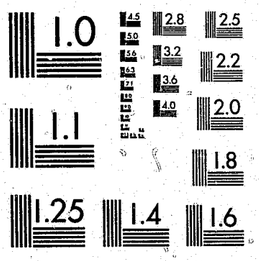

STATE OF WASHINGTON

John Spellman, Governor

PRISON POPULATION FORECAST FOR WASHINGTON STATE—FY 1983-1996:

Assumptions and Findings

Prepared for
Governor's Interagency Criminal Justice
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ACKNOWLEDGEMENTS

By its nature this prison population forecast required the direct involvement of the Governor's Interagency Criminal Justice Work Group. Many hours of study and deliberation were the driving force behind the forecast.

The forecast would have been untimely without exceptional efforts of the Information Systems sections in the Department of Corrections and Board of Prison Terms and Paroles.

In part, this project was supported by the U.S. Department of Justice, Bureau of Justice Statistics grant number 82BJCX0007.

TABLE OF CONTENTS

LIST OF TABLES AND CHARTS

INTRODUCTION

The need for improved prison population forecasts becomes critical as the need for correctional facilities and programs increase at the same time that available resources decrease. Increased competition for scarce resources requires a system which produces reliable forecasts of the size and composition of the prison population. To this end, this forecast takes into account the critical demographic and criminal justice system factors which produce changes in the prison population size. This forecast does not presume to provide a prediction of the future, but rather, it makes a statement of what the future prison population will be, if the crime, demographic, and criminal justice system factors follow their projected paths. The assumptions in this forecast are based upon the historical behavior of these critical factors and the expert consensus of key criminal justice decision makers as to how these factors may change in the future. The decision makers making input for the prison population forecast are members of the Governor's Interagency Criminal Justice Work Group. The forecast is developed under the direction of this group.

The work group also takes an active role by continually monitoring information regarding the state's criminal justice system and by evaluating the major assumptions used in the prison population forecast. Members include:

Amos Reed, Secretary, Department of Corrections (Chairman)
Joe Taller, Director, Office of Financial Management
Jerry Thomas for Alan Gibbs, Secretary, Department of Social & Health Services
William Henry, Chairman, Board of Prison Terms and Paroles
Charles Robinson, Chairman, Jail Commission
James Larsen, Administrator, Administrator of the Courts
Norm Maleng, King County Prosecutor
Mike Redman, Executive Secretary, Washington Association of Prosecuting Attorneys

It is important to explain that this forecast was developed without estimating the impact of two anticiapted changes in the criminal justice system. First, the impact of the Sentencing Guidelines Commission's recommended determinate sentencing patterns are not considered in this forecast. In fact, this forecast is used in the assessment of the recommended sentencing patterns as a baseline for comparison. Second, the impact of the early release program planned by the Board of Prison Terms and Paroles authorized by SHB 922 is not included because information regarding this program was not available at the time the forecast was being developed.

THE PROCESS

Model Overview

The prison population forecast model is comprised of various interacting major components. Any deviation between the prison population forecast and the actual prison population can be traced to one or more components or their subparts. The major components can be reviewed by examining the prison population forecast model formula. The only component of the formula that cannot account for deviations between the forecast and actual values is the present prison population. This component is the size of the prison population on June 30, 1982 and serves as the baseline from which to begin the forecast.

The basic formula by which the prison population forecast operates is:

Future Prison Population	=	Present Prison Population	+	New Prison Admissions	+	Admissions From Parole Failures	-	Prison Releases

Each of these major components is actually represented in the prison population forecast model by key determining factors within the criminal justice system. A general flowchart of the system is presented in Figure A. The forecast model does not explicitly include all possible contributing factors, mainly due to data limitations, that may explain changes in the prison population. However the most significant factors are included and many others are indirectly included via the study and input of the Governor's Interagency Criminal Justice Work Group. Those factors which are specifically included in the forecast model are indicated on Figure A as solid lines and shaded areas. In addition the following table provides a list of factors that are directly and indirectly included in the prison population forecast.

Direct factors are a part of the prison population forecast model. Indirect factors are those items that are not a part of the computer model, but are considered by the work group as items that may cause changes in some of the direct factors.

TABLE 1

Factors Included in the Prison Population Forecast

Direct Factors

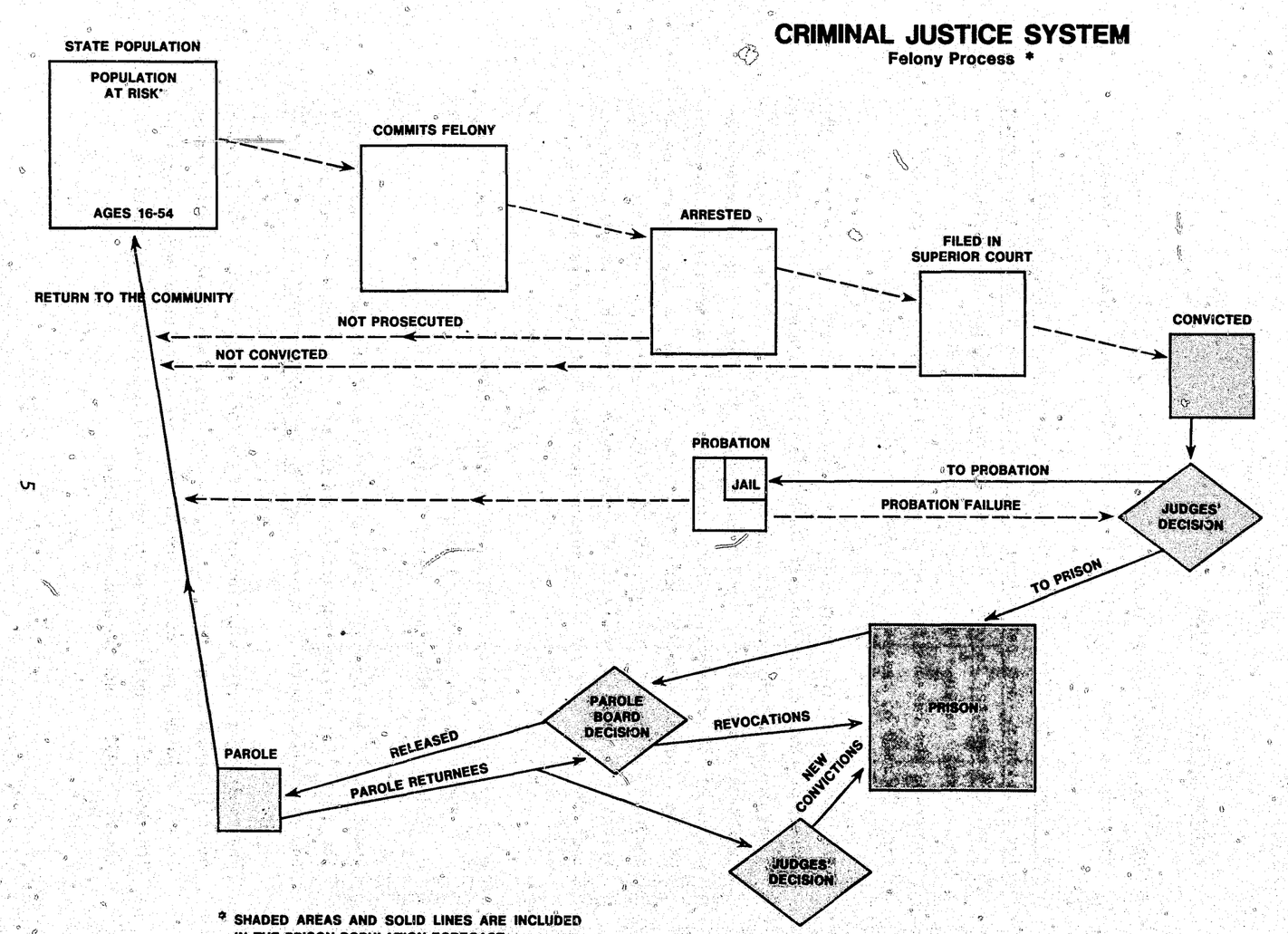
- Changes in the "at risk" populations
- Changes in Superior Court Conviction Rates
- Changes in the Judicial Decision to Imprison
- Changes in the length of stay
- Changes in recidivism patterns
- Changes in recidivism paths (i.e. the percentage of recidivist who return to prison via the courts versus the parole board)
- The most up to date release dates for those presently in prison
- Sex of the offender
- Age of the offender at conviction
- Type of crime

Indirect Factors

- Changes in the reported crime pattern
- Changes in the number of Superior Court Felony Filings
- Changes in prosecutorial practices
- Changes in the economic situation
- Changes in the felony jail population

This report contains only a general overview of the model. A detailed review of the prison population forecast model can be obtained by reading the following documents, Prison Population Forecast for Washington State FY1982-1995: Methods, Procedures, and Findings (OFM F&E March 1982) and Prison Population Forecast for Washington State FY 1982-1995: Technical Programming Documentation (OFM F&E July 1982).

FIGURE A


CRIMINAL JUSTICE SYSTEM
Felony Process *
STATE POPULATION
POPULATION AT RISK*
AGES 16-54
COMMITS FELONY
ARRESTED
FILED IN SUPERIOR COURT
CONVICTED
RETURN TO THE COMMUNITY
NOT PROSECUTED
NOT CONVICTED
PROBATION
JAIL
TO PROBATION
PROBATION FAILURE
JUDGES' DECISION
TO PRISON
PRISON
PAROLE BOARD DECISION
REVOCATIONS
RELEASED
PAROLE
PAROLE RETURNEES
NEW CONVICTIONS
JUDGES' DECISION
* SHADED AREAS AND SOLID LINES ARE INCLUDED IN THE PRISON POPULATION FORECAST

Monitoring and Evaluation

Once a forecast is published, the next step is to monitor and evaluate that forecast to determine if it and its assumptions are tracking correctly.

No forecasting effort can be presumed to provide an exact description of future events, and deviations between the forecast and actual events should be expected to occur. It is important to monitor and evaluate these deviations, because such deviations can provide valuable feedback regarding the reasons for current events. This new knowledge can then, in turn, be used to reassess the forecast model and assumptions.

The results of the monitoring and evaluation effort for the Fall 1981 forecast (that is, the forecast for FY 1982-1995) showed that for the first eight months of the forecast the maximum deviation of the forecast population from the actual population equaled 2.6 percent or an underestimation of 140 prisoners. However within the next four months the deviation of the forecast from the actual more than doubled to 6.3 percent or an underestimation of 364 prisoners. This sudden and drastic change triggered a detailed analysis of the problem. From this it was concluded that the major portion of the sudden increase in prison population was due to:

- o increased prosecutorial activity that lead to a sharp increase in the number of new admissions to prison
- o slower than forecasted rate of release of prisoners

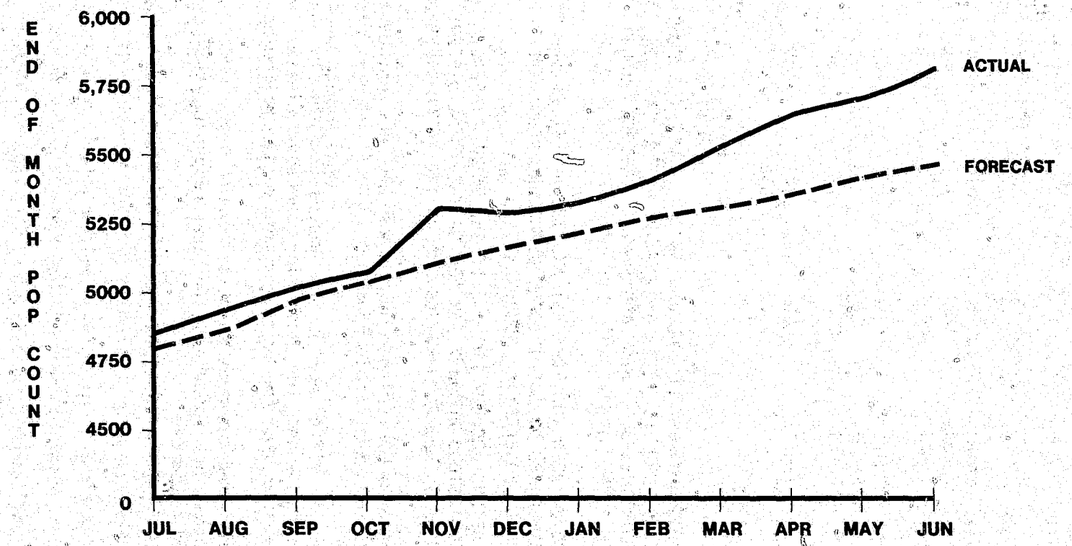
Chart 1 and Table 2 provide a summary overview of the monitoring effort for the Fall 1981 prison population forecast. A detailed review of this analysis can be obtained by reading OFM F&E SPECIAL REPORT NO. 57.

The monitoring and evaluation of the Fall 1981 prison population forecast not only served as an early warning for the sudden and unanticipated change in the criminal justice system; it also proved to be a major source of information for updating the prison population forecast assumptions for the Fall 1982 prison population forecast.

CHART 1

WASHINGTON PRISON POPULATION *

1981 — 1982



	1981 July	Aug	Sep	Oct	Nov	Dec	1982 Jan	Feb	Mar	Apr	May	1982 June
ACTUAL	4,848	4,939	5,018	5,068	5,306	5,294	5,342	5,418	5,525	5,654	5,706	5,814
FORECAST	4,797	4,868	4,970	5,041	5,117	5,175	5,226	5,278	5,313	5,358	5,411	5,450
DIFFERENCE (F-A)	-51	-71	-48	-27	-89	-119	-116	-140	-212	-296	-295	-364

- THE PRISON POPULATION FORECAST UNDERESTIMATED THE ACTUAL PRISON POPULATION. THE UNDERESTIMATION BECAME SIGNIFICANT DURING THE LAST FOUR MONTHS OF THE FISCAL YEAR.
- THE STRONG UPSWING OF ADMISSIONS TO PRISON IS LARGELY EXPLAINED BY AN INCREASE OF ADMISSIONS FOR SEX CRIMES AND ROBBERY.

* End of month population, includes institutions and work release.

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TABLE 2

BREAKDOWN OF THE DEVIATION BETWEEN FORECAST AND ACTUAL
PRISON POPULATIONS BY MAJOR FORECASTING COMPONENTS FY 1982

		Forecast	Actual	Difference	Percent Difference
New Admissions	Male	1,496	1,616	-120	-8.0%
	Female	104	103	+1	+1.0%
	Total	1,600	1,719	-119	-7.4%
Return Admissions*	Male	612	699	-87	-14.2%
	Female	26	23	+3	+11.5%
	Total	638	722	-84	-13.2%
Releases	Total	1,508	1,383	+125	+8.3%
Total (Admissions-Releases)		730	1,058	-328**	+44.9%

- o THE TOTAL DIFFERENCE BETWEEN ACTUAL AND FORECAST FOR FY1982 EQUALS THE SUM OF THE ABSOLUTE TOTAL DIFFERENCES FOR EACH OF THE MAJOR FORECASTING COMPONENTS. NEW ADMISSIONS, RETURN ADMISSIONS, AND RELEASES. (119 + 84 + 125 = 328)

- o THE DIFFERENCE BETWEEN THE FORECAST AND THE ACTUAL PRISON POPULATION FORECAST IS EXPLAINED BY SIGNIFICANT DEPARTURES FROM THE EXPECTED IN EACH OF THE MAJOR FORECASTING COMPONENTS
  - oo NEW ADMISSIONS ACCOUNT FOR 36% OF THE TOTAL DIFFERENCE
  - oo RETURN ADMISSIONS ACCOUNT FOR 26% OF THE TOTAL DIFFERENCE
  - oo RELEASE ADMISSIONS ACCOUNT FOR 38% OF THE TOTAL DIFFERENCE

*Return admissions include parole returnees who are processed both through the courts and the Parole Board.

**Technical note: The difference of 36 inmates between the end of the comparisons (Graph 1) and the admissions versus releases analysis shown here can be accounted for by one or more of the following reasons.

(1) Relatively large changes in daily counts
(2) The forecast not accounting for non returning escapees or re-sentenced prisoners
(3) The forecast not accounting for special prisoners

Updating the Prison Population Forecast

Based upon the evaluation of the Fall 1981 prison population forecast, the Governor's Interagency Criminal Justice Work Group decided to update the assumptions that are used in the forecast. Within the past year significant changes that affected the criminal justice system had occurred.

- o The economic recession had deepened
- o Because of the recession's pattern the state experienced an out-migration, resulting in a slowed population growth
- o After stabilizing in 1981, the reports for the first half of 1982 indicated a reduction in the number of reported crimes
- o Yet, at the same time that reported crime was dropping, the number of felony filings continued to increase
- o During FY 1982 the number of convictions reached an all time high
- o Consequently the Department of Corrections experienced an all time high number of admissions to prison

Tables 3 and 4 show summary information used by the work group to address the task of updating the assumptions for the prison population forecast. Table 3 shows the historical series of the number and rate per 1,000 felony convictions in the state. Table 4 shows the historical series for key criminal justice indicators. This table includes the history for reported property and violent crimes, felony filings, number of felony convictions and the number imprisoned.

With the background of the criminal justice system changes in FY 1982, the work group developed a new series of assumptions to be used in the Fall 1982 forecast. The most critical changes made by the work group were the changes made in the assumptions regarding conviction rates. In general, it was decided that due to the reductions in reported crimes the conviction rates would not remain at the historically high levels of FY 1981 during FY 1983. Therefore the conviction rates are anticipated to be higher than the ones used in the Fall 1981 prison population forecast, but not as nearly as

TABLE 3

HISTORY OF NUMBER OF FELONY CONVICTIONS*
AND THE CONVICTION RATES FY 1971-FY 1982

	Males			Females			Total		
Fiscal Year	At Risk Population Males, 16-54	Number of Convictions*	Conviction Rate Per 1000 at Risk	At Risk Pop Females 16-54	Number of Convictions	Conviction Rate Per 1000 at Risk*	Total At Risk Pop 16-54	Total # of Convictions	Total Conviction Rate
1971	892605	3413	3.824	888437	357	0.402	1781042	3770	2.117
1972	894106	4295	4.804	891384	618	0.693	1785490	4913	2.752
1973	906377	4532	5.000	903621	732	0.810	1809998	5264	2.908
1974	935670	4745	5.071	930229	731	0.786	1865899	5476	2.935
1975	962333	5979	6.213	952885	950	0.997	1915218	6929	3.618
1976	992523	5810	5.854	980158	882	0.900	1972681	6692	3.392
1977	1025020	5864	5.721	1009096	1018	1.009	2034116	6882	3.383
1978	1071488	5728	5.346	1050032	857	0.816	2121520	6585	3.104
1979	1125480	5958	5.294	1096971	958	0.873	2222451	6916	3.112
1980	1178465	6564	5.570	1146325	945	0.824	2324790	7509	3.230
1981	1211538	7394	6.103	1175370	992	0.844	2386908	8386	3.513
1982	1222560	7649	6.257	1185226	1065	0.899	2407786	8714	3.619

*Not including parole failures processed via the courts

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TABLE 4

HISTORICAL VIEW OF KEY CRIMINAL JUSTICE INDICATORS

Calendar Year	Fiscal Year	Reported Property Crimes	% Change	Reported Violent Crimes	% Change	Felony Filings	% Change	Number Of Convictions	% Change	Number Imprisoned	% Change
1969	1970	141,274[1]		8,243		5,933[3]		3,503		1,627	
1970	1971	151,102[1]	+7.0	7,546	-8.5	6,813[3]	+14.8	3,770	+7.6	1,512	-7.1
1971	1972	152,314[1]	+0.8	8,155	+8.1	7,990[3]	+17.3	4,913	+30.3	1,581	+4.6
1972	1973	154,874[1]	+1.7	8,627	+5.8	8,727[3]	+9.2	5,264	+7.1	1,604	+1.5
1973	1974	165,225	+6.7	9,309	+7.9	9,147[3]	+4.8	5,476	+4.0	1,653	+3.1
1974	1975	196,839	+19.1	12,036	+29.3	10,706	+17.0	6,929	+26.5	1,794	+8.5
1975	1976	203,783	+3.5	13,851	+15.1	11,003	+2.8	6,692	-3.4	2,004	+11.7
1976	1977	195,244	-4.2	14,036	+1.3	11,204	+1.8	6,882	+2.8	2,077	+3.6
1977	1978	195,807	+0.3	13,714	-2.3	10,738	-4.2	6,585	-4.3	2,157	+3.9
1978	1979	215,506	+10.1	15,296	+11.5	11,168	+4.0	6,916	+5.0	2,236	+3.7
1979	1980	239,288	+11.0	17,064	+11.6	12,171	+9.0	7,509	+8.6	2,000	-10.6
1980	1981	265,338	+10.8	19,098	+11.9	14,743	+21.1	8,386	+11.7	2,207	+10.4
1981	1982	265,135	-0.1	18,839	-1.4	15,442	+4.7	8,714	+3.9	2,436	+10.4
1982	1983	239,416[2]	-9.7	17,681[2]	-6.1	15,982[2]	+3.5				

[1]Estimates based on the inclusion of larcenies less than $50.
[2]Estimates based on the first six months of calendar year 1982.
[3]Estimates excluding appeals from lower counts.

SOURCES: Crime dates, FBI and Washington Association of Sheriffs and Police Chiefs.
Filing data, Administrator for the Courts
Conviction and imprisonment data, Department of Corrections

OFM/FsE/P-469
10/82

high as they might have been if the historical trend was extended into the future. It was also anticipated that violent crime rates and therefore conviction rates would slowly increase after the FY 1983 dip until about FY 1987 at which time they would stabilize.

The reasoning behind the FY 1983 dip in conviction rates is closely tied to the economic recession. Since World War II crime rates in this state have generally risen during good economic time and dipped during troubled economic times. The most noteworthy instance of this phenomenon is the crime decrease related to the aircraft industry recession in the early 1970's. It was further reasoned that as the economy began to recover the violent crimes would also increase.

The rationale affecting the assumptions for violent crimes do not affect assumptions for property crime. Following a rapid increase in property crime rate in the 1960's and early 1970's, the property crime rate has apparently stabilized. It is not anticipated that the property crime rate will deviate signficantly from the last five years average property crime conviction rate.

Other assumptions were altered in the Fall 1982 prison population forecast. A summary of these changes are listed below. Changes are shown for males only because the changes in the criminal justice system for females were minor in FY 1982. A detailed presentation of the rationale and projections for conviction rates and the judicial decision percentages can be reviewed in Appendix 1.

"AT RISK" POPULATION: The "At Risk" population used in the Fall 1982 forecast is not growing as fast as the one used in the Fall 1981 forecast. This slowed growth is due to the present economic situation and the anticipated slow recovery. (See Chart 2).

- The high risk group, males 18-24, will decrease by 14% during the forecast period FY 1983-1996.
- The medium risk group, males 25-39, will increase by 12% during the forecast period FY 1983-1996.
- The low risk group, males 40-54, will increase by 77% during the forecast period FY 1983-1996.

CONVICTION RATES: On average the conviction rates are up 14.9% over the Fall 1981 forecast. These rates determine the total number of admissions to the Department of Correction's probation and prisons. The changes are:

	Fall 1981 Rate FY 1983 Per 1,000 At Risk	Fall 1982 Rate FY 1983 Per 1,000 At Risk	Percentage Difference
Murder 1	.027	.031	+15%
Murder 2	.039	.037	-5%
Manslaughter	.112	.112	NC
Sex Crimes	.480	.614	+28%
Robbery	.282	.319	+13%
Assault	.399	.474	+19%
Property Crimes	2.670	2.899	+9%
Drugs	.620	.750	+21%
Other	.562	.755	+34%

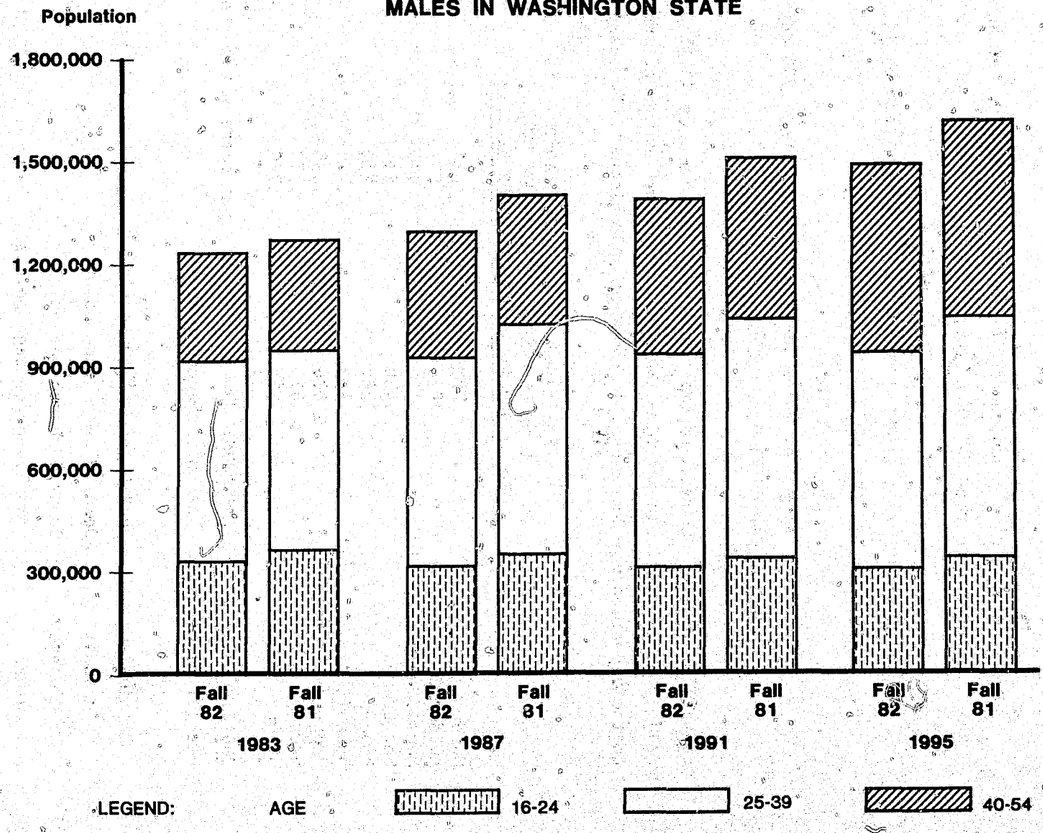
JUDICIAL DECISION TO IMPRISON: For most crime types there was no change in the JDI percentage. The only changes are:

Manslaughter	Up 2.5 percentage points
Assault	Down .9 percentage points
Property	Down .4 percentage points
Other	Down 3.0 percentage points

CHART 2

POPULATION FORECAST COMPARISON

MALES IN WASHINGTON STATE



• THE UPDATED FALL 1982 POPULATION FORECAST SHOWS THE POPULATION OF MALES 16-54 TO BE INCREASING AT A SLOWER RATE THAN IN THE 1981 POPULATION FORECAST.

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RECIDIVISM: The long term recidivism pattern changed very little, in spite of an increase in numbers of recidivists during FY 82. The only significant changes are:

Murder 1 Down 8%
Assault Up 2%

LENGTH OF STAY: The length of stay for new admissions and parole failures has increased about 2-3 months compared to the old forecast.

Crime	Fall 1981 Median Length of Stay	Fall 1982 Median Length of Stay	Change in Months
Murder 1	181	181	NC
Murder 2	84	84	NC
Manslaughter	31	34	+3
Sex	50	54	+4
Robbery	37	41	+4
Assault	38	40	+2
Property	19	21	+2
Drug	19	19	NC
Other	12	15	+3
Parole Violators	20	20	NC

RECIDIVISM PATHS: Person failing on parole return to prison via one of two paths. First, via the Parole Board revocation process, and second, via the courts on a new felony charge. Due to limited Parole Board resources the percentage of persons being processed via the courts was increased from 33% to 50%.

Technical Improvements

Three technical improvements were made in the prison population forecast process in the last year. They are:

1. Improved estimates for the date of release for persons presently in prison. Rather than using the release dates established by the Board of Prison Terms and Paroles, updated release dates which include the loss of good time to date are used.
2. There has been improved historical data input. Due to improved probation reporting in the Department of Corrections, calculations of the FY 1982 conviction rates and JDI percentages were improved.
3. Through a special effort of the Chiefs and Sheriffs Association, the first six months reported crime report for 1982 were made available to the work group.

Further study is presently underway in cooperation with the Board of Prison Terms and Parole to assess the magnitude, direction, and the reasons for persons being released at times other than their estimated release dates.

FINDINGS

Findings for the FY 1983 - FY 1996 prison population forecast, also known as the Fall 1982 Forecast are presented in three sections: Annual Forecast, Monthly Forecast, and Prison Population Composition. The Annual Forecast section reports on the expected number of prisoners as of the end of each fiscal year (i.e. June of each year) and the annual number of expected admissions and releases for fiscal years 1983-1996. This information is best suited for long run issues such as capital planning and long range criminal justice system planning. The Monthly Forecast section provides monthly admissions, releases, and population data for the fiscal years 1982, 1983, 1984, and 1985. The monthly information is most appropriate for shorter range efforts such as budget preparation, program planning, and forecast monitoring. The final section shows the change in the prison population by crime type over the forecast period.

The Fall 1982 prison population forecast does not include the impact of two anticipated criminal justice system changes. First, the Fall 1982 prison population forecast does not include the impact of the recommendations of the Sentencing Guidelines Commission. However, the Fall 1982 prison population forecast, representing the current criminal justice system practices, is used by the Sentencing Guidelines Commission to provide a baseline of comparison for their recommendations. These recommendations are presented in a separate document prepared by the commission. Second, the Fall 1982 prison population forecast does not include the impact of the early release effort of the Board of Prison Terms and Paroles. At the time that the forecast was being developed, information regarding the magnitude of the early release effort was not available. The impact of the early release effort will be included in the monitoring phase of the forecast.

Annual Forecast

The major finding of this forecast is that the prison population, after growing at an all time high rate in FY 1982, is expected to continue to grow at a rapid rate during FY 1983. The rate of growth is expected to decline during the remainder of the forecast. In FY 1982 the prison population increased by 1,094 inmates. If the assumptions hold, the prison population will increase by an additional 613 prisoners in FY 1983. The forecast assumes that events occur as expected; that is, releases occur as projected, the crime rate and conviction rates dip in FY 1983, that recidivism patterns return to a more tradition level, and that lengths of stay do not continue to increase. Any policy shifts or changes in the criminal justice system could cause a significant shift in the forecast.

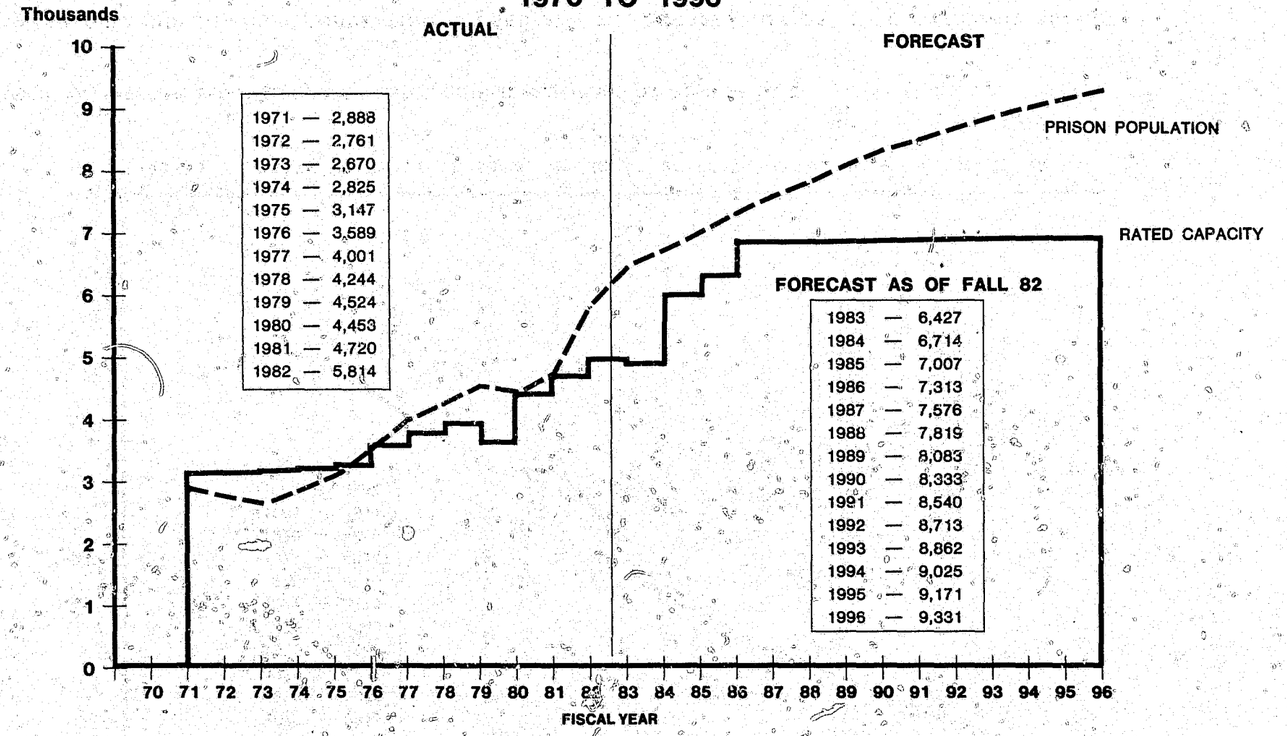
Chart 3 displays the best year end forecast for the fiscal years 1983-1996. Also included on this chart is the historical and projected prison and inmate work release capacity. Chart 3A shows the average annual prison population forecast.

The prison forecast is a fiscal year forecast and starts with the known prison population as of June 30, 1982. Prisoners are then admitted and released and a new prison population is calculated for June 30, 1983, 1984, etc...The fiscal year data is then distributed by month. It is the monthly data that is then annualized by dividing the sum of the monthly data for a fiscal year by 12 to obtain annual average prison population forecast. This is the forecast used in preparing the Governor's Budget.

The most important question concerning the expected increase in the prison population forecast is -- Why is it increasing at the rate that it does? The answer, as evidenced by earlier discussion of changes in the forecast assumptions must be answered by reviewing the influence of the various forecast components on the rate of increase. Chart 4 and Table 5 show the impact of the various forecast assumptions on the two major components of the forecast -- admissions and releases.

CHART 3

TOTAL PRISON POPULATION AND RATED CAPACITY *
1970 TO 1996



* PRISON POPULATION INCLUDES ALL STATE INMATES, BOTH IN PRISON AND ON WORK RELEASE AS OF JUNE 30TH. RATED CAPACITY INCLUDES PRISON AND INMATE WORK RELEASE BEDS.

- PROJECTED PRISON CAPACITY INCLUDES THE FOLLOWING ANTICIPATED NEW BEDS.
  - DOUBLE CELLING AT THE CORRECTION CENTER. THIS WILL ADD 150 BEDS OCT. 1983, FEB. 1984, AUG. 1984, AND OCT. 1984 FOR A TOTAL OF 600 BEDS.
  - A 500 BED PRISON AT MONROE COMING ON LINE JULY 1984.
  - 200 BEDS AT THE McNEIL ISLAND FARM IN JULY 1984.
  - A 500 BED PRISON AT CLALLAM BAY IN NOVEMBER 1985.
  - A GRADUAL INCREASE OF APPROXIMATELY 40 WORK RELEASE BEDS AS PRISON RELEASES INCREASE DURING THE NEXT BIENNIUM.

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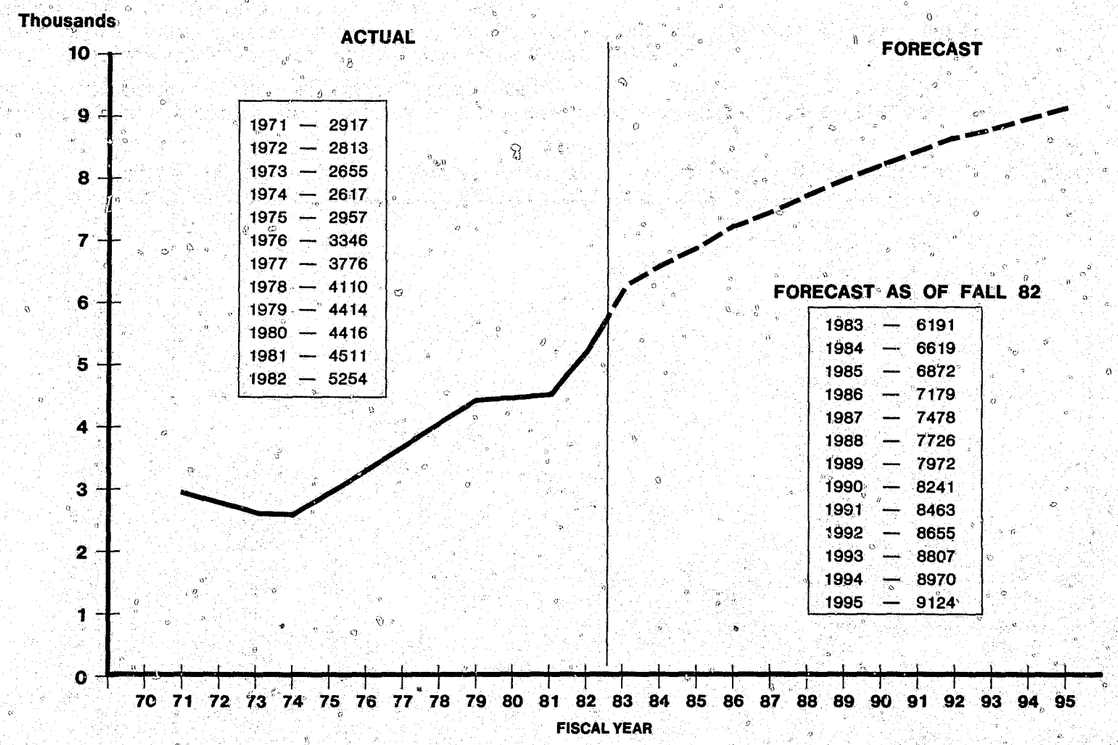
CHART 3A

TOTAL ANNUAL AVERAGE PRISON POPULATION: 1970 TO 1995



* PRISON POPULATION INCLUDES ALL STATE INMATES, BOTH IN PRISON AND ON WORK RELEASE.

- THE AVERAGE ANNUAL PRISON POPULATION IS USED FOR THE PREPERATION OF THE GOVERNOR'S BUDGET.

  - THIS CURVE BEHAVES AS THE CURVE FOR THE YEAR END PRISON POPULATION DOES. VALUES FOR THE AVERAGE ANNUAL PRISON POPULATION ARE SLIGHTLY HIGHER THAN YEAR END WHEN THE PRISON POPULATION IS DECREASING, AND SLIGHTLY LOWER THAN YEAR END WHEN THE POPULATION IS INCREASING.

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Before reviewing the forecast assumptions, it is important to note a number of historical criminal justice system events that had a significant impact on present and future admission and release patterns.

- o The number "1" on Chart 4 indicates the decline of 236 admissions to prison experienced during FY 1980. This was the case, even though the number of convicted felons increased by nearly 600. The reason the number of admissions to prison decreased when they would normally have been expected to increase is the judicial decision to imprison dropped about 5 percent.

- o The number "3" on Chart 4 indicates the lowest number of releases from prison since FY 1970 (see Table 5). There were so few persons released in FY 1982 for at least three reasons.

  - oo Between July 1979 and December 1980 approximately 700 persons were released early. Many of these prisons were originally scheduled for release in FY 1982.

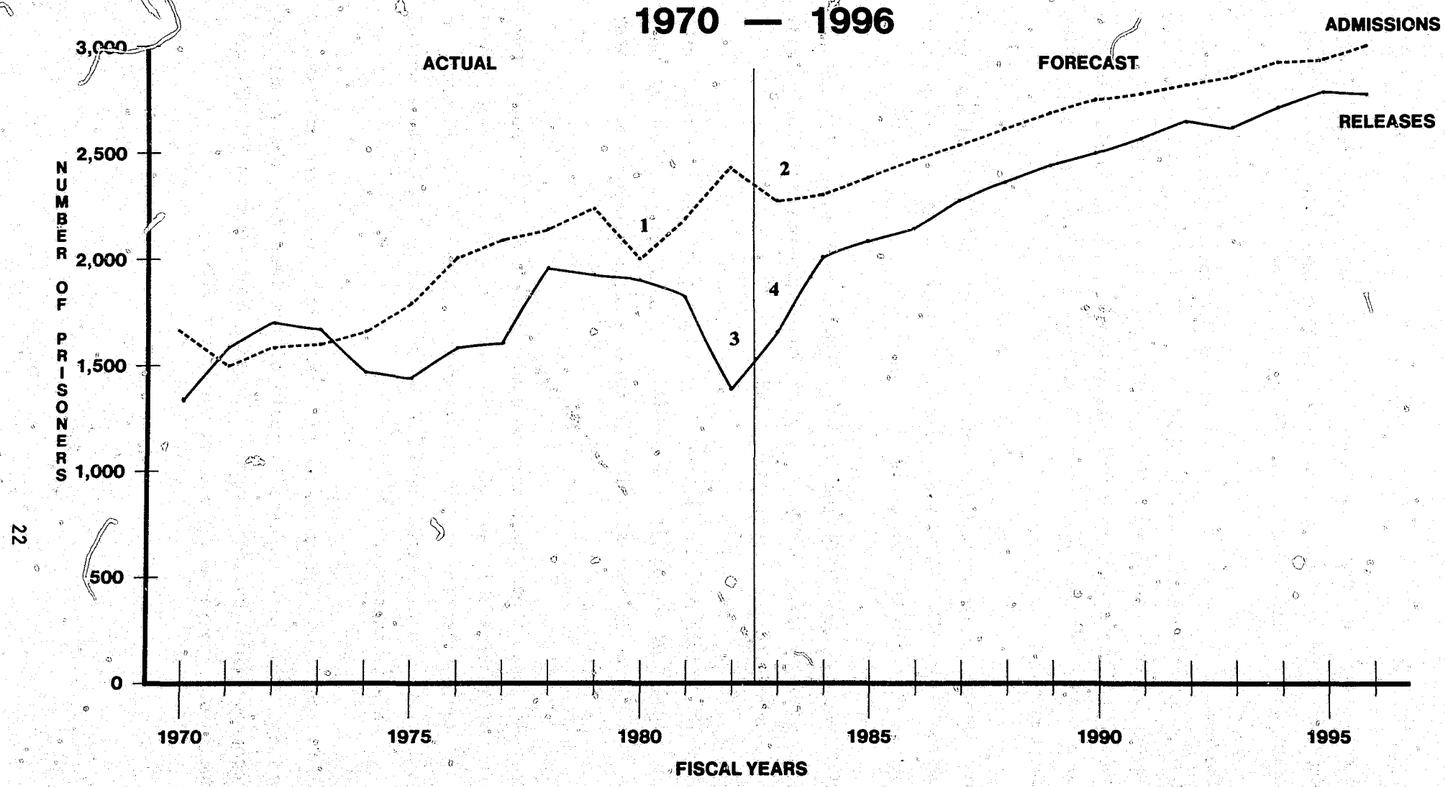
  - oo The length of stay for many for violent criminals increased in FY 1979 and FY 1980. Therefore, persons who might have been released in FY 1982 had their release dates delayed until FY 1983 or later.

  - oo As noted above the number of admissions in FY 1980 dipped. Many of those who did not come to prison were property offenders who would have been released in about two years. In other words, in part, you can expect about a two year lag between admission and release patterns.

- o In FY 1982, the highest number of persons in history were admitted to prison. This was the case in spite of the fact that the number of reported crimes had decreased. Increased admissions in FY 1982 were due in part to increased prosecutional activity.

CHART 4

ANNUAL ADMISSIONS VERSUS RELEASES
1970 — 1996



1. ADMISSIONS DIP BECAUSE OF A 5% DROP IN THE JUDICIAL DECISION TO IMPRISON.
2. ADMISSIONS ARE EXPECTED TO DIP IN FY 1983 BECAUSE OF THE CURRENT DECREASE IN THE NUMBER OF REPORTED CRIMES.
3. RELEASES REACH A TWELVE YEAR LOW BECAUSE THE EARLY RELEASE PROGRAMS OF FY 1980 AND FY 1981 REDUCED THE POOL OF RELEASEES IN FY 1982 AND FY 1983.
4. EXPECTED RELEASES INCREASE RAPIDLY IN RESPONSE TO THE SURGE OF ADMISSIONS IN FY 1981 AND 1982.

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TABLE 5

ANNUAL ADMISSIONS VERSUS RELEASES

	FY Year	Admissions	Releases	Annual Change	Average Monthly Change
ACTUAL	1970	1,627	1,333	294	25
	1971	1,512	1,567	-55	-5
	1972	1,581	1,703	-122	-10
	1973	1,604	1,660	-56	-5
	1974	1,653	1,476	177	15
	1975	1,794	1,444	350	29
	1976	2,004	1,584	420	35
	1977	2,077	1,620	457	38
	1978	2,157	1,952	205	17
	1979	2,236	1,933	303	25
	1980	2,000	1,902	98	8
	1981	2,207	1,832	375	31
	1982	2,441	1,383	1,058	88
FORECAST	1983	2,278	1,664	614	51
	1984	2,292	2,005	287	24
	1985	2,376	2,083	293	24
	1986	2,452	2,146	306	26
	1987	2,528	2,265	263	22
	1988	2,605	2,362	243	20
	1989	2,699	2,435	264	22
	1990	2,751	2,501	250	21
	1991	2,784	2,577	207	17
	1992	2,817	2,644	173	14
	1993	2,861	2,712	149	12
	1994	2,900	2,736	164	14
	1995	2,939	2,793	146	12
	1996	2,982	2,820	162	14

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11/18/82

These significant historical criminal justice system events are intermingled with the forecast assumptions. For example, as shown earlier, the length of stay for prisoners has increased since the Fall 1981 prison population forecast thereby delaying the anticipated date of release for new prisoners. However the estimated release pattern of new admissions must be combined with the expected release pattern for those already in prison. As Chart 4 shows the number of expected releases increases rapidly in FY 1983 and FY 1984. If length of stay had not increased for new admissions the number of forecasted admission would have increased somewhat faster.

The second important impact of historical patterns can be observed in the calculation of admissions. In the Fall 1981 prison population forecast conviction rates were lower than the present forecast. Therefore, even though a dip (number "2" on Chart 4) in the conviction rates is forecast, it is at a level that remains higher than the FY 1981 level.

The reasons the prison population is expected to follow its projected path is outlined in detail in the earlier section entitled "Updating the Prison Population Forecast". These rationale are summarized below.

- The "at risk" population is expected to grow throughout the forecast, but due to out-migration related to the economic recession it is not expected to grow as fast. Furthermore, the high risk age group is actually declining throughout the forecast. However, the medium and lower risk age groups are still growing.

- Conviction rates are significantly higher for the Fall 1982 forecast than for the Fall 1981 forecast. However, conviction rates are projected to be lower that the historical highs recorded in FY 1982. Violent crime conviction rates are expected to follow the current decline in the number of violent crimes before they are projected to gradually increase for a few years.

- For the most part, the judicial decisions to imprison are expected to remain stable. The only significant change is in the manslaughter category. For this category the JDI is expected to increase more rapidly than before because DWI incidents involving deaths are expected to be more severely penalized.

- Although recidivism was higher than expected in FY 1982, it is expected to return to traditional levels during the forecast period.

- The length of stay for most new offenders is up by about 3 months.

- More parole failures are expected to be processed via the courts rather than by parole board administrative procedures. This increases the forecast prison population to a small extent because parole failures processed via the courts typically receive a longer prison term.

Tables 6, 7, and 8 provide further detail for the forecasted annual admissions, releases, and prison population. All of the tables breakdown their subject matter by sex, and Table 6 further breaks down the forecasted number of admissions by the two major types of admissions -- new admissions from the courts and recidivists from parole. The significance of providing forecast information by sex is that it recognizes there are dual and independent, gender specific, prison systems.

Furthermore, the extra detail allows us to better understand the workings of the forecast. For instance, by reviewing Table 6 it becomes apparent that a significant proportion of the admissions to prison come from parole failures. Between 25 and 31 percent of all admissions to prison are expected to be persons who fail on parole.

Another important thing to notice is that the number of recidivists from parole is closely related to the number of releases. In FY 1983 the number of admissions from parole recidivists is expected to be 550. Although the number of total admissions grows in the following years, the number of admissions from parole failures actually decreases in fiscal years 1984. Because recidivism rates are held constant throughout the forecast this reduction in admissions from parole recidivist is a reflection of low numbers of releases in fiscal years 1983 and 1984.

TABLE 6

ANNUAL NUMBER OF FORECASTED ADMISSIONS TO PRISON

	New Admissions From the Courts		Recidivists From Parole		Total	Total	Grand
	Male	Female	Male	Female	Male	Female	Total
FY83	1,593	112	550	23	2,143	135	2,278
FY84	1,606	115	547	24	2,153	139	2,292
FY85	1,637	116	600	23	2,237	139	2,376
FY86	1,660	121	646	25	2,306	146	2,452
FY87	1,708	123	672	25	2,380	148	2,528
FY88	1,746	126	707	26	2,453	152	2,605
FY89	1,799	129	743	28	2,542	157	2,699
FY90	1,816	132	774	29	2,590	161	2,751
FY91	1,828	133	794	29	2,622	162	2,784
FY92	1,833	137	817	30	2,650	167	2,817
FY93	1,847	140	842	32	2,689	172	2,861
FY94	1,864	142	860	34	2,724	176	2,900
FY95	1,886	144	874	35	2,760	179	2,939
FY96	1,915	147	885	35	2,800	182	2,982

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12/82

TABLE 7

ANNUAL NUMBER OF FORECASTED RELEASES FROM PRISON

	Male	Female	Total
FY83	1,547	117	1,664
FY84	1,887	118	2,005
FY85	1,944	139	2,083
FY86	2,005	141	2,146
FY87	2.123	142	2,265
FY88	2,219	143	2,362
FY89	2,286	149	2,435
FY90	2,349	152	2,501
FY91	2,422	155	2,577
FY92	2,483	161	2,644
FY93	2,547	165	2,712
FY94	2,569	167	2,736
FY95	2,622	171	2,793
FY96	2,646	174	2,820

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12/82

TABLE 8

FORECASTED PRISON POPULATION BY SEX

	Male	Percent Male	Female	Percent Female	Total
FY83	6,182	96.2	245	3.8	6,427
FY84	6,448	96.0	266	4.0	6,714
FY85	6,741	96.2	266	3.8	7,007
FY86	7,042	96.3	271	3.7	7,313
FY87	7,299	96.3	277	3.7	7,576
FY88	7,533	96.3	286	3.7	7,819
FY89	7,789	96.4	294	3.6	8,083
FY90	8,030	96.4	303	3.6	8,333
FY91	8,230	96.4	310	3.6	8,540
FY92	8,397	96.4	316	3.6	8,713
FY93	8,539	96.4	323	3.6	8,862
FY94	8,694	96.3	331	3.7	9,025
FY95	8,832	96.3	339	3.7	9,171
FY96	8,990	96.3	347	3.7	9,337

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12/82

Monthly Forecast

This section of the report provides monthly prison population forecast information for fiscal years 1983-1986. There are two parts to this section. The first section follows up the discussion in the previous section by providing a more detailed presentation of the impact of policy decisions on the prison population. The second part of this section provides monthly information on forecasted admissions releases, and population.

Table 9 -- Recent Monthly Admissions Versus Releases -- not only portrays the relationship between admission and releases for FY 1981, FY 1982, and FY 1983, but it is also indicative of the impact policy decisions have on both the prison admissions and releases, and subsequently the prison population. The letters on Table 9 are placed so as to represent specific types of policy impacts on the prison population. These letters have the following meanings:

A. Since July 1979 there have been four separate early release programs. Each program is indicated by a separate "A". The months included in each of the early release programs is indicated by an "*". (See OFM Special Report No. 50 for a review of the nature and impact of these efforts). These early release programs diminished the pool of prisoners who were originally scheduled for release in FY 82 and FY 83. Therefore the number of releases in these years was lower than expected.

B. Early in calendar year 1981, the Division of Adult Corrections, then in the Department of Social and Health Services, because of severe overcrowding, reduced the rate at which sentenced prisoners were transported from the county jails to the state prison reception center at Shelton. This reduced the admissions to prison for a few months.

C. In the last four months FY 1982 admissions far exceeded the expected levels. This change was quickly observed during the monitoring effort of the Fall 1981 prison population forecast. This change, for the most part, has been attributed to an increase in prosecutorial activity.

Tables 11 through 13 provide the monthly prison population forecast information for fiscal years 1983, 1984 and 1985. The information is presented as populations by sex and total population. Within each of these categories the information is presented by the different types of admission, releases and the expected monthly prison population.

The monthly forecast information is not only valuable for short run planning, it also provides a baseline to monitor the forecast with. For instance, as shown on Table 10, it can be seen that by comparing the actual and forecast admissions and releases for the first five months of FY 1983 that the forecast is slightly underestimating the growth in the prison population. As displayed in Table 10, admissions have been underestimated by 2, and releases have been overestimated by 13. The composite error for the underestimation of the prison population is after five months. In other words the forecast is underestimating change in the prison population by about 3 persons per month.

TABLE 9
RECENT MONTHLY
ADMISSIONS VERSUS RELEASES

		Admission	Releases	Monthly Change
	July 80	166	142	24
	Aug	170	127	43
	Sept	159	227* A	-68
	Oct	196	166*	30
	Nov	120	102	18
FY81	Dec	208	329* A	-121
	Jan 81	145 B	112*	33
	Feb	85	82	3
	Mar	298	161* A	137
	Apr	227	101	126
	May	207	97	110
	June	226	186	40
	July 81	225	117	108
	Aug	175	109	66
	Sept	174	106	68
FY82	Oct	230	123	107
	Nov	215	116	99
	Dec	185	132	53
	Jan 82	171	99	72
	Feb	166	110	56
	Mar	240	130	110
	Apr	250 C	121	129
	May	186	110	76
	June	219	110	109
	July 82	216	111	105
	Aug	202	125	77
	Sept	170	130	40
FY83	Oct	186	149	37
	Nov	191	136	55
		FORECAST		
	Dec	194	130	64
	Jan 83	188	135	53
	Feb	183	137	46
	Mar	195	121	74
	Apr	189	153	36
	May	186	157	29
	June	180	167	13

*Month effected by early release programs.

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12/82

TABLE 10

COMPARISON OF THE PRISON POPULATION
FORECAST ADMISSIONS AND RELEASES VERSUS ACTUAL

		Admissions				Releases				Monthly Change			
		Forecast	Act	Diff (F-A)	Cum Diff	Forecast	Act	Diff (F-A)	Cum Diff	Forecast	Act	Diff (F-A)	Cum Diff
FY 1983	July 1982	191	216	-25	-25	113	111	+2	+2	78	105	-27	-27
	Aug	187	202	-15	-40	129	125	+4	+6	58	77	-19	-46
	Sept	201	170	+31	-9	133	130	+3	+9	68	40	+28	-18
	Oct	190	186	+4	-5	147	149	-2	+7	43	37	+6	-12
	Nov	194	191	+3	-2	142	136	+6	+13	52	55	-3	-15
	Dec	194				130							
Jan	1983	188				135							
	Feb	183				137							
	Mar	195				121							
	Apr	189				153							
	May	186				157							
	June	180				167							

Five Month Summary: Forecast is 2 low on admissions
Forecast is 13 high on admissions
Forecast is 15 low on prison population

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TABLE 11

MONTHLY PRISON POPULATION FORECAST FY83

		July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	Fiscal Year Totals
MALE	New Court Adm	135	133	132	133	132	133	130	129	138	136	132	130	1,593
	Return Court Adm	22	22	27	23	25	24	24	23	22	20	23	22	277
	Return P B Adm	22	22	27	23	25	24	24	23	20	19	22	22	273
	Total Admissions	179	177	186	179	182	181	178	175	180	175	177	174	2,143
	Releases	105	118	124	132	130	125	128	128	113	146	147	151	1,547
	Population	5,660	5,719	5,781	5,828	5,880	5,936	5,986	6,033	6,100	6,129	6,159	6,182	
FEMALE	New Court Adm	12	10	8	9	8	11	6	6	15	14	7	6	112
	Return Court Adm	0	0	5	1	2	1	2	1	0	0	1	0	13
	Return PB Adm	0	0	2	1	2	1	2	1	0	0	1	0	10
	Total Admissions	12	10	15	11	12	13	10	8	15	14	9	6	135
	Releases	8	11	9	15	12	5	7	9	8	7	10	16	117
	Population	231	230	236	232	232	240	243	242	249	256	255	245	
TOTAL	New Court Adm	147	143	140	142	140	144	136	135	153	150	139	136	1,705
	Return Court Adm	22	22	32	24	27	25	26	24	22	20	24	22	290
	Return PB Adm	22	22	29	24	27	25	26	24	20	19	23	22	283
	Total Admissions	191	187	201	190	194	194	188	183	195	189	186	180	2,278
	Releases	113	129	133	147	142	130	135	137	121	153	157	167	1,664
		5,891	5,949	6,017	6,060	6,112	6,176	6,229	6,275	6,349	6,385	6,414	6,427	

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TABLE 12

MONTHLY PRISON POPULATION FORECAST FY84

		July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	Fiscal Year Totals
MALE	New Court Adm	136	136	135	135	132	136	131	128	137	136	132	132	1,606
	Return Court Adm	23	21	28	22	25	24	23	22	23	23	22	21	277
	Return PB Adm	26	23	24	22	23	25	22	21	23	21	20	20	270
	Total Admissions	185	180	187	179	180	185	176	171	183	180	174	173	2,153
	Releases	184	126	143	140	151	155	155	164	164	187	159	159	1,887
	Population	6,183	6,237	6,281	6,320	6,349	6,379	6,400	6,407	6,426	6,419	6,434	6,448	
FEMALE	New Court Adm	12	10	9	9	8	11	6	6	15	15	8	6	115
	Return Court Adm	0	0	5	0	2	1	2	1	2	1	0	0	14
	Return PB Adm	1	0	3	0	2	0	1	0	2	1	0	0	10
	Total Admissions	13	10	17	9	12	12	9	7	19	17	8	6	139
	Releases	11	7	6	11	9	9	9	12	16	6	9	13	118
	Population	247	250	261	259	262	265	265	260	263	274	273	266	
TOTAL	New Court Adm	148	146	144	144	140	147	137	134	152	151	140	138	1,721
	Return Court Adm	23	21	33	22	27	25	25	23	25	24	22	21	291
	Return PB Adm	27	23	27	22	25	25	23	21	25	22	20	20	280
	Total Admissions	198	190	204	188	192	197	185	178	202	197	182	179	2,292
	Total Releases	195	133	149	151	160	164	164	176	180	193	168	172	2,005
	Total Population	6,430	6,487	6,542	6,579	6,611	6,644	6,665	6,667	6,689	6,693	6,707	6,714	

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TABLE 13
MONTHLY PRISON POPULATION FORECAST FY85

		July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	Fiscal Year Totals
MALE	New Court Adm	137	137	136	137	136	137	134	132	141	140	135	135	1,637
	Return Court Adm	25	22	30	24	28	26	27	24	26	24	23	23	302
	Return PB Adm	26	23	27	26	26	26	23	23	28	25	24	21	298
	Total Admissions	188	182	193	187	190	189	184	179	195	189	182	179	2,237
	Releases	197	156	146	150	164	165	146	195	151	170	131	173	1,944
	Population	6,439	6,465	6,512	6,549	6,575	6,599	6,637	6,621	6,665	6,684	6,735	6,741	
FEMALE	New Court Adm	13	10	9	9	8	11	6	6	15	15	8	6	116
	Return Court Adm	2	1	1	1	0	2	0	0	3	2	0	0	12
	Return PB Adm	2	1	2	1	0	1	0	0	2	2	0	0	11
	Total Admissions	17	12	12	11	8	14	6	6	20	19	8	6	139
	Releases	17	12	9	11	8	12	9	11	17	12	9	12	139
	Population	266	266	269	269	269	271	268	263	266	273	272	266	
TOTAL	New Court Adm	150	147	145	146	144	148	140	138	156	155	143	141	1,753
	Return Court Adm	27	23	31	25	28	28	27	24	29	26	23	23	314
	Return PB Adm	28	24	29	27	26	27	23	23	30	27	24	21	309
	Total Admissions	205	194	205	198	198	203	190	185	215	208	190	185	2,376
	Total Releases	214	168	155	161	172	177	155	206	168	182	140	185	2,083
	Total Population	6,705	6,731	6,781	6,818	6,844	6,870	6,905	6,884	6,931	6,957	7,007	7,007	

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Prison Population Composition

This last section of the FINDINGS focuses on the change in the composition of the prison population by crime type. Table 14 provides four snapshots of the composition of the prison population for fiscal years 1983, 1986, 1991, and 1996. Chart 5 provides a graphic comparison of the composition and size of the prison population from a historical and forecast perspective. The size of the circles on Chart 5 are representative of the size of the prison population and the shaded areas represent the growth in the violent versus not violent composition of the prison population. As shown in this chart the percentage of the prison population that is classified as violent offenders is expected to increase from 48 percent in FY 1976 to 63 percent in FY 1991. Violent offenses include Murder 1, Murder 2, Manslaughter, Sex Crimes, Robbery and Assault.

The changes that are shown in Table 14 are significant in terms of the increasing population for each of the crime types, but also in terms of rates of growth. Using the rate of growth of the total prison population as a basis for comparison, the pattern of growth for the specific types of crimes can be better understood. The rate of growth for the total population between FY 1982 and FY 1995 is 45 percent. Four crimes have a growth rate slower than the total rate. These are Murder 2 (growth equals 42%), manslaughter (growth equals 39%), property crimes (growth equals 15%), and other felonies (decline equals 21%). The fastest growing crimes are Murder 1 (growth equals 110%), sex crimes (growth equals 100%), and drug crimes (growth equals 98%).

TABLE 14

FORECASTED COMPOSITION OF THE PRISON POPULATION
FY 1983, 1986, 1991, 1996

	FY 1983	FY 1986	FY 1991	FY 1996	% Change FY83-FY95
MURDER 1					
Male	291	382	484	607	
Female	11	14	24	28	
Total	302	396	508	635	110%
MURDER 2					
Male	265	331	365	374	
Female	10	15	14	17	
Total	275	346	379	391	42%
MANSLAUGHTER					
Male	164	187	210	229	
Female	9	11	12	12	
Total	173	198	222	241	39%
SEX CRIMES					
Male	949	1,218	1,603	1,902	
Female	9	14	14	18	
Total	958	1,232	1,617	1,920	100%
ROBBERY					
Male	1,000	1,148	1,340	1,438	
Female	40	51	62	68	
Total	1,040	1,199	1,402	1,506	45%
ASSAULT					
Male	862	971	1,185	1,298	
Female	24	27	31	34	
Total	886	998	1,216	1,332	50%
PROPERTY CRIMES					
Male	2,191	2,305	2,470	2,505	
Female	94	96	106	114	
Total	2,285	2,401	2,576	2,619	15%
DRUG CRIMES					
Male	213	280	378	438	
Female	32	35	39	47	
Total	245	315	417	485	98%
OTHER FELONIES					
Male	247	220	195	199	
Female	16	8	8	9	
Total	263	228	203	208	-21%
ALL OFFENSE TYPES					
Male	6,182	7,042	8,230	8,990	
Female	245	271	310	347	
Total	6,427	7,313	8,540	9,337	45%

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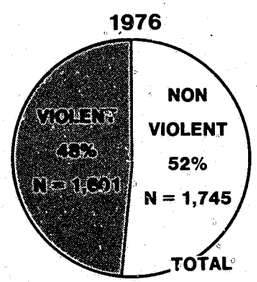
CHART 5

BREAKDOWN OF THE PRISON POPULATION
COMPARISON OF VIOLENT AND NON-VIOLENT OFFENDERS
1976-1991

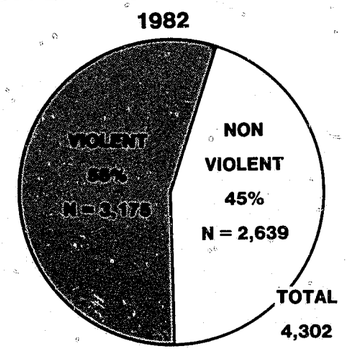


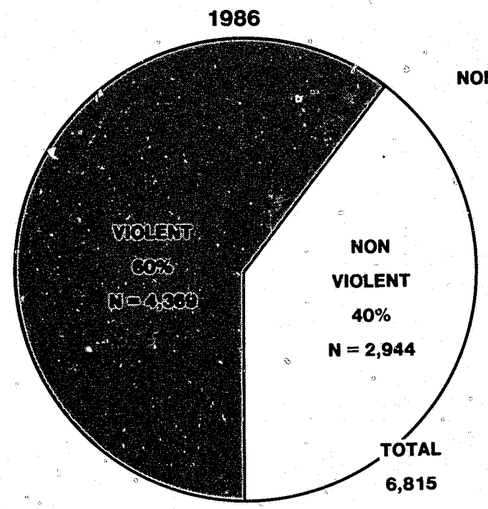
VIOLENT

NON-VIOLENT

VIOLENT CRIMES INCLUDE

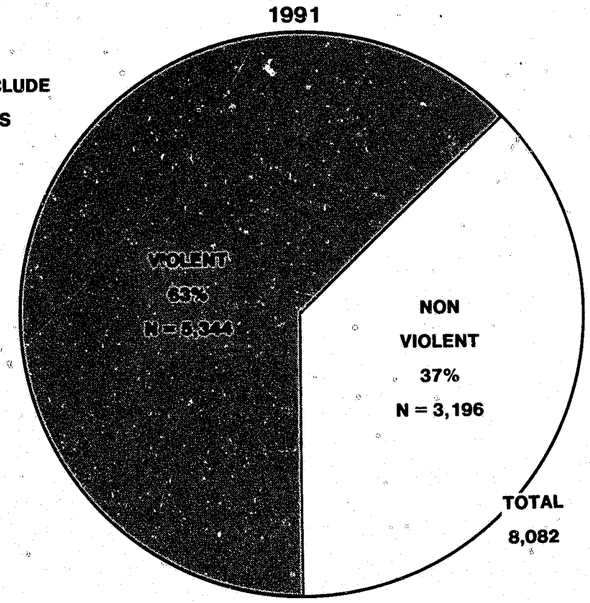
MURDER 1
MURDER 2
MANSLAUGHTER
SEX CRIMES
ROBBERY
ASSAULT





NON VIOLENT CRIMES INCLUDE

ALL PROPERTY CRIMES
DRUG CRIMES
OTHER CRIMES



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RISKS IN PRISON POPULATION FORECASTING

No forecast can be presumed to provide an exact description of future events. Deviations between the forecast and actual events should be expected to occur. For this reason the prison population forecast is monitored and deviations are evaluated as they occur. Information that is gained from this evaluation effort provides valuable feedback regarding the impact of current events. As the feedback about deviations between forecast and actual events is accumulated it is used by the Governor's Interagency Criminal Justice Work Group to reassess the forecast assumptions.

The purpose of this section is to identify some of the risks of the assumptions in the prison population forecast and to quantify in an approximate way the magnitude of those risks for the forecast. Discussed are, changes in the "at risk" population, changes in conviction rates, changes in the judicial decision to imprison, and changes in the length of stay. Because males make up 96 percent of the prison population, the discussion of risks in forecasting the prison population is limited to males. The calculations in this section are not the prison population forecast, rather they are estimates of magnitude of the deviations that can be attributed to unanticipated shifts in forecast assumptions.

Risk Related to Changes in the State's Population

As outlined in an earlier section of this report, UPDATING THE PRISON POPULATION FORECAST, one of the factors in the prison population forecast model that has changed is the "at risk" population. Between the Fall 1981 and the Fall 1982 prison population forecasts, the state's population underwent a significant change. Specifically, the state's population is now expected to grow at a slower rate than previously projected. This slowed growth is largely due to outmigration, related to the troubled economy and its anticipated slow recovery. The risk involved with the state's population is that it will not grow as anticipated. This type of risk is typically voiced in terms like "What if, the state's population projection deviated by ±5 percent?" What would be the impact on the number of prison beds? The calculations below show the impact of varying the male "at risk" group by ±5 percent and holding the other major factors constant at FY 1983 average values. As these calculations show the impact would be a variance of ±280 prison beds.

At Risk Population (± 5%)		Conviction Rate Per 1,000 (Constant)		JDI Percentage (Constant)		Length of Stay (Constant)	Beds (Males)	Difference (Plus or Minus)
1,289,758							= 5,886	
1,228,341	*	6.18	*	21.1%	*	3.5 Years	= 5,606	± 280
1,166,924							= 5,326	

Risk Related to Changes in the Conviction Rate

In this forecasting model, conviction rates determine the number of persons from the "at risk" population who will end up as convicted felons and therefore become subject to imprisonment. The conviction rate is influenced by changes in the reported crime rate, arrest patterns,

prosecutorial patterns, and judicial processes. An increase in one or a combination of these factors will cause an increase in the conviction rate. There is also the possibility that each of these factors will go in different directions -- as was the case in 1982 when the crime rate decreased but the percentage of persons being prosecuted increased. Over the past twelve years the overall male conviction rate has increased from 3.824 to 6.257 (per 1,000 at risk males) -- an annual average change of .203. This represents an annual change of about 3 percent. What if, the conviction rate deviated by ±5 percent? What would be the impact on the number of needed prison beds? As these calculations show, the impact would be a variance of ±281 prison beds.

At Risk Population (constant)		Conviction Rate Per 1,000 (± 5%)		JDI Percentage (constant)		Length of Stay (constant)	Beds (Males)	Difference (plus or minus)
		6.49					= 5,887	
1,228,341	*	6.18	*	21.1%	*	3.5 Years	= 5,606	± 281
		5.87					= 5,325	

Risk Related to Changes in the Judicial Decision to Imprison

The judicial decision to imprison (JDI) represents the number of persons convicted of a felony who go to state prison. For the past two years, the JDI has remained fairly stable. However, prior to this the JDI was difficult to anticipate. During the 1960's the JDI was well over 30 percent. It declined gradually until it reached a low in 1975 of 17.8 percent. Since then it increased to 23 percent in 1978 and dropped sharply in 1980 t 17.4 percent. Recently the JDI has been about 20 percent. What if the JDI increased or decreased by 3 percent? What would be the impact on the number of needed prison beds? As these calculations show the impact would be a variance of ± 797 prison beds.

At Risk Population (constant)		Conviction Rate Per 1,000 (constant		JDI Percentage (±3%)		Length of Stay (constant)	Beds (Males)	Difference (plus or minus)
				24.1			= 6,403	
1,228,341	*	6.18	*	21.1%	*	3.5 Years	= 5,606	± 797
				18.1			= 4,809	

Risk Related to Changes in the Length of Stay

The length of stay in prison is determined by the Board of Prison Terms and Parole. Guiding the Parole Board in their determination of length of stay for an individual offender are the Guidelines For Fixing of Minimum Terms and Guidelines For Reconsideration of Length of Confinement. Between the Fall 1981 and the Fall 1982 prison population forecasts, the average length of stay increased by about three months. Assuming that the parole board sentencing guidelines are applied impartially, the reason that the average length of stay increase in the last year is probably attributable to increased severity of the crimes being committed. The Parole Board guidelines are heavily influenced by factors that make up the nature of the crime such as: degree of forethought, victim vulnerability, age of victim, amount of violence, injury to victims, sexual abuse by offender, and sophistication of the crime. What if the length of stay increased or decreased by 5 percent. What would be the impact on the number of need prison beds? As these calculations show the impact would be a variance of ± 280 prison beds.

At Risk Population (constant)		Conviction Rate Per 1,000 (constant)		JDI Percentage (constant)		Length of stay (± 5%)	Beds (Males)	Difference (plus or minus)
						3.675	= 5,886	
1,228,341	*	6.18	*	21.1%	*	3.5 yrs.	= 5,606	± 280
						3.325	= 5,326	

Summary of Risks in Prison Population Forecasting

As the previous calculations show, any one of the major components in the prison population forecast has a risk factor related to its in terms of magnitude, minor changes in the judicial decision to imprison percentage has the largest impact. A 3 percent change in the JDI can have end result of nearly ± 800 prison beds. A 5 percent change in either the "at risk" population, conviction rate, or length of stay can each have an end result of about ± 280 prison beds. The reality that makes prison population forecasting difficult is that all of the major factors and the many indirect factors can vary in different directions at the same time. The only protection against unanticipated events that can effect the prison population forecast is to maintain a well informed decision making group that can update the assumptions used in the forecast.

APPENDIX 1

Rationale and Actual Projections

of Conviction Rates and Judicial Decision to Imprison Percentages

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MATRIX FOR THE PROJECTED CONVICTIONS
AND THE JDI

Matrix for Projected Assumptions of Convictions and the JDI*

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Murder 1	Male:	Begin the forecast at the point predicted by slope of the regression line of history between 1970 and 1982. This point equals .031. Follow the same decline used in the Fall 81 forecast until the trend stabilizes at .024. .024 is very close to the average conviction rate for the year FY 1975-1982.	The 1982 murder rate is the highest in recent history, but it is unlikely that it will remain that high. On the other hand its not likely to drop below the 1975 to 1982 level.
		The JDI will be 100% throughout the forecast.	Even though a few cases have been placed on probation, it is unlikely that there will be much deviation from the 100% level.
	Female:	Use the average conviction rate throughout the forecast. Average = .002	The murder 1 conviction rate is very low for females and is unlikely to change in the forecast period.
		The JDI will be 100% throughout the forecast.	The JDI rarely deviates from 100%
Murder 2	Male:	FY 1982 Murder 2 conviction rate was lower than expected at a level of .024. It is expected to rise to a point predicted by the slope of the regression line of history between 1970 and 1982. This point equals .037. From this point the rate will decline at the same rate as in the Fall 81 forecast. The rate stabilizes in FY 1989 at .031.	Murder conviction rates are somewhat unstable. 1982 is a low point on an otherwise upward trend. It is anticipated that in 1983 the rate will return to its expected level before it begins a gradual decline.
		The JDI score should be the average score between 1970 and 1982. Average = 93%	The JDI score is at a recent low in 1981, but history shows this factor bouncing back to higher level. The 1982 level was 96%.
	Female:	Use the average conviction rate throughout the forecast. Average = .003	Same as female Murder 1
		The JDI score should be the average score between 1970 and 1982. Average = 76.8%	The JDI for female murder 2 shows a wide variation over time without any underlying trend.

*All rates in this document are applied as a rate per 1,000 of the at risk population

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Manslaughter	Male:	Using the rate of increase between FY 1974 and 1981, there is a gradual increase in the Manslaughter rate from the 1981 level of .104 to .120. This forecast was accurate in 1982.	The manslaughter rate has been increasing steadily since 1974.
		Use the midpoint between 1981 and 1982 for the JDI. Midpoint equals 33.1%.	The JDI has varied between 20% and 42% during the 1970-1982 period. The 1982 JDI of 42% was almost double the 1981 JDI of 24%. It is expected that the JDI will stay at the higher level because of the emphasis on imprisoning more DWI manslaughter offenders.
	Female:	The manslaughter rate will be the average of the last five years. Average = .014	The rate in the last five years is somewhat higher than the earlier years, but there is no indication that this rate will increase.
		Use the average JDI between 1970 and 1981 excluding years with a 0 JDI. Average = 27.2%	The JDI have varied between 0% and 46% over the historical period with no apparent pattern. However it is expected that the JDI will remain near the 30% level because of the emphasis on DWI offenders.
Sex Crimes	Male:	The 1982 conviction rate for sex crimes (.614) is an historical high. Hold this rate stable until it intersects the regression trend for the years 1970-1982. Follow this trend until 1988 at which point the rate should stabilize. High point = .715.	The conviction rate for sex crimes has increased steadily since 1971. Because of the general decline in reported crimes it is not expected that sex crimes will increase for two to three years. At that time it is expected it will increase with the current historical trend.
		Use the average JDI between 1976 and 1981. Average = 29.8%. 1982 was very close to this average.	The JDI is substantially higher in the late 70's and early 80's than it was in the early 70's. It is not anticipated that the JDI will increase significantly from the average between 1976 and 1981.
	Female	The conviction rate will be .01 throughout the forecast.	The female conviction rate for females sex crimes has recently increase to a level near .01. It is not anticipated that the rate will increase significantly beyond this level.
		Use the average JDI between 1970 and 1982. Average = 33.1%	Because of the small number of cases the JDI has been unstable over the historical period.

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Robbery	Male:	In 1982 the robbery conviction rate reached an historic high of .343. It is anticipated that the robbery rate will dip to the 1981-1982 midpoint before it follows the same upward trend shown in the Fall 81 forecast. Midpoint = .319. Highpoint in 1988 = .383.	The robbery conviction rate is expected to dip temporally in 1983 because of the current decline in reported crimes. As the economy improves it is expected that the conviction rate will begin its upward path until 1988.
		Delete JDI scores for 1970, 1971, 1972 and then use the average for the remaining years in the historical period. Average = 57.7%. 1982 is very close to this average. No change.	The initial JDI scores in the historical series represent a period philosophically different from the remainder of the historical period. The low scores in 1980 and 1981 represent judicial reaction to prison overcrowding. The inclusion of these scores represents the possibility of continued judicial reaction to prison overcrowding.
	Female:	Gradually increase the female robbery conviction rate to .03.	In 1975 the female robbery conviction rate showed a significant increase from .008 to .028. Since then it has remained near this high level. It is anticipated that this rate will gradually increase to .03 and then stabilize.
		Use average JDI score years between 1976 and 1982. Average = 47.8%	JDI scores have varied between 40% and 57% without indication of a trend during this period.
Assault	Male:	In 1982, the assault conviction rate reached an historic high of .510. It is anticipated that the assault rate will dip to the 1981-1982 midpoint before it follows the upward trend shown in the Fall 81 forecast. Midpoint = .474. High point in 1990 = .632.	Same as male robbery rationale.
		Use the average JDI for the historical period. Average = 31.2%	Although fluctuating over the historical period, no trend is indicated in the JDI scores.
	Female	Use the average conviction rate between 1975 and 1982 Average = .031	The average conviction rate increased significantly in the 1975 to 1982 period, but it is not anticipated this rate will change in the future.
		Use the average JDI for the historical period. Average = 25.5%	The JDI has varied between 6.7% and 35.7% without a clear trend.

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Property	Male:	Use the midpoint between 1982 property conviction rate and the Fall 81 forecast rate. Overall midpoint = 2.899.	The Fall 81 conviction rate was based on the assumption that the property crime rate had stabilized at an average of the 1976-1981 rates. The updated 1981 and the 1982 rates are near the record high of 1975 of 3.144 which is substantially higher than the Fall 1981 forecast. Because of the dip in reported crimes it is not believed that the property conviction rate will stay at the 1982 level of 3.127. Likewise it is not believed that it will fall to the Fall 1981 of 2.670 forecast level. Therefore the midpoint is used.
		Use the average JDI between 1972 and 1981. Average = 20.7%	The JDI between the years 1972 and 1982 has fluctuated somewhat but has remained relatively stable; between 17.7% and 23.7%. 1970 and 1971 are unrepresentative of this pattern. It is anticipated, however, that in response to prison crowding, property crime's JDI scores will decline before violent crimes JDI scores do.
	Female:	Use the average conviction rate between 1973 and 1982. Average = .497	The rate during the 1973 to 1982 period is somewhat higher than the earlier years and has during this period remained relatively stable. It is anticipated that stable trend will continue.
		Use the average JDI between 1973 and 1982. Average = 9.2%	Same rationale as for commitment rate.
Drug	Male:	Gradually increase the drug conviction rate from .75 to .99.	It is believed that the drug violation rate is high, but due to reduced enforcement the conviction rate has declined recently. It is anticipated that increased enforcement resources in this area will lead to an increase in the conviction rate. The reversal in the drug conviction rate in 1981 and 1982 support this assumption.
		Gradually increase the JDI from 9.4% to 12.0%.	Same rationale as the conviction rate.
	Female:	Gradually increase the drug conviction rate from .175 to .205.	Same rationale as for the male conviction rate.
		Use a JDI of 9.6%.	The female JDI for drug offenses has been somewhat unstable historically. 9.6% represents the 1982 JDI.

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Other Felonies	Male:	Use the average conviction rate between 1975 and 1981. Average = .755.	The conviction rate pattern is substantially higher in the later period of the historical pattern; there is however no clear reason to expect it to go any higher. It is difficult to develop estimates for this category because it covers a number of different types of crime including miscellaneous violent and property crimes as well as crimes committed while in prison.
		Start from 1982 of .055 and increase slowly until 1989. Maximum level = 6.5%.	The JDI for "other crimes" has been unstable in recent history. It is expected to increase slowly because of the general upward tendency of violent crimes.
	Female:	Use .10 as the conviction rate for the forecast period.	The conviction rate has been relatively stable around the .10 level since 1975.
		Use the average JDI for the historical period Average = 3.9%	The JDI score has varied between 1.0 and 11.1 over the historical period with no clear trend.

MALE CONVICTION RATES* ACTUAL AND FORECAST

	Fiscal Year	Murder 1	Murder 2	Man-slaughter	Sex Crimes	Robbery	Assault	Property	Drug	Other
Actual	1970	.007	.020	.079	.190	.156	.205	2.305	.411	.247
	1971	.003	.012	.073	.171	.147	.131	2.385	.587	.214
	1972	.007	.013	.078	.231	.141	.278	2.629	1.241	.183
	1973	.016	.021	.068	.239	.182	.293	2.537	1.342	.308
	1974	.019	.032	.051	.265	.250	.315	2.580	1.135	.420
	1975	.019	.038	.071	.290	.283	.330	3.140	1.284	.751
	1976	.024	.040	.073	.310	.294	.384	3.013	1.100	.610
	1977	.024	.033	.074	.356	.260	.372	2.735	1.053	.802
	1978	.029	.028	.082	.356	.250	.408	2.624	.799	.758
	1979	.029	.033	.079	.378	.300	.442	2.674	.679	.657
	1980	.019	.035	.093	.431	.306	.425	2.720	.632	.877
	1981	.016	.026	.120	.522	.295	.437	3.137	.708	.841
	1982	.038	.024	.109	.614	.343	.510	3.127	.750	.742
Forecast	1983	.031	.037	.112	.614	.319	.474	2.899	.750	.755
	1984	.029	.036	.116	.614	.335	.497	2.899	.790	.755
	1985	.028	.036	.120	.614	.351	.519	2.899	.830	.755
	1986	.026	.035	.120	.619	.367	.542	2.899	.870	.755
	1987	.025	.034	.120	.651	.381	.564	2.899	.910	.755
	1988	.024	.032	.120	.683	.383	.587	2.899	.950	.755
	1989	.024	.031	.120	.715	.383	.609	2.899	.990	.755
	1990	.024	.031	.120	.715	.383	.632	2.899	.990	.755
	1991	.024	.031	.120	.715	.383	.632	2.899	.990	.755
	1992	.024	.031	.120	.715	.383	.632	2.899	.990	.755
	1993	.024	.031	.120	.715	.383	.632	2.899	.990	.755
	1994	.024	.031	.120	.715	.383	.632	2.899	.990	.755
	1995	.024	.031	.120	.715	.383	.632	2.899	.990	.755
	1996	.024	.031	.120	.715	.383	.632	2.899	.990	.755

*Per 1,000 males 16-54

CONTINUED

1 OF 2

FEMALE CONVICTION RATES* ACTUAL AND FORECAST

	Fiscal Year	Murder 1	Murder 2	Man-slaughter	Sex Crimes	Robbery	Assault	Property	Drug	Other
Actual	1970	.001	.000	.008	.002	.011	.016	.249	.063	.015
	1971	.000	.005	.012	.001	.003	.016	.250	.089	.026
	1972	.002	.004	.012	.003	.015	.022	.385	.221	.037
	1973	.001	.002	.014	.001	.009	.021	.437	.271	.053
	1974	.001	.002	.011	.003	.008	.020	.484	.203	.052
	1975	.002	.007	.009	.003	.023	.023	.514	.266	.147
	1976	.000	.007	.007	.003	.019	.036	.488	.225	.113
	1977	.002	.003	.019	.004	.026	.030	.537	.264	.123
	1978	.001	.004	.008	.008	.024	.035	.449	.179	.107
	1979	.003	.003	.012	.002	.029	.030	.523	.182	.088
	1980	.003	.004	.017	.007	.014	.025	.490	.146	.118
	1981	.003	.001	.010	.009	.020	.041	.484	.186	.089
	1982	.000	.003	.019	.007	.028	.024	.561	.175	.081
Forecast	1983	.002	.003	.014	.008	.024	.031	.497	.175	.100
	1984	.002	.003	.014	.008	.025	.031	.497	.185	.100
	1985	.002	.003	.014	.008	.026	.031	.497	.185	.100
	1986	.002	.003	.014	.008	.027	.031	.497	.190	.100
	1987	.002	.003	.014	.008	.028	.031	.497	.195	.100
	1988	.002	.003	.014	.008	.029	.031	.497	.200	.100
	1989	.002	.003	.014	.008	.030	.031	.497	.205	.100
	1990	.002	.003	.014	.008	.030	.031	.497	.205	.100
	1991	.002	.003	.014	.008	.030	.031	.497	.205	.100
	1992	.002	.003	.014	.008	.030	.031	.497	.205	.100
	1993	.002	.003	.014	.008	.030	.031	.497	.205	.100
	1994	.002	.003	.014	.008	.030	.031	.497	.205	.100
	1995	.002	.003	.014	.008	.030	.031	.497	.205	.100
	1996	.002	.003	.014	.008	.030	.031	.497	.205	.100

*Per 1,000 females 16-54

MALE JUDICIAL DECISION TO IMPRISON PERCENTAGES (JDI)*
ACTUAL AND FORECAST

	Fiscal Year	Murder 1	Murder 2	Man-slaughter	Sex Crimes	Robbery	Assault	Property	Drug	Other
Actual	1970	100.0	88.9	28.6	29.8	66.7	33.1	27.4	18.2	14.2
	1971	100.0	100.0	20.0	20.3	68.7	27.7	26.1	18.7	30.3
	1972	100.0	100.0	30.0	22.7	52.4	30.9	22.0	15.0	17.1
	1973	100.0	89.5	21.0	20.7	59.4	31.2	20.1	13.8	15.1
	1974	100.0	90.0	35.4	19.4	59.8	34.2	20.4	13.5	13.9
	1975	100.0	94.6	36.8	26.9	57.5	27.0	18.4	12.7	6.2
	1976	89.5	90.0	31.5	30.8	58.9	31.9	21.3	14.0	4.3
	1977	84.0	91.2	34.2	29.9	62.5	35.1	23.9	13.5	6.6
	1978	92.3	93.3	29.5	31.5	63.6	37.4	23.7	14.9	9.1
	1979	97.0	97.3	38.2	26.8	57.9	35.0	22.6	10.7	9.7
	1980	82.6	97.6	34.2	24.8	47.7	27.9	17.7	8.7	5.1
	1981	100.0	87.5	24.8	30.5	47.3	28.9	18.2	7.9	5.2
	1982	97.9	96.6	41.4	28.6	57.8	27.4	19.2	8.2	5.5
Forecast	1983	100.0	93.0	33.1	29.8	57.7	31.2	20.7	9.4	5.1
	1984	100.0	93.0	33.1	29.8	57.7	31.2	20.7	9.9	5.9
	1985	100.0	93.0	33.1	29.8	57.7	31.2	20.7	11.2	6.1
	1986	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.3
	1987	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.5
	1988	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.7
	1989	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9
	1990	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9
	1991	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9
	1992	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9
	1993	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9
	1994	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9
	1995	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9
	1996	100.0	93.0	33.1	29.8	57.7	31.2	20.7	12.0	6.9

*Stated as percentage sentenced to prison excluding failures from parole

FEMALE JUDICIAL DECISION TO IMPRISON PERCENTAGES (JDI)**
ACTUAL AND FORECAST

	Fiscal Year	Murder 1	Murder 2	Man-slaughter	Sex Crimes	Robbery	Assault	Property	Drug	Other
Actual	1970	100.0	*	28.6	0.0	20.0	35.7	12.4	5.5	2.0
	1971	*	50.0	18.2	0.0	66.7	21.4	17.1	5.1	2.6
	1972	100.0	25.0	0.0	33.3	61.5	10.0	13.4	14.8	6.1
	1973	100.0	100.0	46.2	100.0	25.0	26.3	8.9	8.6	8.3
	1974	*	100.0	10.0	66.7	0.0	31.6	8.2	13.2	2.0
	1975	50.0	85.7	33.3	0.0	31.8	22.7	6.5	7.5	1.4
	1976	*	71.4	14.3	66.7	47.4	31.4	12.3	10.0	1.8
	1977	100.0	100.0	36.8	0.0	53.8	6.7	13.3	7.5	2.4
	1978	100.0	75.0	0.0	12.5	48.0	32.4	11.4	12.2	3.6
	1979	100.0	33.3	38.5	50.0	40.6	27.3	9.1	14.9	7.2
	1980	100.0	100.0	26.3	0.0	56.3	27.6	7.1	6.0	2.2
	1981	100.0	0.0	16.7	18.2	37.5	29.2	8.6	5.0	5.7
	1982	*	100.0	31.8	50.0	51.5	24.1	6.5	9.6	2.1
Forecast	1983	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1984	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1985	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1986	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1988	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1989	100.0	86.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1990	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1991	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1992	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1993	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1994	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9
	1995	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.2	3.9
	1996	100.0	76.4	27.2	33.1	47.8	25.5	9.2	9.6	3.9

*No convictions
**Stated as percentage sentenced to prison excluding failures from parole

APPENDIX 2

List of Specific Crimes Used
in the Crime Categories for the
Fall 1982 Prison Population Forecast

This report lists the specific crimes used in the crime categories for the FY1982 - FY1995 Prison Population Forecast. The nine crime types used in the prison population forecast are Murder 1, Murder 2, Manslaughter, Sex Crimes, Robbery, Assault, Property Crimes, Drug Violations, and Other. For each of these crime types, the specific crimes that are included in each is listed by R.C.W., crime class, and a brief description of the crime. Many of the RCW's listed in this report are no longer used because the new criminal code became effective on July 1, 1976. However, because a significant part of the prison population forecast includes a historical analysis, which in part predates the new criminal code, the old criminal code RCW's are used to insure proper classification.

CATEGORY	RCW	CLASS	DESCRIPTION
Murder 1	094803	A	
	932039	A	
	932050	A	
	9A3203	A	
	9A32045	A	
Murder 2	094804		
	094805		
	932050	A	
	9A3205	A	
Manslaughter	461652	B	Manslaughter, vehicle
	466152	B	Negligent homicide - motor vehicle
	094806		Manslaughter - other
	094808		Abort-killing unborn quick child by drug
	094810		Manslaughter - other
	094811		Manslaughter - other
	094812		" "
	094813		" "
	094814		" "
	098003		" "
	9A3206		" "
	9A3207		" "
Sex Crimes	097901		
	097917		Rape 1
	097918		Rape 2
	097919		Rape 3
	944040	A	Rape 1
	944050	B	Rape 2
	944060	C	Rape 3
	979170	A	Rape 1
	979180	B	Rape 2
	979190	C	Rape 3
	9A4404	A	Rape
	9A4405	B	Rape
	9A4406	C	Rape
	097902		Carnal Knowledge
	097920	A	Rape 1 Statutory
	097921	B	

CATEGORY	RCW	CLASS	DESCRIPTION
	097922	C	
	944070	A	Rape 1 Statutory
	944080	B	Rape 2 Statutory
	944090	C	Rape 3 "
	979200	A	Rape 1 "
	979210	B	Rape 2 "
	979220	C	Rape 3 "
	9A4407	A	
	9A4408	B	
	9A4409	C	
	097908		Indecent Liberties
	944100	B	" "
	988100	B	" "
	9A4410	B	" "
	9A8810	B	" "
	097904		Compelled to Marry
	097905		Abduction
	097907		Seduction
	097909		Incest
	097910		Sodomy
	097912		Statutory Rape 1
	710606	A	
	944110	C	Communicate w/minor for immoral purposes
	948802		
	948807		
	948808		
	964020		Incest
	979070		
	988020	C	Communicate w/minor for immoral purposes
	9A4411	C	
	9A6402	C	
	9A8802	C	
	9A8805		
	9A8806		
	9A8807	B	
	9A8808	C	

CATEGORY	RCW	CLASS	DESCRIPTION
Robbery	956200	A	Robbery 1
	956210	B	Robbery 2
Assault	091101		Assault 1
	093601	A	" "
	936010	A	" "
	983601	A	" "
	9A3601	A	" "
	091102		Assault 2
	093602	B	" "
	936020	B	" "
	983602	B	" "
	9A3602	B	" "
	091103		Assault 3
	093603		" "
	9A3603	C	" "
	9A3603	C	" "
	096501		Mayhem
Property Crimes	091901		Burglary 1
	952020	A	" "
	9A5202	A	" "
	091902		" 2
	919002		" "
	919020		" "
	952030	B	" "
	985203		" "
	9A5201		" "
	9A5203	B	" "
	009540		Theft
	009541		"
	093301		Extortion
	095401		Grand Larceny
	095406		Theft
	095407		"
	095408		"
	095409		Grand/Petite Larceny

CATEGORY	RCW	CLASS	DESCRIPTION
	095410		Theft
	095411		Stealing railroad ticket
	097801		Theft
	422007	B	Misappropriation and falsifying accts by public officer
	422009	C	" "
	430814	B	Theft
	651273	B	Certif. land registration suspect of larceny
	926A03		Credit card theft
	956030	B	Theft 1
	956040	C	" 2
	956080	B	Theft of livestock
	985605		Theft
	9A5602		"
	9A5603	B	"
	9A5604	C	"
	9A5608	B	"
	9A5614		"
	9A5615	B	"
	9A5616	C	"
	095402		Taking vehicle w/o permission
	956070	C	" " " owner permission
	9A5607	C	
	092601		
	092602		
	092603		
	094402		Forgery 1
	094403		
	094404		Forgery 2
	094405		
	094406		Forged instrument
	094407		
	094408		
	095405		Unlawful issuance of bank check or draft

CATEGORY	RCW	CLASS	DESCRIPTION
	097208		
	099108		
	298514	C	Forgery on nomination papers
	394410	B	Print, use, public official facsimile signature
	396204	B	Unauthorized use public official facsimile, sig.
	422410	C	False certificate, pay, claim from munic. Corp.
	438518	C	False certificate state of state despository
	461222	B	
	651276	B	Forgery of registrars signature or sal
	763112	B	Forgery of forest product mark
	763612		
	822005	B	Forgery or counterfeiting of tax stamp
	822410	B	Forgery of counterfeiting of cigar tax stamp
	926A04		Credit card forgery
	926A05		Use of a stolen credit card
	945210	B	
	960020	C	
	9A6002	C	
	740805	C	False verification for welfare
	740831	B	Welfare fraud
	740833	B	
	740838	B	
	780833	B	
	090902		Arson 2
	090906		
	091601	C	Removal lawful brands
	091602	C	Imitating lawful brands
	092402	B	Fradulent issue of stock
	092403	B	Insolvent bank receiving deposits
	092708		Destruction of property
	093401		Falsely impersonating another
	093803		Publish false statement affect market price
	094501		Production of pretended heir

CATEGORY	RCW	CLASS	DESCRIPTION
	094502		Substitution of child
	094503		
	094512	B	Fraud in measurement of food
	094516	C	Fraud in Liquor warehouse receipts
	094520		
	094521	C	Altering sample of certificate of assay
	094522	C	Making false sample of assay of ore
	094524	B	Fraud in obtaining telephone services
	094709	C	Maintaining bucket shop
	094710	C	Written statement furnished of sale
	094712	B	Bunko steering
	096104		Injury to property
	096107		Injury to other property
	096116		Bomb threat
	099107		
	099109	B	Fraud destruction of insured property
	099409	B	
	212001	B	Unlawful sale of securities
	212008	B	
	212040	B	Security act violation
	300414	B	Bank or trust Co. Prohib. pledge security
	300415	B	Bank or Trust Co. exceeding debt limit
	300416	B	Bank or Trust Co. borrow/reloan or redis.
	301209	B	Bank or Trust Co officer false entry/statement
	301210	B	Bank or Trust Co officer destroy secret record
	301211	B	Commis. procure loan/bank or trust Co. officer
	301212	B	Loan to officer or employees from trust fund
	304411	B	Pref. prohib. in liquid of bank or trust co.
	304412	B	Loan to officer or employees from trust fund
	304411	B	Pref. prohib. in liquid of bank or trust co.
	304412	B	Bank or Trust Co. receiving dep. insolv.
	310422	B	Indus. loan Co. office violating
	311234	B	Making false entry in Credit Union book
	320410	B	False of mutual savings bond books
	320411	B	Conceal/destroy evidence by mutual savings

CATEGORY	RCW	CLASS	DESCRIPTION
	320412	B	Apply RCW 9.24.030-050 to officers of mutuals
	322408	B	Trans. mutual savings bank assets/insolv.
	333603	B	Pref., prohib. liquid insol. saving and loan
	333604	B	Falisfy savings and loan assoc. books
	333606	B	Sup. secret or destroy evidence records
	401601	C	Injury to public records
	401602	B	Injury and misapprop. of Public records
	401603	C	Offer false instr. for filing or record
	461221	B	False statement, illegal transfer of MV ownership
	483019	B	Failure to return on insurance premium
	483022	B	
	606405	B	Obtaining accomodations by fraud
	611203	B	Destroy/removal of property while under lein
	651274	C	False swearing/registrtion
	651275	C	Fraudulent procurement, false entry on registration
	664412	C	Unlawful use of Liquor Board seal
	680814	C	Grave robbery, removing human remains
	680815	C	Mutilating or desinterring human remains
	707428	A	Damaging building with explosive
	833229	C	
	900341	C	Crime against water code - subject to RCW
	926A06		
	926A07		
	948030	B	Arson 2
	948040	C	Reckless burning
	948070	B	Malicious mischief 1
	948080	C	Malicious mischief 2
	956060	C	Unlawful issuance of bank check
	956095	C	Criminal possession of renter property
	956120	B	Extortion 1
	956130	C	Extortion 2
	956150	B	Possession of stolen property 1
	956160	C	Possession of stolen property 2
	960030	C	Obtaining signature by deception/duress
	9A4802	A	
	9A4803	B	

CATEGORY	RCW	CLASS	DESCRIPTION
	9A4804	C	
	9A4806		
	9A4807	B	
	9A4808	C	
	9A5606	C	
	9A5609	C	
	9A5612	B	
	9A5613	C	
	9A6003	C	
Drug Violations	006950		
	069504		
	069540		
	099406	C	Possession of narcotics by prisoner
	099408	C	Possession of narcotics in prison
	693302		
	693304		
	693322		
	694007		
	694102	B	Illegally obtaining legend drug
	694103	B	Sale, delivery, possession legend drug w/intent to sell
	694104	B	Illegal issuance of legend drug prescription
	695021		
	695030		
	695040		
	695041		
	69504A	B	
	69504B	C	
	69504C	C	
	695040	C	
	69504E	A	
	69504F	B	
	69504G	C	
	69504H	A	
	697007		
	994041	C	
	994045	C	
Other Crimes	035014	C	False cert. of PA complaint in muni. court
	090104		Accessory to a felon
	090107		Attempt a felony

CATEGORY	RCW	CLASS	DESCRIPTION
	090501	B	Criminal anarchy
	090502	B	Advocating Criminal anarchy
	090503	B	Assembly of anarchists
	090506	B	Sabotage
	090507	B	Interference w/owners control
	090508	B	Advocating sabotage
	090510	B	Disp. Emblems seditious/anarchistic group
	090511	B	Possession of emblems
	091501		Bigamy
	091502		Punishment of consort
	091801		Bribery of Public Officer
	091802		Public Officer asking or receiving a bribe
	091803		Juror accepting a bribe
	091804		Bribing a witness
	092405		False report of corporation
	092705		Riot
	093101		Escape
	093102		Aiding prisoner to escape
	093104		Officer asking reward to permit escape
	093302		Oppression under colr of office
	093701		Use of false permit, license, or diploma
	094012	A	Possession of incendiary devise
	094102	C	Committing crime when armed
	094104	B	Certain persons forbidden to arms (felons)
	094616	C	Gambling w/o license
	094618	C	Causing organiz. to violate gambling laws
	094622	C	Professional gambling
	094623	C	Illegal gambling devise
	096805	B	Erotic material (3rd offense)
	096908		Tampering with a witness
	097201		Perjury defined
	097202		Perjury 1
	097203		Perjury 2
	098102	B	Subversive Acts
	098103	C	Member subversive organization
	098111	C	Subversive misstatements for employment
	098201	A	Treason
	098203	C	Misprison of treason

CATEGORY	RCW	CLASS	DESCRIPTION
	099401	B	
	099402	B	Prison riot
	099404	B	Possession of contraband by prisoners
	099405	B	Possession of weapons by prisoners
	099407	B	Possession of weapons in prison by nonprisoner
	101913	C	Failure to appear before court after release on pers. recog.
	107701		
	194811	B	Defrauding an Inn Keper
	262003	B	Nonsupport of a minor child
	298506	B	Intimid. influence/bribe an elector
	298510	C	Fraud in Cert. of nomination or ballot
	298516	C	Election officer - violation at polls
	298517	B	Election office - general violation
	298518	C	False swearing at primary (charged perjury)
	298520	B	Election registration under false name
	298524	B	Unqualified person voting
	298526	C	Tamper having extra key to voting machine
	298529	B	Duplicate name violation of RCW 29.18.080
	298530	B	Violation RCW 29.36.110 - Absentee voting
	298531	C	Absent Serv. voters viol. - perjury 2
	298537	B	Initiat. and Referen. - viol. by signer
	298538	B	Recall - viol. by signer or officer
	430623	B	Destroy, damage prop. - cause personal injury
	466102	C	Elude pursuing police vehicle
	672401	C	Fraud in sporting contest
	694002	C	Poison in milk or food product
	604003	C	Place poison/other harmful objects in consumer
	707418	A	Possession of explosive devises
	707427	A	Endanger property or life with explosive
	722317	C	Assisting escape of mental patient
	722330	B	Bring marc, Liquor, weapon on institution grounds
	726507	B	Willful failure to return from work release
	726606	B	Willfl failure to return from furlough
	928022	B	Criminal attempt class A felony
	928023	C	Criminal attempt class B Felony
	928032	B	Criminal Conspiracy Class A Felony
	928033	C	Criminal Conspiracy Class B Felony

CATEGORY	RCW	CLASS	DESCRIPTION
	928042	B	Criminal Solicitation Class A Felony
	928043	C	Criminal Solicitation Class A Felony
	968010	B	Bribery of/or by a public official
	968020	C	Requesting unlawful compensation
	968030	C	Receiving or granting unlawful compensation
	968040	C	Trading in public office
	968050	C	Trading in special influence
	972020	B	Perjury 1
	972030	C	Perjury 2
	972090	B	Bribing a witness
	972100	B	Witness receiving a bribe
	972110	B	Intimading a witness
	972120	C	Tampering w/a witness
	972130	B	Intimidating a juror
	976070	C	Rendering Criminal assistance 1
	976110	B	Escape 1
	976120	C	Escape 2
	976140	B	Introducing contraband 1
	976172	B	Bail jump from Class A offense
	976173	C	Bail jump from Class B offense
	976180	C	Intimadating a public servant
	984010	C	Riot
	994043	B	
	9A2802		
	9A2803		
	9A6803	C	
	9A2804		
	9A6801	B	
	9A6802	C	
	9A6804	C	
	9A6805	C	
	9A7202	B	
	9A7203	C	
	9A7209	B	
	9A7210	B	
	9A7212	C	

CATEGORY	RCW	CLASS	DESCRIPTION
	9A7313	B	
	9A7607	C	
	9A7611	B	
	9A7612	C	
	9A7612	C	
	9A7614	B	
	9A7615	C	
	9A7617	A	
	9A7618	C	
	9A8401	C	
	090201	C	Abortion
	090202	C	Women attempting abortion
	090901		Arson 1
	093001		
	093002		
	093305		Blackmail
	094005		
	094118	A	Setting Spring Gun
	094119		Machine gun possession prohibited
	095201		Kidnapping 1 and 2
	095202		Conspiracy to kidnap
	095203		Selling services of kidnapped person
	096201	B	Malicious prosecution
	097906		Pimping
	097911		Adultry
	098002		Attempted suicide
	098004		
	099403	B	Holding hostages/interfere w/officer duty
	107706	A	
	928021	A	Criminal attempt - murder 1
	928031	A	Criminal conspiracy - murder 1
	928041	A	
	936060	C	Promoting a suicide attempt
	940020	A	Kidnapping 1
	940030	B	Kidnapping 2
	940040	C	Unlawful imprisonment

CATEGORY	RCW	CLASS	DESCRIPTION
	964010	C	Bigamy
	988070	B	Promoting prostitution 1
	988080	C	Promoting Prostitution 2
	9A3606	C	
	9A4002	A	
	9A4003	B	
	9A4004	C	
	9A6401	C	
	099512		Parole Board on site revocation

APPENDIX 3

Executive Order 81-15
Establishment of an Interagency Criminal Justice Work Group

State of Washington

JOHN SPELLMAN, Governor

OFFICE OF THE GOVERNOR

EXECUTIVE ORDER

EO 81-15

ESTABLISHMENT OF AN INTERAGENCY CRIMINAL JUSTICE WORK GROUP

WHEREAS, the prison system in the state of Washington is experiencing severe overcrowding; and

WHEREAS, in order for the correctional system to plan adequately for current and future facilities, it is necessary to project and forecast prison populations; and

WHEREAS, the area of criminal justice needs the immediate attention of state government; and

WHEREAS, no single state agency can address the totality of criminal justice issues facing the state;

NOW, THEREFORE, I, John Spellman, Governor of the state of Washington, hereby resolve that an interagency criminal justice work group be established to:

(1) provide a coordinated interagency system for prison population forecasting and projection;

(2) bring numerous state agency resources to bear on the management of criminal justice issues;

(3) review and make recommendations on operational strategies and approaches to address problems facing the system;

(4) provide for the sharing of information on which operational decisions can be made; and

(5) complement the work of the Sentencing Guidelines Commission.

The Interagency Criminal Justice Work Shop consists of the following individuals:

Amos Reed, Secretary, Department of Corrections (Chairman)
Joe Taller, Director, Office of Financial Management

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Alan Gibbs, Secretary, Department of Social and Health Services

William Henry, Chairman, Board of Prison Terms and Paroles

Charles Robinson, Chairman, Jail Commission

A Representative from the Judicial System

A Representative from the Washington Association of Prosecuting Attorneys

The Work Group may also request support from other individuals or groups as it deems appropriate.

The Office of Financial Management will serve as lead for the projection/forecasting task, including the development of recommendations concerning data system improvements.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the state of Washington to be affixed at Olympia this 14th day of August, A.D., Nineteen hundred and eighty-one.

John Spellman
Governor of Washington

BY THE GOVERNOR:

Laura E. Eckert
Assistant Secretary of State

END