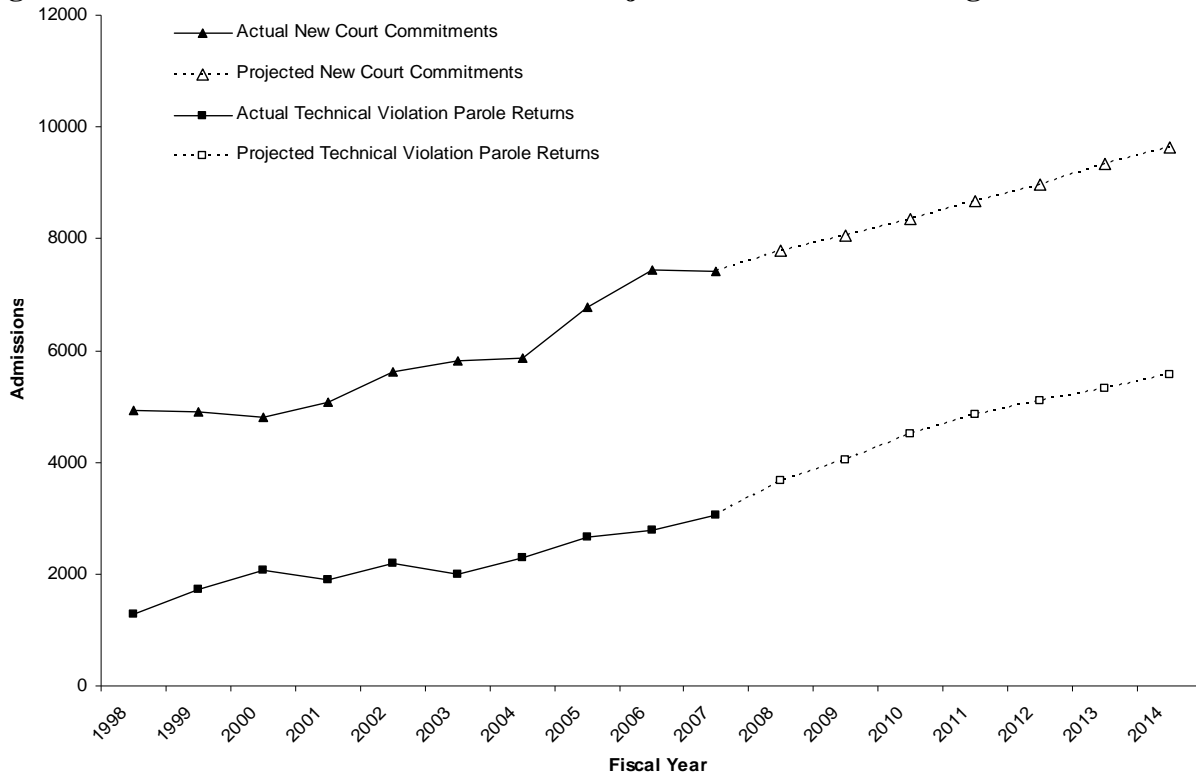
	Parole			Sentence Discharge	Other*	Total Discharges
	Mandatory	Discretionary	Total			
<i>FY 2007**</i>	3439	5069	8508	1283	319	10110
FY 2008	3637	5574	9211	950	272	10434
FY 2009	3876	6032	9907	740	240	10887
FY 2010	4144	6449	10593	792	256	11641
FY 2011	4265	6637	10903	815	264	11981
FY 2012	4474	6962	11435	854	276	12566
FY 2013	4714	7336	12049	900	291	13241
FY 2014	4889	7608	12496	934	302	13732

*This category includes, among other things death, releases on appeal, bond release, and court ordered discharges.

**Based on data provided by DOC. Data is considered preliminary, and may vary from that published by DOC.

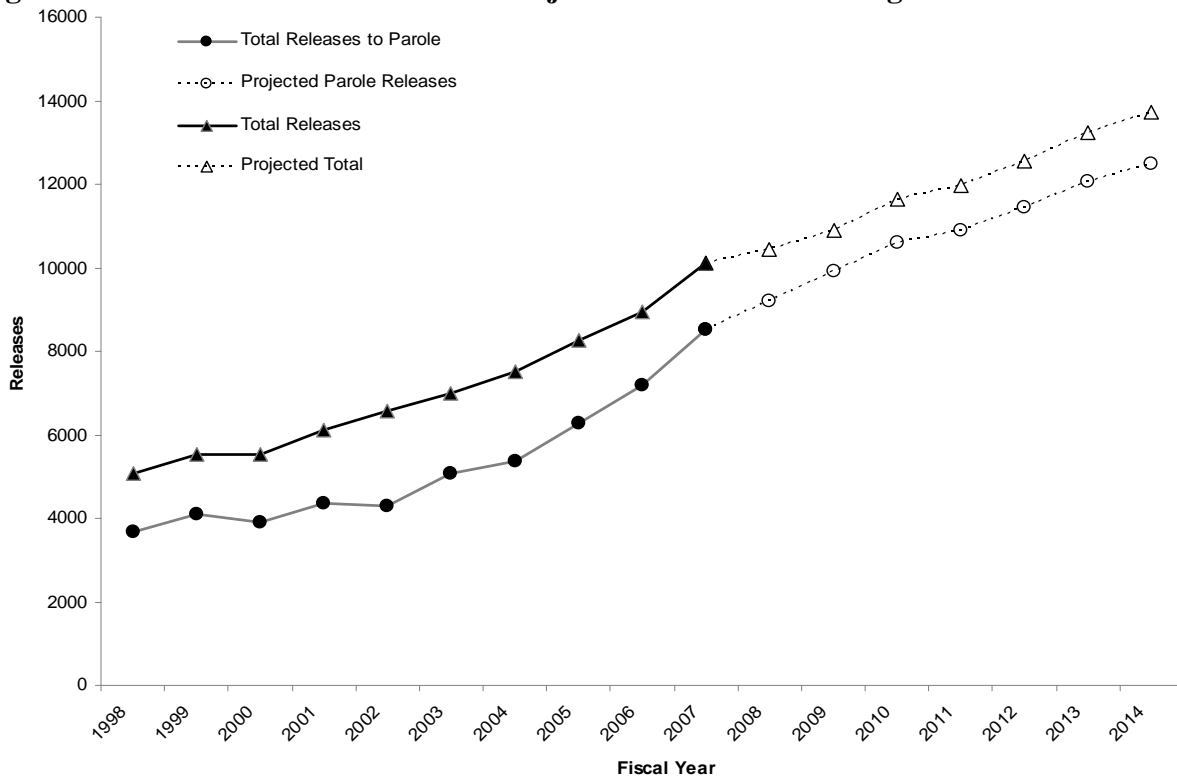
Historical and projected trends in admission types for fiscal years 1998 through 2014 are graphically displayed in Figure 7. Release type trends for the same time frame can be found in Figures 8 and 9.

Figure 7: Admissions to Prison: Actual and Projected for FY 1998 through FY 2014



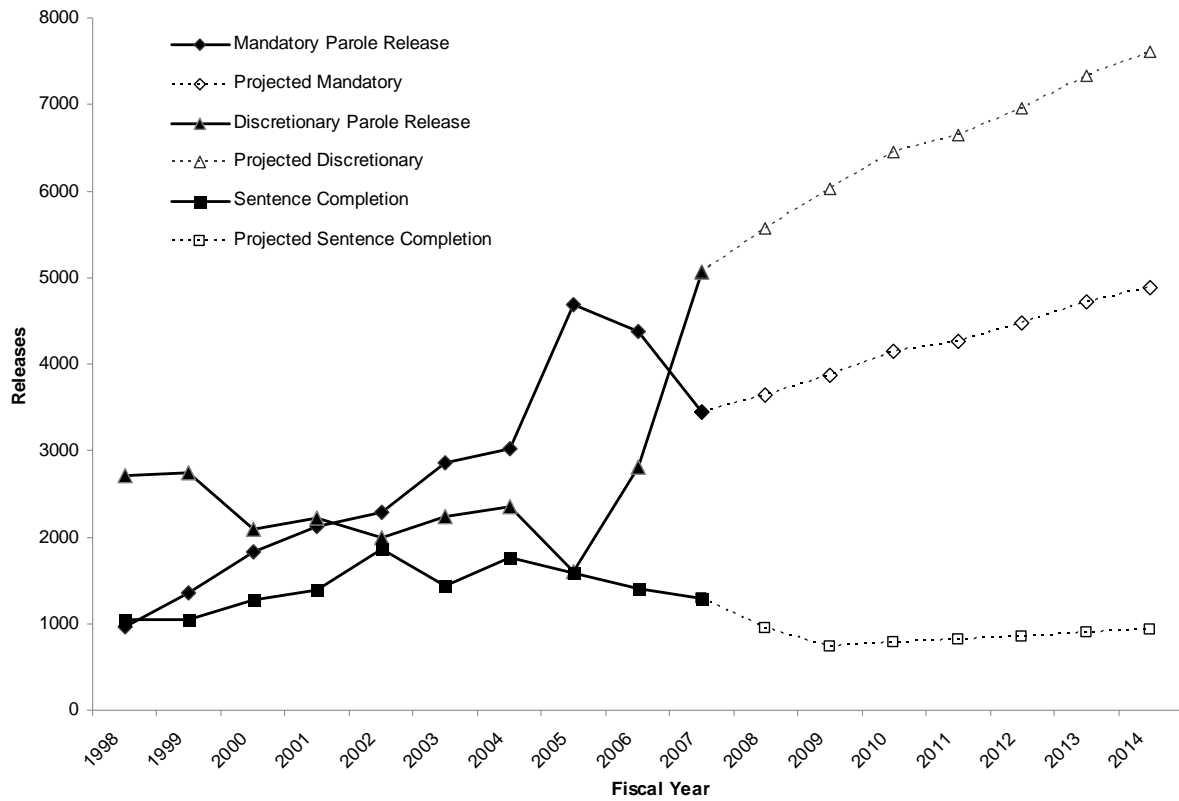
Source: Historical data obtained from the Colorado Department of Corrections Annual Statistical Reports and data extracts provided by DOC.

Figure 8: Prison Releases: Actual and Projected for FY 1998 through FY 2014



Source: Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports.

Figure 9: Prison Release Detail: Actual and Projected for FY 1998 through FY 2014



Source: Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports.
 Note: In December 2006, DOC changed release policies regarding releasing inmates on weekends. This modification resulted in an increase in discretionary releases and a decrease in mandatory releases.

ESTIMATED LENGTH OF STAY IN PRISON

The estimated ALOS for new commitments and parole returns with a new crime during FY 2007 are displayed separately for males and females in Tables 5 through 8. Category totals are presented in Table 9. The average time that these new admissions are expected to actually serve in prison is estimated using data provided by DOC regarding sentence length and time served for inmates released during the same year. Any changes in the decision-making process of criminal justice professionals will impact the accuracy of these estimates. Indeterminate, life, and death sentences are capped at forty years. Interstate compact inmates serving time in Colorado are excluded from this analysis as no sentencing data are available for these offenders.

The overall estimated stay of 39.4 months for new commitments admitted to prison during FY 2007 is slightly shorter than the 40.0 months estimated for admissions during FY 2006, but still longer than that estimated for admissions over the prior six years. The current decline is not the result of shorter sentence lengths, as the sentence lengths for the current year's admissions have actually increased while the ALOS has fallen (see Figure 10).²⁵

²⁵ Based upon analysis conducted by DCJ of preliminary sentencing data provided by the Colorado Dept. of Corrections.

Table 5: Estimated Average Length of Stay for Fiscal Year 2007 Male New Commitments

Offense Category	Average Length of Stay (Months)¹	Number of Commitments	Percent of all Commitments	Average Length of Stay Effect (Months)
F1	480.00	32	0.44%	2.10
F2 Ext²	264.85	68	0.93%	2.46
F2 Sex³	280.50	6	0.08%	0.23
F2 Drug	101.66	15	0.21%	0.21
F2 Other⁴	84.54	14	0.19%	0.16
F3 Ext	120.91	199	2.72%	3.29
F3 Sex	130.24	115	1.57%	2.05
F3 Drug	52.51	387	5.29%	2.78
F3 Other	62.36	220	3.01%	1.88
F4 Ext	50.86	379	5.18%	2.64
F4 Sex	50.29	105	1.44%	0.72
F4 Drug	31.03	547	7.48%	2.32
F4 Other	34.79	946	12.94%	4.50
F5 Ext	15.35	188	2.57%	0.39
F5 Sex	30.75	139	1.90%	0.58
F5 Drug	18.04	143	1.96%	0.35
F5 Other	20.63	1015	13.89%	2.86
F6 Ext	14.39	20	0.27%	0.04
F6 Sex	13.94	51	0.70%	0.10
F6 Drug	12.28	251	3.43%	0.42
F6 Other	12.80	479	6.55%	0.84
Total Male New Court Commitments	42.52	5319	72.76%	30.94

¹ For the purposes of calculating these estimates, length of stay is capped at 40 years.

² The "EXT" category refers to violent offenses defined by statute as "extraordinary risk of harm offenses."

³ Convicted sexual offenders typically serve more time, and drug offenders typically serve less time, though some crimes in each of these groups are considered extraordinary risk crimes. Therefore, these two groups are identified separately.

⁴ "Other" includes all crimes except sex, drug, and extraordinary crimes. Examples include theft, burglary, motor vehicle theft, forgery, and fraud.

Table 6: Estimated Average Length of Stay for Male Parole Violators with a New Crime Returning in Fiscal Year 2007

Offense Category	Average Length of Stay (Months)¹	Number of Commitments	Percent of all Commitments	Average Length of Stay Effect (Months)
F1	348.00	2	0.03%	0.10
F2 Ext²	109.20	7	0.10%	0.10
F2 Sex³	*	*	0.00%	0.00
F2 Drug	130.00	3	0.04%	0.05
F2 Other⁴	137.27	1	0.01%	0.02
F3 Ext	68.77	51	0.70%	0.48
F3 Sex	115.43	3	0.04%	0.05
F3 Drug	61.41	41	0.56%	0.34
F3 Other	61.33	31	0.42%	0.26
F4 Ext	38.03	97	1.33%	0.50
F4 Sex	32.06	7	0.10%	0.03
F4 Drug	33.29	110	1.50%	0.50
F4 Other	30.27	264	3.61%	1.09
F5 Ext	11.27	131	1.79%	0.20
F5 Sex	22.49	9	0.12%	0.03
F5 Drug	22.30	18	0.25%	0.05
F5 Other	22.78	126	1.72%	0.39
F6 Ext	13.21	5	0.07%	0.01
F6 Sex	14.32	4	0.05%	0.01
F6 Drug	10.94	21	0.29%	0.03
F6 Other	10.80	40	0.55%	0.06
Total Male Parole Violations with a New Crime	32.50	971	13.28%	4.32

¹ For the purposes of calculating these estimates, length of stay is capped at 40 years.

² The "EXT" category refers to violent offenses defined by statute as "extraordinary risk of harm offenses."

³ Convicted sexual offenders typically serve more time, and drug offenders typically serve less time, though some crimes in each of these groups are considered extraordinary risk crimes. Therefore, these two groups are identified separately.

⁴ "Other" includes all crimes except sex, drug, and extraordinary crimes. Examples include theft, burglary, motor vehicle theft, forgery, and fraud.

*No admissions of male parole violators with a new crime falling into this offense category occurred during FY 2007.

Table 7: Estimated Average Length of Stay for Fiscal Year 2007 Female New Commitments

Offense Category	Average Length of Stay (Months)¹	Number of Commitments	Percent of all Commitments	Average Length of Stay Effect (Months)
F1	*	*	0.00%	0.00
F2 Ext²	214.80	7	0.10%	0.21
F2 Sex³	*	*	0.00%	0.00
F2 Drug	99.00	3	0.04%	0.04
F2 Other⁴	49.09	8	0.11%	0.05
F3 Ext	74.89	25	0.34%	0.26
F3 Sex	100.67	5	0.07%	0.07
F3 Drug	44.03	78	1.07%	0.47
F3 Other	55.97	34	0.47%	0.26
F4 Ext	32.08	65	0.89%	0.29
F4 Sex	30.48	3	0.04%	0.01
F4 Drug	29.08	126	1.72%	0.50
F4 Other	31.49	196	2.68%	0.84
F5 Ext	11.46	43	0.59%	0.07
F5 Sex	36.51	6	0.08%	0.03
F5 Drug	18.70	37	0.51%	0.09
F5 Other	18.53	140	1.92%	0.35
F6 Ext	*	*	0.00%	0.00
F6 Sex	7.47	1	0.01%	0.00
F6 Drug	12.24	74	1.01%	0.12
F6 Other	12.56	57	0.78%	0.10
Total Female New Court Commitments	30.34	908	12.42%	3.77

¹ For the purposes of calculating these estimates, length of stay is capped at 40 years.

² The "EXT" category refers to violent offenses defined by statute as "extraordinary risk of harm offenses."

³ Convicted sexual offenders typically serve more time, and drug offenders typically serve less time, though some crimes in each of these groups are considered extraordinary risk crimes. Therefore, these two groups are identified separately.

⁴ "Other" includes all crimes except sex, drug, and extraordinary crimes. Examples include theft, burglary, motor vehicle theft, forgery, and fraud.

*No admissions of female new commitments falling into this offense category occurred during FY 2007.

Table 8: Estimated Average Length of Stay for Female Parole Violators with a New Crime Returning in Fiscal Year 2007

Offense Category	Average Length of Stay (Months)¹	Number of Commitments	Percent of all Commitments	Average Length of Stay Effect (Months)
F1	*	*	0.00%	0.00
F2 Ext²	*	*	0.00%	0.00
F2 Sex³	*	*	0.00%	0.00
F2 Drug	31.20	1	0.01%	0.00
F2 Other⁴	*	*	0.00%	0.00
F3 Ext	51.97	5	0.07%	0.04
F3 Sex	*	*	0.00%	0.00
F3 Drug	58.36	10	0.14%	0.08
F3 Other	60.48	3	0.04%	0.02
F4 Ext	22.37	11	0.15%	0.03
F4 Sex	*	*	0.00%	0.00
F4 Drug	34.22	14	0.19%	0.07
F4 Other	25.04	30	0.41%	0.10
F5 Ext	9.21	21	0.29%	0.03
F5 Sex	*	*	0.00%	0.00
F5 Drug	19.08	2	0.03%	0.01
F5 Other	20.78	12	0.16%	0.03
F6 Ext	*	*	0.00%	0.00
F6 Sex	*	*	0.00%	0.00
F6 Drug	6.83	2	0.03%	0.00
F6 Other	9.20	1	0.01%	0.00
Total Female Parole Violations with a New Crime	27.11	112	1.53%	0.42

¹ For the purposes of calculating these estimates, length of stay is capped at 40 years.

² The "EXT" category refers to violent offenses defined by statute as "extraordinary risk of harm offenses."

³ Convicted sexual offenders typically serve more time, and drug offenders typically serve less time, though some crimes in each of these groups are considered extraordinary risk crimes. Therefore, these two groups are identified separately.

⁴ "Other" includes all crimes except sex, drug, and extraordinary crimes. Examples include theft, burglary, motor vehicle theft, forgery, and fraud.

*No admissions of female parole violators with a new crime falling into this offense category occurred during FY 2007.

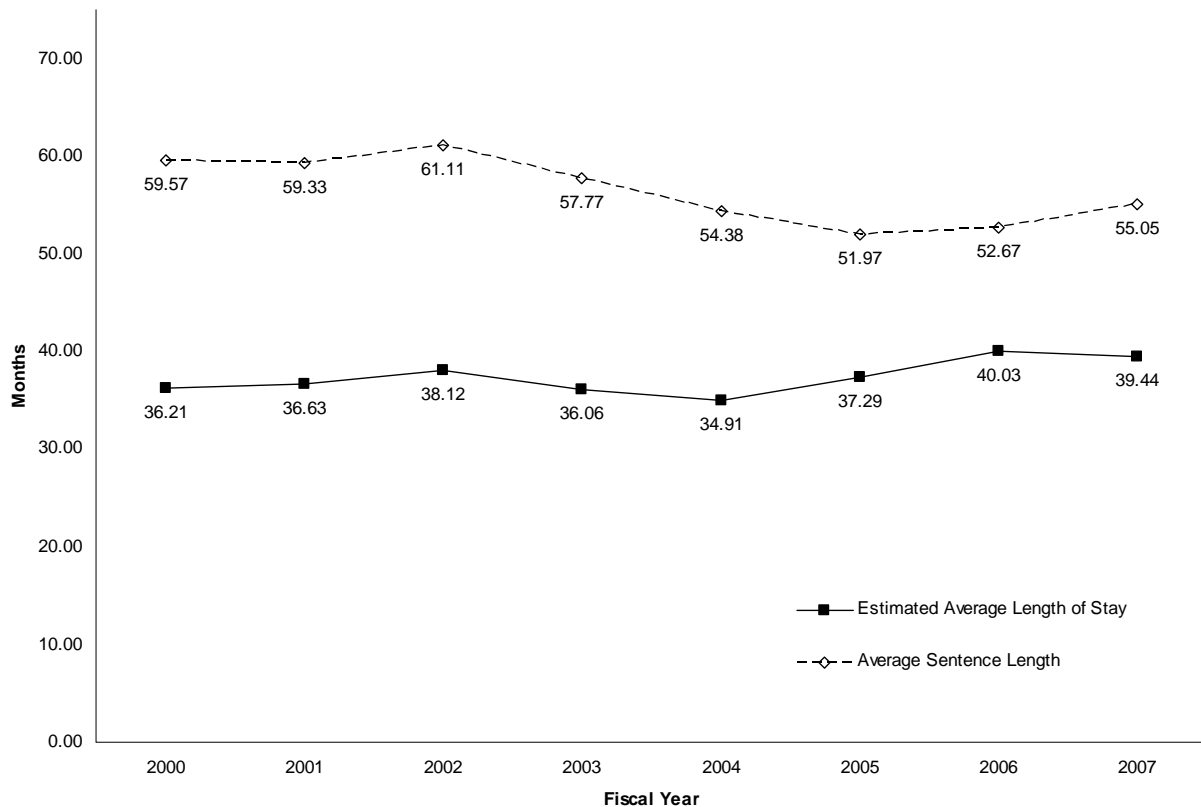
Table 9: Category Totals, Average Estimated Length of Stay for Fiscal Year 2007 Prison Admissions*

	Average Length of Stay (Months) ¹	Number of Commitments	Percent of all Commitments	Average Length of Stay Effect (Months)
Total Males	40.98	6290	86.05%	35.26
Total Females	29.98	1020	13.95%	4.18
Total New Commits				
Total New Commits	40.75	6227	85.18%	34.71
Total Parole Violations (New Crime)	31.95	1083	14.82%	4.73
Grand Total				
Grand Total	39.44	7310	100.00%	39.44

*Parole returns on a technical violation are excluded.

¹For the purposes of calculating these estimates, length of stay is capped at 40 years.

Figure 10: Average Sentence Lengths and Estimated Length of Stay for New Admissions FY 2000 through FY 2007



Source: Data provided by DOC, October 26, 2007.

Notes: For the purposes of calculating these estimates, length of stay is capped at 40 years. Parole Returns on a Technical Violation are excluded from these estimates.

Discussion Regarding Category Totals of Length of Stay Estimates

The estimates on average length of stay presented in this document must be viewed with some caution, as applies to all descriptive statistics presented as averages. The averages presented for the category totals are inflated by the extremely long sentences given to felony 1 offenders and those with sentence enhancers. These figures are also inflated by the length of time actually served by such offenders released during the current year. Table 10 provides a comparison of the estimated length of stay for the felony 1 and enhanced sentence offenders admitted during FY 2007 to that of admissions for crimes of other felony classes and without sentence enhancers. The average and the median are presented to demonstrate how the distribution of the length of stay is skewed in the direction of longer lengths of stay.

The category totals are further distorted by the large number of felony 1 and enhanced sentence offenders admitted each year compared to the low number of such offenders actually released each year. For instance, in FY 2007, 34 felony 1 offenders were committed to prison and another 231 new commitments were admitted with an enhanced sentence. However, only 2 felony 1 offenders and 68 offenders with enhanced sentences were actually released during the same year. Therefore, the number of these offenders admitted during each year must be taken into account when comparing the estimated lengths of stay across years.

Table 10: Comparison of Estimated Length of Stay (LOS) for Felony 1/Enhanced Sentence Prison Admissions to All Other Admissions for Fiscal Year 2007*

	Average LOS (Months) ¹	Median LOS (Months) ¹	Number of Commitments	Percent of all Commitments
Including Only Felony 1 And Enhanced Sentences				
Total Males	164.81	90.00	257	3.52%
Total Females	99.31	83.80	8	0.11%
Total New Commits	162.25	90.00	251	3.43%
Total Parole Violations (New Crime)	173.25	163.45	14	0.19%
Total	162.83	90.00	265	3.63%
Excluding All Felony 1 And Enhanced Sentences				
Total Males	35.70	26.07	6033	82.53%
Total Females	29.44	23.70	1012	13.84%
Total New Commits	35.64	25.83	5976	81.75%
Total Parole Violations (New Crime)	30.10	25.30	1069	14.62%
Total	34.80	38.67	7045	96.37%
Grand Total	39.44	26.07	7310	100.00%

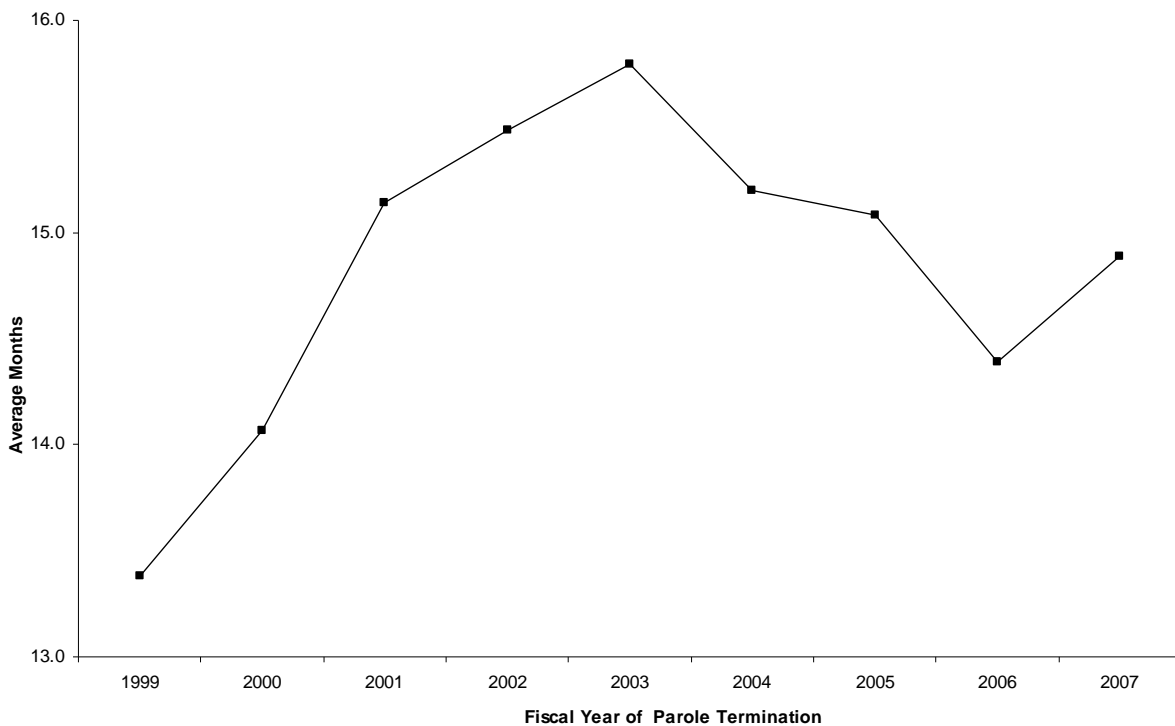
*Parole returns on a technical violation are excluded.

¹For the purposes of calculating these estimates, length of stay is capped at 40 years.

PAROLE CASELOAD FORECAST

Two main components in estimating parole populations are the number of releases to parole and length of stay on parole. Between fiscal years 1999 and 2003, the ALOS on parole steadily increased from 13.4 months in FY 1999 to 15.8 months in FY 2003.²⁶ The ALOS on parole began to decline in FY 2004, to 15.2 months, and then to 15.1 months in FY 2005 and 14.4 in FY 2006. During the most recent year, however, an increase to 14.9 months has been observed (see Figure 11).²⁷ Fluctuations in the growth rate of the parole caseload are subject to short-term modifications in policies and are quite erratic, as demonstrated in Figure 12. This instability makes accurate forecasting of this population difficult.

Figure 11: Parole Length of Stay for Releases FY 1999 through FY 2007

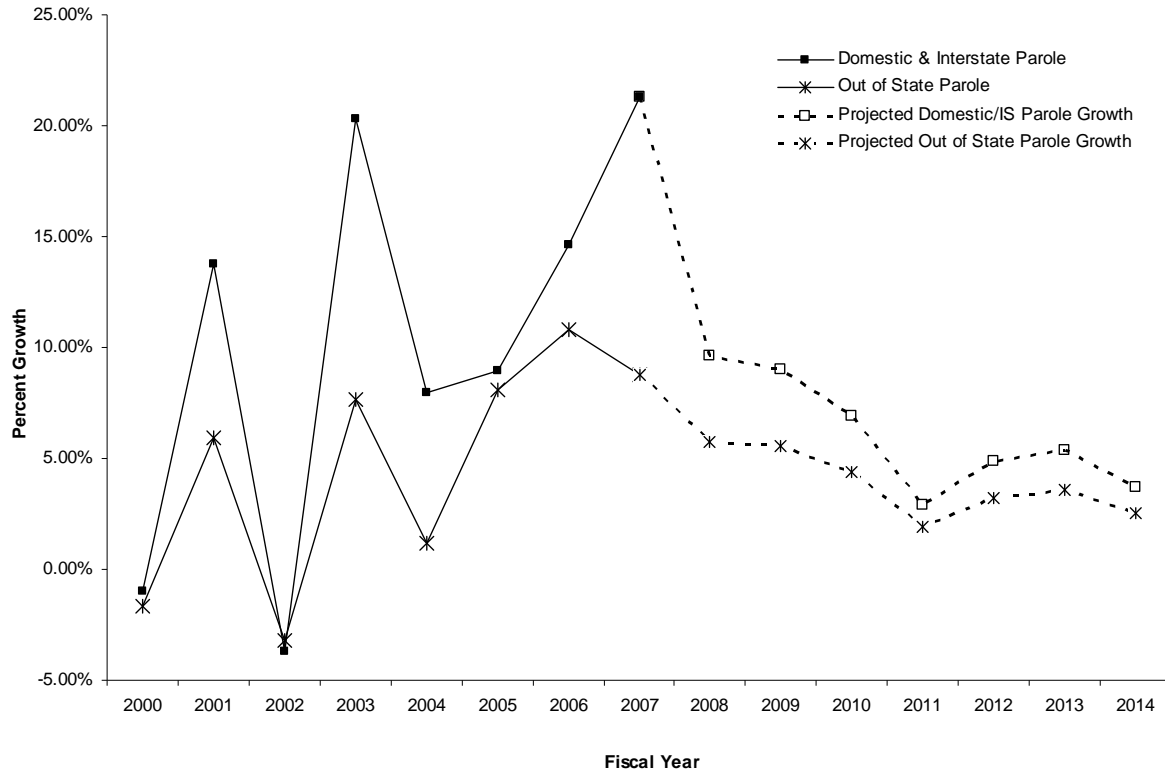


Source: Department of Corrections Office of Planning and Analysis, October 29, 2003; November 19, 2007.

²⁶ Data provided by the Office of Planning and Analysis, October 29, 2003, Colorado Department of Corrections.

²⁷ Data provided by the Office of Planning and Analysis, November 19, 2007, Colorado Department of Corrections.

Figure 12: Actual and Projected Parole Caseload Growth Rate FY 2000 through FY 2014



Source: Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports.

Table 11 displays the DCJ projections for the total domestic and interstate parole caseload, the out of state parole caseload, and the absconder population for the end of fiscal years 2007 thru 2014.

Table 11: DCJ Winter 2007 Adult Parole Population Projections FY 2007 through FY 2014

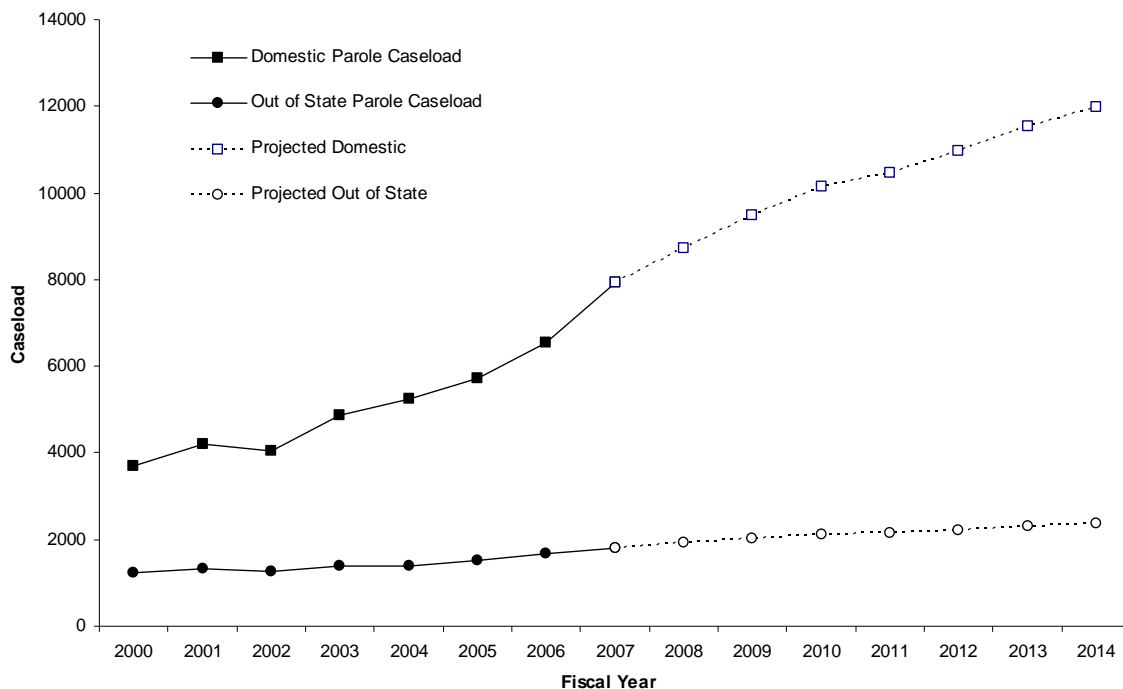
	Domestic Parole Caseload	Percent Growth	Out of State Parole Caseload	Percent Growth	Absconder Population	Percent Growth
FY 2007*	7947	21.31%	1815	8.75%	781	25.56%
FY 2008	8712	9.62%	1919	5.74%	831	6.44%
FY 2009	9495	8.99%	2025	5.53%	913	9.79%
FY 2010	10152	6.92%	2114	4.40%	998	9.32%
FY 2011	10448	2.92%	2154	1.90%	1087	8.90%
FY 2012	10959	4.88%	2224	3.21%	1179	8.52%
FY 2013	11547	5.37%	2303	3.59%	1275	8.17%
FY 2014	11975	3.71%	2361	2.50%	1376	7.85%

*Actual data, source: CDHS DYC Monthly Population Report, June 2007.

Figure 13 displays the historical and projected parole caseloads for fiscal years 2000 through 2014. A decline of 3.7 percent in the domestic and interstate parole population was observed in FY 2002, followed by a massive total increase of 62.3 percent over the next four years. The caseload increased by 21.3 percent in FY 2007 alone. As shown in Table 10, the domestic parole caseload is expected to increase 50.7 percent over the next seven years, from 7,947 on June 30, 2007 to 11,547 on June 30, 2014.

The percentage of the total parole population made up of out of state parolees has been slowly but steadily declining for the past eight years. This trend is expected to continue through FY 2014. Even though this percentage is decreasing, the out of state parole population is expected to continue slow growth over the next seven years. The historical and projected out of state parole caseloads are included in Figure 13.

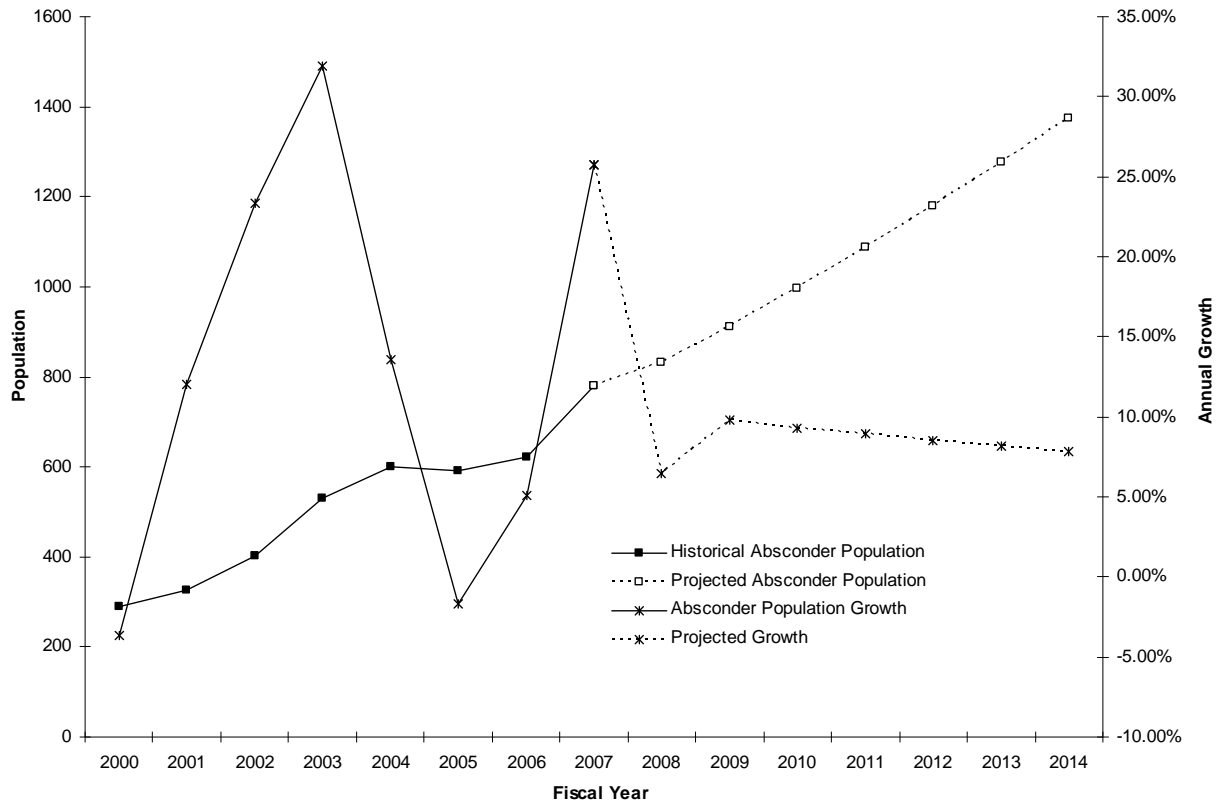
Figure 13: Historical and Projected Parole Populations FY 2000 through FY 2014



Source: Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports.

The growth of the absconder population has varied considerably in the past seven years, from a 3.7 percent decline in FY 2000, followed by a total increase of 107.2 percent over the next four years. Growth in the next two years was very moderate, totaling 3.5 percent. During the most recent year, however, the absconder population increased by 25.8 percent, from 621 to 781 individuals. This population is expected to grow between 6.4 percent and 9.7 percent annually over the next seven fiscal years, to 1,376 absconders in FY 2014. The projected population and expected annual growth are displayed in Table 10. Historical and projected numbers are graphically displayed in Figure 14.

Figure 14: Historical and Projected Absconder Populations FY 2000 through FY 2014



Source: Historical data obtained from the Colorado Department of Corrections Monthly Population and Capacity Reports.

DCJ ADULT PRISON POPULATION PROJECTION ACCURACY

The Fall 2006 DCJ adult prison population projections overestimated the end of the FY 2007 population by 1.6 percent. The first-year projection of the Fall 2005 DCJ projection underestimated the actual population by 0.05 percent.²⁸ The performance of the CCJFM over the past few years has been encouraging. The DCJ prison population projection for the end of the first projection year have been closer to the actual population figures for the past two years than had been achieved since the year 2000. Several more years must pass before the long-term accuracy of the CCJFM can be determined. Table 12 displays the DCJ first-year projections developed each year since 1986 compared to the actual prison population realized at the end of the first fiscal year projected.

Table 12: DCJ Adult Prison Population Projections FY 1986 through FY 2007, First Year Projection Compared to Actual End of Year Population

Fiscal Year End (FYE)	Projected Population	Actual Population	Percent Difference
1986	3,446	3,517	-2.02%
1987	4,603	4,702	-2.11%
1988	5,830	5,766	1.11%
1989	6,471	6,763	-4.32%
1990	7,789	7,663	1.64%
1991	8,572	8,043	6.58%
1992	8,745	8,774	-0.33%
1993	9,382	9,242	1.51%
1994	9,930	10,005	-0.75%
1995	11,003	10,669	3.13%
1996	11,171	11,577	-3.51%
1997	12,610	12,590	0.16%
1998	13,803	13,663	1.02%
1999	14,746	14,726	0.14%
2000	15,875	15,999	-0.78%
2001	16,833	17,222	-2.26%
2002	17,569	18,045	-2.64%
2003	19,295	18,846	2.38%
2004	19,961	19,569	2.00%
2005	20,221	20,704	-2.33%
2006	21,901	22,012	-0.05%
2007	22,889	22,519	1.64%

Source: DCJ Prison Population Projections Reports, 1985-2007.

²⁸ This figure was misreported in the Fall 2006 DCJ Prison Population Projection Report as 1.05 percent.

COMMUNITY CORRECTIONS POPULATION PROJECTIONS

BACKGROUND INFORMATION ON COMMUNITY CORRECTIONS

Community Corrections in Colorado is a system of specific halfway house facilities that provide residential and non-residential services to convicted offenders. Colorado currently has 35 residential and 24 non-residential operations. These facilities (often referred to as programs), receive state funds even though they are based and operated in local communities. These programs provide an intermediate sanction at the front end of the system between probation and prison, or reintegration services at the tail end of the system between prison and parole. Community corrections placements allow offenders access to community resources, including treatment and employment opportunities, while living in a staff secure correctional setting.²⁹

Offenders can be referred to community corrections by the sentencing judge or by officials at the DOC. The judicial placement is considered a diversion from prison, and these cases are called “diversion clients.” The DOC placement of offenders in halfway houses serves as a method of transitioning prisoners back into the community and these cases are referred to as “transition clients.” Diversion clients are the responsibility of the probation department whereas transition clients are under the jurisdiction of the DOC’s Division of Adult Parole and Community Corrections. Both diversion and transition clients are housed together and participate in programming together. Although the two types of clients are subject to a few differences in policies from their “host agency,” they are required to abide by the same sets of house rules and are subject to similar consequences when rules are broken.

Per statute, each jurisdiction has a community corrections board, appointed by the county commissioners, to screen offender referrals and to oversee the operation of the facilities. Board members typically consist of both criminal justice professionals and citizens. In some locales, county governments operate their own community corrections facilities. In other areas, the local boards contract with private corporations that own and operate the programs. The provision of curfew requirements, electronic monitoring, random urinalysis testing, and treatment intervention provide offenders with an experience that may increase opportunities for success while still having the structure of a controlled living environment.

Since 1985, the Office of Research and Statistics (ORS) in the Division of Criminal Justice has conducted four studies of the community corrections halfway house system in Colorado. The most recent study, published in May 2006.³⁰ This study examined the outcomes of 21,796 offenders who terminated from the community corrections system in Colorado between July 1, 2000 and June 30, 2004 (FY 2001 through FY 2004). Program outcomes include successful

²⁹ The facilities are nonsecure, however, each provides 24-hour staffing. Each offender must sign out and in as they leave and return to the facility, and staff monitor the location of off-site offenders by field visits and telephone calls. Several facilities use electronic monitoring and a few programs use geographic satellite surveillance to track offenders when they are away from the halfway house.

³⁰ Hetz-Burrell, N. and K. English. (2006). *Community Corrections in Colorado: A Study of Program Outcomes and Recidivism, FY00-FY04*. Colorado Division of Criminal Justice, Denver, Colorado. Available at http://dcj.state.co.us/ors/pdf/docs/Comm_Corr_05_06.pdf.

termination, unsuccessful termination due to behaviors that resulted in technical violations, escaping/absconding or committing a new crime while living in the halfway house. Recidivism was measured as a new misdemeanor or felony filing at 12 and 24 months post-termination.

Because offenders are expected to pay for room and board and be employed while housed in the community corrections facility, the 2006 study found that offenders terminated from halfway houses between FY 2000 and FY 2004 paid more than \$2.6 million in state taxes and approximately \$6.7 million in federal taxes. In addition, they earned more than \$115 million and paid over \$36 million in room and board during that period.

The Hetz-Burrell and English (2006) study highlighted that success rates for community corrections clients increased consistently between 1989 and 2003, a period during which programs managed increasingly more serious offenders, as measured by the criminal history score. This score is a 6-item index created by the Office of Research and Statistics in the early 1980s to track an offender's criminal history. The 2006 study found that between FY 2000 and FY 2003, approximately 62-63 percent of offenders successfully completed their stay in community corrections. However, in FY 2004, the successful completion rate dropped from 63.1 percent to 56.1 percent. State budget cuts in FY 2003 that directly affected offenders likely played a significant role in the reduction in the success rate. These cuts included an eight percent reduction in the reimbursement rate paid to community corrections programs and, to offset this cut to providers, a 25 percent increase in the subsistence fees required of offenders participating in community corrections. Further, state funding to local services and programs used by offenders were also reduced in the FY 2003 Legislative Session.

Of all offenders who successfully completed community corrections in the five-year period, 85 percent remained crime-free after being at-risk for 12 months, as measured by a new felony or misdemeanor court filing. After two-years, 75 percent of community corrections offenders remained crime-free.

INTRODUCTION

The following community corrections projections were developed subsequent to a recommendation of the Office of the State Auditor and a request by the Joint Budget Committee in 2006. This request suggested that the DCJ develop a five-year supply/demand analysis as a means for future budget requests to be based on planned projected growth. As described in the first section of this report, the projection model developed by DCJ analyzes historical trends in the state population, arrest, filing, convictions and placements, by felony class. It prioritizes prior placement data that, in the case of community corrections, will artificially deflate the numbers for the diversion (direct sentences from the court) component of the program. The DOC's transition (post-prison) component of community corrections is mandated by the Joint Budget Committee to achieve a residential transition population of 6.75 percent of the DOC population in FY 2007, increasing by .025 annually thereafter.

In FY 2007 DCJ was funded for 1,231 diversion beds and for 1,614 transition beds. In FY 2008, diversion beds have been increased to 1,297 while transition beds have been increased to 1687. The Colorado Association of Community Corrections Boards (CACCB) annually reports the

physical capacity of each residential program. In FY 2007, the CACCB reported that 3,012 total beds were available to serve community corrections clients.

These projections were developed utilizing community corrections termination data which are collected by DCJ. From these termination data, historical numbers of admissions and terminations, length of stay, intake type and termination status could be determined. These inputs, in addition to the other justice system inputs utilized in the development of the prison population projections (such as numbers of criminal filings and convictions, probation placements and revocations, prison releases and parole revocations), enabled the development of a cohort propagation model. This method follows cohorts of individuals (in this case, annual estimated admissions to community corrections programs) and calculates the rate of reduction in the size of each cohort according to certain assumptions. These assumptions include rates of direct sentences to community corrections, the use of community corrections as a sanction for probation revocations, and the rates at which community corrections programs are utilized to assist offenders in transitioning from prison to the community.

Since historical data are used in all forecasting models the community corrections projections presented here will reflect past funding constraints but assume that the role of the community corrections programs in the overall Colorado justice system will remain constant. This implies that community corrections programs will continue to provide services to the *same proportions* of offenders placed on probation and released from prison as it has in the past, and will be able to grow along with these components of the Colorado justice system.

FINDINGS

Table 13 presents the projected year-end average daily population (ADP) and projected new placements for the diversion, transition and total community corrections programs for the next seven fiscal years. Table 14 displays the expected growth rates by year for each of these populations. Overall, the Colorado community corrections ADP is anticipated to increase to 7,300 by the end of FY 2014, a 34.2 percent increase over the FY 2007 ADP of 2,896. Figure 15 graphically displays the projected growth in the community corrections populations.

Diversion placements are expected to increase to 2,787 (3.0 percent) by the end of FY 2008, and to 3,359 (24.4 percent) by the end of FY 2014. The year-end diversion ADP for diversion is expected to reach 1,444 (3.0 percent) by the end of FY 2008, and increase by 24.2 percent to 1,741 by the end of FY 2014.

Transition placements are expected to reach 2,990 by the end of the current fiscal year, a 4.3 percent increase. By the end of FY 2014, placements are projected to increase 51.2 percent, to 3,941. The transition ADP is expected to reach 1,444 at the end of FY 2008, an 8.9 percent increase. By the end of FY 2014, this population is anticipated to increase 43.5 percent to 2,145 ADP.

**Table 13: DCJ Winter 2007 Projections: Projected Community Corrections ADP
FY 2007 through FY 2014**

	Year-End ADP			Placements		
	Diversion	Transition	Total	Diversion	Transition	Total
<i>FY 2007*</i>	1402	1494	2896	2701	2606	5307
FY 2008	1444	1627	3072	2787	2990	5777
FY 2009	1490	1700	3190	2874	3125	5999
FY 2010	1529	1818	3347	2949	3341	6290
FY 2011	1575	1871	3447	3039	3439	6478
FY 2012	1622	1963	3584	3129	3606	6736
FY 2013	1694	2068	3762	3268	3800	7068
FY 2014	1741	2145	3886	3359	3941	7300

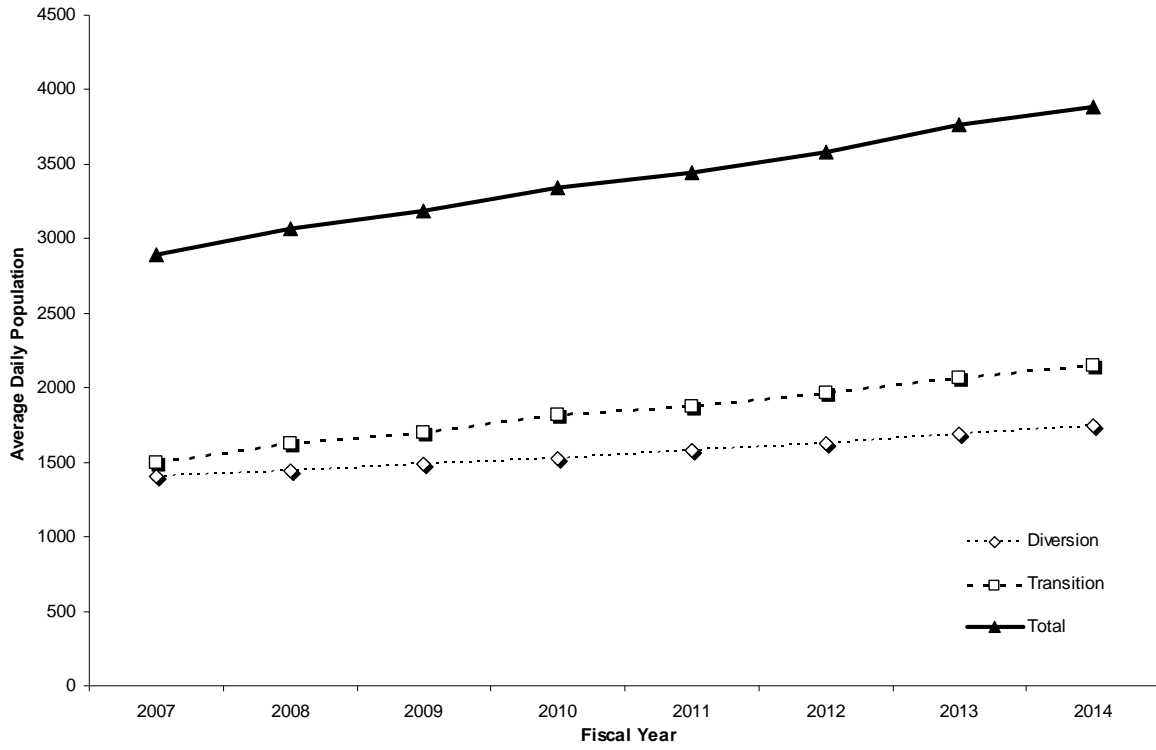
*Actual data.

**Table 14: DCJ Winter 2007 Projections: Projected Community Corrections Growth Rates
FY 2007 through FY 2014**

	Diversion	Transition	Total
<i>FY 2007*</i>	-2.62%	6.27%	1.77%
FY 2008	3.01%	8.90%	6.05%
FY 2009	3.13%	4.50%	3.86%
FY 2010	2.62%	6.92%	4.91%
FY 2011	3.05%	2.92%	2.98%
FY 2012	2.96%	4.88%	4.00%
FY 2013	4.44%	5.37%	4.95%

*Actual data.

Figure 15: Community Corrections Projected ADP FY 2007 through FY 2014



Note: FY 2007 based on actual data.

Division of Youth Corrections Juvenile Commitment and Parole Projections

The findings of the DCJ winter 2007 Division of Youth Corrections (DYC) juvenile commitment and parole projections are presented in this section. Projections of the juvenile commitment average daily population (ADP) are discussed first, followed by projected new commitments. Projections of the juvenile parole average daily caseload (ADC) are then presented, after which the parole projections for each of the four DYC management regions are provided.

The method used for the current projections is similar to that used in the adult prison population projections discussed previously. State population growth, incarceration rates, and lengths of stay are the main determinates of future commitment and parole population growth for juveniles. Data extracts obtained from the Division of Youth Corrections (DYC) Research and Evaluation Unit, current population forecasts from the Demographer's Office of the Colorado Department of Local Affairs (DOLA), and juvenile delinquency conviction and sentencing data from the Judicial Department are utilized in the development of these projections.

This forecast assumes that future laws and policies pertaining to DYC juvenile commitments and parolees do not vary from those that have occurred in the past or that can be foreseen. Changes in commitment or parole length of stay, sentencing practices, the formulation of new sentencing options, as well as severe economic or catastrophic events affecting Colorado will impact the accuracy of these forecasts. However, every effort has been made to take into account the current efforts of the Continuum of Care Initiative (see sidebar) and the resultant impact on the commitment and parole populations.

The Continuum of Care Initiative, which was approved by the General Assembly and implemented by DYC in FY 2006, allows DYC to apply a portion of funds appropriated for residential placements to the provision of community-based treatment, transition and wraparound services to committed youth and youth on parole.

DYC AVERAGE DAILY COMMITMENT POPULATION FORECAST

Growth in the ADP of juveniles committed to DYC has been extremely slow over the past two fiscal years, possibly due to the implementation of the Continuum of Care Initiative. Growth in the ADP barely exceeded zero percent in FY 2006, and the year to date (YTD) ADP at the end of FY 2007 dropped by 2.0 percent.

Due to the slow and negative growth observed in the past 28 months, the expected ongoing impact of the Continuum of Care Initiative, and the decline in juvenile filings and new commitments over the past two years, the current year's projections predict very slow or negative growth in the commitment ADP. The YTD ADP for FY 2008 is expected to drop by 10.8 percent from the FY 2007 ADP. An upswing in the growth of the Colorado 10-17 year old population is expected to begin in 2009, resulting in an increase in the projected growth of new commitments. The commitment ADP is expected to increase after FY 2009, by a maximum of 3.9 percent in FY 2010. This is followed by a period of expected slow growth, at 3.0 percent in FY 2011, 1.5 percent in FY 2012, 1.6 percent the following year, and an increase to 2.6 percent

in FY 2014. Table 15 summarizes these findings whereas Table 16 presents the projected quarterly end of month (EOM) ADP and YTD ADP, along with quarterly growth for each measure.

Table 15: Juvenile Commitment End of Fiscal Year Average Daily Population (ADP) Forecast, FY 2007 through FY 2014

Fiscal Year (FY)	YTD ADP Forecast	Percent Annual Growth
<i>2007*</i>	<i>1424.5</i>	<i>-1.99%</i>
2008	1271.4	-10.75%
2009	1264.3	-0.56%
2010	1313.4	3.89%
2011	1353.2	3.03%
2012	1372.8	1.45%
2013	1394.7	1.60%
2014	1427.4	2.35%

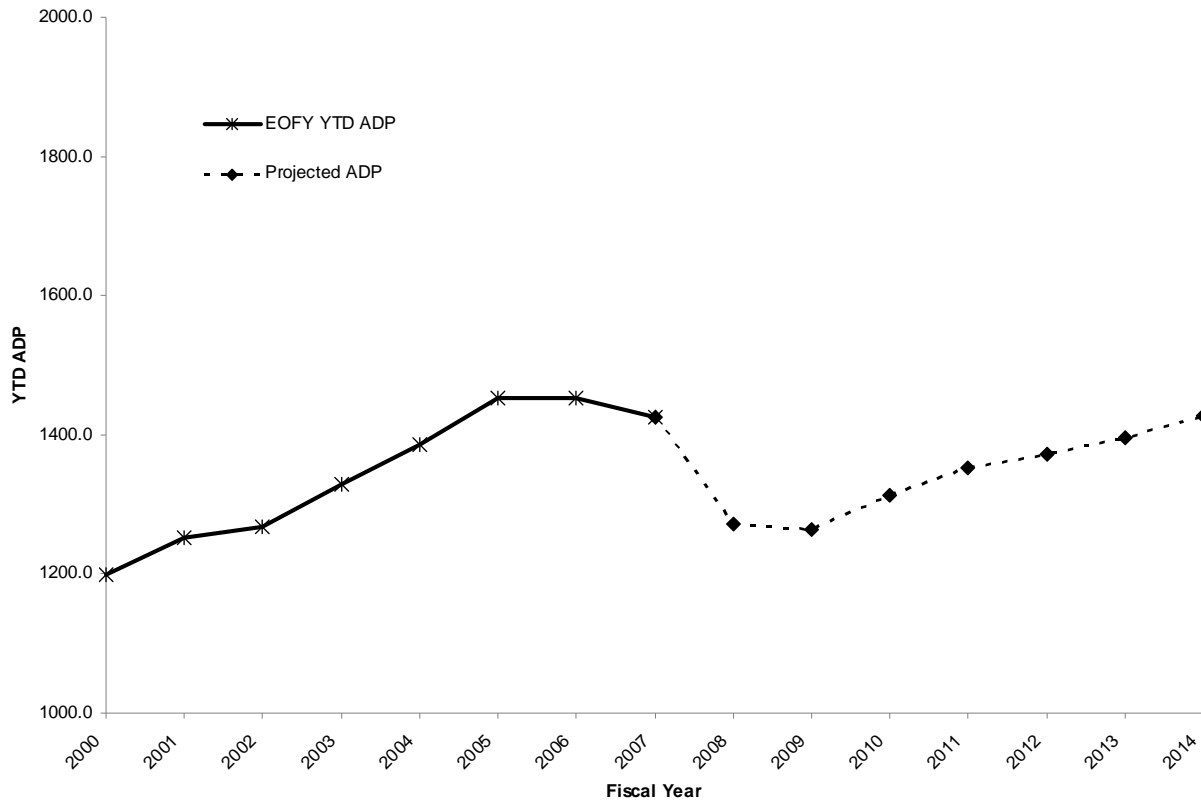
*Actual data: source CDHS DYC Monthly Population Report, June 2007.

Table 16: Quarterly Juvenile Commitment Average Daily Population (ADP) Forecast, FY 2007 through FY 2014

Fiscal Year (FY)	Quarter Ending	EOM ADP Forecast	EOM Quarterly Growth	YTD ADP Forecast	YTD Quarterly Growth
2007	June*	1359.3	-4.03%	1424.5	-4.03%
	September*	1308.7	-3.72%	1336.2	-6.20%
	December	1265.8	-3.28%	1308.1	-2.10%
	March	1231.8	-2.69%	1285.2	-1.75%
2008	June	1230.3	-0.12%	1271.4	-1.08%
	September	1250.8	1.67%	1241.4	-2.36%
	December	1275.8	2.00%	1254.5	1.06%
	March	1267.3	-0.67%	1259.3	0.38%
2009	June	1281.3	1.10%	1264.3	0.39%
	September	1297.8	1.29%	1287.7	1.85%
	December	1316.3	1.43%	1300.5	0.99%
	March	1321.8	0.42%	1306.9	0.50%
2010	June	1334.3	0.95%	1313.4	0.49%
	September	1345.8	0.86%	1340.4	2.06%
	December	1357.8	0.89%	1348.5	0.60%
	March	1355.3	-0.18%	1350.4	0.14%
2011	June	1361.8	0.48%	1353.2	0.21%
	September	1370.8	0.66%	1365.9	0.94%
	December	1375.8	0.36%	1371.4	0.40%
	March	1370.8	-0.36%	1371.8	0.02%
2012	June	1376.8	0.44%	1372.8	0.08%
	September	1388.8	0.87%	1382.2	0.69%
	December	1401.8	0.94%	1390.9	0.63%
	March	1393.8	-0.57%	1392.0	0.08%
2013	June	1407.3	0.97%	1394.7	0.20%
	September	1421.8	1.03%	1413.9	1.37%
	December	1433.8	0.84%	1421.2	0.52%
	March	1431.3	-0.17%	1424.2	0.21%
2014	June	1441.3	0.70%	1427.4	0.23%

*Actual data.

Figure 16: Historical and Projected End of Fiscal Year Juvenile Commitment Average Daily Population (ADP) FY 2002 through FY 2014



Source: Data provided by the Division of Youth Corrections, Dept of Human Services October 2007.

REGIONAL AVERAGE DAILY COMMITMENT POPULATION FORECASTS

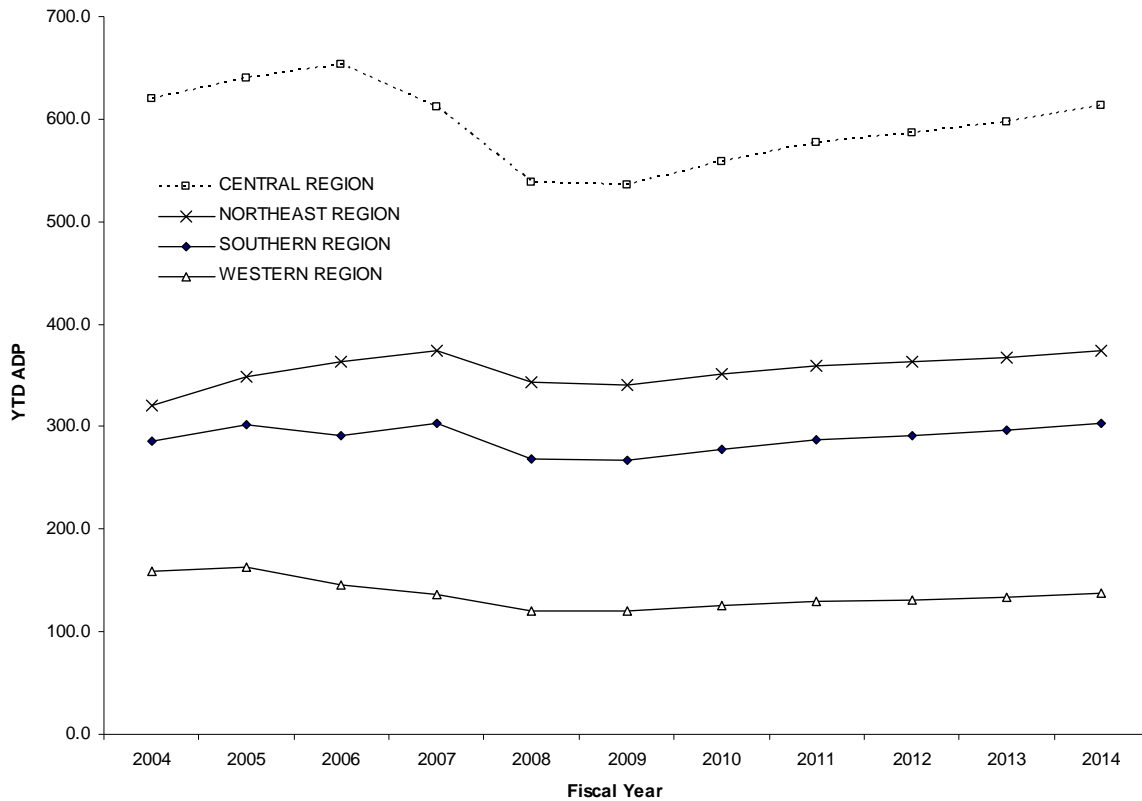
The commitment ADP forecasts by DYC management region are presented in Table 17 below. Growth in the regions may vary due to multiple factors, including policy changes regarding juvenile delinquency case processing and sentencing. Variation is also due to trends in the 10 to 17 year old age group in the overall population, which are subject to birth, death and migration rates, labor force demand, and other economic and demographic trends. Figure 17 graphically displays how the historical ADP has varied by region between FY 2004 and FY 2007, and the regional projected variation from FY 2008 to FY 2014.

**Table 17: Juvenile Commitment Average Daily Population (ADP) Forecast by Region
FY 2007 through FY 2014**

Fiscal Year	CENTRAL		NORTHEAST		SOUTHERN		WESTERN	
	ADP	Percent growth	ADP	Percent growth	ADP	Percent growth	ADP	Percent growth
2007*	611.7	-6.28%	373.4	2.70%	303.3	4.26%	136.2	-6.87%
2008	539.0	-11.89%	342.7	-8.22%	269.1	-11.28%	120.7	-11.37%
2009	535.6	-0.63%	341.3	-0.42%	267.5	-0.59%	120.0	-0.60%
2010	558.9	4.34%	351.1	2.88%	278.5	4.10%	125.1	4.22%
2011	577.7	3.37%	359.1	2.27%	287.3	3.17%	129.2	3.32%
2012	587.0	1.61%	363.0	1.09%	291.6	1.50%	131.3	1.60%
2013	597.4	1.77%	367.4	1.21%	296.4	1.64%	133.6	1.78%
2014	612.9	2.60%	374.0	1.80%	303.4	2.38%	137.1	2.64%

*Actual data.

**Figure 17: Regional Juvenile Commitment Average Daily Population Forecast
FY 2004 through FY 2014**



Note: FY 2004-2007 figures based on actual data.

NEW COMMITMENTS TO DYC

A component of the DCJ juvenile commitment projection model has been developed to obtain estimates of future new commitments. Annual projected new commitments are displayed in Table 18 for the four DYC management regions as well as statewide.

**Table 18: Projected Annual New DYC Commitments Statewide and by Region
FY 2007 through FY 2014**

	Fiscal Year							
	2007*	2008	2009	2010	2011	2012	2013	2014
Central Region	310	328	330	334	341	349	358	367
Northeast Region	243	244	246	249	254	260	267	274
Southern Region	177	193	195	196	201	205	211	216
Western Region	93	95	96	97	99	102	104	107
Statewide	823	860	867	876	894	916	940	964

*Actual data.

Estimates of monthly new commitments from July 2008 through June 2014 are presented in the following tables. Statewide monthly estimates can be found in Table 19, with regional monthly estimates found in Tables 20 through 23.

**Table 19: Projected New DYC Commitments per Month Statewide
FY 2008 through FY 2014**

	Fiscal Year						
	2008	2009	2010	2011	2012	2013	2014
July	68*	65	66	67	69	70	72
Aug	70*	73	74	75	77	79	81
Sept	57*	70	71	72	74	76	78
Oct	55*	77	77	79	81	83	85
Nov	50*	79	80	82	84	86	88
Dec	77	64	64	66	67	69	71
Jan	86	71	72	73	75	77	79
Feb	83	68	69	71	72	74	76
Mar	89	73	74	76	78	80	82
April	94	77	78	80	82	84	86
May	90	74	75	77	79	81	83
June	91	75	76	77	79	81	83

*Actual new commitments.

**Table 20: Projected New NYC Commitments per Month Central Region
FY 2008 through FY 2014**

	Fiscal Year						
	2008	2009	2010	2011	2012	2013	2014
July	18*	21	22	22	23	23	24
Aug	31*	24	24	25	25	26	27
Sept	18*	23	23	24	24	25	26
Oct	28*	25	25	26	27	27	28
Nov	17*	26	26	27	27	28	29
Dec	23	21	21	22	22	23	23
Jan	34	30	31	31	32	33	34
Feb	32	29	29	30	30	31	32
Mar	33	29	30	30	31	32	33
April	38	34	35	35	36	37	38
May	35	32	32	33	34	35	35
June	35	32	32	33	34	35	35

*Actual new commitments.

**Table 21: Projected New NYC Commitments per Month Northeast Region
FY 2008 through FY 2014**

	Fiscal Year						
	2008	2009	2010	2011	2012	2013	2014
July	23*	20	20	20	21	21	22
Aug	21*	21	22	22	22	23	24
Sept	16*	24	24	25	25	26	27
Oct	10*	19	19	19	20	20	21
Nov	17*	23	23	24	24	25	26
Dec	26	21	21	21	22	22	23
Jan	25	20	20	20	21	22	22
Feb	25	20	20	21	21	22	22
Mar	26	21	22	22	22	23	24
April	26	21	22	22	22	23	24
May	26	21	22	22	22	23	24
June	24	20	20	20	21	21	22

*Actual new commitments.

**Table 22: Projected New DYC Commitments per Month Southern Region
FY 2008 through FY 2014**

	Fiscal Year						
	2008	2009	2010	2011	2012	2013	2014
July	21*	14	14	15	15	15	16
Aug	11*	20	20	21	21	22	22
Sept	17*	14	15	15	15	16	16
Oct	9*	17	17	18	18	19	19
Nov	13*	19	19	20	20	21	21
Dec	17	14	14	14	15	15	15
Jan	21	17	18	18	18	19	19
Feb	21	17	17	18	18	19	19
Mar	18	14	15	15	15	16	16
April	18	14	15	15	15	16	16
May	24	20	20	20	21	21	22
June	18	15	15	15	16	16	17

*Actual new commitments.

**Table 23: Projected New DYC Commitments per Month Western Region
FY 2008 through FY 2014**

	Fiscal Year						
	2008	2009	2010	2011	2012	2013	2014
July	6*	7	7	7	7	7	8
Aug	7*	6	6	6	7	7	7
Sept	6*	9	9	10	10	10	10
Oct	8*	10	10	10	10	11	11
Nov	3*	8	8	8	8	8	8
Dec	7	6	6	6	6	6	7
Jan	8	7	7	7	7	7	8
Feb	11	9	9	9	10	10	10
Mar	12	10	10	10	10	10	11
April	9	8	8	8	8	8	8
May	7	6	6	6	6	6	7
June	10	8	9	9	9	9	9

*Actual new commitments.

AVERAGE DAILY JUVENILE PAROLE CASELOAD FORECAST

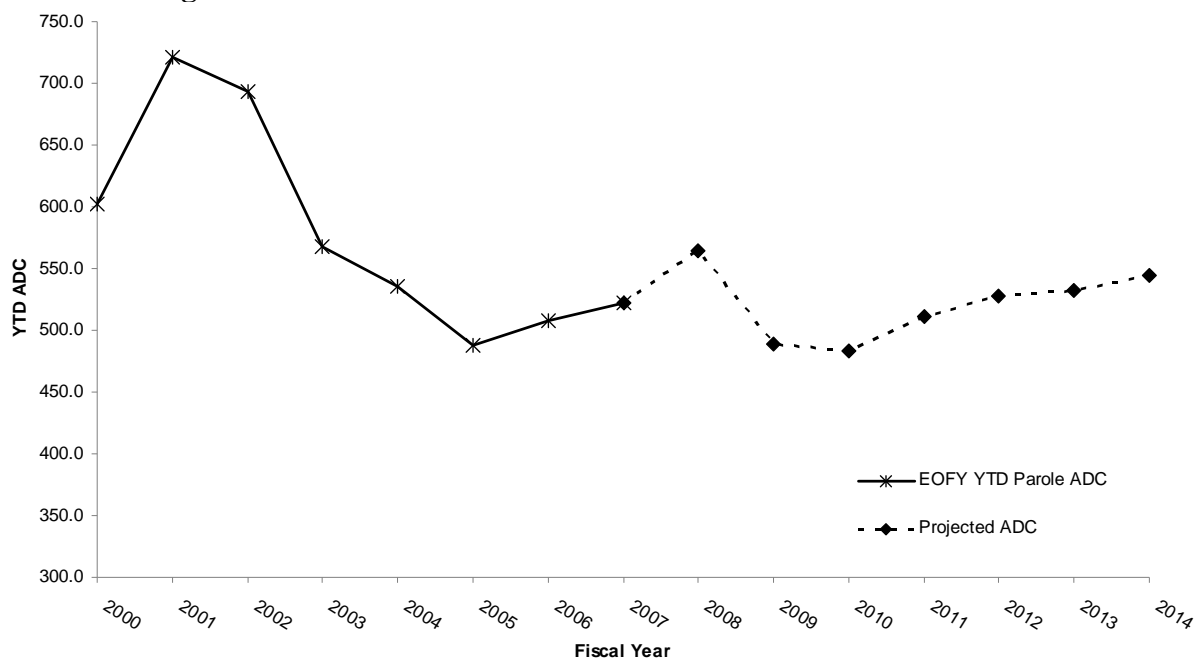
In contrast to the commitment population, the Continuum of Care Initiative is expected to result in an increase of the juvenile parole ADC over the next fiscal year. The YTD monthly ADC is expected to increase by 8.2 percent by the end of the current year (FY 2008). However, the ADC is expected to drop by 13.3 percent in FY 2009, followed by five years of relative stability over which the ADC is expected to increase a total of 11.2 percent. The decline in the FY 2009 ADC is at least partially a result of the decline in new commitments over the prior 2 years. Table 24 summarizes these estimates, while Figure 18 visually demonstrates the historical fluctuations in parole ADC between FY 2000 and FY 2007, along with the projected ADC through FY 2014.

Table 24: Juvenile Parole Average Daily Caseload (ADC) Forecast, FY 2007 through FY 2014

Fiscal Year (FY)	YTD ADC Forecast	Percent Annual Growth
2007*	521.7	2.82%
2008	564.4	8.19%
2009	489.3	-13.31%
2010	483.0	-1.29%
2011	511.6	5.92%
2012	527.3	3.08%
2013	532.0	0.88%
2014	544.3	2.30%

*Actual data.

Figure 18: Historical and Projected Juvenile Parole Average Daily Caseload FY 2002 through FY 2014



Note: FY 2004-FY 2007 figures based on actual data. Source: CDHS DYC Monthly Population Reports.

The juvenile parole population has experienced widely varied growth over the past ten years due to multiple factors. Prior to 1997, parole ADC was relatively stable with a slight decline. In 1997, mandatory one-year parole terms were implemented. Subsequently, ADC grew at a rapid rate through July 2001. In 2001, the mandatory parole term was lowered to nine months,³¹ after which ADC declined rapidly through August 2002. In 2003 the mandatory parole term was further lowered to six months,³² resulting in a continuing decline. The ADC dropped significantly until May 2004 at which point it began to grow again at a very moderate rate. The implementation of the Continuum of Care Initiative has coincided with and is expected to result in increasing growth in the future.

REGIONAL AVERAGE DAILY PAROLE CASELOAD FORECASTS

The parole ADC forecasts by DYC management region are displayed in Table 25. As in the case of the commitment population, the parole populations in the four regions vary according to multiple factors, including policy decisions and projected trends in the 10 to 17 year old overall population. Figure 19 displays the historical trends in ADC by region between FY 2002 and FY 2007, and the projected trends through FY 2014.

**Table 25: Juvenile Parole Average Daily Caseload (ADC) Forecast by Region
FY 2007 through FY 2014**

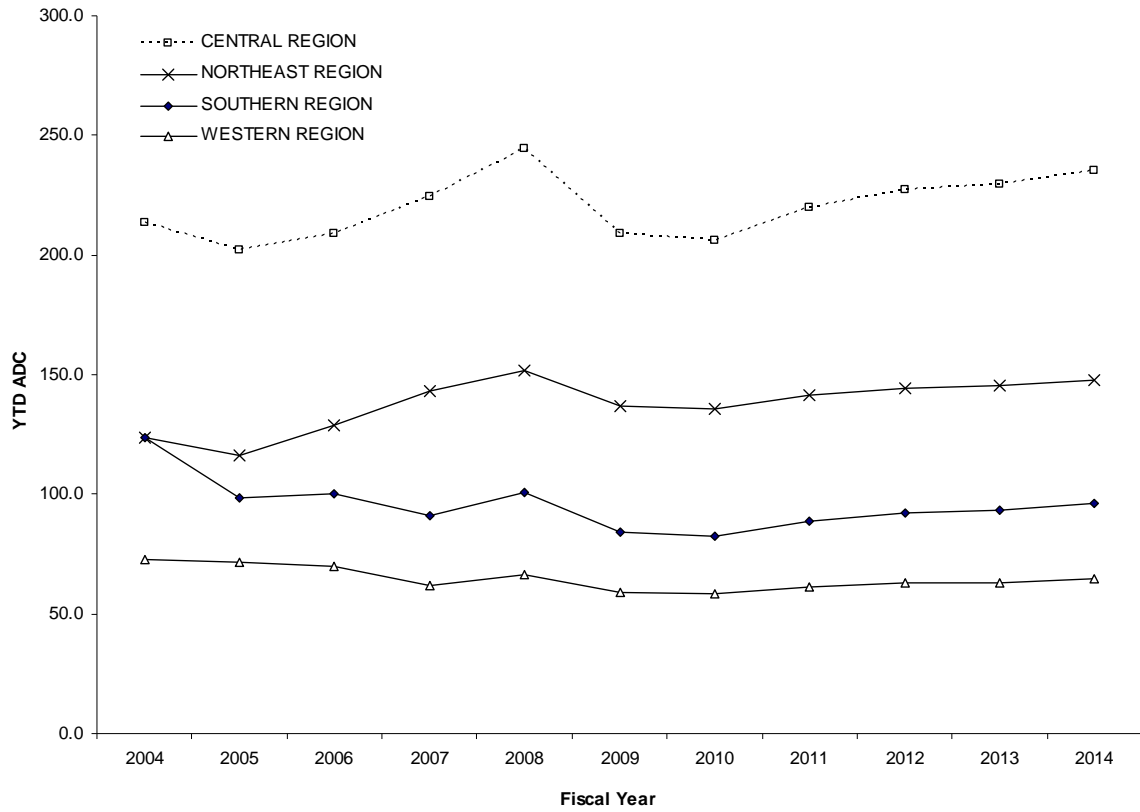
Fiscal Year	CENTRAL		NORTHEAST		SOUTHERN		WESTERN	
	ADC	Percent growth	ADC	Percent growth	ADC	Percent growth	ADC	Percent growth
2007*	224.4	7.42%	143.3	11.43%	91.3	-8.70%	62.1	-11.16%
2008	244.7	9.04%	151.9	5.98%	100.9	10.46%	66.4	6.96%
2009	209.1	-14.54%	136.8	-9.92%	84.0	-16.69%	58.8	-11.52%
2010	206.1	-1.43%	135.5	-0.92%	82.6	-1.68%	58.1	-1.11%
2011	219.7	6.57%	141.3	4.23%	88.9	7.68%	61.1	5.12%
2012	227.1	3.40%	144.4	2.23%	92.4	3.90%	62.8	2.71%
2013	229.3	0.97%	145.4	0.65%	93.4	1.10%	63.3	0.79%
2014	235.2	2.54%	147.8	1.70%	96.1	2.82%	64.6	2.08%

*Actual data, source: CDHS DYC Monthly Population Report, June 2007.

³¹ Senate Bill 2001-77, effective July 1, 2001.

³² Senate Bill 2003-284, effective May 1, 2003.

Figure 19: Regional Juvenile Parole Average Daily Caseload Forecast FY 2004 through FY 2014



Note: FY 2004-FY 2007 figures based on actual data. Source: CDHS DYC Monthly Population Reports.