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ARKANSAS
DEPARTMENT OF CORRECTION,
SENTENCING COMMISSION,
& DEPARTMENT OF COMMUNITY CORRECTION

TEN-YEAR ADULT SECURE POPULATION PROJECTION
2016 – 2026

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EXECUTIVE SUMMARY

In addition to the traditional analysis associated with the Arkansas Department of Correction (ADC) Projections, JFA Associates is also including follow-up analysis to the large increase in the prison population that has occurred over the last two and a half years. The ADC population saw a one-year increase of 17.7 percent in 2013 fueled by a sharp increase in both new commitment and parole violator admissions. This one-year increase erased all reductions in the prison population achieved in 2011 and 2012. The majority of these newly emerged trends have progressed through 2015 and continue to require deeper examination in order to accurately revise assumptions used to produce the prison population projections.

In 2014, the new commitment admissions remained on par with the higher levels of 2013 while parole violator admissions saw an even greater increase from the large 2013 upsurge. This trend continued through the first three quarters of 2015. However, by August of 2015, releases from the ADC almost equaled admissions indicating the system has come into equilibrium. At the end of July 2015, the prison population peaked at 18,847. Since then, the population has steadily decreased by 0.6 percent per month. As of the end of May 2016, the population was 17,747. As will be shown in this document, the only source for the population stabilization in 2015 was due to large increases in releases from the ADC.

The remainder of this executive summary will focus on the issue of the ADC population growth since 2013 and the individual causes.

A. Despite Continued Growth in Both New Commitment and Parole Revocation Admissions, the ADC Population Appears to Have Stabilized in 2015

The Arkansas Department of Correction (ADC) saw an explosion in its prison population in 2013. At year-end 2012, the ADC population was 14,627. By year end 2013, the population had increased by 17.7 percent to 17,211 (See Figure 3). This growth continued through 2014 to July 2015, but has since steadily ebbed. Since July 2015 to present, the ADC prison population has decreased by 5.8 percent. Figure 1 below compares the one- year population change for the ADC from 2000 to 2015.

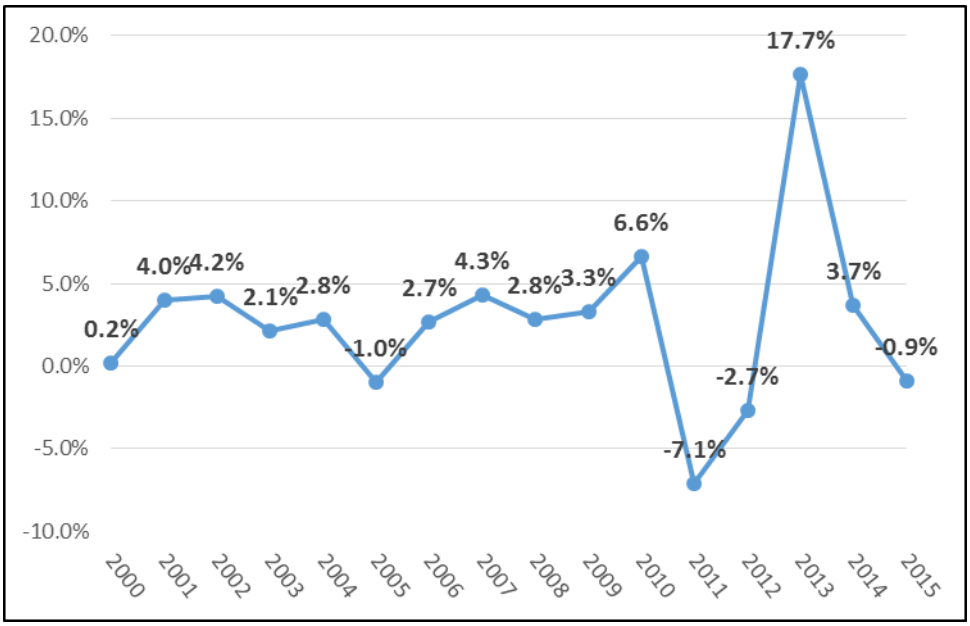
The one year change in the ADC population in 2013 was 168.2 percent greater than the largest one-year increase (2010) in the previous 15 years tracked. From year-end 2012 to the population peak in July 2015, the ADC population grew 29.0 percent overall. Even with the current slight decrease from that peak, the ADC population in May of 2016 is still 21.3 percent larger than it was at the end of 2012.

The population growth that started in 2013 was fueled by extreme increases in admissions counts and admissions continue to growth through present day. Admissions grew by 4.8 percent in 2014 and by 9.8 percent in 2015. As shown in Table 2, new charge parole revocation admissions increased by 500 cases between 2014 and 2015 –

a substantial 15.6 percent increase. Technical revocations increased by 7.2 percent between 2014 and 2015 making the overall increase in parole revocations 13.2 percent.

While increases in parole revocations have contributed greatly to growth in ADC admissions over the past few years, of equal importance has been increases in new commitments. As seen in Table 3, new commitments increased by 6.9 percent between 2014 and 2015. The 2015 new commitment admissions count represents a 24.5 percent increase in new commitments from 2012 totals.

Figure 1
ARKANSAS PRISON POPULATION GROWTH 2000-2015



Source: ADC Population Monitoring Report

The number of parole revocation hearings increased exponentially in the latter part of 2013. In the last six months of 2013 alone, there was a 300% increase in the total number of revocation hearings held. The number of waivers to the ADC also increased dramatically in the second half of 2013. From July to December waivers averaged 369 per month – an increase of 192.8 percent. Figure 2 shows that the number of parole hearings and waivers also remained at high levels through each of the four quarters of both 2014 and 2015.

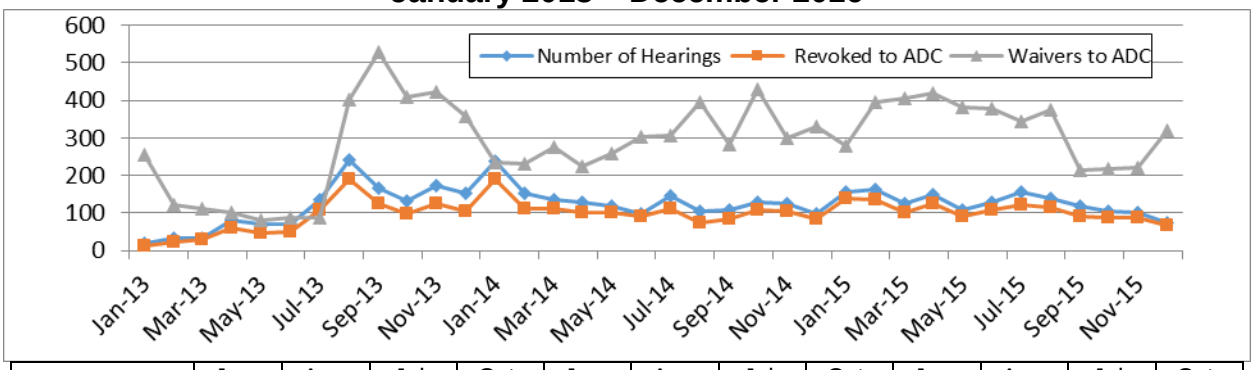
The cause for the increase in revocations over the past several years was related to a significant event that occurred in 2013 concerning crimes committed by a person on parole supervision. The supervision system's response to this event was to immediately implement several policy changes associated with parole revocations. The most impacting policy change was to refer all parolees arrested for a felony crime to the ADC. The impact of these changes to revocation rates has continued through 2015.

The reduction in the ADC population over the last 9 months is solely due to increased releases from prison. As seen in Table 1, the average length of stay for parole revocations in 2015 was 13.0 months. The large number of parole revocations entering the ADC are now following a one year revolving door flow. Releases from the ADC increased by a staggering 22.1 percent in 2015. According to the Arkansas Department of Community Correction's (ACC) Statewide Field Operations Reports, parole intakes from the ADC grew from 6,000 in 2013 to 8,210 in 2014 and to 9,169 in 2015. The increase between 2014 and 2015 was 11.7 percent.

Although the overall number of violators returned to ADC in 2015 increased, the fourth quarter of 2015 showed an overall decrease in both waivers returned and revocations to ADC. Through specific efforts made by the Arkansas Parole Board to limit returns to ADC, the average revocations per month dropped 27 percent from the first three quarter of 2015 and waivers to ADC dropped 31 percent. The Parole Board has indicated the levels of revocations and waivers seen in the fourth quarter of 2015 are expected to continue in the forecast period. This assumption has been built into the projections provided in this report and it is estimated these efforts will reduce parole violators admitted to ADC by almost 1,000 and generate an estimated 1,100 bed space savings in the projected inmate population over 2015 levels.

Additional efforts have been jointly made by the Parole Board, ACC and ADC to return some violators and waivers to a 90 day short term return program. This effort was also in place in the fourth quarter of 2015 and it is estimated that approximately 10 percent of all returns to ADC will go into this program. As a result of the shortened LOS for these offenders, there is estimated impact of 150 beds fewer on the projected inmate population.

Figure 2:
Parole Hearings and Number of Revocations to ADC
January 2013 – December 2016



Quarter	Jan-Mar '13	Apr-Jun '13	Jul-Sep '13	Oct-Dec '13	Jan-Mar '14	Apr-Jun '14	Jul-Sep '14	Oct-Dec '14	Jan-Mar '15	Apr-Jun '15	Jul-Sep '15	Oct-Dec '15
Average Revocations to ADC per month	22	52	142	109	139	101	90	99	121	109	110	82
Average Waivers to ADC per month	162	90	340	397	248	270	334	365	398	393	312	253
Total Average Returns to ADC per month	184	142	482	506	387	371	424	464	519	502	422	335

Arkansas Parole Board and ACC parole revocation extract file

TABLE 1
PAROLE VIOLATORS ADMITTED TO ADC 2012 - 2015

Seriousness Level	Parole Violator Admissions				Difference 2012 vs. 2015	Average LOS of Parole Violator Releases*				Bed space Impact*
	2012	2013	2014	2015		2012	2013	2014	2015	
Males	1,633	3,671	4,139	4,613	2,980	19.5	19	13.1	13.3	2,459
SL group 1-6	890	2,425	2,833	3,243	2,353	17.8	15.6	11.1	11.2	1,707
SL group 7-10	657	1,180	1,102	1,150	493	24.2	25.3	17.1	17.1	314
Other	86	66	204	220	134	-	-	-	-	-
Females	93	334	351	469	376	17	13.9	9.3	10.5	279
SL group 1-6	66	242	263	363	297	16.2	13.2	8.5	9.3	192
SL group 7-10	26	90	76	92	66	18.5	16.2	12.1	13.6	64
Other	1	2	12	14	13	-	-	-	-	-
Total	1,726	4,005	4,490	5,082	3,356	19.4	18.6	12.9	13.0	2,715

Source: ADC data extract admissions files; 'Other' includes: lifers, 50%ers & 70%ers and cases with an unknown seriousness level; 'Other' is excluded from the average LOS calculation

**Bed space impact for this illustration represents impact of increased parole violations compared to 2012 levels.*

TABLE 2
PAROLE VIOLATOR ADMISSIONS BY VIOLATION REASON 2013 - 2015

Seriousness Level	2013 Parole Violator New Charge	2013 Parole Violator Technical	2013 Parole Violator Total	2014 Parole Violator New Charge	2014 Parole Violator Technical	2014 Parole Violator Total	2015 Parole Violator New Charge	2015 Parole Violator Technical	2015 Parole Violator Total
Males	2,760	911	3,671	2,973	1,166	4,139	3,372	1,241	4,613
SL group 1-6	1,756	669	2,425	2,004	829	2,833	2,353	890	3,243
SL group 7-10	947	233	1,180	842	260	1,102	870	280	1,150
Other	57	9	66	127	77	204	149	71	220
Females	245	89	334	231	120	351	332	137	469
SL group 1-6	170	72	242	171	92	263	257	106	363
SL group 7-10	73	17	90	55	21	76	68	24	92
Other	2	0	2	5	7	12	7	7	14
Total	3,005	1,000	4,005	3,204	1,286	4,490	3,704	1,378	5,082

Source: ADC data extract admissions files; other' includes: lifers, 50%ers & 70%ers and cases with an unknown seriousness level

TABLE 3
NEW COMMITMENTS ADMITTED TO ADC 2012 - 2015

Seriousness Level	New Commitments			
	2012	2013	2014	2015
1	4	0	3	4
2	197	217	270	282
3	777	1,063	1,330	1507
4	732	826	842	876
5	460	494	586	586
6	810	1,102	1,146	1174
7	361	505	418	441
8	634	463	361	325
9	233	250	115	117
10	135	121	55	54
Other	94	173	43	158
Total	4,437	5,214	5,169	5,524

Source: ADC data extract admissions files; cases with an unknown seriousness level are included in 'Other'.

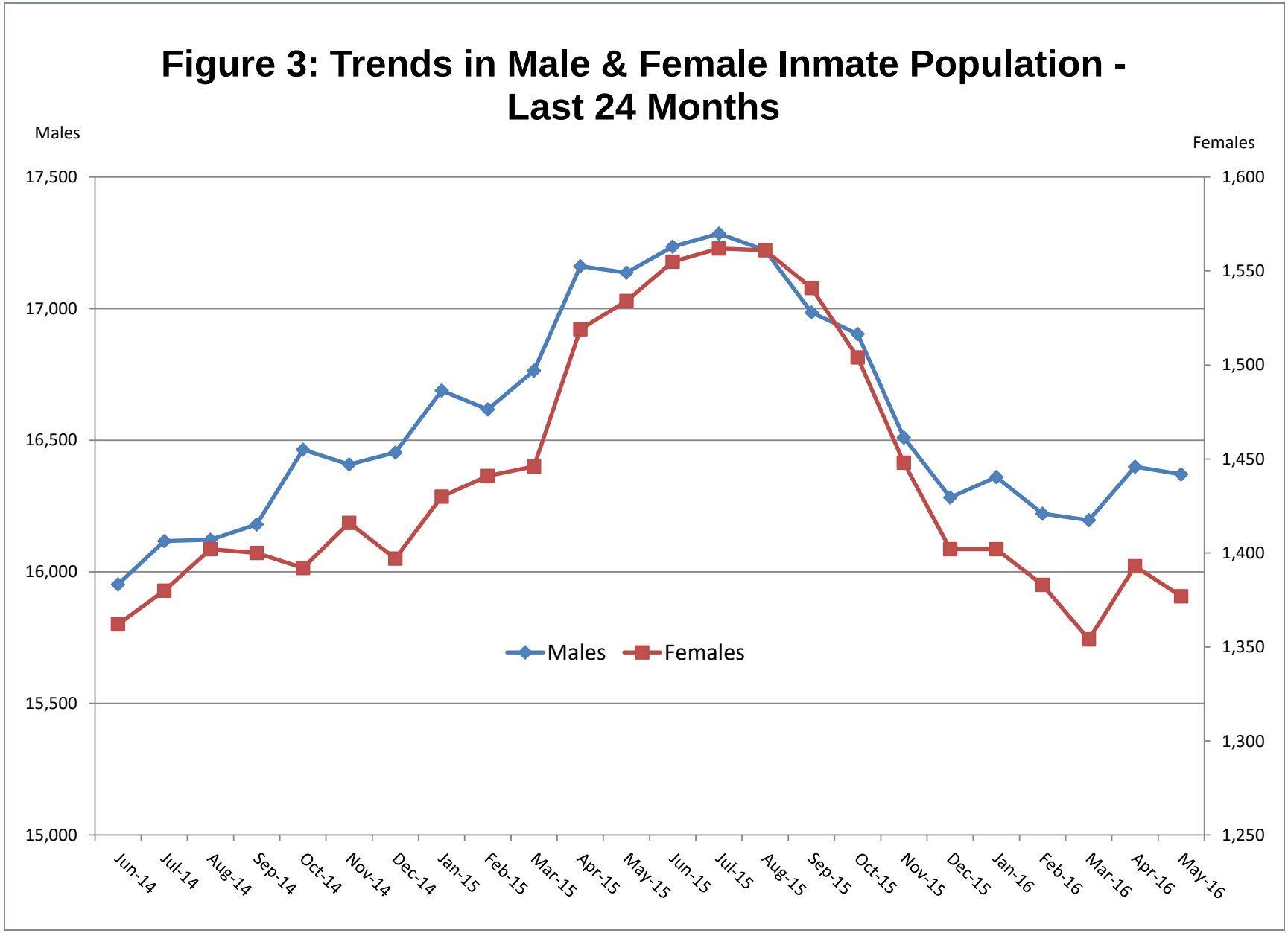


Figure 3: Trends in Male & Female Inmate Population - Last 24 Months
Males
Females
17,500
17,000
16,500
16,000
15,500
15,000
1,600
1,550
1,500
1,450
1,400
1,350
1,300
1,250
Males
Females
Jun-14
Jul-14
Aug-14
Sep-14
Oct-14
Nov-14
Dec-14
Jan-15
Feb-15
Mar-15
Apr-15
May-15
Jun-15
Jul-15
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Jan-16
Feb-16
Mar-16
Apr-16
May-16

ARKANSAS DEPARTMENT OF CORRECTION, SENTENCING COMMISSION, & DEPARTMENT OF COMMUNITY CORRECTION TEN-YEAR ADULT SECURE POPULATION PROJECTION

I. INTRODUCTION

The Arkansas Department of Correction (ADC), the Arkansas Sentencing Commission (ASC), and Arkansas Community Correction (ACC) requested continuing assistance to produce an independent and unbiased forecast of the state's inmate population to be completed in 2016.

This report represents a comprehensive analysis of all trends to include calendar year 2015 data. However, it should be noted that statistics in this report reflect trends based on the categories used in the simulation model to produce the ten year forecast. An explanation of these categories is presented in the next section. Use of analysis reported here beyond the scope of their use in the simulation model and the prison population forecast is not appropriate.

Similar to past efforts, the current forecast was completed by analysis of current inmate population trends and analyzing computer extract files provided by the Department of Correction and Arkansas Community Correction. This briefing document contains a summary of projections of male and female inmates through the year 2026, a summary of recent offender trends based on the simulation model categories, and an explanation of the primary assumptions on which the projections are based. Additional figures are contained in the Appendix of this document.

II. THE SIMULATION MODEL AND SENTENCING POLICIES

The forecast of the correctional population in Arkansas was completed using Wizard projection software. This computerized simulation model mimics the flow of offenders through the state's prison system over a ten-year forecast horizon and produces monthly projections. Wizard is an enhanced version of Prophet Simulation software. The forecasts produced for this report were completed by updating the original simulation model constructed in 2001. Legislative bills that were passed since 2001 and will have an impact on future prison population levels have been incorporated into the model. Please refer to earlier full productions of this report for a complete description of the simulation model structure. Also included in the simulation model is the continued use of the Emergency Powers Act.

Because Wizard attempts to mimic the state's sentencing structure and the flow of prisoners to and from the ADC, it must look at a wide array of data that have both a direct and indirect impact on prison population growth.

These factors are graphically portrayed in the flow diagram shown on page 6. As the diagram shows, a variety of factors underpin a correctional system's long-term projection. These factors can be separated into two major categories – external and internal.

External factors reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders' initial entry into the criminal justice process. Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested and being incarcerated. This is known as the "at-risk" population, which generally consists of younger males. The high crime rate ages are between 15 and 25, while the high adult incarceration rate is between the ages of 18 and 35. When the at-risk population is expected to increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources, all things being equal.

Internal factors reflect the various decision points within the criminal justice system that cumulatively determine prison admissions and length of stay (LOS). These decisions begin with police and end with correctional officials who, within the context of the court-imposed sentences, have the authority to release, recommit, give and restore a wide array of good time credits, and offer programs that may reduce recidivism.[1]

For example, one of the most difficult numbers to estimate is the number of prison admissions for the next five years. As suggested by Figure 4, people come to prison for three basic reasons: 1) they have been directly sentenced by the courts to a prison term (new court commitments); 2) they have failed to complete their term of probation and are now being sentenced to prison for a violation or new crime; or, 3) they have failed their term of parole (or post-release supervision) and are being returned to prison for a new crime or a technical violation. Almost two-thirds of the estimated 600,000-plus people who are admitted to prison are those who have failed to complete probation or parole. A projection model thus should have a "feedback loop" that captures the relative rate of probation and parole failures.

Since each state has a unique sentencing structure, the model developed for each state must take into account that state's sentencing laws. In the simulation model, particular care was taken to characterize accurately the elements of the Arkansas Sentencing Standards, enacted on January 1, 1994, and of Acts 1326, 1135 and 1268. Further legislation taken into account include comprehensive corrections reforms enacted in 2011 under Act 570, emergency jail release mechanisms enacted in Acts 418 and 1721 and most recently Act 1029.

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[1] The amount of discretion correctional authorities have to release prisoners varies according to each state's sentencing structure. The majority of states have indeterminate sentencing, which offers the greatest amount of discretion by virtue of authority of parole boards which are authorized to release inmates once they have served their minimum sentence. But even most states with determinate sentencing also provide some level of discretion to release prisoners based on good time and special program credits. Arkansas has determinate sentencing.

On January 1, 1994, Arkansas put into effect a sentencing grid that uses a combination of the seriousness of the current offense and the offender's criminal history to arrive at a presumptive sentence. Guidelines in Arkansas are advisory and court use is voluntary. Courts may sentence within the entire statutory range of an offense.

Felony crimes in Arkansas are categorized into ten levels of seriousness with 10 as the most serious. The offender's criminal history score is determined through allocation of points for any prior convictions/adjudications.

Offenders convicted of a crime in lower seriousness levels 1 through 6 are eligible for supervised release after serving one-third of their sentence minus good time. Offenders convicted of a crime in seriousness levels 7 through 10 are eligible after serving one-half of their sentences minus good time. The exceptions to these rules are directed at offenders convicted of the particular crimes enumerated in Acts 1326, 1135 and 1268 who must serve 70 percent of their sentences and are not eligible to earn good time. Act 1326 took effect in September of 1995 and includes the following crimes: Murder I, Rape, Kidnapping, Aggravated Robbery, and Causing a Catastrophe. Act 1135 took effect on August 1, 1997 and includes the crime of manufacturing methamphetamine. Act 1268 took effect on July 30, 1999 and added the use of paraphernalia to manufacture methamphetamine. In 2007, Act 1034 allowed persons convicted of methamphetamine related crimes to accrue good time and reduce their sentence up to 50 percent of maximum. Act 570 of 2011 went into effect on July 27, 2011 and amended the 70 percent parole eligibility statute to add trafficking methamphetamine to the list of 70 percent crimes. The act also removed possession of drug paraphernalia to manufacture methamphetamine, now codified at §5-64-443(b) from 70 percent parole eligibility. Offenders sentenced under the former §5-64-403(c)(5) are still subject to 70 percent parole eligibility.

Act 363 of 2009 made good time retroactive to all 70 percent meth sentences. These cases are still 70 percent Acts offenses but are now eligible for good time. Because of the restriction on the amount of reduction (no more than 50 percent of the original sentence) it is awarded on 12 days for 30 served on Class I; 8 for 30 on Class II; 4 for 30 on Class III and zero for Class IV.

In the simulation model, offenders convicted under Acts 1326, 1135 and 1268 are placed in their own Identification Group (ID Group), allowing the particular limitations on their release eligibility to be accurately modeled. Offenders sentenced to serve life in prison also have their own ID Group. The remaining offenders are placed in ID Groups based on three factors: 1) gender, 2) admission type: new commitment or parole violator, and 3) seriousness level. Some seriousness levels are combined together, however seriousness levels 1 through 6 have been kept separate from those in seriousness levels 7 through 10 due to the difference in the proportion of time to be served before transfer eligibility.

In 1987, Emergency Powers Act 418 (EPA) was enacted. This act gave the Arkansas Board of Corrections the ability to effect policy whereby measures could be

taken if the prison population exceeded 98 percent of capacity. Any offender is eligible for early release under the act if they are within 90 days of parole eligibility (with parole approval), transfer eligibility or discharge date(s). Act 1721, put into law in 2003, extended the Board of Correction's emergency powers to enact the same early release mechanisms if the county jail backlog exceeds 500 inmates. The provision allows offenders who have been convicted of certain non-violent offenses and who have served at least six months in the ADC to be eligible for release up to one year prior to their transfer eligibility (TE) date.

It came to the attention of Ms. Ware while constructing the April 2004 simulation model that EPA actions have occurred in Arkansas. This has marginally hampered the ability of the simulation model to accurately forecast the inmate population by offsetting release trends. EPA releases are capacity driven and linked to an offender's transfer eligibility date or discharge date, arbitrarily decreasing their length of stay anywhere from 1 to 90 days. The simulation model's goal is to forecast the need for capacity and can only track the flow of offenders based on predicted trends. There are no means by which Arkansas can track EPA releases from admission to release as the emergency nature of the act predicts it will not be used should capacity not be exceeded. Therefore, EPA releases cannot be built into the simulation model even though they were used frequently in the past several years. For this reason, it is important to update the simulation model and reforecast the Arkansas prison population on an annual basis. EPA releases are watched very closely and tracked in this report in the 'Forecast Accuracy' section to more adequately gauge their impact.

In March 2011, Arkansas passed ACT 570, a comprehensive corrections reform bill aimed at curbing inmate population growth and providing more complete services to offenders in the community. ACT 570 focused on 8 main initiatives:

1. Merging of Sentencing Guidelines and Judgement and Commitment and Departure Form
2. Parole Release Risk Assessment Instrument/Parole Release from Jail
3. Changes in Drug Statutes/Weights
4. Changes in Theft/Property Threshold Amounts
5. Earned Discharge From Parole and Probation
6. 120 day Electronic Monitoring Early Release for Non-Violent Offenders
7. Intermediate Sanction for Probation and Parole Violators
8. Performance Incentive Funding(PIF)/Hope Courts

Each of the initiatives, with the exception of PIF/Hope Courts, carries a projected bed space impact that is summarized in section IX of this report. Each of these initiatives and their respective impacts will be tracked over the coming years and reported on in future iterations of this report.

In 2013 numerous policy changes were enacted by the Arkansas Board of Corrections. They are listed here to augment the discussion in the executive summary concerning the increase in parole violator revocations in 2013.

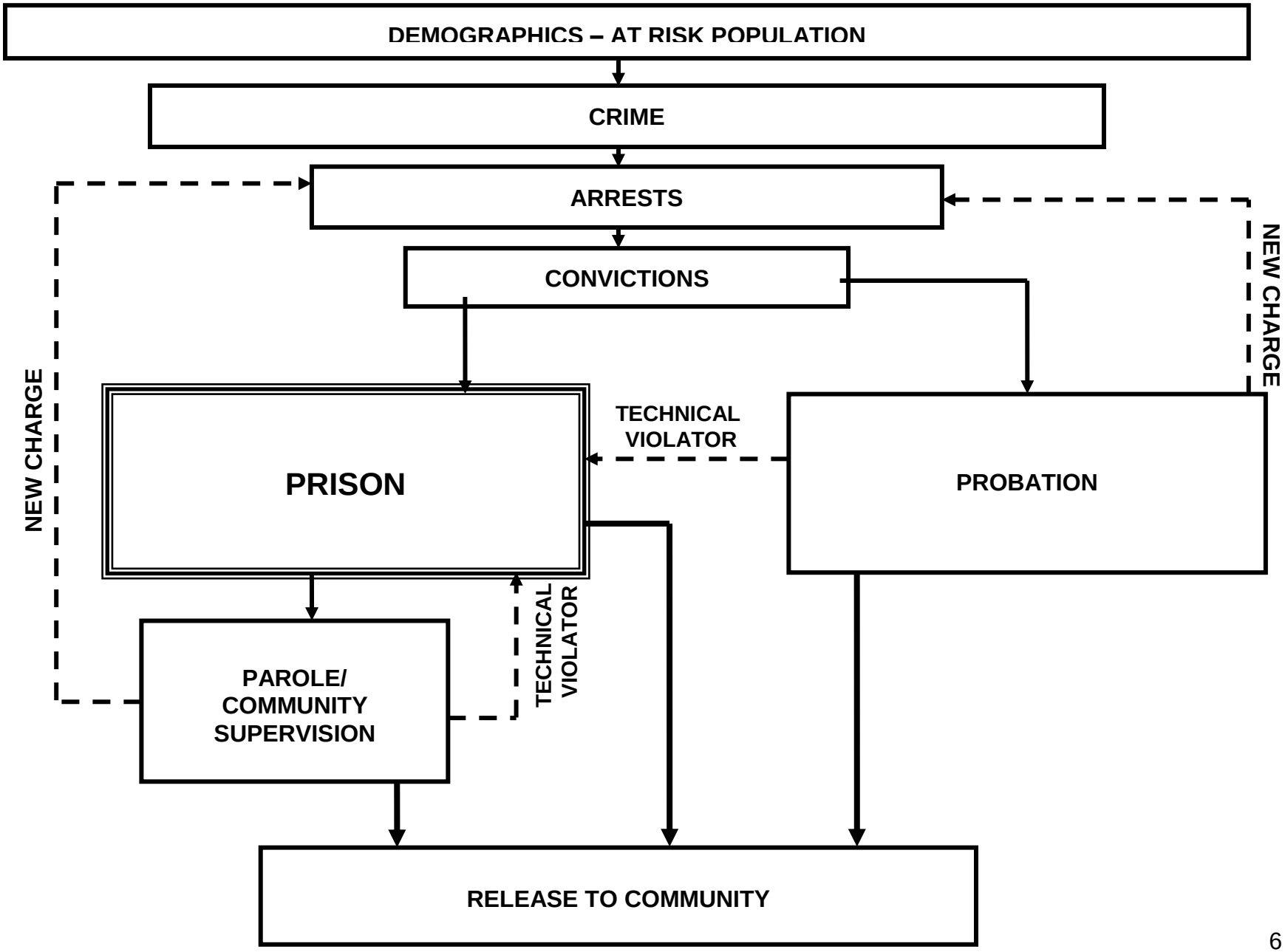
Arkansas Board of Corrections Policy Changes 2013:

1. ACC will not release parole holds on individuals awaiting a revocation hearing pursuant to requests from jail personnel.
2. All requests for release of holds made by sheriffs or jail personnel must be in writing.
3. Parolees charged with a violent felony as defined by Act 1029 of 2013 or a violent or sex related misdemeanor will be jailed and a revocation hearing requested.
4. Parolees charged with any other felony will either be jailed or placed on GPS Monitoring and a revocation hearing requested.
5. Parolees who have absconded will be jailed and a revocation hearing requested. Absconding is defined as Evading Supervision for more than 180 days.
6. Parolees who have two prior violations for evading supervision for less than 180 days will be jailed and a revocation hearing requested upon a third (3) violation. A warrant for evading supervision is issued when a parolee fails to report and cannot be located for 30 days.
7. Parolees who have evaded supervision for more than 90 days that have a history of a violent felony as defined by Act 1029 of 2013 or a sex related misdemeanor will be jailed and a revocation hearing requested. All requests for revocations and denials thereof will be fully documented in the offender's case file. A parole hold will remain in effect on an ACT 3 Mental Evaluation until the hearing is completed.

Also in 2013, Act 132 and Act 133 added felony Y trafficking of persons to the list of 70 percent sentencing crimes. In 2015, no offenders were sentenced under these acts.

Act 895 of 2015 added residential burglary to the list of "felonies involving violence" that are outlined in the habitual offender statute established in Act 1805 of 2001. Act 1805 of 2001 stipulated a list of offenses for which any person who has previously pled guilty or nolo contendere to and are subsequently convicted of again, shall not be eligible for release on parole by the Post Prison Transfer Board.

Figure 4


DEMOGRAPHICS – AT RISK POPULATION
CRIME
ARRESTS
CONVICTIONS
NEW CHARGE
NEW CHARGE
PRISON
TECHNICAL VIOLATOR
PROBATION
PAROLE/ COMMUNITY SUPERVISION
TECHNICAL VIOLATOR
RELEASE TO COMMUNITY

III. TRENDS IN POPULATION AND CRIME IN ARKANSAS

Significant Finding: *The Arkansas resident population is projected to grow minimally over the next ten years at an average rate of only 0.6 percent per year.*

Significant Finding: *Reported crime in Arkansas decreased by 5.7 percent between 2013 and 2014. Note: this is the most recent year of data available. Crime data by state has not yet been released by the FBI for 2015.*

Arkansas Resident Population

Since 2000, Arkansas's resident population has grown at a moderate pace. Between 2000 and 2004 the population grew by an average annual rate of 0.6 percent. Between 2005 and 2010 it grew an average annual rate of 1.0 percent. Using the new 2010 census as a base, the University of Arkansas Institute for Economic Advancement has projected the resident population of Arkansas will grow from 2,978,204 in 2015 to 3,007,001 in 2016 (an increase of 0.9 percent overall). Further growth projections from the 2015 estimated resident population are listed in Table 4. It should be noted that the historical and projected resident population for Arkansas is dramatically outpaced by the growth in both prison admissions and prison population indicating Arkansas is increasing its incarceration rate.

Previous versions of this brief have included the projected growth of the state's at-risk population. The at-risk population is defined as the portion of the resident population most likely to be arrested and processed by the criminal justice system. This demographic group is historically defined as all males between the ages of 18 and 35. Unfortunately, the US Census Bureau has not updated these projections for the states using the 2010 census base data. As an alternative, this brief presents available historical estimates for 2010 through 2014 (the most recent data since the last decennial census) in Table 5. During this time period, the at-risk population has increased by only 0.2 percent per year and by only 0.7 percent overall. Between 2013 and 2014 there was a decline in this population. Near future growth in this population will most likely mimic this trend.

TABLE 4
ARKANSAS PROJECTED DEMOGRAPHIC TRENDS 2015-2025

Year	Total Resident Population	Annual Percent Change
Actual 2015	*2,978,204*	
2016	3,007,001	0.9%
2017	3,026,555	0.7%
2018	3,044,865	0.6%
2019	3,062,041	0.6%
2020	3,078,021	0.5%
2021	3,092,955	0.5%
2022	3,107,234	0.5%
2023	3,121,147	0.4%
2024	3,134,930	0.4%
2025	3,148,708	0.4%
Avg. Projected Change 2015-2025		0.6%

Source: University of Arkansas Institute for Economic Advancement

TABLE 5
ARKANSAS HISTORICAL AT-RISK POPULATION 2010-2014

Year	Estimated Male Resident Population Ages 18-35
2010	351,823
2011	354,701
2012	356,872
2013	357,845
2014	354,200
Percent Average Change 2010-2014	0.2%

Source: US Census Bureau

Crime in Arkansas

Note: Crime rates mentioned in this report are a reference to reported crime tracked by the FBI's UCR initiative. Although no statistical significance can be found between crime rates and prison admissions, observing these rates can provide some anecdotal evidence that allows some insight into state prison admission trends and some guidance in projecting future admissions to prison.

During the 1990s, the level of the most serious reported violent and property crimes (defined by the FBI's Uniform Crime Reports Part I Crime category) in Arkansas remained static the first part of the decade and subsequently, decreased significantly during the latter. From 1990 to 1995, the absolute number of UCR Part I crimes in Arkansas decreased at an average annual rate of 0.2 percent. From 1995 to 1999, the number of UCR Part I crimes fell at an average annual rate of 3.3 percent.

The crime index for CY 2004 showed that reported crime had increased by over 9.0 percent from the 2003 number. This is largely due to a change in Arkansas's reporting methods to the FBI. Arkansas assumed responsibility for reporting incidents of crime to the FBI in 1974. Until January 1, 2003, this information was collected from state agencies via summary reporting. After that date, Arkansas required all crime data to be reported based on incident. This change-over required a state-wide software update at all reporting locations. With the release of new crime information for 2005, JFA began to track recent crime trends for Arkansas once again. As shown in Table 6, crime rates under the old reporting system continued to decline between 2000 and 2003. Under the new reporting system, the incidents of crimes reported increased by 1.1 percent between 2004 and 2005. Since 2005, the crime rates in Arkansas have consistently decreased. Between 2005 and 2014 the total reported crime rate has decreased an average of 2.0 percent per year. Overall, total reported crime in Arkansas has decreased by 16.9 percent from 4,596.4 in 2005 to 3,818.1 in 2014. It should be noted that there was a 7.7 percent increase in reported violent crime between 2013 and 2014. Table 6 provides detailed historical reported crime data for Arkansas.

TABLE 6
CHANGES IN THE NUMBER OF UCR CRIMES REPORTED TO POLICE 1990-2014

Year	Total Reported Crime	Reported Violent Crime	Reported Property Crime
1990	4,866.9	532.2	4,334.7
1991	5,165.0	583.3	4,581.7
1992	4,761.7	576.5	4,185.2
1993	4,810.3	593.3	4,217.0
1994	4,798.7	595.1	4,203.6
1995	4,690.9	553.2	4,137.7
1996	4,699.2	524.3	4,174.9
1997	4,718.7	526.9	4,191.8
1998	4,283.4	490.2	3,793.2
1999	4,042.2	425.2	3,617.0
2000	4,115.3	445.3	3,670.0
2001	4,130.2	452.4	3,677.8
2002	4,163.0	425.0	3,738.0
2003	4,088.8	456.4	3,632.4
2004*	4,535.4	502.3	4,033.1
2005	4,596.4	528.5	4,067.9
2006	4,581.1	551.6	3,967.5
2007	4,472.5	529.4	3,953.1
2008	4,331.7	504.6	3,827.1
2009	4,290.8	515.8	3,775.0
2010	4,058.8	505.3	3,553.5
2011	4,235.0	480.9	3,754.1
2012	4,129.2	469.1	3,660.1
2013	4,048.3	445.7	3,602.6
2014	3,818.1	480.1	3,338.0
Avg. % Change 1990-1999	-1.9%	-2.3%	-1.9%
Avg. % Change 1990-2010	-0.8%	-0.1%	-0.9%
Avg. % Change 2005-2014	-1.7%	-0.3%	-1.8%

*Source: www.FBI.gov; *AR UCR reporting methodology changed*

Comparison of Arkansas and the United States

In the discussion above, the population and crime data are observed in terms of changes over time within Arkansas. In Table 7, Arkansas's population and crime data are presented in comparison to the national levels and trends. Arkansas has had growth in residential population on par with the nation over the past decade, growing by 7.3 percent compared to 8.7 percent for the US. Crime in the nation, as a whole, has decreased by a far larger percentage when compared to Arkansas. In the past five years, reported crime in the US decreased by 14.3 percent while Arkansas saw an 11.0 percent decrease in reported crime.

In terms of state prison populations (using the most recent national data available: year-end 2014), Arkansas has seen significantly larger overall growth as compared to the nation as a whole over the last ten years, 32.6 percent compared to only 2.5 percent nationally. It is important to note that almost all of the growth in Arkansas' prison population has occurred in 2013 and 2014. The one-year change in state prison population from 2014 to 2015 in Arkansas was -0.9 percent. This is a welcome turn-about from the 17.7 percent increase in 2013. The 2015 change in the ADC population is comparable to the US decrease of 0.8 percent in 2014. This is a return to the trend that Arkansas had been following prior to 2013 when the Arkansas prison population growth had seen declines that mirrored national trends.

According to the Bureau of Justice Statistics, Arkansas' incarceration rate in 2014, 578 prisoners per 100,000 state residents, exceeded the national rate of 412. It is important to note that the national incarceration rate used for this report is based on offenders held in state prisons only and does not include federal prisoners or persons held in jails.

TABLE 7
COMPARISON BETWEEN UNITED STATES AND ARKANSAS
ON KEY POPULATION AND CRIME DEMOGRAPHICS

	United States	Arkansas
POPULATION[2]		
Total Population (7/1/15)	321,418,820	2,978,204
Change in Population		
1-year change (7/1/14 – 7/1/15)	0.8%	0.4%
10-year change (7/1/05 – 7/1/15)	8.7%	7.3%
CRIME RATE[3] (Rate per 100,000 inhabitants)		
UCR Part I Reported Crime Rates (2014)		
Total	2,971.8	3,818.1
Violent	375.7	480.1
Property	2,596.1	3,338.0
Change in Total Reported Crime Rate		
1-year change (2013-2014)	-4.5%	-5.7
5-year change (2009-2014)	-14.3%	-11.0
PRISON POPULATION[4]		
Total Inmates (State Prisons Only) 2015**	1,350,958	17,684
1-year change (2014-2015)	-0.8%	-0.9%
10-year change (2005-2015)	2.5%	32.6%
Average annual change (2005-2015)	0.4%	3.0%
State Incarceration Rate (per 100,000 residents)[5]	412	578
PAROLE POPULATION (2015)[6]* **	747,607	23,431
Rate per 100,000 residents [7]	303	959
PROBATION POPULATION (2015)[8]* **	3,844,993	29,995
Rate per 100,000 residents [9]	1,560	1,244

***Year end 2014 is the latest data available for the US; ***US: States only, federal supervision excluded, data is for year end 2014*

[2] U.S. Census Bureau, Population estimates for July 1, 2015.
[3] Uniform Crime Reports, Crime in the United States – 2014, Federal Bureau of Investigation.
[4] Prisoners in Year End 2014, Bureau of Justice Statistics, Revised Sept. 2015; Arkansas Department of Correction Statewide Population Report.
[5] Prisoners in Year End 2014, Bureau of Justice Statistics, Revised Sept. 2015; US (excludes federal prisons).
[6] US: Probation and Parole in the United States, 2014 Bureau of Justice Statistics, Revised Nov. 2015; AR: Statewide Field Operations Report 1/1/15-12/31/15
[7] Probation and Parole in the United States, 2014 Bureau of Justice Statistics, Revised Nov. 2015
[8] US: Probation and Parole in the United States, 2014 Bureau of Justice Statistics, Revised Nov. 2015; AR: Statewide Field Operations Report 1/1/15-12/31/15 (includes drug court)
[9] Probation and Parole in the United States, 2014 Bureau of Justice Statistics, Revised Nov. 2015

III. THE JUNE 2015 FORECAST – ACCURACY

The previous inmate population forecast for the Arkansas Department of Correction was released in June 2015.

Significant Finding: *Using JFA's best-case scenario forecast, for the last 12 months, the projections for male inmates were estimated to increase at a monthly average of 0.3 percent, while the actual population decreased by 0.5 percent per month. The male population was over-forecasted by an average monthly difference of 4.4 percent.*

Significant Finding: *The Arkansas Department of Correction exercised the Emergency Powers Act in 2015, allowing early release for prisoners throughout the year when over-crowding conditions were at their peak. Although the overall average accuracy of the forecast is good by national standards, EPA releases may hamper the models ability to estimate the inmate population on a monthly basis by offsetting length of stay trends. In 2015, 2,748 offenders were released via the Emergency Powers Act, a slight decrease from 2,907 in 2014.*

Table 9 and Figure 7 present the June 2015 projections of male and female inmates from June 2015 to May 2016 along with the actual counts of male and female inmates for the same timeframe.

- Through the past 12 months, the projected female population averaged a +5.9 percent difference from actual totals. On average, the 2015 simulation model averaged 82 more female inmates per month than actual counts.

- For the 2015 model, the forecasted counts of male inmates differed from the actual counts by a maximum over-estimation of 1,360 (March 2016) and by a maximum underestimation of 107 (July 2015).

- The total prison population forecast had an average percent difference of 4.6 percent per month during the entire tracking period. The error in the forecast can be directly attributed to the reversal of the large prison population growth seen in the months between mid-2013 and July of 2015.

- The EPA was utilized every month in 2015. Table 8 details EPA releases since 2005.

TABLE 8
EPA RELEASES CY 2005-2015

Year	Act 1721	Act 418	Total
2005	106	1,540	1,646
2006	196	1,493	1,689
2007	294	1,806	2,100
2008	369	1,708	2,077
2009	512	1,756	2,268
2010	319	1,853	2,172
2011	319	2,023	2,297
2012	169	2,478	2,647
2013	201	2,672	2,873
2014	437	2,470	2,907
Jan. 2015	18	58	76
Feb. 2015	9	408	417
Mar. 2015	26	164	190
Apr. 2015	17	54	71
May-15	48	313	361
Jun. 2015	37	153	190
Jul. 2015	23	53	76
Aug. 2015	49	374	423
Sep. 2015	39	124	163
Oct. 2015	48	75	123
Nov. 2015	24	404	428
Dec. 2015	30	200	230
Total 2015	**368**	**2,380**	**2,748**

Source: ADC data runs from EOMIS

TABLE 9
ACCURACY OF THE 2015 FORECAST

Month-Year	Male				Female				Total			
	Projected	Actual	Numeric Diff.	% Diff.	Projected	Actual	Numeric Diff.	% Diff.	Projected	Actual	Numeric Diff.	% Diff.
Jun-15	17,152	17,235	-83	-0.5%	1,532	1,555	-23	-1.5%	18,684	18,790	-106	-0.6%
Jul-15	17,178	17,285	-107	-0.6%	1,544	1,562	-18	-1.2%	18,722	18,847	-125	-0.7%
Aug-15	17,230	17,222	8	0.0%	1,537	1,561	-24	-1.5%	18,767	18,783	-16	-0.1%
Sep-15	17,247	16,985	262	1.5%	1,527	1,541	-14	-0.9%	18,774	18,526	248	1.3%
Oct-15	17,318	16,903	415	2.5%	1,536	1,504	32	2.1%	18,854	18,407	447	2.4%
Nov-15	17,383	16,510	873	5.3%	1,525	1,448	77	5.3%	18,908	17,958	950	5.3%
Dec-15	17,396	16,282	1,114	6.8%	1,539	1,402	137	9.8%	18,935	17,684	1,251	7.1%
Jan-16	17,439	16,360	1,079	6.6%	1,540	1,402	138	9.8%	18,979	17,762	1,217	6.9%
Feb-16	17,533	16,221	1,312	8.1%	1,543	1,383	160	11.6%	19,076	17,604	1,472	8.4%
Mar-16	17,556	16,196	1,360	8.4%	1,541	1,354	187	13.8%	19,097	17,550	1,547	8.8%
Apr-16	17,604	16,399	1,205	7.3%	1,548	1,393	155	11.1%	19,152	17,792	1,360	7.6%
May-16	17,650	16,370	1,280	7.8%	1,551	1,377	174	12.6%	19,201	17,747	1,454	8.2%
Average Difference			727	4.4%			82	5.9%			808	4.6%

Source: Arkansas Department of Correction Statewide Population Report /JFA Associates' prison projections

IV. HISTORICAL INMATE POPULATION TRENDS

Significant Finding: *From 2011 to 2012 admissions to prison in Arkansas fell by 12.1 percent due to efforts towards implementing Act 570 of 2011. This was one of the largest decreases in admissions in the past 15 years. This trend was reversed dramatically in 2013 as admissions to prison increased by 49.6 percent. According to current ADC admissions extract data, admissions to prison increased by 9.8 percent between 2014 and 2015.*

Significant Finding: *Total male admissions to prison increased by 8.5 percent and total female admissions increased by 19.4 percent between 2014 and 2015.*

Significant Finding: *Male parole violator admissions increased by 11.5 percent between 2013 and 2014.*

Table 10 and Figure 9 present the admissions to prison in Arkansas from 2005 to 2015 for males and females. Table 11 presents admissions by intake reason (new commitment versus parole violator). Table 12 and Figure 10 present the year-end inmate populations for inmates from 2005 to 2015. Table 13 lists releases for the past 10 years.

- The number of total admissions to prison in 2015 was the highest in the past ten years.

- While male new parole violators increased 11.5 percent in 2015, male new commitments also increased- 246 offenders or 5.7 percent.

- Female total admissions to prison also continued to increase for both new commitments and parole violators in 2015. Female new commitments increased by 109 admissions or 13.3 percent and female parole violators increased by 118 admissions or 33.6 percent.

- Releases from the ADC had remained static between 2003 and 2013, averaging an annual change of -0.8 percent. This trend was dramatically reversed in 2013 as releases remained static from 2012 numbers and admissions increased by 49.6 percent.

- In 2014, releases increased 34.7 percent, primarily driven by parole violators being released after an average 12.9 month prison stay. This trend continued in 2015 as releases grew another 22.1 percent. In 2015 however, releases finally outpaced admissions fueling a slight 0.9 percent drop in the ADC population.

- The female prison population decreased by 2.6 percent between year-end 2011 and year-end 2012. In 2013, the female prison population increased by 25.6 percent from 1,059 at year end 2012 to 1,330 at year end 2013. The female prison population grew an additional 5.0 percent in 2014 to 1,397. In 2015, the female ADC population grew by a scant 0.4 percent to 1,402.

- At year end 2015, the total Arkansas prison population was 17,684, which was 32.6 percent larger than the total prison population in 2005. As of the end of May 2016, the total prison population was 17,747, an increase of less than a tenth of a percent from the December count; this is an indicator that the ADC population may have stabilized due to parole board efforts to curb the number of waivers admitted to ADC and continue the 90 day back program for some offenders.

TABLE 10
ARKANSAS DEPARTMENT OF CORRECTION
HISTORICAL ADMISSIONS TO PRISON BY GENDER: 2005-2015

YEAR	MALES	FEMALES	TOTAL
2005	6,460	1,069	7,529
2006	5,711	862	6,573
2007	6,445	763	7,208
2008	6,267	750	7,017
2009	6,683	792	7,475
2010	6,854	813	7,667
2011	6,293	717	7,010
2012	5,547	616	6,163
2013*	8,152	1,067	9,219
2014	8,486	1,173	9,659
2015	9,206	1,400	10,606
Numeric Change 2005 – 2015	2,746	331	3,077
Percent Change 2005 – 2015	42.5%	31.0%	40.9%
Average Annual Percent Change 2005 – 2015	4.7%	5.2%	4.7%
Percent Change 2014 – 2015	8.5%	19.4%	9.8%

*Source: ADC Research & Planning Office; *2013 number is an estimate using ADC Research & Planning Office admissions to prison facilities in calendar year 2013 and the total county jail back-up population on December 31, 2013*

TABLE 11
ARKANSAS DEPARTMENT OF CORRECTION
HISTORICAL ADMISSIONS TO PRISON BY ADMISSION TYPE: 2009-2015

Year	New Commits		Parole Violator	
	Male	Female	Male	Female
2009	4,523	620	2,160	172
2010	4,370	606	2,484	207
2011	4,540	577	1,753	140
2012	3,914	523	1,633	93
2013	4,481	733	3,671	334
2014	4,347	822	4,139	351
2015	4,593	931	4,613	469
Average % Change 2009-2015	0.6%	8.2%	21.3%	42.0%
% Change 2014-2015	5.7%	13.3%	11.5%	33.6%

Source: ADC data extract admission file; Counts differ slightly from Table 15 as they include lifers, 50 & 70%ers and 'unknowns' (unknowns are cases in the extract files for which seriousness level cannot be identified, this is less than 2.0% of admissions in any given year)

TABLE 12
ARKANSAS DEPARTMENT OF CORRECTION
TEN YEAR HISTORICAL END OF YEAR INMATE POPULATION
2005-2015

YEAR	MALE	FEMALE	TOTAL
2005	12,288	1,050	13,338
2006	12,659	1,039	13,698
2007	13,217	1,068	14,285
2008	13,627	1,059	14,686
2009	14,109	1,062	15,171
2010	15,013	1,163	16,176
2011	13,948	1,087	15,035
2012	13,568	1,059	14,627
2013	15,881	1,330	17,211
2014	16,453	1,397	17,850
2015	16,282	1,402	17,684
Numeric Change 2005 – 2015	3,994	352	4,346
Percent Change 2005 – 2015	32.5%	33.5%	32.6%
Average Annual Percent Change 2005 – 2015	3.0%	3.3%	3.0%
Percent Change 2014 – 2015	-1.0%	0.4%	-0.9%

Source: Arkansas Department of Correction Statewide Population Report

TABLE 13
ARKANSAS DEPARTMENT OF CORRECTION
HISTORICAL RELEASES: 2005-2015

Year	Males	Females	Total
2005	5,909	796	6,705
2006	6,074	774	6,848
2007	5,709	721	6,430
2008	6,273	801	7,074
2009	6,372	810	7,182
2010	5,952	712	6,664
2011	6,612	692	7,304
2012	5,647	652	6,299
2013	5,755	789	6,544
2014	7,762	1,053	8,815
2015	9,360	1,400	10,760
Numeric Change 2005 – 2015	3,451	604	4,055
Percent Change 2005 – 2015	58.4%	75.9%	60.5%
Average Annual Percent Change 2005 – 2015	5.6%	6.9%	5.7%
Percent Change 2014 – 2015	20.6%	33.0%	22.1%

**Note: 2003-2009, 2011 counts were calculated by JFA Associates. Source for 2010, 2012-2015: ADC Research & Planning Office*

V. CURRENT INMATE POPULATION CHARACTERISTICS

A. 2015 Admissions to Prison

Significant Finding: *In 2013, a large increase in the prison population of 17.7 percent was driven by a large increase in both new commitment and parole violator admissions which, in turn, overwhelmed all established release mechanisms. In 2014, the prison population grew 3.7 percent primarily due to an increase in parole violator admissions. By year end 2015, there was a slight drop in the total prison population primarily driven by releases exceeding admissions.*

Significant Finding: *While parole violator admissions continued to increase in 2015 (by over 13 percent versus 2014 numbers), it is also notable that new commitments increased substantially as well. New commitments grew by a total of 6.9% in 2015, 5.7% for males and 13.3% for females.*

Significant Finding: *In 2012, male and female parole violators made up 26.6 percent of admissions to the ADC while in 2013, male and female parole violators comprised 42.7 percent of admissions. This increase in the number of parole violators returning to prison continued in 2014 and 2015 as parole violators comprised 46.5 percent and 47.9 percent of total admissions, respectively. The Bureau of Justice Statistics (BJS) reported that the percentage of parole violators admitted to all state prisons in 2014 was 27.7 percent of total admissions, showing Arkansas to be revoking parolees near twice the national average.*

Significant Finding: *The average sentence applied to the entire admissions population (excluding lifers) in 2015 was 92.1 months compared to 96.8 months in 2014.*

Table 15 provides information about the population admitted to prison in 2015. First, in Table 15, the admissions population is divided into Identification (ID) groups based on a combination of seriousness level, admission type, gender, and special sentencing conditions. These groups are established for modeling purposes and do not necessarily coincide with ADC groupings. It's important to note that for model ID-groups, separate categories for those people sentenced to life in prison and for those sentenced under 70 Percent Acts, were created. The remaining admissions are divided into New Commitment and Parole Violator categories and further categorized by gender and the seriousness level of their admitting offenses.

Figure 11 depicts the number of persons admitted in each of the ID-groups. Figure 12 illustrates the average sentences for each of those groups. These figures are contained in the Appendix of this report.

Admissions Counts

- In 2013, there was an unprecedented increase in the number of parole violators returned to prison in Arkansas. Parole violators admissions in 2013 summed to 4,005 (including 70 percenters, 50 percenters, lifers and admissions whose seriousness level was unknown), up 132.0 percent from the 2012 number of 1,726. By 2015, parole violator admissions continued increasing with a one-year increase of 13.2 percent and a cumulative increase of 194.4 percent from 2012 numbers.

- In 2015, 3.2 percent of admissions had minimum serving time restrictions. 50 percent meth cases accounted for 95 admissions.

- The majority of the 70 percent Acts offenders were admitted to the ADC due to a conviction related to an aggravated robbery (34.3 percent) or rape (21.9 percent).

- 13 new lifers were admitted to the ADC in 2015. On December 31, 2015, the number of lifers held in the ADC was 1,396, about 7.9 percent of the population. Persons in prison with minimum serving time restrictions accounted for 17.3 percent of the year-end population in 2015.

Sentence Lengths

- Excluding lifers, seriousness level unknown cases and 70 percent Acts inmates, new commitment males had an average sentence of 76.6 months in 2015, down from a 78.4 months in 2014.

- Excluding lifers, seriousness level unknown cases and 70 percent Acts inmates, new commitment females averaged a sentence of 50.0 months in 2015, down from 56.6 months in 2014.

- In 2015 new commitment males in seriousness levels 3, 5, 6 and 7 saw a decrease in their average sentence in months compared with 2014. Male new commitments in 2015 from seriousness levels 8-10 saw a 25.3 percent increase in their average sentence compared to the same sentences in 2014.

- In 2015 new commitment females in all seriousness levels saw a decrease in their average sentence in months from 2014.

- Among those admitted under 70 percent Acts (excluding those who were sentenced to life in prison),

- 50 percenters convicted of manufacturing methamphetamine in 2015 had an average sentence of 110.4 months, up from the average of 95.4 months in 2014.
- Those convicted of aggravated robbery and rape in 2015 had average sentences of 200.8 and 315.4 months, respectively.
- The average sentence for the 43 inmates admitted for first degree murder in 2015 was 431.6 months, by far the most severely sanctioned group excluding lifers.

Beginning with this iteration of the projections report, JFA Associates will be more closely tracking habitual offenders sentenced under Act 1805 due to the addition of residential burglary as an eligible offense for sentencing under this law. In 2015, only two residential burglary offenders were sentenced as habitual offenders.

Table 14 shows the historical growth in the inmate population in reference to the impact that 70 percent Acts have had on the year end population. While the total number of 70 percenter inmates increased significantly from 2001 to 2005, this group's growth in the ADC year-end population has remained static between 2005 and 2015.

In 2015, 70 percent Acts admissions did not change significantly. The number held in prison at year end 2015 also did not change appreciably from 2014 counts.

TABLE 14
ARKANSAS DEPARTMENT OF CORRECTION
HISTORICAL 50/70/100 PERCENT ACTS ADMISSIONS & YEAR END COUNT
2005-2015

Year	Total 70%ers Admitted	Total 50%ers Admitted	Avg. Sentence 50 & 70%ers (Mos.)	Total End of Year 70%er	Total End of Year 50%er	Total 100%ers Admitted*
2005	354	-	197	2,709	-	-
2006	306	-	225	2,736	-	-
2007	249	-	225	2,762	-	-
2008	274	-	257	2,788	-	-
2009	232	109	263	2,561	406	-
2010	313	156	250	2,694	437	-
2011	185	91	236	n/a	n/a	-
2012	200	54	260	n/a	369	35
2013	211	61	236	2,675	349	40
2014	241	73	229	2,662	333	30
2015	238	100	228	2,777	278	38
Numeric Change 2005-2015	-116	-	31	68	-	-
Percent Change 2005-2015	-32.8%	-	15.7%	2.5%	-	-
Percent Change 2014-2015	-1.2%	37.0%	-0.4%	4.3%	-16.5%	26.7%

*Source: ADC data extract admission and stock files; *Note This is the first year that Act 1805 persons admitted have been included in this table*

TABLE 15
ARKANSAS DEPARTMENT OF CORRECTION
ADMISSIONS COUNTS AND AVERAGE SENTENCE BY ID GROUP IN 2015

ID Group	Number Admitted	Percent of Total	Average Sentence (mos.) 2015	Average Sentence (mos.) 2014
Lifers	**13**	**0.1%**	**Life**	**Life**
Habitual Offenders	**38**	**0.4%**	**225.1**	**-**
50/70 Percent Acts Inmates	**338**	**3.2%**	**226.3**	**229.2**
1st Degree Murder	43	0.4%	431.6	409.8
Rape	74	0.7%	315.4	312.3
Aggravated Robbery	116	1.1%	200.8	174.5
Kidnapping	5	0.0%	196.8	345.6
Drug – Methamphetamine 50%	100	0.9%	103.2	95.4
New Commitments – Males	**4,206**	**39.7%**	**75.9**	**78.4**
Seriousness levels 1-2	247	2.3%	43.4	40.4
Seriousness level 3	1,157	10.9%	39.8	43.7
Seriousness level 4	720	6.8%	64.5	62.3
Seriousness level 5	492	4.6%	71.8	77.8
Seriousness level 6	974	9.2%	91.6	94.6
Seriousness level 7	372	3.5%	122.8	135.6
Seriousness levels 8-10	244	2.3%	187.4	149.6
New Commitments – Females	**914**	**8.6%**	**49.9**	**56.6**
Seriousness levels 1-6	823	7.8%	44.6	50.4
Seriousness levels 7-10	91	0.9%	98.0	100.7
Parole Violators – Males	**4,387**	**41.4%**	**107.2**	**113.0**
Seriousness levels 1-6:	3,241	30.2%	94.3	100.7
Seriousness levels 7-10:	1,146	10.7%	143.5	144.5
Parole Violators – Females	**455**	**4.3%**	**82.0**	**87.6**
Seriousness levels 1-6:	363	3.4%	73.0	79.9
Seriousness levels 7-10:	92	0.9%	117.3	114.4
Unknown seriousness level	**255**	**2.4%**	**n/a**	**n/a**
TOTAL*	**10,606**	**100.0%**	**92.1**	**96.8**

**Average sentence for all admissions excluding lifers; Source: ADC data extract admissions file; 2015 id-groups counts are proportional estimates*

B. Sentence Length Comparison

Significant Finding: *Average sentences in seriousness levels 1 and 2, and level 9 have remained static over the last five years.*

Significant Finding: *Average sentences in seriousness level 3, level 4, level 5, level 6, level 7 and level 8 have shown steady declines in the last several years.*

Table 16 and Figure 13 depict average sentences for new commitments by seriousness level for 2010 thru 2015.

- Compared to 2010, seriousness level 6 average sentences in 2015 have declined 52 months.

- Compared to 2010, seriousness level 5 average sentences in 2015 have declined 29 months. Compared to 2010, seriousness level 4 average sentences in 2015 have declined 22 months. Compared to 2010, seriousness level 3 average sentences in 2015 have declined 19 months

- Compared to 2010, seriousness level 10 is the only group to see a significant average sentence increase compared with 2015.

- Comparing just the most recent one year, levels 5 through 6 show the largest decline in average sentences.

TABLE 16
ARKANSAS DEPARTMENT OF CORRECTION
AVERAGE SENTENCES OF NEW COMMITMENTS BY SERIOUSNESS LEVEL
CALENDAR YEARS 2010 - 2015

Seriousness Level	Average Sentence (mos.)					
	CY 10	CY 11	CY 12	CY 13	CY 14	CY 15
Seriousness levels 1-2	43	45	35	41	39	43
Seriousness level 3	56	54	44	46	42	37
Seriousness level 4	82	69	66	67	60	60
Seriousness level 5	97	93	83	85	75	68
Seriousness level 6	139	103	104	105	90	87
Seriousness level 7	128	116	150	144	128	117
Seriousness level 8	182	171	158	160	141	149
Seriousness level 9	303	316	340	302	308	301
Seriousness level 10	420	425	421	458	419	492

Source: ADC data extract admissions file

C. 2015 Release Population

Significant Finding: *Male new commitments had served an average of 21.2 months upon release in 2014. In 2015, the average length of stay (LOS) for this group was down to 18.7 months.*

Significant Finding: *The majority of offenders in 2015 (89.4 percent) were released from prison via parole or supervised release, followed by 7.5 percent released via discharge and 2.6 percent released to boot-camp.*

Table 17 provides information about the population released from prisons in Arkansas in 2015. For each ID group, Table 17 presents the number of people released, the average time served in months, and the percent of releases by release type. Note, the 2014 extract file count did not exactly match aggregates reported by ADC. The difference is not statistically significant.

Average Time Served

- The average time served for male new commitments showed a direct correlation with seriousness level in 2015. Average length of stay ranged from between 8.9 months for seriousness levels 1-2, to 59.6 months for seriousness levels 8-10 (combined).

- The average length of stay of female new commitments in 2015 was 11.7 months.

- Regardless of release type or id-group, total releases in 2015 had an average length of stay of 16.6 months which represents an increase over the 2014 total ADC LOS of 18.2 months. (Presented by gender, males averaged a length of stay of 17.7 months and females averaged a length of stay of 12.3 months.) It is important to note that any reported LOS from a release cohort will be under-representative of longer length of stays.

- The average LOS of male parole violators released in 2015 was 13.0 months similar to 13.1 months in 2014, and down from 19.0 months in 2013. Female parole violators released in 2015 averaged a LOS of 10.1 months, up slightly from 9.3 months in 2014. The declining average lengths of stay for parole violators are attributed to the addition of technical violators being imprisoned for short periods of time. Technical violator returns to prison began again in 2013 ending the heavy use of prison diversion alternatives used in previous years.

- In 2015, nine offenders sentenced under Act 1805 stipulations were released from prison after serving an average length of stay of 72.7 months. This group is, as of this iteration of the projections, too small to impact overall lengths of

stay in the simulation model. JFA Associates will continue to monitor this group in anticipation that the total number in this cohort will grow large enough to warrant its own category within the simulation model.

Releases by Release Mechanism 2015

- Boot camp releases accounted for 21.5 percent of male seriousness level 7 releases.

- Male new commitments were released via discharge at a rate of 6.1 percent. Female new commitments were released via discharge at a lower rate: 3.8 percent.

TABLE 17
ARKANSAS DEPARTMENT OF CORRECTION
AVERAGE TIME SERVED AND RELEASE TYPE BY ID-GROUP IN 2015

ID Group	Number of Releases	Percent	LOS (Mos.)	Percent by Release Mechanism			
				Parole	Discharge	Boot-camp	Other
Lifers	**15**	**0.1%**	**282.2**	**0.0%**	**20.0%**	**0.0%**	**80.0%**
70 Percent Acts Inmates	**307**	**2.9%**	**66.5**	**81.8%**	**14.0%**	**0.0%**	**4.2%**
New Commitments – Males	**4,120**	**38.3%**	**18.7**	**89.4%**	**3.9%**	**6.1%**	**0.5%**
Seriousness levels 1-2	226	2.1%	8.9	96.6%	2.0%	1.0%	0.5%
Seriousness level 3	1,075	10.0%	10.0	92.6%	4.3%	3.1%	0.0%
Seriousness level 4	651	6.1%	12.6	91.9%	4.1%	3.4%	0.5%
Seriousness level 5	479	4.5%	13.8	88.9%	4.4%	6.5%	0.2%
Seriousness level 6	967	9.0%	18.7	86.5%	4.5%	8.6%	0.3%
Seriousness level 7	352	3.3%	26.7	77.2%	1.3%	21.5%	0.0%
Seriousness level 8-10	370	3.4%	59.6	90.8%	4.3%	1.2%	3.7%
New Commitments – Females	**792**	**7.4%**	**11.7**	**94.3%**	**1.7%**	**3.8%**	**0.2%**
Seriousness levels 1-6	692	6.4%	9.3	95.3%	1.8%	2.7%	0.2%
Seriousness levels 7-10	100	0.9%	28.3	87.8%	1.1%	11.1%	0.0%
Parole Violators – Males	**4,917**	**45.7%**	**13.0**	**89.2%**	**10.5%**	**0.0%**	**0.3%**
Seriousness levels 1-6	3,390	31.5%	11.2	87.9%	11.9%	0.0%	0.2%
Seriousness levels 7-10	1,527	14.2%	17.1	92.2%	7.5%	0.0%	0.4%
Parole Violators – Females	**578**	**5.4%**	**10.1**	**88.8%**	**11.2%**	**0.0%**	**0.0%**
Seriousness levels 1-6	466	4.3%	9.3	86.3%	13.7%	0.0%	0.0%
Seriousness levels 7-10	112	1.0%	13.6	99.0%	1.0%	0.0%	0.0%
Unknown	**31**	**0.3%**	10.5	n/a	n/a	n/a	n/a
TOTAL	**10,760**	**100.0%**	**16.6**	**89.4%**	**7.5%**	**2.6%**	**0.5%**

Source: ADC data extract release file; Note: "Other" release category is a "catch-all" of minor prison release routes such as death and administrative closure.

VI. KEY POPULATION PROJECTION ASSUMPTIONS

The inmate population projections contained in this report were completed using the Wizard simulation model. This model simulates the movements of inmates through the prison system based on known and assumed policies affecting both the volume of admissions into the system and the lengths of stay for inmates who are housed in prison. It simulates the movements of individual cases, by offense group, and projects each separately. Inmates sentenced under different sentencing policies, move through the system differently. Preceding sections of this reports displayed the individual case level data used to build the model. JFA has made the following key assumptions that have a significant impact on the projection results.

A. Future transfer eligibility rates for new offenders will mimic those observed during 2015.

New law transfer rates will also remain constant at the rates observed during 2015 throughout the forecast horizon. Table 18 displays the number and rates at which new law offenders were not released at the transfer eligibility dates for 2014 and 2015. As can be seen in Table 18, approximately 53.8 percent of all new charge inmates released via discharge or parole are held beyond their transfer eligibility date and serve an average of 6.8 months before being released. The statistics, broken out by gender and type of crime, are assumed over the forecast horizon.

B. The sentence group composition of future annual new court commitments is assumed to be the same as the composition of new commitments during 2015.

Projections in this report are based on admission and release data provided to JFA Associates by the Arkansas Department of Correction for 2015. Table 16 presented the sentencing profiles for newly committed inmates by seriousness level. Future new commitments are assumed to “look like” these new commitment admissions in terms of the proportion of admitting charges, sentences received, good time credit awards, and serving times to parole eligibility.

C. Parole revocation admissions to ADC will be at the level observed during the 4th quarter of 2015.

In 2015, it was determined that 5,082 offenders were returned for parole violations; this number is 13.2 percent higher than the 2014 count of 4,490.

As stated earlier in this report, it is assumed the level of both parole board revocations and waivers to ADC observed in the fourth quarter of 2015 will continue throughout the forecast horizon. This assumption generates predicted number of parole violators returned of just over 4,050 creating bed space savings of approximately 1,100. Any large deviation from this assumption could have an

error effect on the forecasting accuracy. JFA will continue to track these trend and this assumption throughout the year.

D. Projections New Commitment Assumption.

Under the projections assumptions, new commitments are projected to increase at average annual level 2.4 percent per year throughout the forecast horizon. The projected new commitments were determined using a weighted average of new commitments over the past seven years (2009-2015). The most recent year growth (6.9 percent) was weighted more heavily that the overall seven year growth (1.6 percent) to determine the assumption. With the inclusion of the recent 2015 increasing trend in new commitments, a higher admissions assumption is assumed for this forecast over the previous year.

E. 90 Day Parole Violator Return Program.

Based on input from the Arkansas Parole Board, ADC and ACC, it is assumed approximately 10 percent of all parole returns to prison will be put in a 90 day short term return program. The lower length of stay for these offenders will produce a bed space savings of approximately 150 beds over 2015 baseline numbers.

All three assumptions related to new commitment and parole violators will be monitored by JFA closely over the next year and their accuracy will be addressed in the next projections report, scheduled for release in 2017.

TABLE 18
ARKANSAS DEPARTMENT OF CORRECTION
OFFENDERS (RELEASED VIA DISCHARGE OR PAROLE) HELD BEYOND TRANSFER ELIGIBILITY DATE BY ID-GROUP IN 2014 & 2015

ID-Group*	Total Released via Discharge/Parole	Total Held Beyond Transfer Eligibility Date	Percent Held Beyond Transfer Eligibility Date	For those held beyond TE Date, average # of months held over
2014				
New Commitments – Males	3,205	1,596	49.8%	8.8
New Commitments – Females	599	400	66.8%	2.8
TOTAL	**3,804**	1,996	**52.5%**	**7.6**
2015				
New Commitments – Males	3,432	1,828	53.3%	7.5
New Commitments – Females	682	384	56.3%	3.3
TOTAL	**4,114**	2,212	**53.8%**	**6.8**

**Excludes those with an offense date before 1/1/1994, lifers, parole violator returns, 50%ers and 70%ers.*
Source: ADC extract data release files

VII. PRISON POPULATION PROJECTION

This section contains the baseline inmate population projections based on the assumptions set forth above.

A. Projected Inmate Population

Tables 19 and 20 and Figure 5 display the historical and projected inmate populations for the period 2005 to 2026. The table includes the projections using the base model assumptions. A more detailed breakdown of the forecast by gender and by month is presented in the Appendix of this document.

Baseline projections included in this report were produced using the Wizard simulation model which projects bed space needs regardless of housing location or type. The Wizard model represents the basic premise of admissions x length of stay = populations to produce the most accurate forecast possible. Forecasts produced under this method will account for shorter sentenced offenders cycling faster through the system and the stacking effect of lifers, mandatory serving offenders and long length of stays. All of these complex interplays are present in the Arkansas prison system and influence the resulting projection.

- In December of 2026, 22,781 offenders are projected to be housed in the Arkansas Department of Correction using the baseline projections.

- At the end of 2015, the inmate prison population was 17,684. Under the baseline projection, the population is projected to increase to 18,038 inmates at the end of 2016 and to 20,577 in 2021. The projected growth represents average annual increases of 2.4 percent per year through the year 2026.

- Under the baseline projections, the male inmate population is projected to grow an average of 2.4 percent between 2016 and 2026 while the female inmate population is projected to grow by an average of 2.2 percent per year through 2026.

Historical 10 year average growth (3.0 percent) in the prison population exceeds the projected future annual 10 year growth (2.4 percent). The factors producing these results include, increased use of EPA, increase percentage of parole violators admitted, lower numbers of 50/70 Act offenders and lower sentences for some seriousness levels.

TABLE 19
ARKANSAS DEPARTMENT OF CORRECTION
HISTORICAL AND PROJECTED INMATE POPULATION 2005-2026

Year	Historical	Base
2005	13,338	
2006	13,698	
2007	14,285	
2008	14,686	
2009	15,171	
2010	16,176	
2011	15,035	
2012	14,627	
2013	17,211	
2014	17,850	
2015	***17,684***	***17,684***
2016		18,038
2017		18,539
2018		19,061
2019		19,576
2020		20,062
2021		20,577
2022		21,022
2023		21,503
2024		21,964
2025		22,389
2026		22,781
Numeric Diff. 2005-2015	4,346	
% Diff. 2005-2015	32.6%	
Average % Diff. 2005-2015	3.0%	
Numeric Diff. 2016-2026		4,743
% Diff. 2016-2026		26.3%
Average % Diff. 2016-2026		2.4%

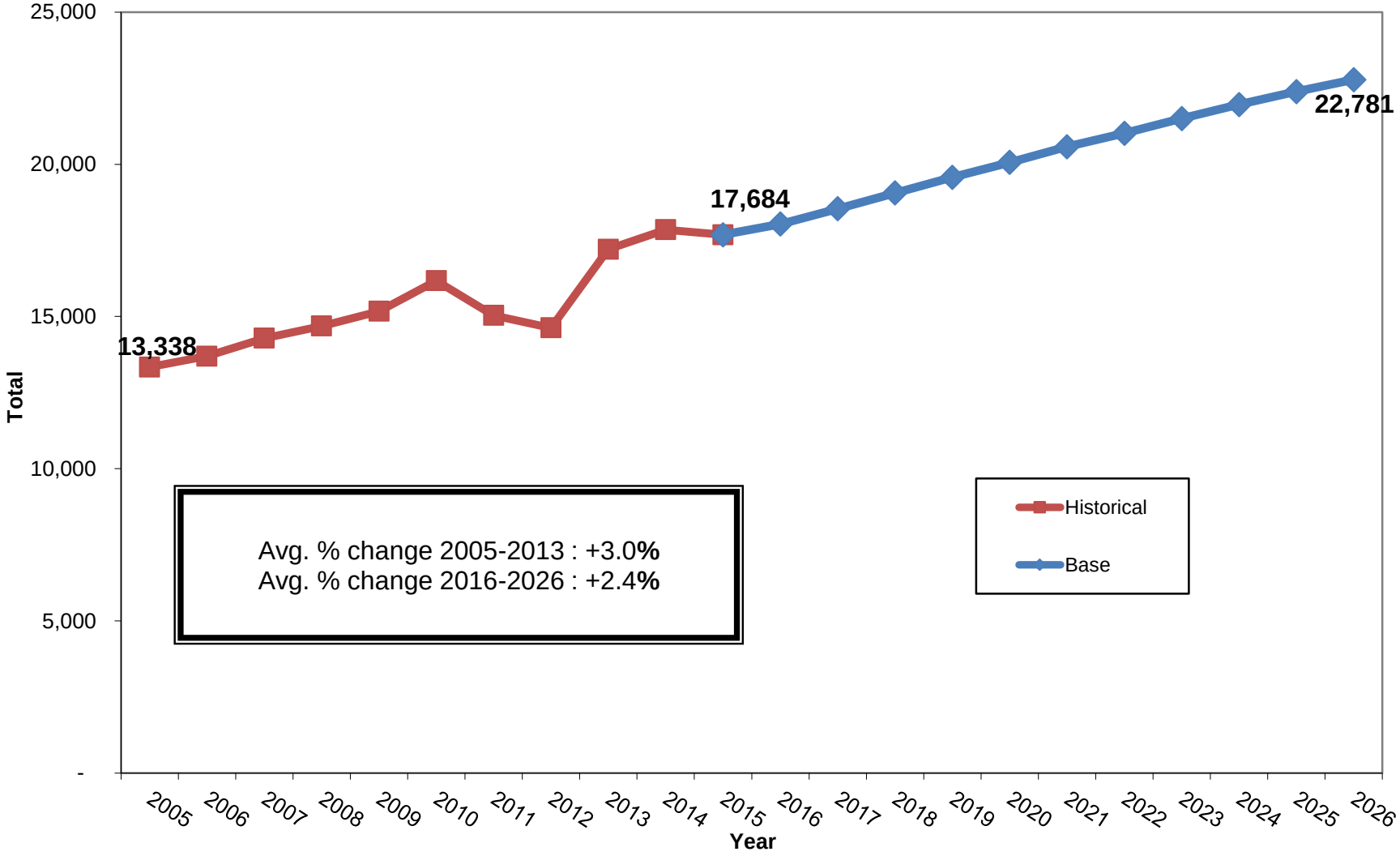
Source: JFA Simulation Model

TABLE 20
ARKANSAS DEPARTMENT OF CORRECTION
HISTORICAL AND PROJECTED INMATE POPULATION BY GENDER 2005-2026

Year	Historical Males	Historical Females	Projected Males	Projected Females
2005	12,288	1,050		
2006	12,659	1,039		
2007	13,217	1,068		
2008	13,627	1,059		
2009	14,109	1,062		
2010	15,013	1,163		
2011	13,948	1,087		
2012	13,568	1,059		
2013	15,881	1,330		
2014	16,453	1,397		
2015	***16,282***	***1,402***	***16,282***	***1,402***
2016			16,631	1,407
2017			17,093	1,446
2018			17,578	1,483
2019			18,055	1,521
2020			18,505	1,557
2021			18,984	1,593
2022			19,397	1,625
2023			19,845	1,658
2024			20,273	1,691
2025			20,665	1,724
2026			21,027	1,754
Numeric Diff. 2005-2015	3,994	352		
% Diff. 2005-2015	32.5%	33.5%		
Average % Diff. 2005-2015	3.0%	3.7%		
Numeric Diff. 2016-2026			4,396	347
% Diff. 2016-2026			26.4%	24.7%
Average % Diff. 2016-2026			2.4%	2.2%

Source: JFA Simulation Model

Figure 5: Historical & Projected ADC Population: 2005-2026



APPENDIX
ADDITIONAL TABLES AND FIGURES

TABLE A
TOTAL BASELINE PROJECTED INMATE POPULATION

Year	January	February	March	April	May	June	July	August	September	October	November	December
2016	17,699	17,681	17,727	17,745	17,783	17,802	17,869	17,914	17,890	17,905	17,962	18,038
2017	18,059	18,126	18,177	18,231	18,336	18,338	18,372	18,420	18,485	18,541	18,611	18,539
2018	18,699	18,767	18,795	18,823	18,918	18,916	18,944	19,029	19,000	18,991	19,037	19,061
2019	19,104	19,175	19,232	19,237	19,263	19,305	19,322	19,353	19,445	19,496	19,527	19,576
2020	19,660	19,676	19,695	19,687	19,705	19,752	19,802	19,863	19,903	19,970	20,053	20,062
2021	20,138	20,193	20,241	20,281	20,283	20,329	20,329	20,424	20,437	20,457	20,532	20,577
2022	20,662	20,746	20,804	20,819	20,796	20,809	20,843	20,854	20,886	20,885	20,949	21,022
2023	21,063	21,111	21,207	21,231	21,295	21,345	21,381	21,426	21,429	21,467	21,481	21,503
2024	21,596	21,668	21,764	21,805	21,847	21,897	21,890	21,878	21,925	21,920	21,957	21,964
2025	22,011	22,141	22,185	22,137	22,155	22,216	22,238	22,301	22,313	22,346	22,378	22,389
2026	22,444	22,504	22,529	22,524	22,510	22,528	22,582	22,613	22,609	22,709	22,703	22,781

TABLE B
FEMALE BASELINE PROJECTED INMATE POPULATION

Year	January	February	March	April	May	June	July	August	September	October	November	December
2016	1,381	1,379	1,383	1,384	1,387	1,389	1,394	1,397	1,395	1,397	1,401	1,407
2017	1,409	1,414	1,418	1,422	1,430	1,430	1,433	1,437	1,442	1,446	1,452	1,446
2018	1,455	1,460	1,462	1,464	1,472	1,472	1,474	1,480	1,478	1,477	1,481	1,483
2019	1,484	1,490	1,494	1,495	1,497	1,500	1,501	1,504	1,511	1,515	1,517	1,521
2020	1,526	1,527	1,528	1,528	1,529	1,533	1,537	1,541	1,544	1,550	1,556	1,557
2021	1,559	1,563	1,567	1,570	1,570	1,573	1,573	1,581	1,582	1,583	1,589	1,593
2022	1,597	1,604	1,608	1,609	1,608	1,609	1,611	1,612	1,614	1,614	1,619	1,625
2023	1,624	1,628	1,635	1,637	1,642	1,646	1,648	1,652	1,652	1,655	1,656	1,658
2024	1,663	1,668	1,676	1,679	1,682	1,686	1,686	1,685	1,688	1,688	1,691	1,691
2025	1,695	1,705	1,708	1,705	1,706	1,711	1,712	1,717	1,718	1,721	1,723	1,724
2026	1,728	1,733	1,735	1,734	1,733	1,735	1,739	1,741	1,741	1,749	1,748	1,754

TABLE C
MALE BASELINE PROJECTED INMATE POPULATION

Year	January	February	March	April	May	June	July	August	September	October	November	December
2016	16,318	16,302	16,344	16,361	16,396	16,413	16,475	16,517	16,495	16,508	16,561	16,631
2017	16,650	16,712	16,759	16,809	16,906	16,908	16,939	16,983	17,043	17,095	17,159	17,093
2018	17,244	17,307	17,333	17,359	17,446	17,444	17,470	17,549	17,522	17,514	17,556	17,578
2019	17,620	17,685	17,738	17,742	17,766	17,805	17,821	17,849	17,934	17,981	18,010	18,055
2020	18,134	18,149	18,167	18,159	18,176	18,219	18,265	18,322	18,359	18,420	18,497	18,505
2021	18,579	18,630	18,674	18,711	18,713	18,756	18,756	18,843	18,855	18,874	18,943	18,984
2022	19,065	19,142	19,196	19,210	19,188	19,200	19,232	19,242	19,272	19,271	19,330	19,397
2023	19,439	19,483	19,572	19,594	19,653	19,699	19,733	19,774	19,777	19,812	19,825	19,845
2024	19,933	20,000	20,088	20,126	20,165	20,211	20,204	20,193	20,237	20,232	20,266	20,273
2025	20,316	20,436	20,477	20,432	20,449	20,505	20,526	20,584	20,595	20,625	20,655	20,665
2026	20,716	20,771	20,794	20,790	20,777	20,793	20,843	20,872	20,868	20,960	20,955	21,027

Figure 6: Comparison of State Population with Crime Index per 100,000 Residents
Arkansas 2005-2015

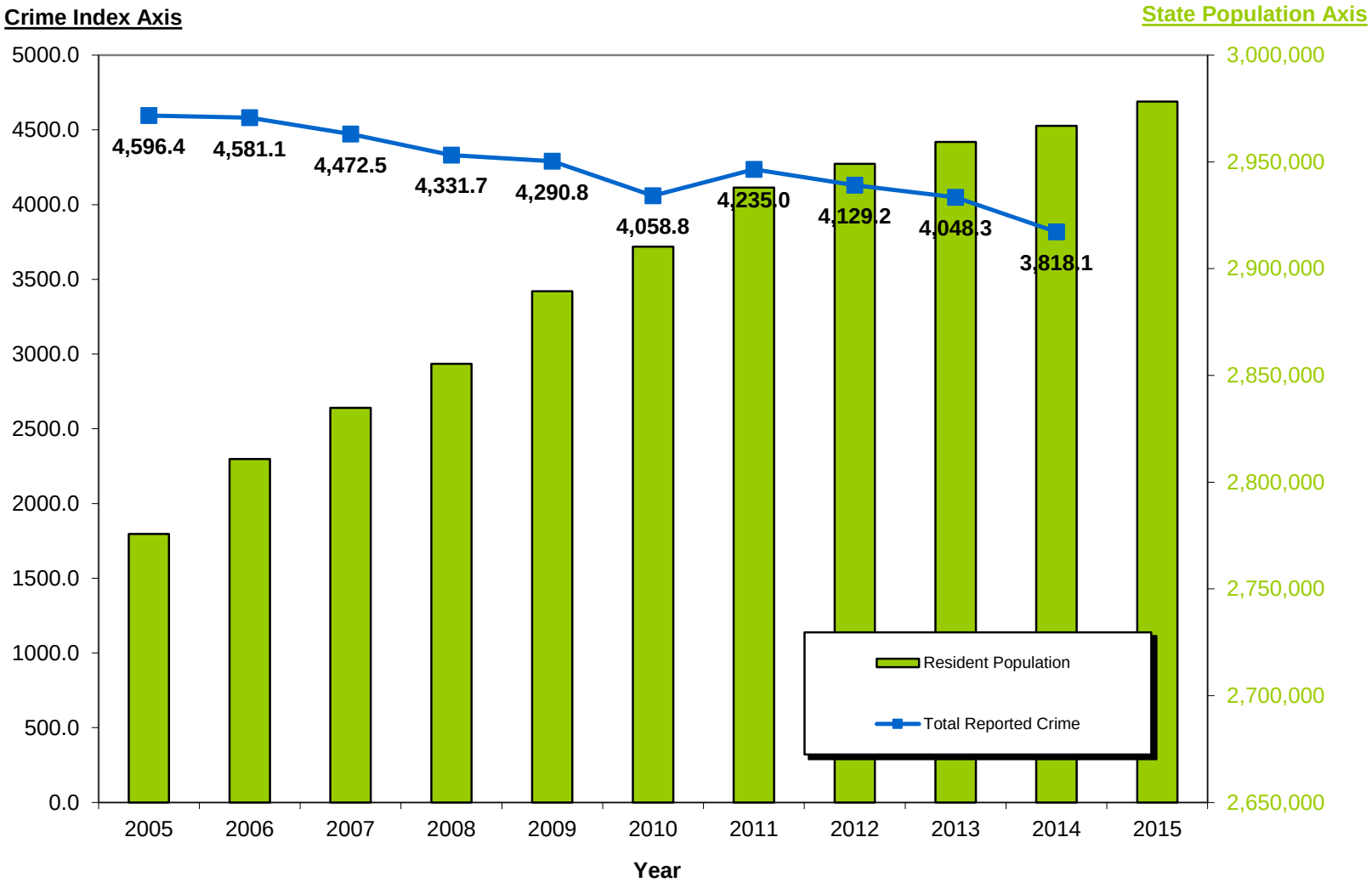


Figure 7: Accuracy of 2015 Male and Female Forecasts
June 2015 thru May 2016

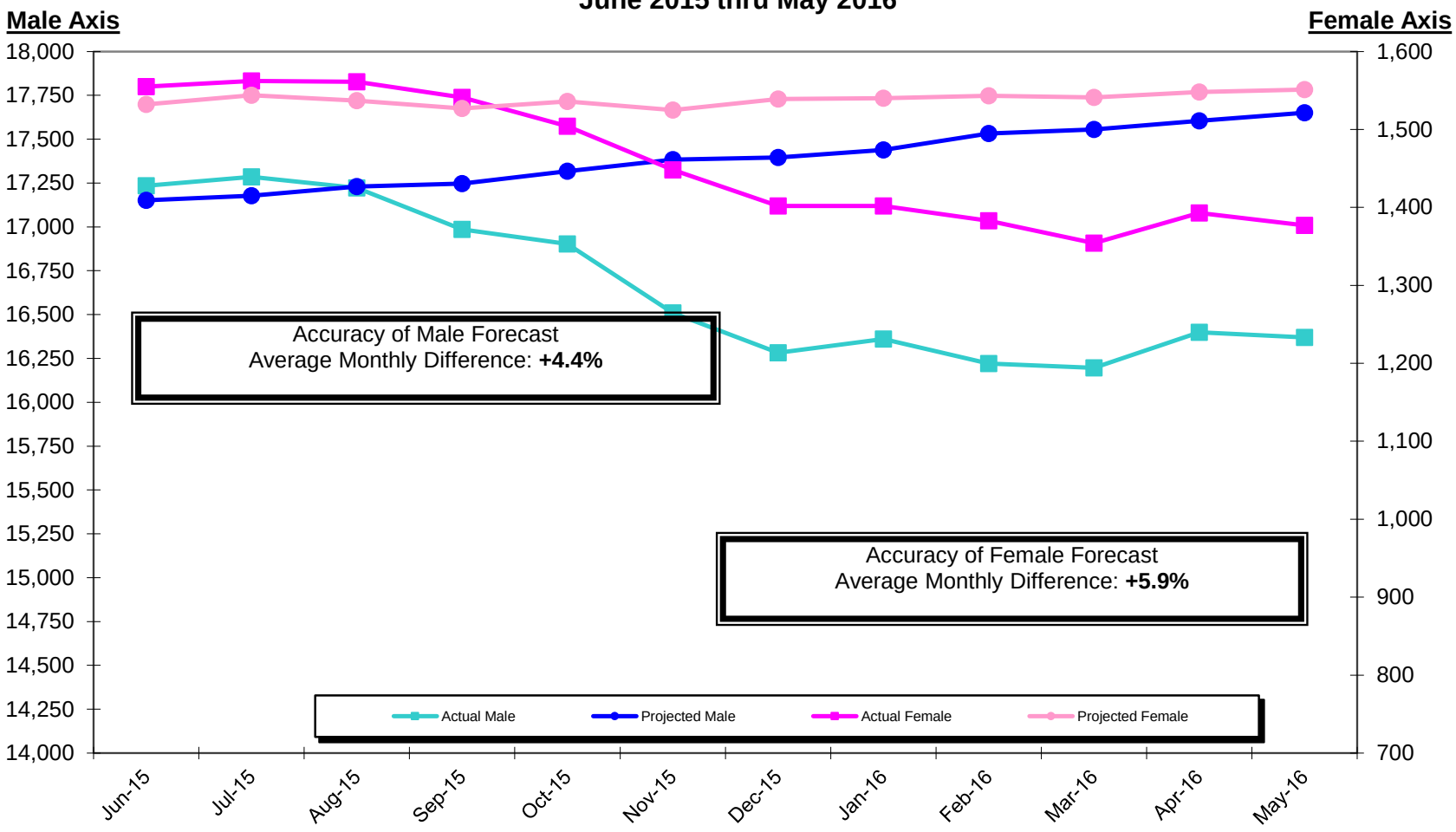
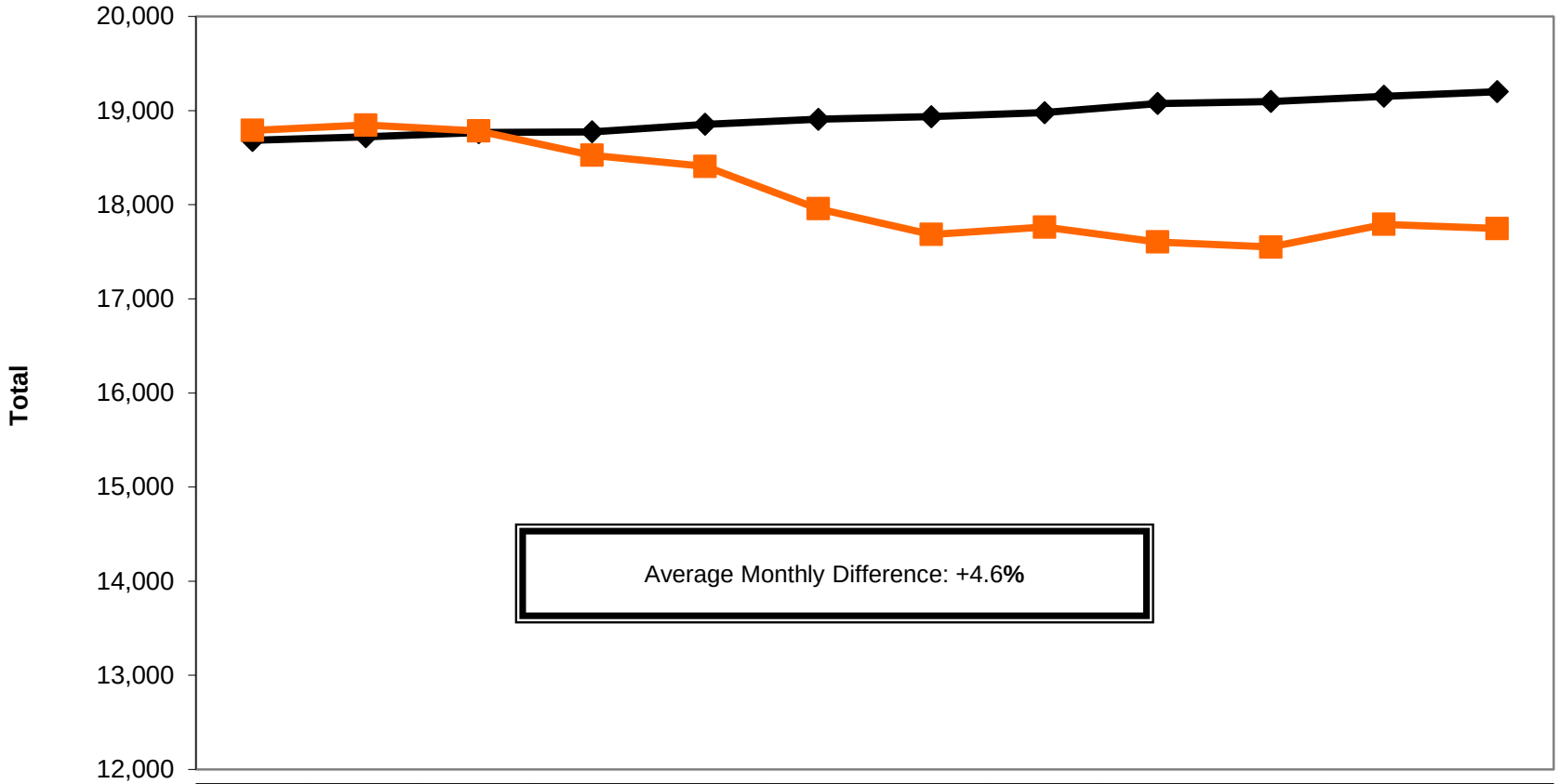


Figure 8: Accuracy of 2015 Forecast Total Incarcerated Population



	Jun-15	Jul-15	Aug-15	Sep-15	Oct-15	Nov-15	Dec-15	Jan-16	Feb-16	Mar-16	Apr-16	May-16
Projected	18,684	18,722	18,767	18,774	18,854	18,908	18,935	18,979	19,076	19,097	19,152	19,201
Actual	18,790	18,847	18,783	18,526	18,407	17,958	17,684	17,762	17,604	17,550	17,792	17,747

Month/Year

Figure 9: Historical Admissions to Prison: 2005-2015

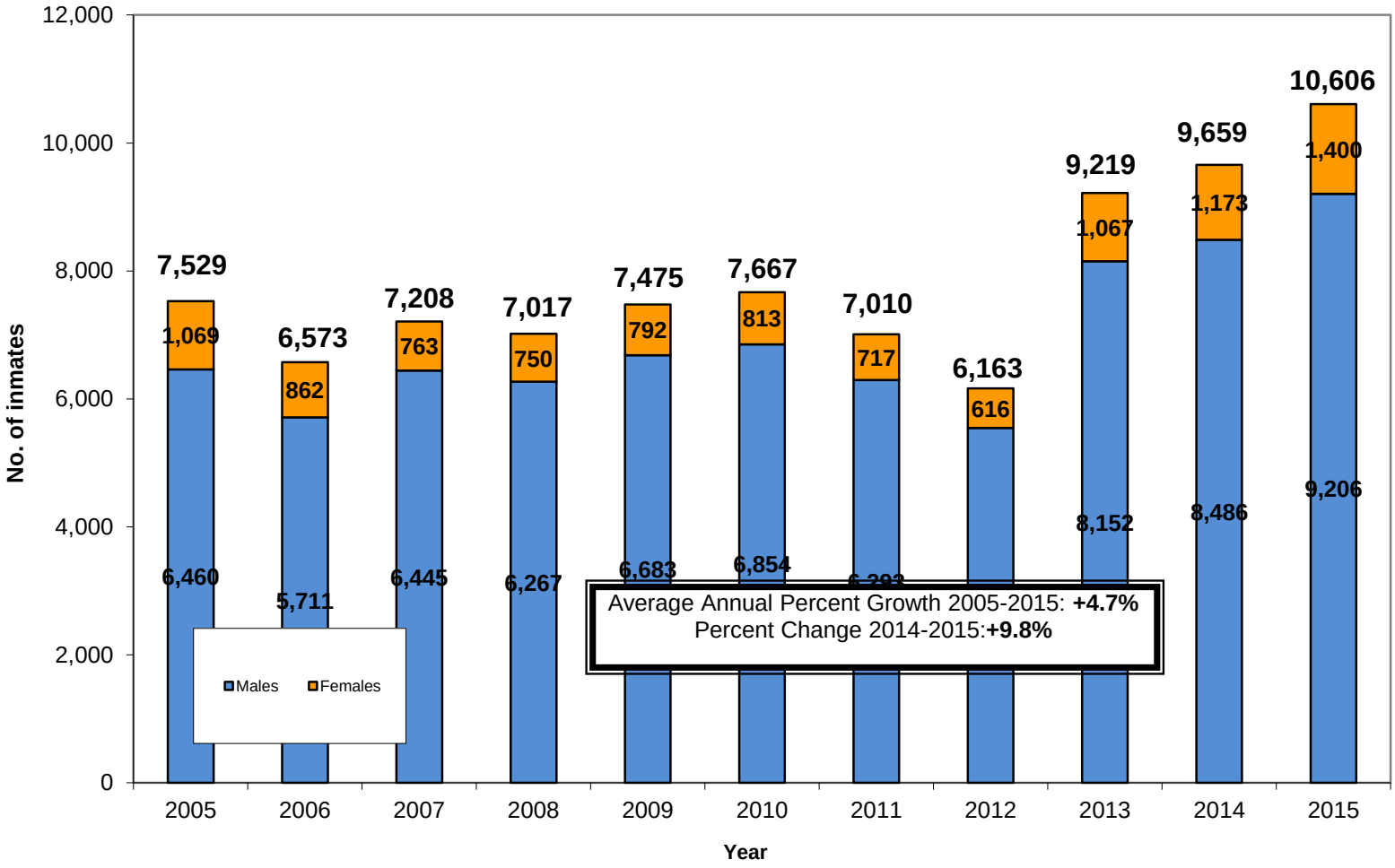


Figure 10: Historical Prison Population 2005-2015

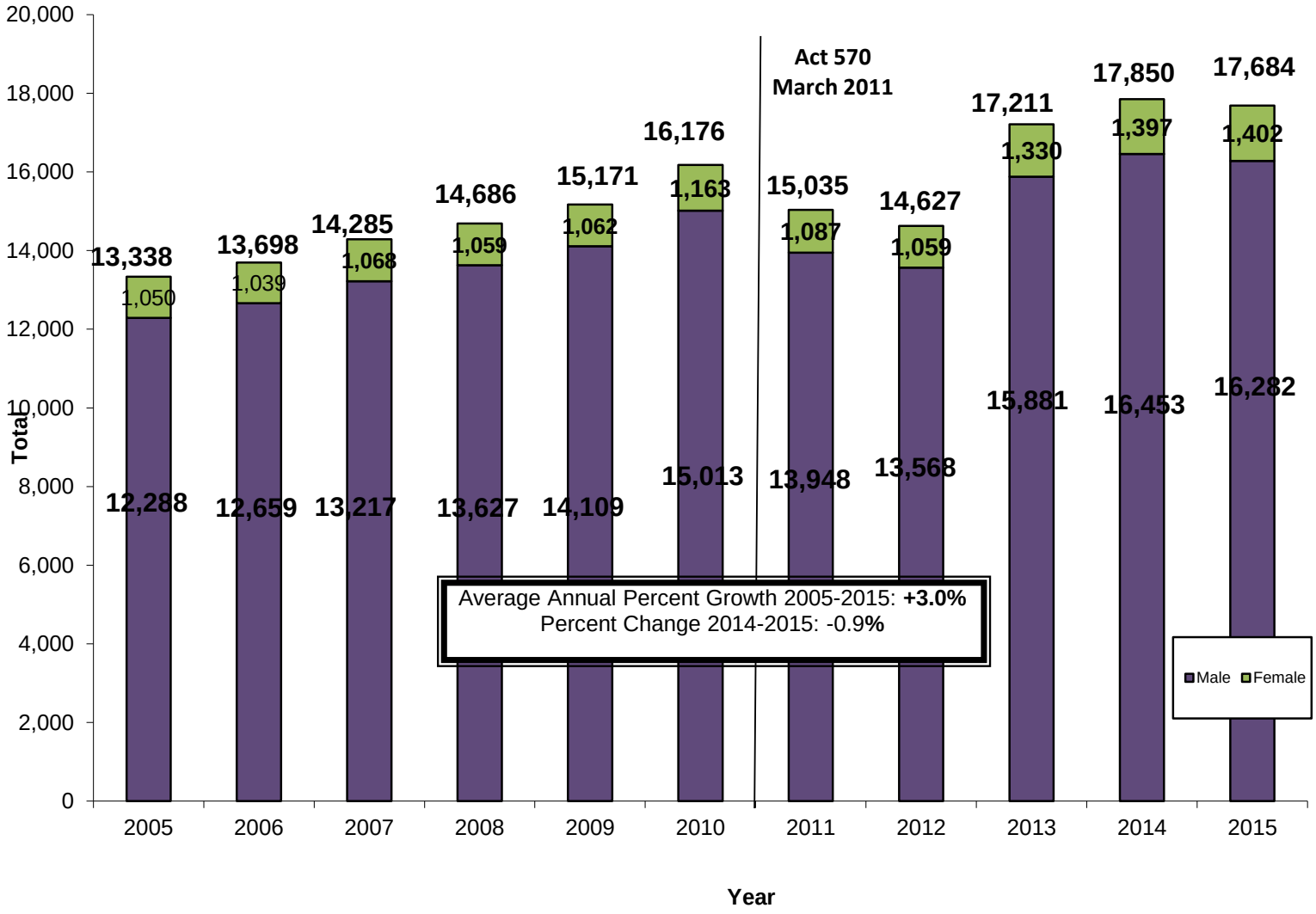


Figure 11: Number of People Admitted to Prison by Gender, Seriousness Level and Admission Type in 2015

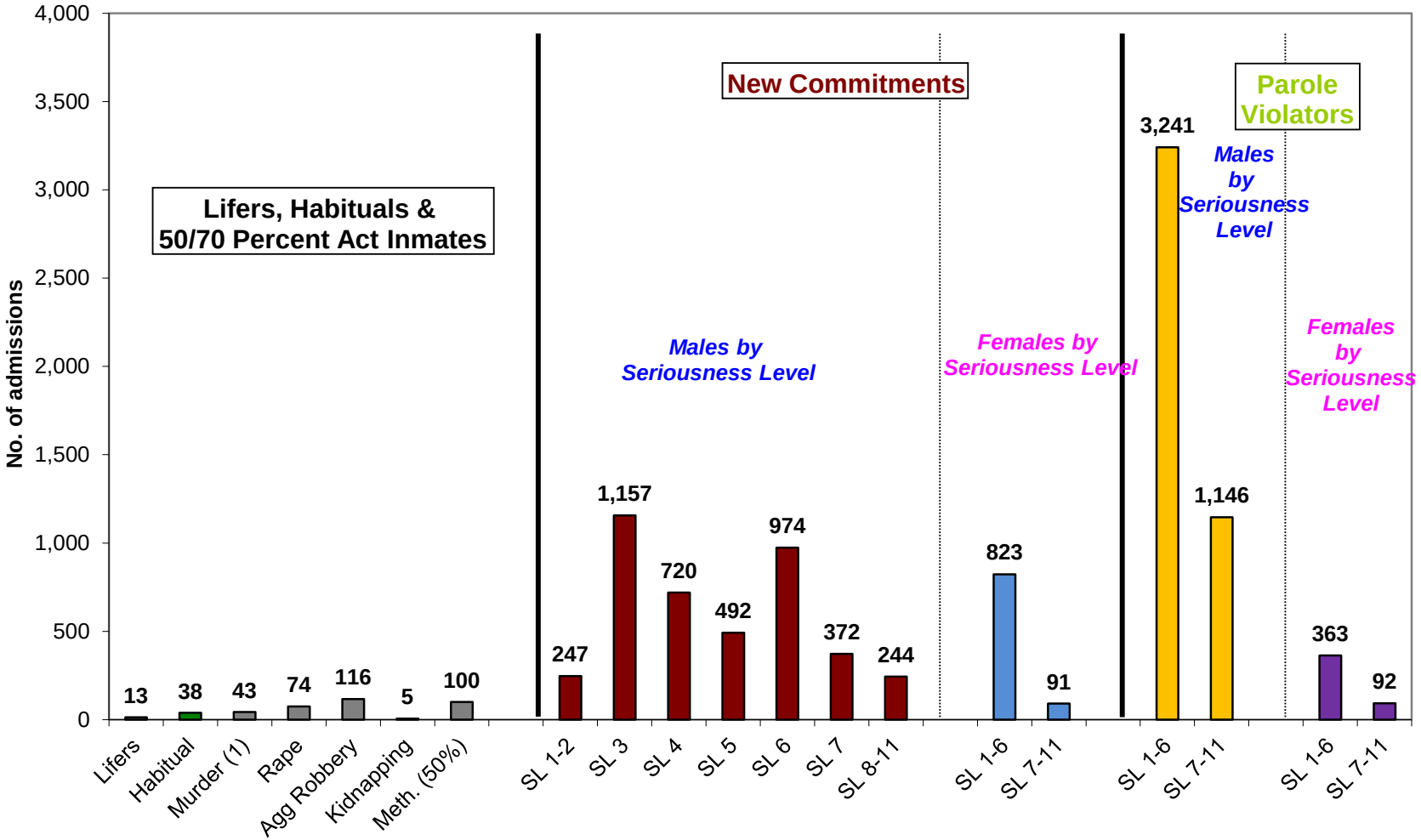
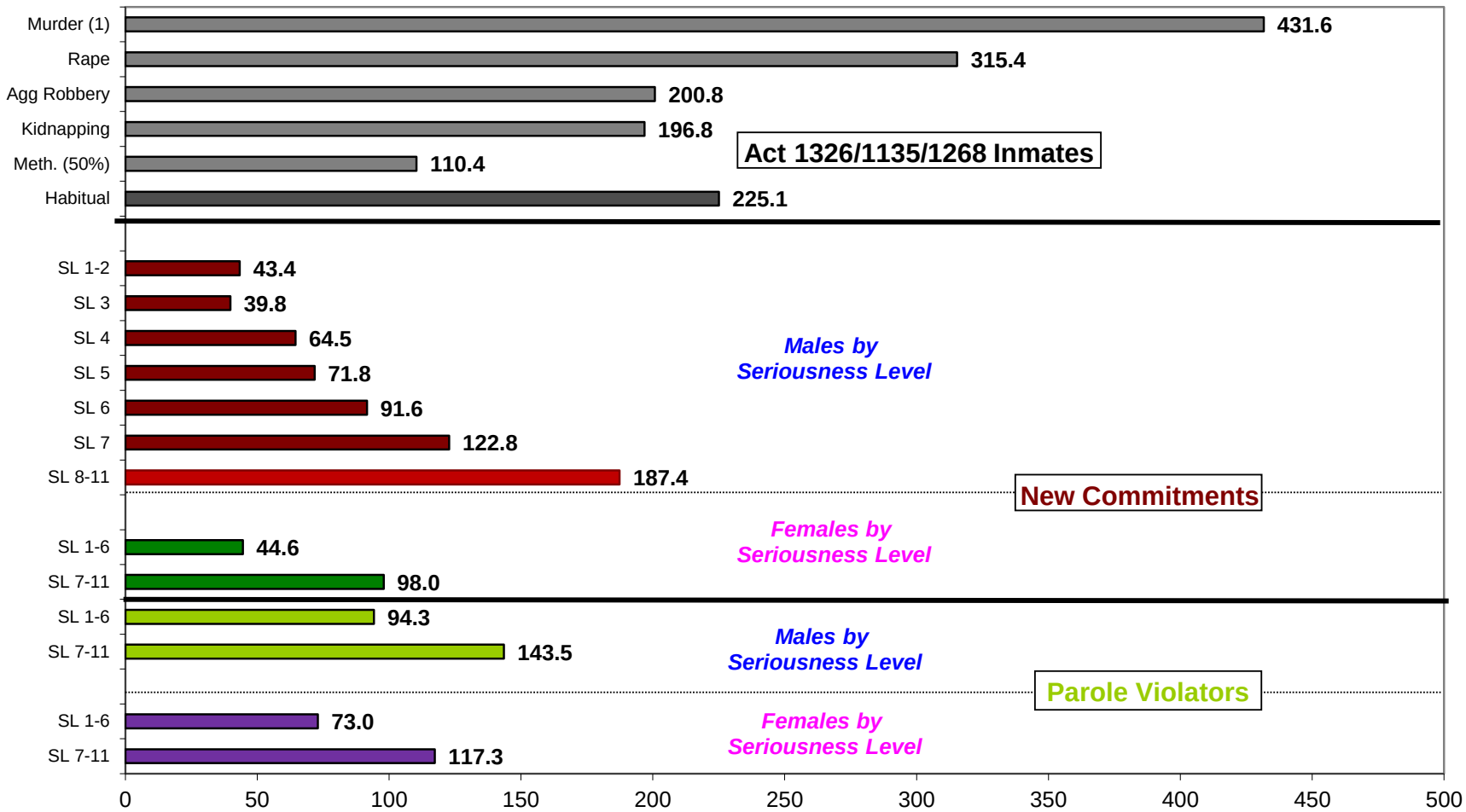
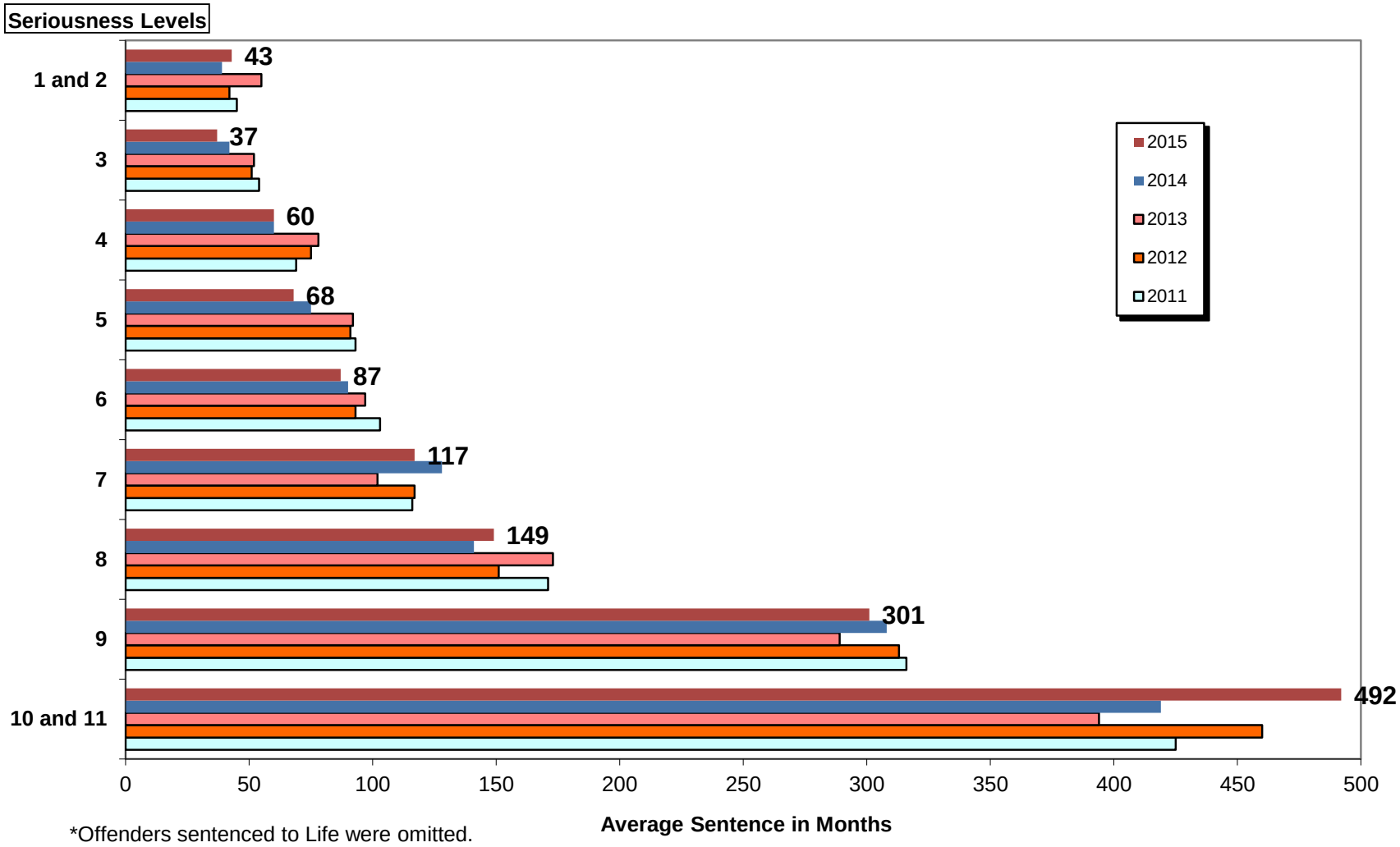


Figure 12: Average Sentences of People Admitted to Prison by Gender, Seriousness Level and Admission Type in 2015



*Offenders sentenced to Life were omitted.

Figure 13: Comparison of Average Sentences for New Court Commitments Admitted to Prison by Seriousness Level Calendar Years 2011 Thru 2015



*Offenders sentenced to Life were omitted.