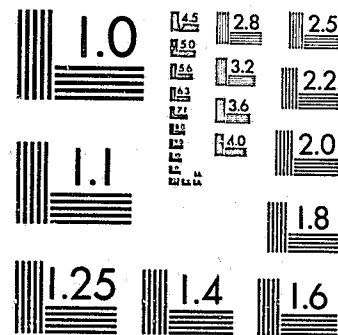


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JOHN SPELLMAN, Governor

AMOS E. REED, Chairman

GOVERNOR'S INTERAGENCY CRIMINAL JUSTICE WORK GROUP



PRISON AND INMATE POPULATION FORECAST FY 1984-1997

93641

Office of Criminal Management
Division of Policy Analysis and Forecasting

January 1984

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INTRODUCTION

The Fall 1983 prison and inmate population forecast is a transition forecast between the current criminal justice system and the system as it is anticipated it will operate under the Sentencing Reform Act. Before discussing the findings and assumptions, this report provides a brief summary of Washington's criminal justice environment and an historical overview.

This forecast does not presume to provide a prediction of the future, but rather it is 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 who formulated input for the prison and inmate population forecast are members of the Governor's Interagency Criminal Justice Work Group and the Sentencing Guidelines Commission. The forecast is developed under the direction of the Governor's Interagency Criminal Justice Work Group.

The forecast estimates the total inmate population from which two subsets of that population are derived: prison and inmate work release populations.

Inmate population always refers to the total population of inmates both in prison and work release.

Prison population always refers to the institutional prison population exclusive of the inmate work release population. This is a calculated population value equal to 92 percent of the total inmate population.

Inmate Work Release population always refers to the population of inmates housed in work release facilities. This is a calculated population value equal to 8 percent of the total inmate population.

SECTION I

WASHINGTON STATE CRIMINAL JUSTICE SYSTEM ENVIRONMENT

Washington State correctional facilities are entering their eighth year of overcrowding with our prisons holding 6200¹ persons, which is 137 percent of rated capacity. There are approximately another 500 persons in inmate work release facilities. There has been long term stress on this state's prison system that is indicative of problems throughout the criminal justice system. The following facts are important in understanding Washington's criminal justice problems as they relate to national trends.

PRISONS ARE SEVERLY OVERCROWDED. On December 31, 1983, the prison population was 6,200 or 137 percent of rated capacity. Approximately another 500 inmates were on inmate work release.

ONLY THE 1983 EARLY RELEASE PROGRAM HAS KEPT THE PRISON POPULATION CLOSE TO EMERGENCY CAPACITY LEVELS. Between October 1982 and November 1983, 900 inmates were released from prison up to one year early.

WASHINGTON STATE'S PRISON OVERCROWDING PROBLEM IS NOT UNIQUE. Thirty-seven other states have prisons so severely overcrowded that they are under court order to remedy the situation.

WASHINGTON STATE IS NOT UNNECESSARILY TOUGH ON CRIMINALS. Washington State's criminal justice system is severely strained; however, one of the causes of the overcrowding does not appear to be an unrealistically high incarceration rate. This is in spite of the fact that Washington, like other Pacific Coast states, has a high crime rate. Washington state ranks nationally:

- o 7th for the relative size of the male population between the ages of 18 and 39, the age responsible for about 80 percent of serious crimes.
- o 13th for total reported crime.
- o 15th for property crimes.
- o 26th for violent crimes.
- o 26th for imprisonment rate.

¹December 31, 1983, Daily Population Report.

GIVEN THE CRIME RATE, WASHINGTON'S PER CAPITA SPENDING FOR CRIMINAL JUSTICE IS LOW. Nationally there is a strong relationship between the amount of crime in a state and per capita spending. For states with a crime rate similar to Washington's the average per capita spending is about \$110. The highest per capita spending for states similar to Washington is \$175. Washington's per capita spending for criminal justice services is about \$93.

THE CRIMINAL JUSTICE SYSTEM IS IN A PERIOD OF GREAT UNCERTAINTY.

- o Crime rates decreased in 1981 and 1982, but arrest rates have remained at high levels.
- o Except for sex crimes, which continue to increase, violent crime rates have decreased slightly.
- o Conviction rates for property and drug crimes are higher than expected.
- o During past economic recoveries the state has experienced an increase in the crime rate.

THE SENTENCING REFORM ACT WILL BE IMPLEMENTED IN 1984. This law represents significant operational changes in the criminal justice system.

HISTORICAL OVERVIEW 1971 TO 1983

This section provides an historical perspective of the changes in the inmate population. The major contributors to inmate population are identified and discussed. These include crime rates, target population and the judicial decision to imprison (JDI)¹.

1. INMATE POPULATION WAS BELOW CAPACITY 1971-1975

- o During this period the crime rate was increasing - from 299 per thousand² in 1971 to 357 per thousand² in 1975.
- o Between 1971 and 1975, the criminal target populations were also growing; the target population for property crimes - males 18 to 24 years of age - increased 8 percent, while the target population for violent crimes - males 25 to 39 years of age - increased 18 percent.
- o Increasing trends in population and crime were offset during this period by a decreasing JDI. The total JDI fell from over 30 percent in the late 1960's to 17.8 percent in 1975, which resulted in the prison population being lower than the rated capacity.

2. INCREASING INMATE POPULATION 1975-1979

- o Between 1975 and 1979 the crime rate actually decreased, declining to 313 per thousand² in 1977.
- o Even though crime rates were decreasing during this period, crime volumes were increasing due to a rapidly expanding target population. The population of 18 to 39 year old males increased 24 percent from 1975 to 1979, while the volume of crime increased 18 percent.
- o In 1975, the JDI turned around and began to rise for the first time in 10 years reaching a peak of 23 percent in 1978. This was another factor causing the inmate population to exceed the rated institutional capacities.

¹JDI measures the percentage of convicted persons that are sentenced to a prison term, as opposed to probation.

²Per 1000 population of 18 to 39 year old males.

3. STABILIZING INMATE POPULATION 1980-1981

- o Because of overcrowded conditions in the state's prisons, the first early release programs began during this period.
- o Also in response to overcrowding, by 1980 the JDI had dropped back to 1975 levels at 17.4 percent. Overcrowding was also relieved by holding sentenced felons destined for prison in county jails longer.

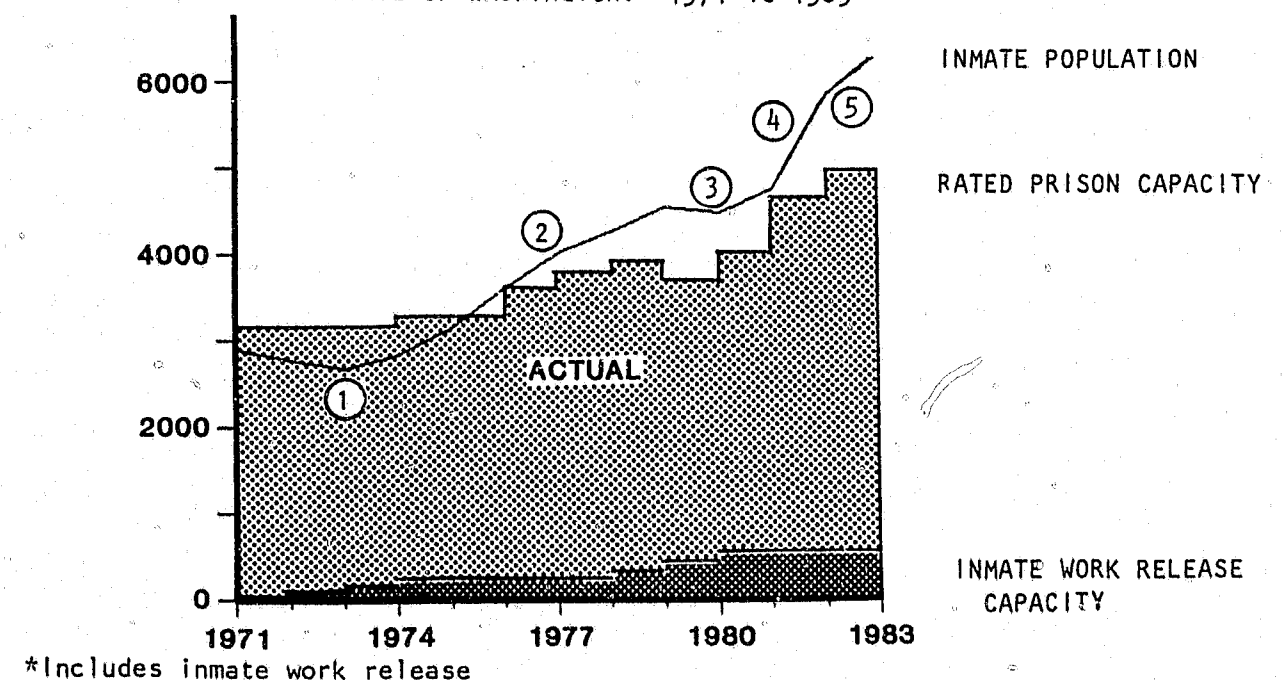
4. HISTORICALLY HIGH INMATE POPULATION INCREASES 1982

- o During Fiscal Year 1982, there were no early release programs in effect, and the pool of eligible releasees was diminished by previous early release efforts. Consequently, there were about 500 fewer releases in FY 1982 than there had been in 1981.

5. INMATE POPULATION LESS THAN FORECAST 1983

- o During FY 1983, actual admissions to prison were only 39 more than forecast.
- o For most of FY 1983 an early release program was in effect. Between October 1982 and June 1983, 660 prisoners were released early causing the actual inmate population to fall below the forecast line.
- o If there had been no early release programs during FY 1983, the forecast would have underestimated the inmate population. Even with the early release program the prison population increased 453 in FY 1983 or 38 per month.

CHART 1
HISTORICAL TOTAL INMATE POPULATION:*
RATED PRISON AND WORK RELEASE CAPACITIES
STATE OF WASHINGTON: 1971 TO 1983



SECTION II

FINDINGS

The Fall 1983 prison and inmate population forecast is a transition forecast between the criminal justice system as it operates now and the system as it will operate under the Sentencing Reform Act. The forecast for FY 1984 uses assumptions from the criminal justice system as it operates now. During the FY 1985 and 1986 forecasts, those assumptions were phased out, while assumptions for the Sentencing Reform Act were phased in and fully applied for 1987 and beyond. Because this is a transition forecast that reflects system changes, comparative information between the current system forecast and the Sentencing Reform Act forecast (or "Guidelines Forecast") is provided. Findings are presented in the following order.

- o Annual Prison and Inmate Population Forecasts
- o Prison and Inmate Capacity Forecasts
- o Inmate Admission and Release Forecasts
- o Monthly Prison and Inmate Population Forecast

Annual Prison and Inmate Population Forecasts

Table 1 and Chart 2 show the forecast of the inmate population in prison and work release facilities. Each of the Sentencing Guidelines forecast lines corresponds to one of three different points in the guidelines sentencing range. They are: (1) lowest sentence lengths at the bottom of the sentencing range, (2) midpoint sentence lengths at 50 percent of the sentencing range, and (3) 25 percent of the sentencing range. 'Sentencing range' referred to here is the range of sentence lengths from which the judiciary may select under the Sentencing Reform Act. For example, 25 percent of the sentencing range refers to sentence lengths that are the minimum length plus 25 percent of the difference between the minimum and the maximum sentence lengths. The 25 percent forecast has been selected by the Work Group as the official inmate population forecast. It is shown on Chart 2 bounded by the low and midpoint forecasts.

TABLE 1
INMATES¹ REMAINING
HISTORICAL & FORECAST POPULATIONS FOR CURRENT AND GUIDELINE ASSUMPTIONS
STATE OF WASHINGTON: 1971-1997

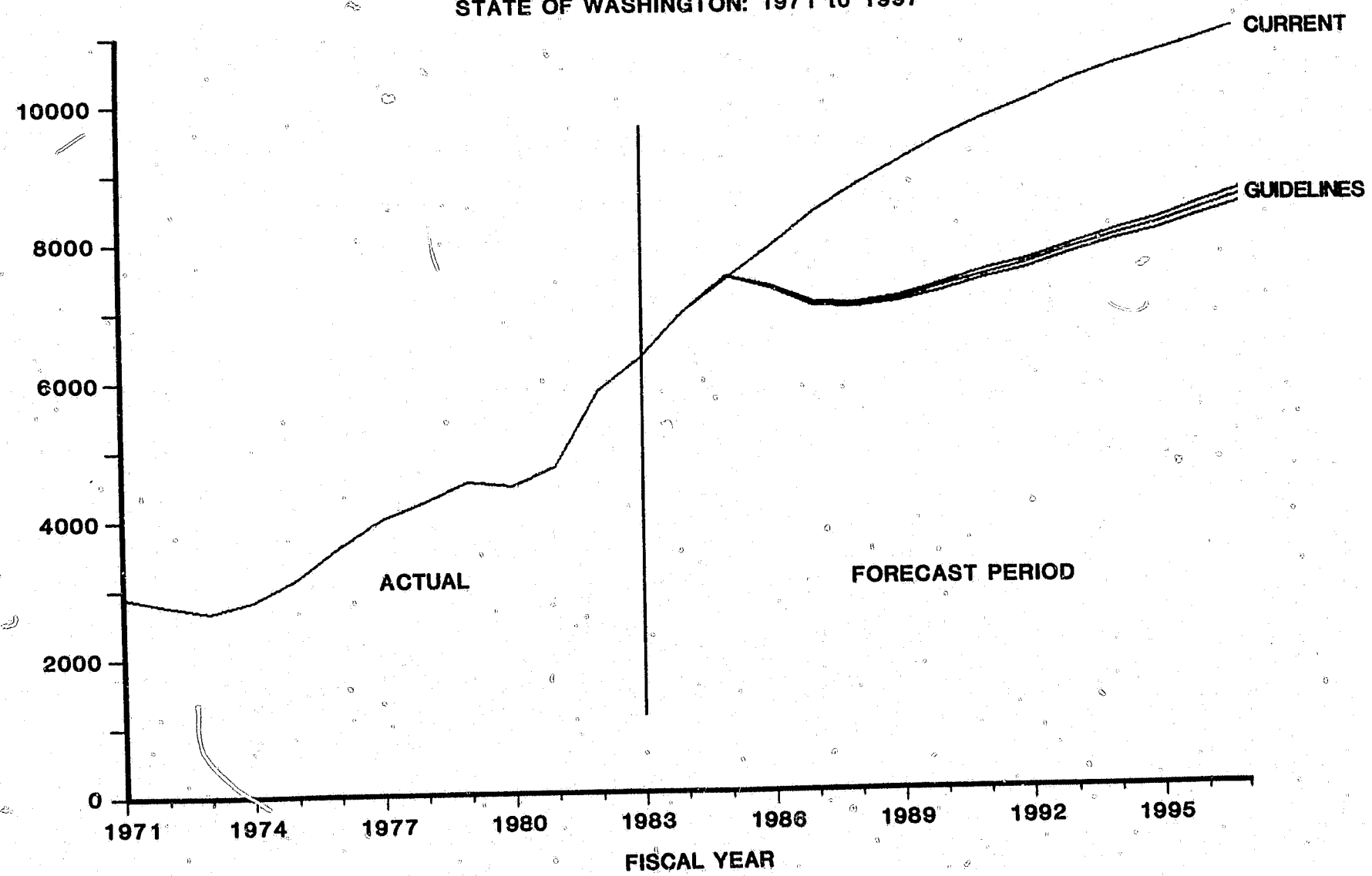
Fiscal Year	Fall 1983 Current	Fall 1983 Guidelines 25%	Fall 1983 Guidelines Low	Fall 1983 Guidelines 50%
1971	2888			
1972	2761			
1973	2670			
1974	2825			
1975	3147			
1976	3589			
1977	4001			
1978	4244			
1979	4524			
1980	4453			
1981	4720			
1982	5814			
1983	6307			
Forecast				
1984	6985	6985 ²	6985 ²	6985 ²
1985	7453	7488 ³	7488 ³	7488 ³
1986	7907	7335 ³	7321 ³	7352 ³
1987	8402	7086	7064	7105
1988	8792	7067	7037	7087
1989	9135	7146	7103	7175
1990	9458	7308	7250	7350
1991	9743	7485	7421	7538
1992	9997	7633	7562	7685
1993	10267	7846	7776	7902
1994	10477	8025	7946	8088
1995	10650	8179	8096	8250
1996	10856	8398	8298	8470
1997	11059	8585	8479	8663

¹Includes inmates both in prison and work release.

²1984--current criminal justice system forecast.

³1985 and 1986--phase out current, phase in sentencing guidelines.

CHART 2
HISTORICAL AND FORECAST TOTAL INMATE POPULATION
CURRENT AND GUIDELINES ASSUMPTIONS
STATE OF WASHINGTON: 1971 to 1997



Prison, Inmate Work Release, and Total Inmate Capacity Forecasts

Inmates are housed in either prisons and camps or at inmate work release facilities. This section presents, first, the current capacity and population of each prison institution and each inmate work release facility. Next, annual historical and forecast capacities are shown in comparison to prison and inmate work release populations.

Table 2a lists, by facility, the capacity and population of each prison and inmate work release facility at the end of December, 1983.

TABLE 2a
CURRENT PRISON¹ AND INMATE WORK RELEASE² POPULATIONS AND CAPACITIES
STATE OF WASHINGTON: DECEMBER 1983

Facility	Location	Rated Capacity	Emergency Capacity	Total Pop
Maximum & Medium Security				
McNeil Island Corrections Center	McNeil Island	580	000	854
Washington State Penitentiary: Inside	Walla Walla	868	1300	1281
Washington State Penitentiary: Medium Security Building	Walla Walla	288	338	337
Washington State Reformatory	Monroe	654	850	862
Special Offender Center	Monroe	144	144	143
Washington Corrections Center: Reception Units	Shelton	200	400	485
Washington Corrections Center: Training	Shelton	654	894	987
Purdy Treatment Center	Gig Harbor	150	174	188
Clallam County Unit	Forks	30	30	28
Minimum Security				
McNeil Island Corrections Center: Farm Annex	McNeil Island	99	100	99
Washington State Penitentiary: Minimum Security Unit	Walla Walla	114	114	99
Washington State Reformatory: Honor Farm	Monroe	62	80	71
Purdy Treatment Center: Minimum Annex	Gig Harbor	21	28	28
Larch Corrections Center	Yacolt	114	130	133
Indian Ridge Treatment Center	Arlington	81	110	111
Firland Corrections Center	Seattle	50	50	44
Clearwater Corrections Center	Forks	113	125	115
Olympic Corrections Center	Forks	111	125	128
Pine Lodge Corrections Center	Medical Lake	84	84	84
Cedar Creek Corrections Center	Littlerock	104	125	123
Total		4521	6001	6200
Inmate Work Release				
Geiger	Spokane	3	3	103
Ahtanum View	Yakima	3	3	14
Tri-Cities	Pasco	3	3	12
Yakima	Yakima	3	3	0
Bellingham	Bellingham	3	3	14
Everett	Everett	3	3	14
Bishop Lewis House	Seattle	3	3	13
Madison Inn	Seattle	3	3	22
Pioneer House	Seattle	3	3	39
Reynolds	Seattle	3	3	60
Kitsap	Bremerton	3	3	6
Lincoln Park	Tacoma	3	3	14
Port Angeles	Port Angeles	3	3	8
Progress House	Tacoma	3	3	32
Rap House	Tacoma	3	3	11
Tacoma	Tacoma	3	3	113
Longview	Longview	3	3	9
Olympia	Olympia	3	3	17
Total		500		

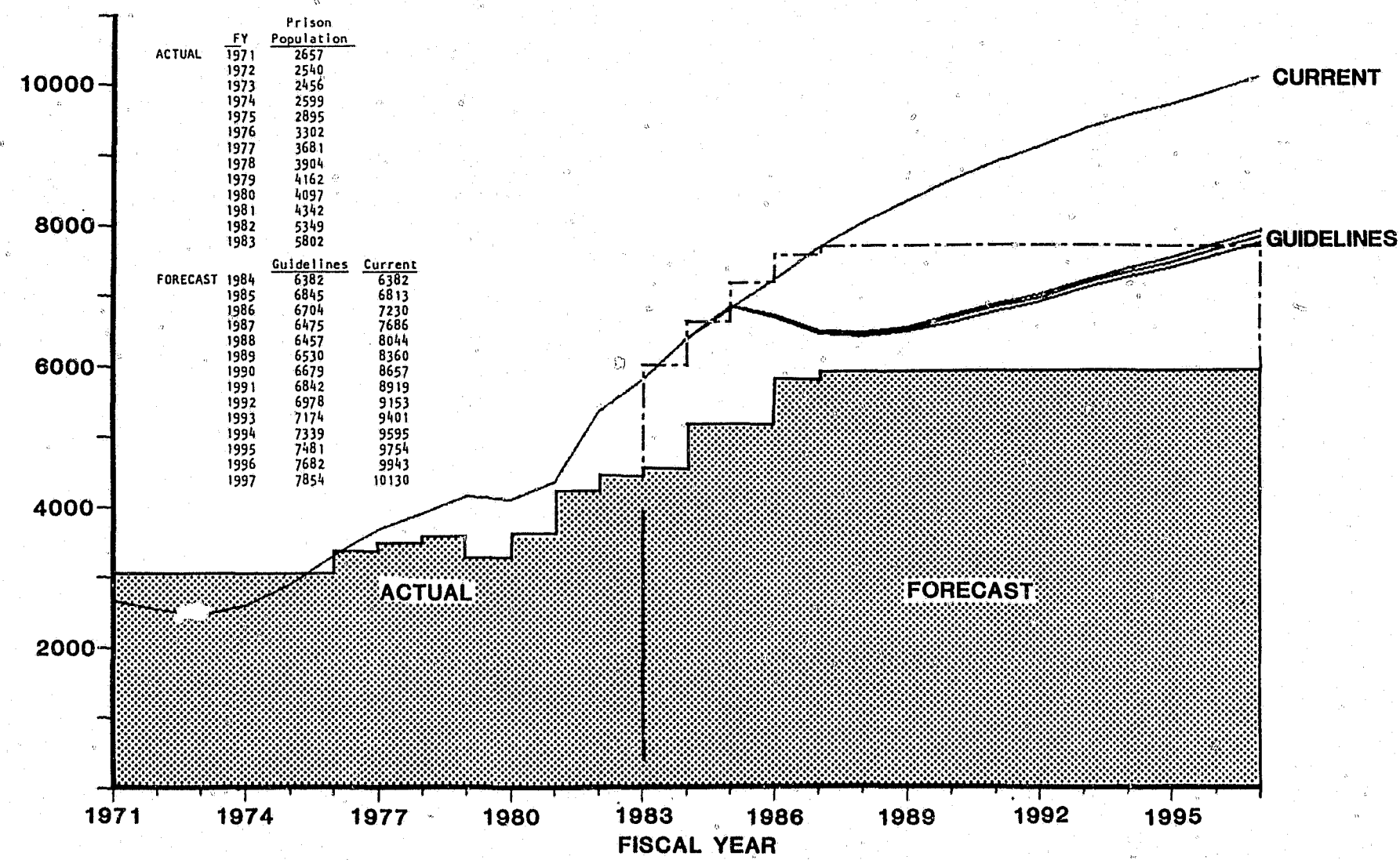
¹December 31, 1983

²January 2, 1984

³Work Release capacity includes both inmate and parole and probation capacity. Specific inmate capacity is not identified.

Chart 3a shows historical and forecast prison capacities and populations. The prison population shown is calculated by 92 percent of the inmate population.

CHART 3a
PRISON POPULATION AND CAPACITY
EMERGENCY AND RATED PRISON CAPACITIES
STATE OF WASHINGTON: 1971 to 1997



EMERGENCY PRISON CAPACITY [Dashed Line]

RATED PRISON CAPACITY [Shaded Area]

Prison and Inmate Capacity Forecasts

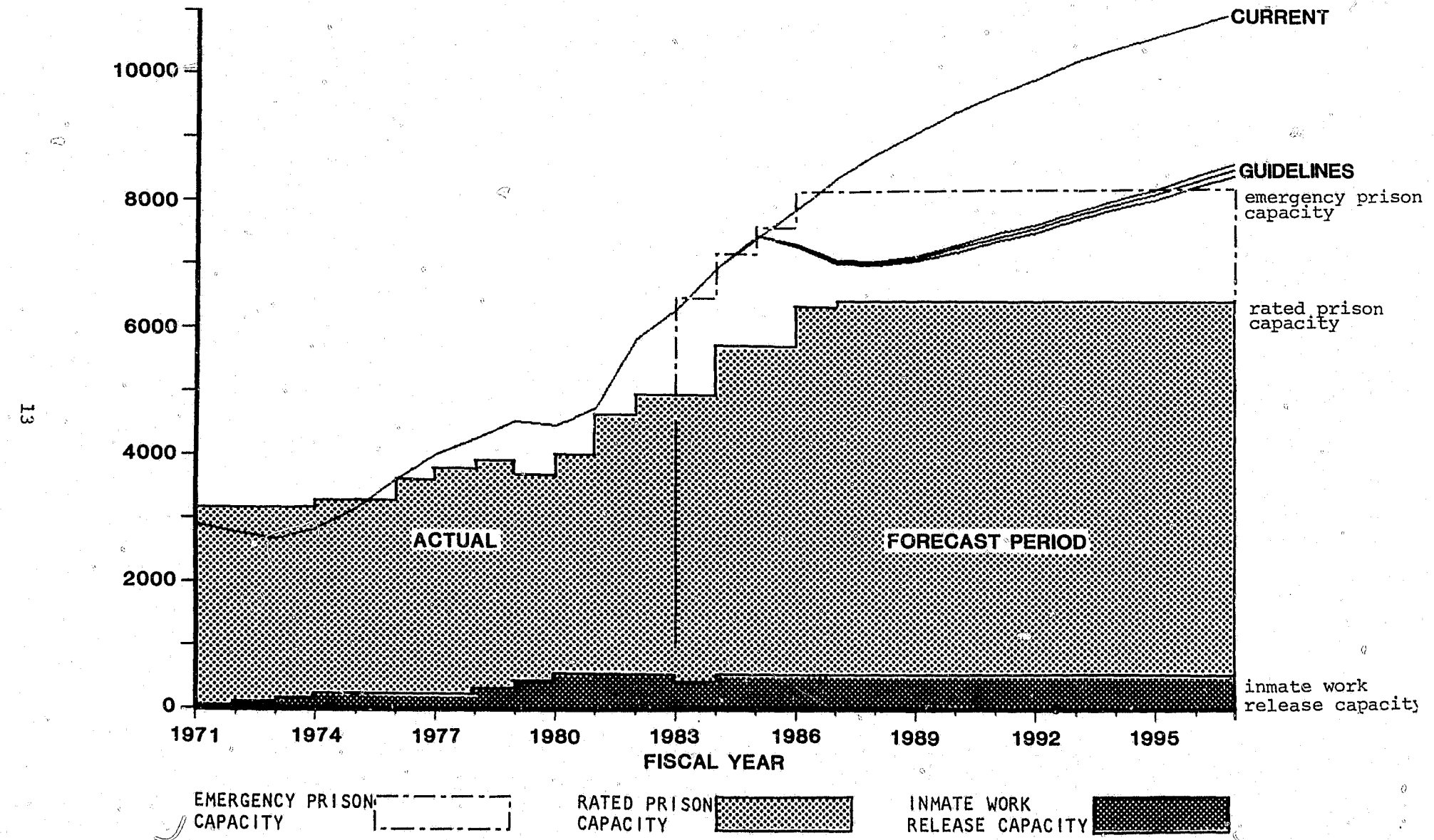
Chart 3b shows the guidelines and the current forecasts compared to the combined estimated prison and work release capacity plans. The inmate population under the guidelines assumptions is expected to fall below the emergency capacity after FY 1986 until FY 1994. Yet, even at its lowest point in 1988, the inmate population remains 665 above the rated capacity.

Table 2b, below, shows the history and the forecast of inmate capacities.

TABLE 2b
RATED, EMERGENCY AND INMATE WORK RELEASE CAPACITIES
STATE OF WASHINGTON: 1971-1987

<u>FY</u>	<u>Rated</u>	<u>Work Release</u>	<u>Total</u>	<u>Emergency</u>	<u>Total</u>
1971	3138	46	3184		
1972	3062	111	3173		
1973	3057	138	3195		
1974	3057	170	3227		
1975	3071	195	3266		
1976	3388	229	3617		
1977	3511	253	3764		
1978	3611	320	3931		
1979	3287	394	3681		
1980	3564	493	4057		
1981	4237	468	4705		
1982	4466	527	4993		
1983	4521	463	4984	6001	6464
<u>Forecast</u>					
1984	5182	500	5682	6711	7211
1985	5222	500	5722	7071	7571
1986	5818	500	6318	7667	8167
1987	5920	500	6420	7769	8269

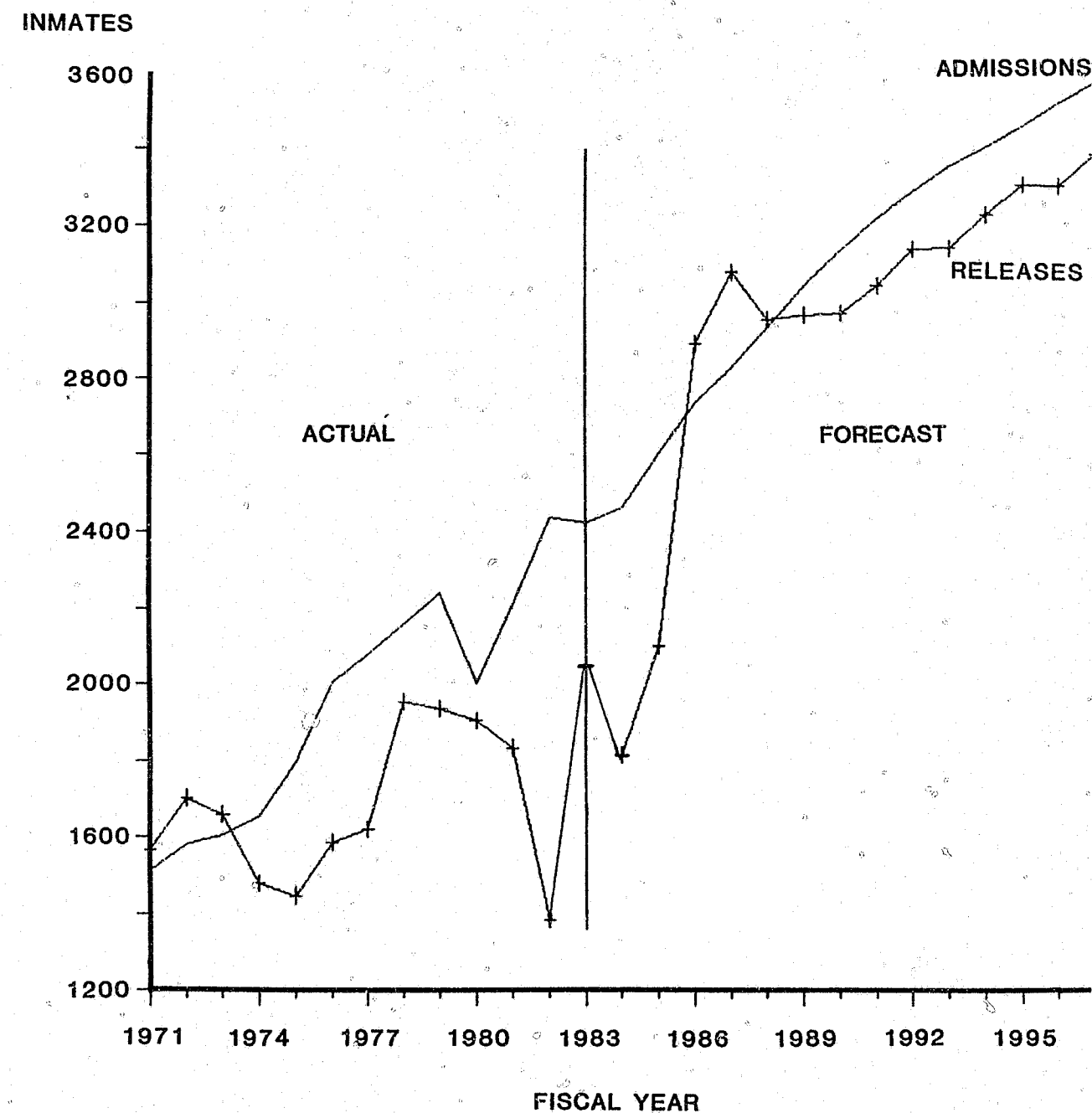
CHART 3b
INMATE¹ POPULATION AND CAPACITY
 EMERGENCY, RATED AND WORK RELEASE CAPACITIES
 STATE OF WASHINGTON: 1971 to 1997



EMERGENCY PRISON CAPACITY (dashed line) RATED PRISON CAPACITY (stepped line) INMATE WORK RELEASE CAPACITY (solid line)

¹ Includes prison and inmate work release population.

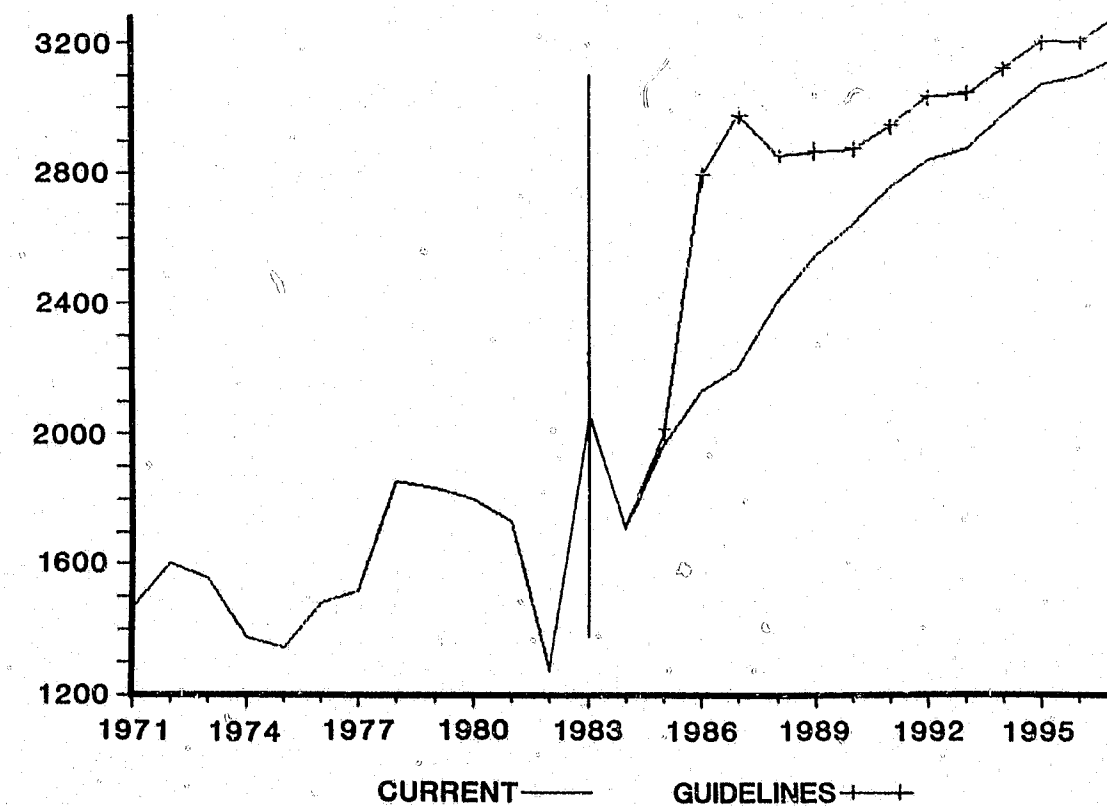
CHART 4
FORECAST ADMISSIONS AND RELEASES
 USING 25% GUIDELINES ASSUMPTIONS
 STATE OF WASHINGTON: 1971 to 1997



Forecast Admissions & Releases

Chart 4, which depicts admissions and releases, is for the forecast using the 25 percent sentencing guidelines assumptions. By referring to Chart 5 below, one can see that the major difference between the current and guidelines systems is the greater number of releases for the guidelines systems through FY 1987. The stabilization of the inmate population under the guidelines assumptions is caused by an accelerated number of releases between 1985 and 1988. The source of the greater number of releases is the shorter lengths of stay for the high volume property and drug crime offenders. For those crime types 98 percent of the offenders will be released between 6 months and 24 months. So, between mid 1984 and mid 1986, the bulk of property and drug offenders that were initially sentenced under the new guidelines will be released, causing an acceleration of releases beyond those expected under the current assumptions. After 1987, the guidelines will be fully in effect, and the number of releases is expected to remain an average 205 higher than expected under the current assumptions.

CHART 5
HISTORICAL AND FORECAST RELEASES
 CURRENT AND GUIDELINES ASSUMPTIONS
 STATE OF WASHINGTON: 1971 to 1997



Charts 6 and 7 and Table 3 show two changes to the current system resulting from the implementation of the sentencing guidelines. While new admissions are expected to rise somewhat under the guidelines, recidivist admissions are expected to decrease. The Parole Board will be phased out, so all future recidivists will be processed via the courts. Recently about 50 percent of recidivists have re-entered prison via the Parole Board. New assumptions in the guidelines forecast regarding the anticipated reduction in the number of technical violators recidivating is expected to cause a 19 percent reduction in recidivist admissions.

TABLE 3
NEW AND RECIDIVIST ADMISSIONS:
FOR CURRENT AND GUIDELINES ASSUMPTIONS
1984-1997

Fiscal Year	Current New Adm	Guidelines New Adm	Diff	Current Recidivist	Guidelines Recidivist	Diff	Current Total Adm	Guidelines Total Adm	Diff
1984	1803	1803	0	641	641	0	2444	2444	0
1985	1870	2029	159	665	573	-92	2535	2602	67
1986	1952	2200	248	727	535	-192	2679	2735	56
1987	2006	2282	276	788	545	-243	2794	2827	33
1988	2051	2338	287	839	594	-245	2890	2932	42
1989	2092	2392	300	898	651	-247	2990	3043	53
1990	2110	2426	316	957	707	-250	3067	3133	66
1991	2132	2461	329	1009	758	-251	3141	3219	78
1992	2144	2484	340	1050	802	-248	3194	3286	92
1993	2156	2509	353	1091	844	-247	3247	3353	106
1994	2173	2530	357	1118	875	-243	3291	3405	114
1995	2197	2561	364	1148	897	-251	3345	3458	113
1996	2226	2600	374	1176	921	-255	3402	3521	119
1997	2258	2639	381	1203	934	-269	3461	3573	112

CHART 6
HISTORICAL AND FORECAST ADMISSIONS
TOTAL CURRENT AND GUIDELINES ADMISSIONS
STATE OF WASHINGTON: 1971 to 1997

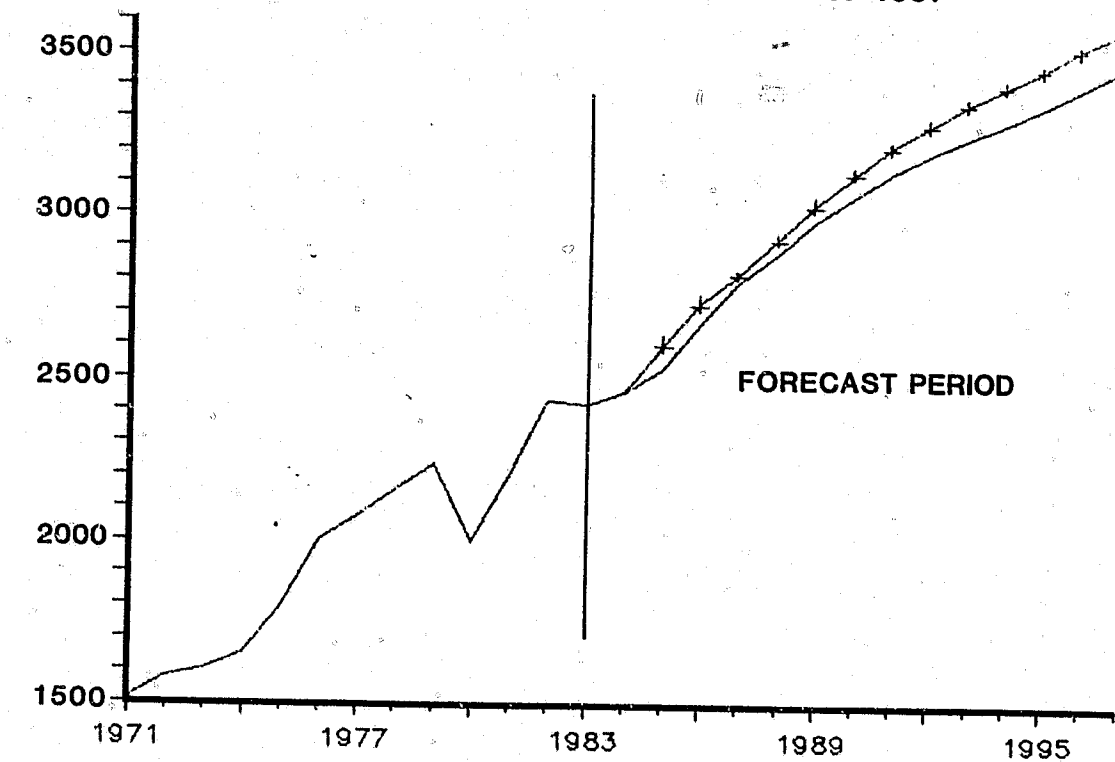
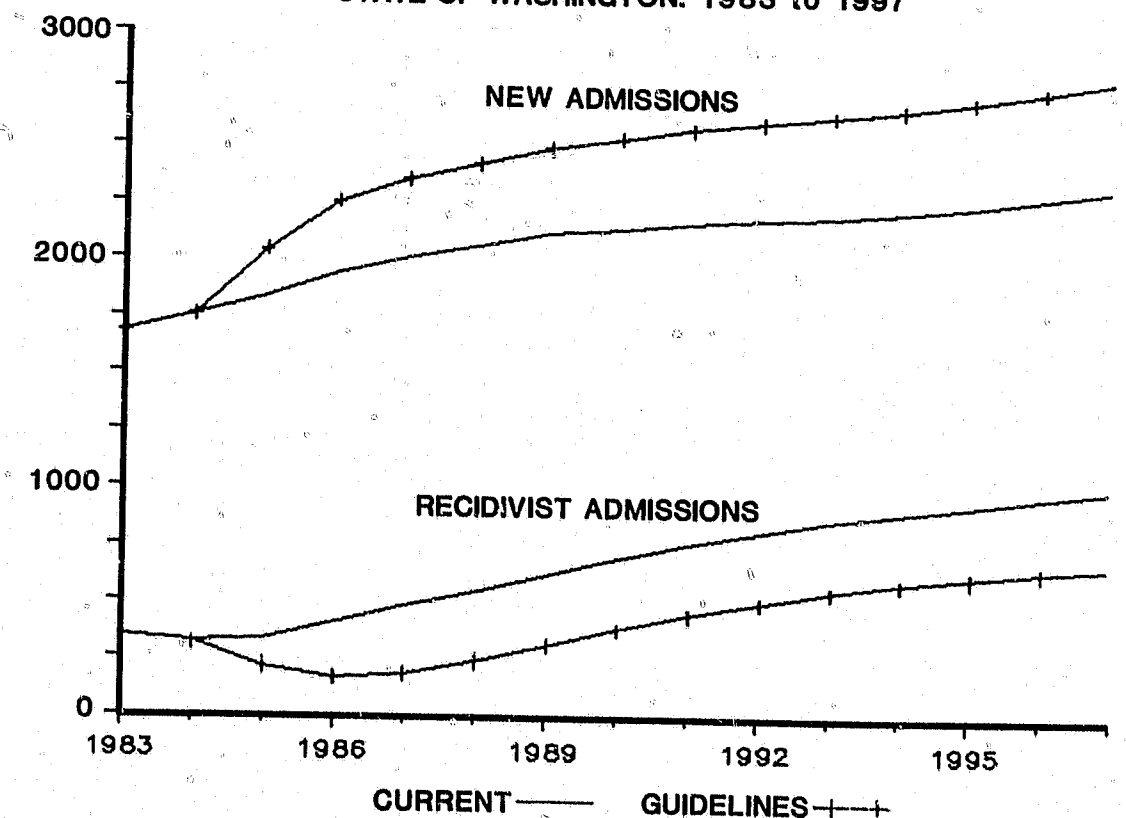


CHART 7
FORECAST NEW AND RECIDIVIST ADMISSIONS
CURRENT AND GUIDELINES ASSUMPTIONS
STATE OF WASHINGTON: 1983 to 1997



After FY 1988 releases under the guidelines assumptions will begin to stabilize, paralleling the pattern of releases for the current assumptions. By that time, releases for guidelines assumptions will have reached the new operational plateau. Then releases will become balanced between the rapid turnover of property and drug crime offenders, and violent offenders who are staying longer. Table 4 lists the forecast of admissions and releases for both the current and guidelines system.

TABLE 4
ANNUAL ADMISSIONS AND RELEASES
FOR CURRENT AND GUIDELINES ASSUMPTIONS
STATE OF WASHINGTON: 1971 - 1997

Fiscal Year	Current Total Adm	Guidelines Total Adm	Current Releases	Guidelines Releases	Current Annual Change	Guidelines Annual Change	Current Monthly Change	Guidelines Monthly Change
1971	1512	1512	1567		-55		-5	
1972	1581	1581	1703		-122		-10	
1973	1604	1604	1660		-56		-5	
1974	1653	1653	1476		177		15	
1975	1794	1794	1444		350		29	
1976	2004	2004	1584		420		35	
1977	2077	2077	1620		457		38	
1978	2157	2157	1952		205		17	
1979	2236	2236	1933		303		25	
1980	2000	2000	1902		98		8	
1981	2207	2207	1832		375		31	
1982	2436	2436	1383		1053		88	
1983	2422	2422	2028		463		39	
Forecast								
1984	2492 ¹	2492 ¹	1814	1814	678	678	57	57
1985	2535	2602	2067	2099	468	503	39	42
1986	2679	2735	2225	2888	445	-153	37	-13
1987	2794	2827	2299	3076	495	-249	91	-21
1988	2890	2932	2500	2951	390	-19	33	-2
1989	2990	3043	2647	2964	343	79	29	7
1990	3067	3133	2744	2971	323	162	27	14
1991	3141	3219	2856	3042	285	177	24	15
1992	3194	3286	2940	3138	254	148	21	12
1993	3247	3353	2977	3140	270	213	23	18
1994	3291	3405	3081	3226	210	179	18	15
1995	3345	3458	3172	3304	173	154	14	13
1996	3402	3521	3196	3302	206	219	17	18
1997	3461	3573	3258	3386	203	187	17	16

¹Includes escape differential of +48 during 1984.

Monthly Prison and Inmate Population Forecasts

Tables 5 and 6 show a detailed breakdown of forecast inmate populations through the end of the biennium. Forecast new admissions, recidivists, releases, and inmate population for males and females are listed by month.

At the bottom of the tables, the forecast prison and inmate work release populations are shown separately. These are calculated respectively by 92 percent and 8 percent of the total inmate population. Also included is the addition of four escape returnees per month for the first year. This anticipates the recent trend of more escapees returning to prison than inmates escaping.

TABLE 5
MONTHLY INMATE POPULATION FORECAST FY 84

MONTHLY INMATE POPULATION FORECAST FY 84													Fiscal Year Totals	
	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June		
MALE	New Court Adm	143	141	138	140	140	140	141	142	142	141	143	1696	
	Return Court Adm	26	26	33	29	33	30	29	25	25	28	27	341	
	Return P B Adm	22	20	28	22	28	27	22	20	20	22	22	278	
	Total Admissions	191	187	199	191	201	200	197	192	187	187	191	192	2315
	Releases	144	152	151	128	141	126	142	140	143	159	128	152	1706
	Population	6119	6154	6202	6265	6325	6399	6454	6506	6550	6578	6641	6681	6681
FEMALE	New Court Adm	11	8	5	6	7	14	7	8	11	9	8	13	107
	Return Court Adm	0	0	5	1	2	1	2	1	0	0	1	0	13
	Return PB Adm	0	0	3	1	2	1	1	1	0	0	0	0	9
	Total Admissions	11	8	13	8	11	16	10	10	11	9	9	13	129
	Releases	14	6	10	9	10	7	11	9	10	6	9	7	108
	Population	232	234	237	236	237	246	245	246	247	250	250	256	256
TOTAL	New Court Adm	154	149	143	146	147	159	147	149	153	151	149	156	1803
	Return Court Adm	26	26	38	30	35	31	32	30	25	25	29	27	354
	Return PB Adm	22	20	31	23	30	26	28	23	20	20	22	22	287
	Total Admissions	202	195	212	199	212	216	207	202	198	196	200	205	2444
	Releases	158	158	161	137	151	133	153	149	153	165	137	159	1814
	Escape Difference	4	4	4	4	4	4	4	4	4	4	4	4	48
	Total Inmate Pop ¹	6355	6396	6451	6517	6582	6669	6727	6784	6833	6868	6935	6985	
	Prison Population ²	5847	5884	5935	5996	6055	6136	6189	6241	6286	6319	6380	6426	
	Inmate Work Release Population ³	508	512	516	521	527	533	538	543	547	549	555	559	

¹Forecast of an excess of 4 escape returnees over escapes per month for the first forecast year.

²92 percent of total inmate population.

³8 percent of total inmate population.

TABLE 6
MONTHLY INMATE POPULATION FORECAST FY 85

		July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	Fiscal Year Totals
21	MALE	New Court Adm	163	158	150	152	154	167	157	159	160	159	164	1902
		Recidivist Adm	43	42	57	43	55	50	52	45	43	41	41	555
		Total Admissions	206	200	207	195	209	217	209	204	203	202	205	2457
	FEMALE	Releases	172	148	159	170	139	153	163	184	152	170	204	1991
		Population	6763	6815	6863	6888	6958	7022	7068	7088	7139	7171	7194	7195
		New Court Adm	15	8	5	5	6	20	8	10	13	12	8	127
	TOTAL	Recidivist Adm	1	0	6	1	2	1	2	1	2	2	0	18
		Total Admissions	16	8	11	6	8	21	10	11	15	14	8	145
		Releases	13	8	7	9	10	7	8	9	11	7	8	108
		Population	259	259	263	260	258	272	274	276	280	287	287	293
		New Court Adm	178	166	155	157	160	187	165	169	173	171	167	2029
		Recidivist Adm	44	42	63	44	57	51	54	46	45	45	41	573
		Total Admissions	222	208	218	201	217	238	219	215	218	216	208	2602
		Releases	185	156	166	179	149	160	171	193	163	177	185	2099
		Total Inmate Pop	7022	7074	7126	7148	7216	7294	7342	7364	7419	7458	7481	7488
		Prison Population ¹	6460	6508	6556	6576	6639	6710	6755	6775	6825	6861	6883	6889
		Inmate Work Release Population ²	562	566	570	572	577	584	587	589	594	597	598	599

¹92 percent of total inmate population.
²8 percent of total inmate population.

SECTION III ASSUMPTIONS AND FORECAST CHANGES

The assumptions established by the Governor's Interagency Criminal Justice Work Group for the Fall 1983 inmate forecast are based on the phase out of the current criminal justice system and the phase in of the Sentencing Reform Act. Accordingly, the assumption updates are based on two sources. The update of assumptions for the current criminal justice system are based on the monitoring report of the Fall 1982 forecast (Special Report 77) and criminal justice background information provided in Special Report 76. The assumptions regarding the implementation of the Sentencing Reform Act are based on the information provided by the Sentencing Guidelines Commission.

Within the past year, significant changes affecting the criminal justice system have occurred. Those changes and the assumptions made to reflect them in this year's forecast are presented in this section. Each factor that directly or indirectly affects the inmate forecast is discussed in the order that it affects the criminal justice system. For those factors affected by the Sentencing Guidelines Commission's assumptions, a comparison showing the difference between the current and the guidelines assumption is presented. The order of the forecast factors are:

- o CRIME, ARREST, FELONY FILING RATES
- o CONVICTION RATES
- o JUDICIAL DECISION TO IMPRISON (JDI)
- o LENGTH OF STAY/RELEASES
- o RECIDIVISM RATES

Crime, Arrest, and Felony Filings

o CRIME RATES WILL BEGIN TO INCREASE

As background for its consideration of conviction rates, the Work Group examined crime, arrest and felony filing patterns.

Table 7 shows that the reported crime rate¹, and thus also reported crime volume, has decreased since calendar year (CY) 1980. The violent crime rate has declined from a high of 24.0 in CY 1980 to 21.3 in CY 1982. The property crime rate (excluding larceny) has declined from 116.1 in CY 1980 to 101.9 in CY 1982.

The assumption adopted by the Work Group is that this trend will not continue. Rather, it is expected that the crime rate decrease has run its course and that future crime rates will show a gradual increase.

The rationale behind this assumption is based on the forecast of an improved economic situation for Washington State and a forecast of increasing migration into the state resulting from that improved situation. It is forecast there will be a mid-range in-migration of 20,000 to 40,000 persons per year for the next five years. Since the 1960's, the crime rate in Washington has increased each time the economy has rebounded from a recession.

In spite of the decrease in crime rates in CY 1981 and CY 1982, arrest and felony conviction rates were stable or, for some crime types, increasing. While the volume of crime dropped dramatically after 1980 the volume of arrests actually increased. For example, over the 1981-1982 period there was a net decrease in violent crime volumes of 7.3 percent while arrests for those crimes over the same period increased 7.2 percent. Felony filings and convictions also increased during that period. Table 7, also shows a recent history of arrests, felony filings, and convictions. It can be seen that felony filings and convictions have increased steadily.

¹Crime rates are expressed in terms of the number of reported crimes per 1,000 males age 18 to 39.

TABLE 7

HISTORICAL VIEW OF KEY CRIMINAL JUSTICE INDICATORS

RATES

STATE OF WASHINGTON

Cal. Year	Fiscal Year	Target Pop.		Rate/1000 Reported		Rate/1000 Reported		Rate/1000 Property		Rate/1000 Property		Rate/1000 Total		ADMISSIONS TO PRISON					
		Male	%	Violent	%	Violent	%	Crime	%	Arrests	%	Felony	%	Conviction	%	Rate/1000 W/O	%	Recid- ivists	%
		18 to 39	Chg	Crime	Chg	Arrests	Chg	W/O Larc	Chg	W/O Larc	Chg	Filings	Chg	W/O Recid	Chg	Recid	Chg	ivists	Chg
1969	1970	522746		15.8		--		109.1	--	--		11.3 ²	6.7	--	--	--	--	--	--
1970	1971	531200	1.6	14.2	-9.9	--		115.9	6.2	--		12.8 ²	13.0	7.1	5.9	1.8		1.0 ³	2.8
1971	1972	536317	1.0	15.3	7.8	4.9		111.7	-3.6	17.2		14.9 ²	16.2	9.2	29.1	1.9	4.7	1.0 ³	1.4
1972	1973	542151	1.1	16.0	4.7	5.2	4.9	108.8	-2.6	17.1	-0.6	16.1 ³	8.0	9.7	6.0	1.9	-2.9	1.1 ³	6.5
1973	1974	557097	2.8	16.8	4.8	5.5	6.0	117.9	8.4	18.6	8.6	16.4 ²	2.0	9.8	1.2	2.0	7.3	1.0 ³	-11.7
1974	1975	584326	4.9	20.7	23.2	5.9	7.1	129.6	9.9	20.4	9.8	18.3	11.6	11.9	20.6	2.1	5.3	1.0 ³	-0.2
1975	1976	610660	4.5	22.8	10.3	6.6	12.7	122.4	-5.6	20.6	0.6	18.0	-1.7	11.0	-7.6	2.3	8.4	1.0 ³	3.7
1976	1977	639018	4.6	22.1	-3.3	6.1	-8.1	112.5	-8.0	18.4	-10.6	17.5	-2.7	10.8	-1.7	2.3	1.7	0.9 ³	-6.9
1977	1978	669326	4.7	20.7	-6.1	6.2	2.6	107.5	-4.5	18.0	-2.0	16.0	-8.5	9.8	-8.6	2.2	-5.4	1.0 ³	3.3
1978	1979	710304	6.1	21.7	4.7	6.3	0.5	114.8	6.8	18.6	3.3	15.7	-2.0	9.7	-1.0	2.2	-0.9	1.0 ³	0.8
1979	1980	755517	6.4	22.8	4.8	6.3	1.2	115.3	0.4	16.8	-9.6	16.1	2.5	9.9	2.1	1.7	-20.9	0.9	-5.6
1980	1981	800043	5.9	24.0	5.6	7.3	14.3	116.1	0.7	16.3	-2.9	18.4	14.4	10.5	5.5	1.9	9.5	0.9	-4.3
1981	1982	827642	3.4	23.0	-4.5	7.5	3.5	112.5	-3.1	14.4	-11.9	18.7	1.2	11.3	0.8	2.1	10.3	0.9	-1.0
1982	1983	838004	1.3	21.3	-7.3	7.4	-1.1	101.9	-9.4	14.9	5.2	19.1	2.2	11.8	4.4	2.1	0.2	0.8	-6.6
1983	1984	827328	-1.3	18.7 ¹	-12.3			97.7 ¹	-4.1										

¹Estimates based on first six months of calendar year 1983.²Estimates excluding appeals from the lower courts.³Derived values.

Sources: Crime and Arrest Data, FBI and Washington Association of Sheriffs and Police Chiefs.

Filing Data, Administrator for the Courts

Conviction and Imprisonment Data, Department of Corrections

Population Data, OFM Intercensal Population Estimates and U.S. Census Bureau)

Conviction Rates

o CONVICTION RATES WILL INCREASE GRADUALLY FOR ABOUT FOUR YEARS

The forecast cannot directly take into account the changing crime rate. Instead assumptions about the crime rate are made by changing the conviction rates in the computer input to the forecast. Conviction rates are a summary measure of the combined effects of the crime, arrest, and felony filing rates. Conviction rates in the forecast are the number of felony convictions per 1,000 males 16 to 54 years of age.

Because of recent experience and the assumption that the crime rate will begin to increase again, the Work Group assumed that felony conviction rates will continue to increase gradually during the next four to five years. Table 8 on the next page shows historical conviction rates and conviction rates for the current forecast. Appendix 1 lists the rationale for all changes to the conviction rates.

Conviction rates for the guidelines forecast are calculated by 98.2 percent of current assumption rates. The reason the guidelines assumptions reduce current conviction rates by about 2 percent is because it is anticipated that only about 80 percent of the felony probation revocations will be reconvicted of a new felony.

TABLE 8
MALE CONVICTION RATES*
ACTUAL AND FORECAST
STATE OF WASHINGTON: FY1970-FY1997

	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	.034	.023	.112	.614	.343	.527	3.342	.811	.760
	1983	.019	.027	.082	.683	.285	.415	3.495	.973	1.039
Forecast	1984	.030	.034	.116	.710	.292	.497	3.585	1.010	1.089
	1985	.029	.033	.124	.740	.298	.519	3.605	1.052	1.139
	1986	.028	.033	.128	.770	.305	.542	3.605	1.093	1.189
	1987	.026	.032	.128	.800	.312	.564	3.605	1.134	1.189
	1988	.025	.031	.128	.800	.318	.587	3.605	1.175	1.189
	1989	.024	.030	.128	.800	.325	.609	3.605	1.226	1.189
	1990	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1991	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1992	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1993	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1994	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1995	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1996	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1997	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189

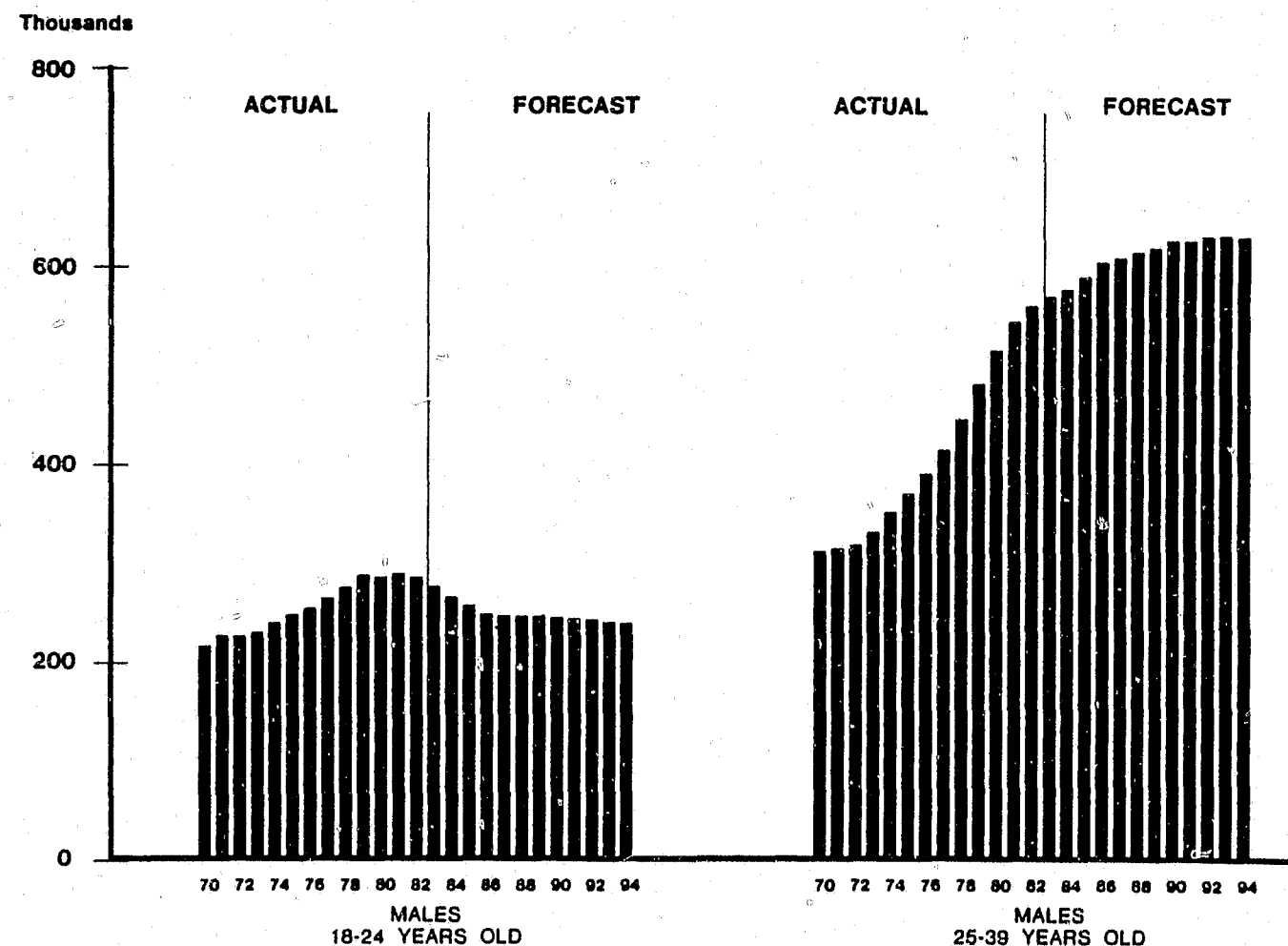
*Per 1,000 males 16-54

Conviction Rates -- Special Issue

- SIGNIFICANT CHANGES ARE OCCURING IN THE AGE OF PERSONS CONVICTED FOR SEX CRIMES, DRUG CRIMES AND PROPERTY CRIMES

Males 18 to 24 years old and males 25 to 39 years old are two subpopulations frequently used to analyze criminal population. If there is a change in which age group typically commits a given crime, there will also be a change in the volume of that crime, because each age group is a different size and is forecasted to grow at a different rate. Chart 8 below shows how the size of each group is changing in relation to the other. Specifically, the older age group is changing in relation to the other. Specifically, the older age group continues to increase while the younger group has stabilized. Because of observed changes in the age structure of sex, drug, and property crimes, the Work Group developed assumptions about conviction rates that were specifically tailored to those three crimes.

CHART 8
CORRECTIONS TARGET POPULATIONS



DRUG CRIMES have shown an even more dramatic change than have sex crimes. The involvement of older males is increasing and the involvement of younger males is leveling off. See Table 11. Drug convictions for 18 to 24 year old males had dropped steadily through the 1970's and have increased only gradually in the 1980's. Drug conviction rates for older males are increasing at a much faster rate than the younger males in the 1980's. These data suggest that drug involvement of youth has stabilized but that those who were involved with drugs during the 1970's have continued their involvement as they have grown older.

TABLE 11
DRUG CRIMES
FELONY MALE CONVICTIONS¹
STATE OF WASHINGTON: 1977-1983

	Volume	18 to 24	Rate ²	Volume	25 to 54	Rate ²
1975	847		3.491	387		.598
1976	699		2.804	392		.585
1977	623		2.432	457		.659
1978	463		1.745	396		.541
1979	397		1.440	369		.477
1980	395		1.385	354		.433
1981	423		1.477	410		.481
1982	426		1.515	564		.646
1983	445		1.631	745		.840

¹Excludes recidivists.

²Rate equals the number of convictions per 1,000 of the identified at risk group.

The Work Group forecasts an increase in the drug conviction rate for older males to last for 6 years, from .840 in 1983 to 1.010 in 1989. Younger males are forecast to increase at a slower rate to 1.730 by 1987.

Increasing law enforcement resources are being applied to drug crimes. Much of that increase is going toward efforts to apprehend drug dealers. This is the rationale for the forecasted increase of conviction rates for older males. The younger age group shows a leveling of drug conviction rates, corresponding to the forecast of only mildly increasing conviction rates.

PROPERTY CRIME felony convictions had been expected to decrease as the number of males entering the 18 to 20 year old age group declined. Younger males are conventionally targeted as that group mainly responsible for property crimes. Instead, the conviction rate has increased for that age group. Table 12 below shows that the population of 18 to 20 year old males has decreased, while property convictions for that age group have increased.

TABLE 12
PROPERTY CRIME CONVICTIONS¹
18 TO 20 YEAR OLD MALES
STATE OF WASHINGTON: 1979-1983

	Population	Volume	Rate ²
1979	117,640	1,279	10.87
1980	120,259	1,422	11.82
1981	118,673	1,569	13.22
1982	114,424	1,666	14.56
1983	110,678	1,686	15.23

¹Does not include recidivists

²Rate equals the number of convictions per 1,000 of 18 to 20 year old males.

The Work Group has forecast a slight increase in total property conviction rates for ages 18 to 20, from 15.23 in 1983 to 15.99 in 1986. After that time, the rate is forecast to stabilize.

Judicial Decision to Imprison (JDI)

- o UNDER SENTENCING REFORM ACT JDI's, WILL INCREASE FOR MOST VIOLENT CRIMES AND DECLINE FOR PROPERTY CRIMES

Judicial Decision to Imprison (JDI) percentages measure the percentage of newly convicted persons who are sentenced to a prison term, rather than to probation or community supervision, jail, or other community alternatives. The JDI does not include recidivists. Recidivists by definition have a 100 percent JDI.

The JDI can change rapidly, and, by doing so, have a significant effect on new prison admissions. Last year's forecast overestimated the JDI somewhat. The Work Group has forecast this year's JDI to be lower for robbery, assault, and property crimes based on the analysis of last year's forecast and historical trends. Table 13 compares the Fall 1982 and Fall 1983 JDI's.

TABLE 13
JUDICIAL DECISION TO IMPRISON
FALL 1982 AND FALL 1983 FORECASTS

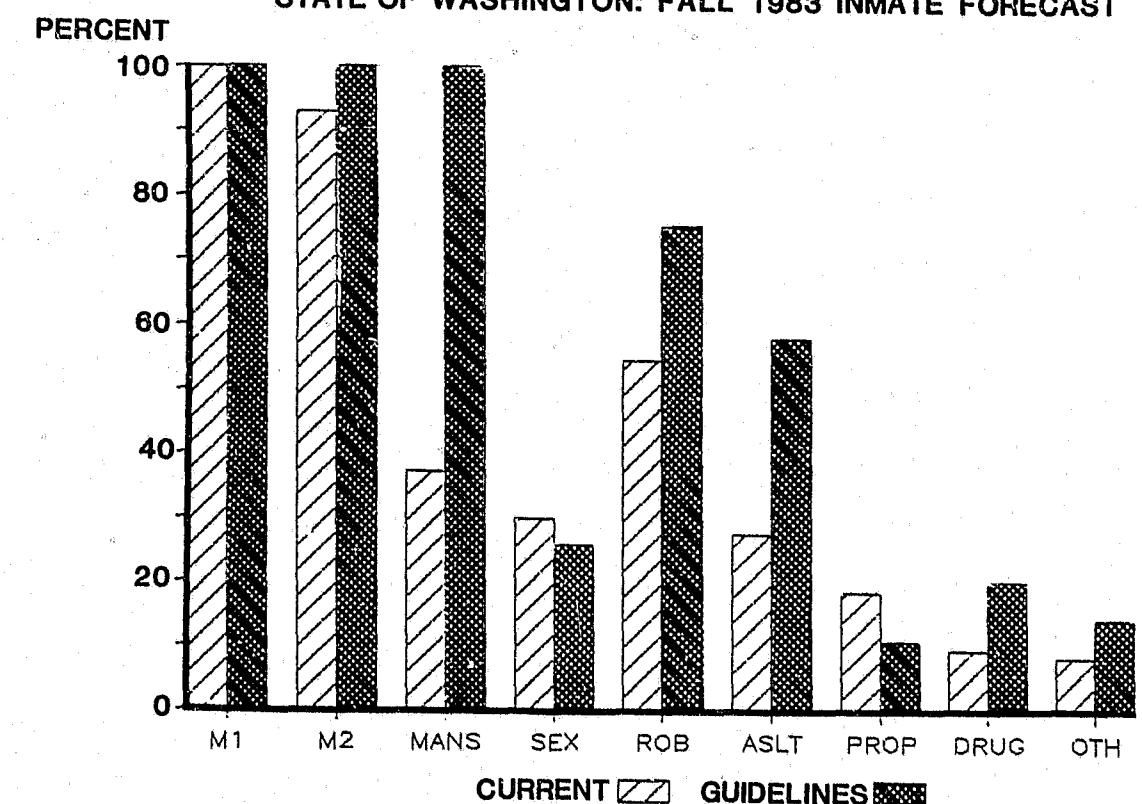
Crime Type	Fall 1982	Male Fall 1983	Diff.	Fall 1982	Female Fall 1983	Diff.
Murder 1	100.0	100.0	0.0	100.0	100.0	0.0
Murder 2	93.0	93.0	0.0	76.4	76.8	0.2
Manslaughter	33.1	37.2	4.1	27.2	28.0	0.6
Sex Crimes	29.8	29.8	0.0	33.1	33.1	0.0
Robbery	57.7	54.4	-3.3	47.8	46.4	-1.4
Assault	31.2	27.5	-3.7	25.5	25.0	-0.5
Property	20.7	18.5	-2.2	9.2	6.8	-2.4
Drug Crimes	9.4	9.5	0.1	9.6	6.7	-2.9
Other Crimes	5.1	8.3	3.2	3.9	6.4	2.5

Table 14 and Chart 9 show changes made to the JDI by the guidelines assumptions. Significant changes have been made to manslaughter, robbery, and assault, reflecting the intent of the guidelines to more frequently incarcerate violent offenders. The only crimes with a decreased JDI under the guidelines assumptions are property and sex crimes. The increase in the JDI for drug crimes reflects the intent to increase certainty of punishment for serious drug offenders.

TABLE 14
JUDICIAL DECISION TO IMPRISON
CURRENT AND GUIDELINES

Crime Type	Males			Females		
	Current JDI	Guidelines JDI	Diff.	Current JDI	Guidelines JDI	Diff.
Murder 1	1.000	1.000	0.000	1.000	1.000	0.000
Murder 2	0.930	1.000	0.070	0.768	1.000	0.232
Manslaughter	0.372	1.000	0.628	0.280	1.000	0.720
Sex Crimes	0.298	0.256	-0.041	0.331	0.000	-0.331
Robbery	0.544	0.752	0.208	0.464	0.964	0.500
Assault	0.275	0.577	0.302	0.250	0.500	0.250
Property	0.185	0.108	-0.076	0.068	0.006	-0.062
Drug Crimes	0.095	0.202	0.107	0.067	0.210	0.143
Other Crimes	0.083	0.145	0.061	0.064	0.119	0.055

CHART 9
FORECAST JUDICIAL DECISION TO IMPRISON
CURRENT AND GUIDELINES ASSUMPTIONS
STATE OF WASHINGTON: FALL 1983 INMATE FORECAST



Length of Stay--Releases

o LENGTH OF STAY WILL DECREASE SIGNIFICANTLY FOR MOST CRIMES UNDER THE SENTENCING REFORM ACT

In the past, the most difficult factor to forecast has been inmate releases. In both the Fall 1981 and 1982 inmate forecasts, the greatest differences between actual and forecast values were in releases. In both cases releases were overestimated, thus producing an underestimation of the inmate population.

Recent study results have shown that on the average prisoners were released later than their assigned release dates due to loss of good time. Those are the dates used in the forecast programs to calculate releases. Based on this information, the programming was changed so that every tenth assigned release date was extended by six months. This applies only to persons already in prison. Release dates for forecast future admissions do not have any extra time added to them.

Prison overcrowding relief efforts frequently rely upon early release programs to reduce inmate populations. Washington State has employed early release programs in an ongoing effort to relieve overcrowding. Since October 1981 about 900 prisoners have been released between 3 months and 1 year early.

Last year, early release programs caused an underestimation of releases. Even though the early release program is scheduled to continue until Twin Rivers prison is opened in the Spring of 1984, no assumptions about early releases have been included in the Fall 1983 forecast. This is because the number of persons qualifying for early release has decreased due to the depletion of eligible releasees created by recent early release efforts. The uncertain future regarding early release programs is the reason assumptions including early releases are not used in the forecast.

One method of limiting the inmate population is to release prisoners before their assigned release dates. Another method is to simply assign shorter sentences -- Length of Stay (LOS). This is the approach utilized by the sentencing guidelines. Table 15 shows how length of stays have been decreased under the assumptions of the sentencing guidelines.

TABLE 15
FORECAST MEDIAN LENGTHS OF STAY
CURRENT AND GUIDELINES ASSUMPTIONS

Crime Type	Males			Females		
	Current LOS	SG LOS	Diff. SG-Base	Current LOS	SG LOS	Diff. SG-Base
Murder 1	181	181	0	181	181	0
Murder 2	84	112	28	66	109	43
Manslaughter	36	20	-16	28	15	-13
Sex Crimes	56	29	-27	57	0	-57
Robbery	43	53	10	36	49	13
Assault	41	15	-26	33	14	-19
Property	22	11	-11	27	11	-16
Drug Crimes	21	11	-10	12	15	3
Other Crimes	20	14	-6	15	25	10

It is important to realize that although the smallest decreases can be seen in property crimes and drug crimes, these are high volume crimes and produce a sizeable reduction of inmate population.

Recidivism

- o RECIDIVISM HAS INCREASED RECENTLY
- o IT IS ANTICIPATED THAT RECIDIVISM WILL DECLINE WITH THE IMPLEMENTATION OF THE SENTENCING REFORM ACT

One of the major changes introduced by the sentencing guidelines assumptions is to recidivism rates. The sentencing guideline assumptions anticipate a permanent reduction in the number of persons returning to prison following release. This reduction amounts to a 19 percent reduction in total recidivism.

Under the Sentencing Reform Act the Board of Prison Terms and Paroles will be phased out. As a result, all inmate recidivists must be convicted of a new felony before being readmitted to prison. The technical revocation procedures used to send a person who fails on parole or probation to prison will cease. The rationale for the reduction in the sentencing guidelines assumptions for recidivism is that 75 percent of the technical parole revocations and 65 percent of the technical probation revocations (presently a decision made by the judge) will not be convicted for a new felony under the Sentencing Reform Act. Table 16 below shows the current and guidelines forecast of recidivism.

TABLE 16
TOTAL RECIDIVISM
CURRENT AND GUIDELINES FORECASTS
STATE OF WASHINGTON: 1977-1997

	Fiscal Year	Current	Guidelines	Difference
Actual	1977	594		
	1978	643		
	1979	688		
	1980	691		
	1981	700		
	1982	717		
	1983	777		
Forecast	1984	641	641	0
	1985	665	573	92
	1986	727	535	192
	1987	788	545	243
	1988	839	594	245
	1989	898	651	247
	1990	957	707	250
	1991	1009	758	251
	1992	1050	802	248
	1993	1091	844	247
	1994	1118	875	243
	1995	1148	897	251
	1996	1176	921	255
	1997	1203	934	269

SECTION IV

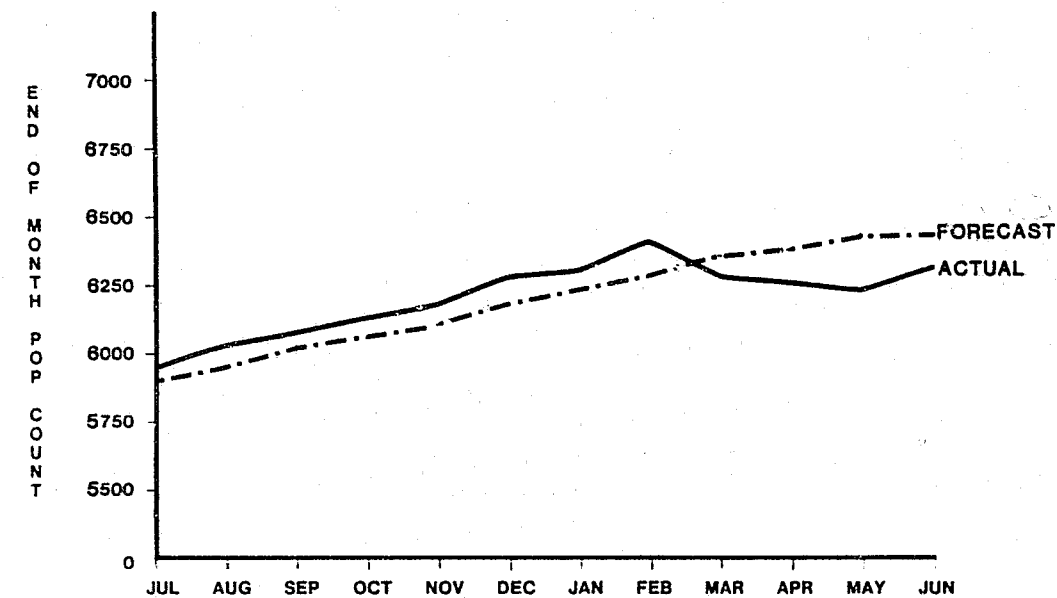
SUMMARY OF MONITORING LAST YEAR'S FORECAST FALL 1982

A monitoring report of the Fall 1982 inmate population forecast (Special Report 77) has been published to present an analysis of all the components of change in the forecast. The following charts are a summary from that report.

Chart 10 shows the actual inmate population dropping below the forecast, an effect of early release efforts. Table 17 shows a summary of each component of the forecast: New admissions, recidivist admissions, and releases.

Last year's forecast was within 1 percent of actual. To maintain this level of accuracy the assumptions and drivers for the inmate population forecast must be updated as frequently as possible, usually annually. The beginning of that process is monitoring the last forecast.

CHART 10
WASHINGTON INMATE POPULATION *
FY 1983



	1982 July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	1983 June
ACTUAL	5,940	6,027	6,083	6,128	6,187	6,273	6,301	6,393	6,279	6,256	6,215	6,290
FORECAST	5,891	5,949	6,017	6,060	6,112	6,176	6,229	6,275	6,349	6,385	6,414	6,427
DIFFERENCE (F-A)	-49	-78	-66	-68	-75	-97	-72	-118	70	123	199	137

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

TABLE 17
SUMMARY OF SOURCES OF VARIANCE
INMATE POPULATION
STATE OF WASHINGTON: FY 1983

	Forecast	Actual	F-A Difference	Percentage of Variance
New Admissions	1705	1744	-39	2%
Recidivist Admissions	573	678	-105	15%
Escape Differential	0	82	-82	100%
Total Admissions	2278	2504	-226	9%
Releases	1664	2028	-364	18%
Inmate Population	6427	6290	137*	2%

*Will not cross total due to rounding.

APPENDIX 1

RATIONALE FOR THE PROJECTED CONVICTION RATES AND JDI PERCENTAGES

Matrix for Projected Assumptions of Convictions and the JDI*
For Fall 1983 Inmate Forecast

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 1983. This point equals .030. Follow the same decline used in the Fall 81 forecast until the trend stabilizes at .023. .023 is very close to the average conviction rate for the year FY 1975-1983.	The murder rate has seesawed since 1975. It was on the low side in 1983. It will probably rebound next year. In the long run it will probably fluctuate around the 1975-1983 level.
		The JDI will be 100% throughout the forecast.	
	Female:	Use the average conviction rate throughout the forecast. Average = .002	Even though a few cases have been placed on probation, it is unlikely that there will be much deviation from the 100% level. 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%
40 Murder 2	Male:	FY 1982 Murder 2 conviction rate was lower than expected at a level of .027. It is expected to rise to a point predicted by the slope of the regression line of history between 1970 and 1983. This point equals .034. From this point the rate will decline at the same rate as in the Fall 81 forecast. The rate stabilizes in FY 1990 at .028.	Murder conviction rates are somewhat unstable. 1983 is a low point on an otherwise upward trend. It is anticipated that in 1984 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 was at a low in 1981, but history shows this factor bouncing back to higher level. The 1983 level was 97%.

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

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
	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.
Manslaughter	Male:	Use the 1981 forecasted growth rate of .004 per year. 1984 should start at .116. Extend this rate of increase through 1987.	The manslaughter rate has been increasing steadily since 1974. The dip in 1983 is a single year deviation. The new vehicular manslaughter law will increase the manslaughter rate.
		Use the projected point, based on 1970 to 1983 data. The linear projection equals 37.2%. Extend this rate through the forecast.	The JDI has varied between 20% and 40% during the 1970-1983 period. The 1983 JDI of 40% 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 1983 excluding years with a 0 JDI. Average = 28.0%	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:	Split the conviction rate projections for sex crimes into a younger (less than 25) and two older (25-39) and (40-54) age groups. Younger males will increase at their 1972-1983 rate through 1987. High point = .684. Older males will increase at their 1972-1983 rate through 1987. High point males 25-39 = .863. High point males 40 and over = 1.062.	The conviction rate for sex crimes has increased steadily since 1971. In recent years the increase has been much higher for older males. Therefore age-specific increases have been initiated. It is surmised that increased reporting of indecent liberty cases is causing and will continue to cause an increase in the rate.

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
		Use the average JDI between 1976 and 1981. Average = 29.8%. 1982 and 1983 were 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 .010 throughout the forecast.	The female conviction rate for sex crimes has recently increased to a level near .010. It is not anticipated that the rate will increase significantly beyond this level.
		Use the average JDI between 1970 and 1983. Average = 33.1%.	Because of the small number of cases the JDI has been unstable over the historical period.
Robbery	Male:	In 1982 the robbery conviction rate reached a historic high of .343. It fell in 1983 to .285. Increase the rate slowly to 1989 to reflect increase associated with the projected in-migration. Highpoint in 1989 = .325.	The robbery conviction rate dipped temporarily in 1983 because of the current decline in reported crimes. As in-migration begins it is expected that the conviction rate will begin a very gradual upward path until 1988. The expected increase is small because of target hardening by commercial sites.
		Use midpoint between 1982-1983. Average = 54.4%.	The JDI will stabilize between the 1982-1983 values. This JDI is lower because of 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 1983. Average = 46.4%.	JDI scores have varied between 36% and 57% without indication of a trend during this period.

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Assault	Male:	Use the increasing value projected for the Fall 82 forecast. 1984 = .497. 1990 = .632.	The assault conviction rate decreased as anticipated in 1982. It is expected to increase along with the forecast in-migration.
		Use the average of 1980-1983. Average = 27.5%.	The JDI appears to be stabilizing at the mean 1980 to 1983 level. This is lower than prior forecast.
	Female:	Use the average conviction rate between 1975 and 1983. Average = .032.	The average conviction rate increased significantly in the 1975 to 1983 period, but it is not anticipated this rate will change in the future.
		Use the average JDI for the historical period. Average = 25%.	The JDI has varied between 6.7% and 35.7% without a clear trend.
Property	Male:	Start at 1983 level. Increase very gradually for three years. 1983 = 3.495. Highpoint, 1986 = 3.605.	In the previous forecast it was assumed that property crime rate had stabilized at the 1976 to 1981 or 1982 average. This assumption led to a large underestimate of property crime convictions. It is assumed the 1980 to 1983 trend will continue through 1986 and then stabilize. While crime rates have decreased arrest rates have remained stable. It is anticipated that there will be a gradual increase in the property crime rate with the forecast in-migration. This will cause conviction rates to increase gradually.
		Start at 1983 level. Increase very gradually for three years. 1983 = 17%. Highpoint, 1986 = 18.5%.	Property Crime JDI is subject to prison overcrowding. In past forecasts, it was at 20% to 21% level. The 1980 to 1983 level has been 3% to 4% lower. It is expected that the JDI will start at the 1983 level and rise slowly.
	Female:	Use the average conviction rate between 1980 and 1983. Average = .572.	The rate during the 1980 to 1983 period is somewhat higher than the earlier years. The rate has increased in this period, however it is anticipated that it will stabilize.

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Drug		Use the average JDI between 1980 and 1983. Average = 6.8%.	The JDI has been lower in the 1980 to 1983 period. As long as the conviction rate stays at the higher level, the JDI will stay at its lower level.
	Male:	Gradually increase the drug conviction rate from the 1983 level of .970 to 1.22 over 6 years.	It is believed that the drug violation rate is high, but due to reduced enforcement the conviction rate declined prior to 1980. 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 from 1981 to 1983 support this assumption. Because the increase in the drug convictions is occurring in the older age groups (25-40+), the projected increases should be weighted heavier in these age groups.
		Gradually increase the JDI from 7.0% to 9.5%.	Drug crimes JDI has been low because drug crimes are considered "safe" and therefore not as likely to be imprisoned. However the severity of the arrests has increased and the JDI is expected to increase slightly.
	Female:	Gradually increase the drug conviction rate from .210 to .235. Use a JDI of 6.7%.	Same rationale as for the male conviction rate. The female JDI for drug offenses has been somewhat unstable historically. 6.7% represents the average between 1982 and 1983.

CRIME TYPE	SEX	PROJECTED PATTERN	RATIONALE
Other Felonies	Male:	The conviction rate for "other felonies" will increase from 1.039 in 1983 to 1.189 in 1986.	The conviction rate pattern is substantially higher in the later period of the historical pattern. It is anticipated that there will continue to be a gradual increase in this crime category for the next three years because of increased intensity of prosecution and due to the forecast in-migration.
		JDI = average of 1982-1983. Average = 8.3%.	JDI is expected to remain stable at current level.
	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 1982-1983 Average = 6.4%.	It is anticipated that the JDI will remain around the 1982-1983 level.

APPENDIX 2

HISTORICAL AND PROJECTED
CONVICTION RATES AND JDI PERCENTAGES

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	.034	.023	.112	.614	.343	.527	3.342	.811	.760
	1983	.019	.027	.082	.683	.285	.415	.3495	.973	1.039
Current Forecast	1984	.030	.034	.116	.710	.292	.497	3.585	1.010	1.089
	1985	.029	.033	.120	.740	.298	.519	3.605	1.052	1.139
	1986	.028	.033	.124	.770	.305	.542	3.605	1.093	1.189
	1987	.026	.032	.128	.800	.312	.564	3.605	1.134	1.189
	1988	.025	.031	.128	.800	.318	.587	3.605	1.178	1.189
	1989	.024	.030	.128	.800	.325	.609	3.605	1.226	1.189
	1990	.024	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1991	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1992	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1993	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1994	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1995	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1996	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189
	1997	.023	.028	.128	.800	.325	.632	3.605	1.226	1.189

Guideline Forecast equals 98.2 percent of current forecast.

*Per 1,000 males 16-54

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	.093
	1982	.002	.003	.017	.004	.021	.027	.612	.190	.119
	1983	.001	.000	.013	.007	.021	.035	.703	.215	.100
Current Forecast	1984	.002	.003	.014	.010	.024	.032	.572	.210	.100
	1985	.002	.003	.014	.010	.025	.032	.572	.215	.100
	1986	.002	.003	.014	.010	.026	.032	.572	.220	.100
	1987	.002	.003	.014	.010	.027	.032	.572	.225	.100
	1988	.002	.003	.014	.010	.028	.032	.572	.230	.100
	1989	.002	.003	.014	.010	.029	.032	.572	.235	.100
	1990	.002	.003	.014	.010	.030	.032	.572	.235	.100
	1991	.002	.003	.014	.010	.030	.032	.572	.235	.100
	1992	.002	.003	.014	.010	.030	.032	.572	.235	.100
	1993	.002	.003	.014	.010	.030	.032	.572	.235	.100
	1994	.002	.003	.014	.010	.030	.032	.572	.235	.100
	1995	.002	.003	.014	.010	.030	.032	.572	.235	.100
	1996	.002	.003	.014	.010	.030	.032	.572	.235	.100
	1997	.002	.003	.014	.010	.030	.032	.572	.235	.100

Guideline Forecast equal 98.2 percent of current forecast.

*Per 1,000 females 16-54

MALE JUDICIAL DECISION TO IMPRISON PERCENTAGES (JDI)*
ACTUAL, CURRENT AND GUIDELINES 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	95.2	96.4	38.7	27.7	56.9	25.2	18.0	7.5	6.1
	1983	100.0	97.0	39.6	27.1	51.9	27.9	17.0	6.8	10.4
Current Forecast	1984	100.0	93.0	37.2	29.8	54.4	27.5	17.5	7.0	8.3
	1985	100.0	93.0	37.2	29.8	54.4	27.5	18.0	7.5	8.3
	1986	100.0	93.0	37.2	29.8	54.4	27.5	18.5	8.0	8.3
	1987	100.0	93.0	37.2	29.8	54.4	27.5	18.5	8.0	8.3
	1988	100.0	93.0	37.2	29.8	54.4	27.5	18.5	8.5	8.3
	1989	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.0	8.3
	1990	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
	1991	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
	1992	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
	1993	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
	1994	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
	1995	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
	1996	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
	1997	100.0	93.0	37.2	29.8	54.4	27.5	18.5	9.5	8.3
Guidelines Forecast	1985-1997	100.0	100.0	100.0	25.6	75.2	57.7	10.8	20.2	14.5

*Stated as percentage sentenced to prison
excluding failures from parole

FEMALE JUDICIAL DECISION TO IMPRISON PERCENTAGES (JDI)**
ACTUAL, CURRENT AND GUIDELINES 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	*	96.4	30.0	20.0	51.5	18.8	6.1	7.5	3.9
	1983	100.0	97.0	37.5	25.0	36.0	14.6	5.4	6.8	9.0
Current Forecast	1984	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1985	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1986	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1987	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1988	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1989	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1990	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1991	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1992	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1993	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1994	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1995	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1996	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
	1997	100.0	76.8	28.0	33.1	46.4	25.0	6.8	6.7	6.4
Guidelines Forecast	1985-1997	100.0	100.0	100.0	0.0	96.4	50.0	0.6	21.0	11.9

*No convictions

**Stated as percentage sentenced to prison
excluding failures from parole

END