

Approved: 4-11-97
Date

MINUTES OF THE HOUSE SELECT COMMITTEE ON CORRECTIONS AND JUVENILE JUSTICE.

The meeting was called to order by Chairperson Joe Kejr at 7:30 a.m. on April 2, 1997 in Room 522-S of the Capitol.

All members were present.

Committee staff present: Stuart Little, Legislative Research Department
Tricia Pierron, Legislative Research Department
Jerry Donaldson, Legislative Research Department
Jill Wolters, Revisor of Statutes
Lynn Workman, Committee Secretary

Conferees appearing before the committee:

Others attending: See attached list

Chairman Kejr mentioned that the figures needed to discuss HB 2506 were not yet available. Chairman Kejr recognized Barbara Tombs of the Kansas Sentencing Commission who had information compiled that the Representatives had requested from her. (Attachment # 1) Discussion followed.

Representative Henry Helgerson presented information regarding the Kansas Youth Authority. This document contains a summary of the complete forecast which is based on the assumption that current admitting and release policies will remain unchanged in the future. It represents a "best estimate" of future needs based on profiles of admitted youths in 1995, and lengths of stay in youth homes reported between 1995-1996. (Attachment # 2)

Also included in an alternative forecast scenario. In addition to the ten year projection, background information associated with the model was included in the forecast.

The next meeting is scheduled for April 2, 1997.

SELECT COMMITTEE ON CORRECTIONS AND JUVENILE JUSTICE COMMITTEE GUEST LIST

DATE: April 2 - 7:30

NAME	REPRESENTING
Paul Shelby	OJA
Mark Gleeson	OJA
Jenny Wells	KANSAS Youth Authority
Jim Langford	Dir of Budget
Tom Bruno	Allen Assoc.
Doug IRVIN	OJA
Pat Schremmer	OJA
John Howard	SRS
Hank Bricley	KDOC
Tom Vohs	KDOC
Jim Glass	HS MEM, Inc.
Bob Jones	KSC
Julia Spainhour	KSC
Julie Meyer	KSC



State of Kansas
KANSAS SENTENCING COMMISSION

MEMORANDUM

TO: The Select Committee on Corrections and Juvenile Justice

FROM: Barbara S. Tombs, Executive Director *BT*

RE: Requested Information

DATE: April 1, 1997

During hearing last week, requests were made for additional information pertaining to the prison population projections and conditional probation violators. Attached please find the following information:

- (1) Comparison of annual projections incorporating the two different admission rates from Prophet 1 and Prophet 2.
- (2) Monthly prison population monitoring reports comparing the two different admission rates.
- (3) A set of prison population projections that utilized all the assumptions in Prophet 1 and only incorporated legislative changes from the 1996 session.
- (4) An explanation of the assumption process used by the Consensus Group and a brief description of the issues discussed at the meeting.
- (5) A series of projections relating to conditional probation violators in which a certain number of violators are diverted from prison and the subsequent bedspace savings.

If after reviewing this information, there are any questions or you would like further clarification, please do not hesitate to contact me.

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*Select Committee on Correction +
Juvenile Justice
4-2-97 Attachment #1*

**COMPARISON OF PRISON POPULATION PROJECTIONS
UTILIZING THE TWO DIFFERENT ADMISSION ASSUMPTIONS
USED IN PROPHET 1 AND PROPHET 2**

June Each Year	Current Growth Rate - Prophet 2*	2.9% Growth Projection - Prophet 1**	Difference
June 1997	7841	7827	+14
June 1998	8033	7989	+44
June 1999	8093	8003	+90
June 2000	8134	8067	+67
June 2001	8360	8331	+29
June 2002	8607	8447	+160
June 2003	8694	8578	+116
June 2004	8798	8892	-94
June 2005	8954	9047	-93
June 2006	9055	9209	-154

*. Base line projection is based on the assumption of 4.2% average annual growth rate for the first five years and 1.6% annual growth for the rest five year. This assumption was used in the FY 1996 projection model.

**.. 2.9% projection is based on the assumption of 2.9% average annual growth rate for each year in the projection. This assumption was utilized in the FY 1995 projection model.

***. The difference between the two assumptions will result in 154 prison beds by June 2006.

COMPARISON OF PRISON POPULATION MONTHLY MONITORING REPORTS

**FISCAL YEAR 1997
(GROWTH RATE 4.2% FOR THE FIRST FIVE YEARS AND
1.6% FOR THE REMAINING FIVE YEARS)**

Month/Year	Projected	Actual	Difference	Percent Error
July 1996	7463	7482	-19	-0.25%
August 1996	7533	7512	+21	+0.28%
September 1996	7634	7555	+79	+1.04%
October 1996	7693	7629	+64	+0.84%
November 1996	7736	7674	+62	+0.81%
December 1996	7764	7755	+9	+0.12%
January 1997	7759	7756	+3	+0.04%
February 1997	7783	7729	+54	+0.70%

**PRISON POPULATION MONTHLY MONITORING REPORT
FISCAL YEAR 1997
(GROWTH RATE 2.9% EACH YEAR)**

Month/Year	Projected	Actual	Difference	Percent Error
July 1996	7468	7482	-14	-0.19%
August 1996	7529	7512	+17	+0.23%
September 1996	7622	7555	+67	+0.89%
October 1996	7688	7629	+59	+0.77%
November 1996	7718	7674	+44	+0.57%
December 1996	7741	7755	-14	-0.18%
January 1997	7731	7756	-25	-0.32%
February 1997	7768	7729	+39	+0.50%

REVISED PRISON POPULATION PROJECTIONS

FOR BUDGET PURPOSES ONLY

FY	Base Projection	Border Boxes	22% Parole Rate	SB 509	HB 2700	HB 2838	SB 685	SB 673	SB 674	SB 706	Rape - Level 1	Double Level 1 & 2	Persistent sex off.	New Projection	Old Projection	Difference
1996	7404	0	0	0	0	0	0	0	0	0	0	0	0	7404	7331	73
1997	7852	-130	70	0	4	0	0	0	0	0	0	0	1	7797	7707	90
1998	7922	-180	96	0	21	0	0	0	0	0	0	0	2	7861	7812	49
1999	8057	-200	100	0	36	5	0	0	0	0	0	0	8	8006	7967	39
2000	8144	-211	104	0	50	16	0	0	0	0	0	0	14	8117	7985	132
2001	8272	-217	115	0	72	22	0	0	0	0	1	0	24	8289	8017	272
2002	8348	-247	125	0	82	27	0	0	0	0	7	3	36	8381	8135	246
2003	8380	-244	135	0	89	29	0	0	0	0	12	9	47	8457	8195	262
2004	8541	-249	95	0	102	32	0	0	0	0	26	16	59	8622	8336	286
2005	8681	-251	43	0	115	35	0	0	0	0	39	33	67	8762	8421	341

Conditional Probation Violators Bedspace Projection

KEY MODEL ASSUMPTIONS

- ◆ Projected admissions to prison are assumed to increase by an average of 4.2 percent for the first five years and then 1.6 percent for the rest five years.
- ◆ During FY 1996, conditional probation violators sentenced to prison totaled 1,245 or 25.8% of total yearly admissions. Percentages of target inmate sentences served in prison are assumed to be 85 percent, less estimated good time lost and jail credits.
- ◆ Scenario #1 assumes 186 conditional probation violators(six violators per year from each of the 31 Judicial Districts) will not go to prison as the result of a probation revocation. However, it is assumed that 35% of the 186 conditional probation violators will subsequently fail on probation and be admitted to prison. An equal distribution of drug and nondrug conditional probation violators were used in the projection, In addition, a three month lag time is incorporated in their prison admission date.
- ◆ Scenario #2 assumes that 20% (249) of the conditional probation violators will not go to prison as the result of a probation revocation. However, it is assumed that 35% of the 249 conditional probation violators will subsequently fail on probation and be admitted to prison. An equal distribution of drug and nondrug conditional probation violators were used in the projection, In addition, a three month lag time is incorporated in their prison admission date.
- ◆ Scenario #3 assumes that 30% (373) of the conditional probation violators will not go to prison as the result of a probation revocation. However, it is assumed that 35% of the 373 conditional probation violators will subsequently fail on probation and be admitted to prison. An equal distribution of drug and nondrug conditional probation violators were used in the projection, In addition, a three month lag time is incorporated in their prison admission date.

Conditional Probation Violators Bedspace Projection

June of Each Year	Current Policy	Scenario #1	Scenario #2	Scenario #3
1998	1294	1171	1119	942
1999	1297	1180	1131	962
2000	1336	1255	1170	1020
2001	1369	1306	1199	1058
2002	1460	1375	1249	1112
2003	1511	1365	1305	1141
2004	1519	1426	1342	1147
2005	1590	1491	1356	1203
2006	1593	1481	1387	1213
2007	1595	1425	1416	1242



State of Kansas
KANSAS SENTENCING COMMISSION

**Consensus Group
Prophet Model Assumption Process**

The assumptions utilized by the Prophet Projection Model are a combination of both data trend analysis and information provided by the Consensus Group. Data trend analysis involves examining admissions, severity level distributions and lengths of stay for the prior year. The model operates on the assumption that, unless information is provided otherwise, the most recent distribution of admissions will most accurately resemble future admissions. Adjustments are made in the model for increases in specific severity levels and for increases or decreases in lengths of stay. Attached please find the admissions distributions by severity levels for both FY 1996 and FY 1997.

The Consensus Group meets to discuss anticipated changes in policy or procedure among the different criminal justice areas. An initial meeting is held in July to review the assumptions that were incorporated in the previous projection model and to discuss any anticipated changes. Each individual in the group has the opportunity to raise issues or to discuss anticipated changes. A second meeting is then held to review and finalize any changes in the assumptions discussed at the first meeting. Again, members of the Consensus Group have the opportunity to provide input on what they anticipate will occur in each of their individual areas of expertise. Finally, the group decides to adopt the assumptions and any changes are incorporated in the revised projections released by the Sentencing Commission. Attached please find a summary of assumptions discussed and reviewed at each of the meetings and a copy of the adopted assumptions that were incorporated into the revised projections.

KANSAS DEPARTMENT OF CORRECTIONS
 NEW LAW ADMISSIONS CHARACTERISTICS
 FISCAL YEAR 1995

6-1

ID Group	Number Admitted	Percent Admitted	Sentence (Months)	Jail Credits (Days)	Good Time Possible (Months)	Good Time Not Awarded (Days)
N1	28	1.1	190.2	231	28.5	63.0
N2	55	2.2	104.9	187	15.7	71.8
N3	127	5.0	69.9	161	10.5	47.9
N4	43	1.7	51.6	160	7.7	35.4
N5	170	6.7	47.0	147	7.1	31.9
N6	50	2.0	35.8	156	5.4	15.5
N7	253	10.0	23.7	126	3.5	14.8
N8	157	6.2	14.8	118	2.2	9.5
N9	347	13.7	10.8	105	1.6	7.2
N10	49	1.9	7.5	92	1.1	5.2
D1	5	0.2	84.0	228	12.6	57.5
D2	40	1.6	52.8	122	7.9	36.2
D3	290	11.5	19.4	85	2.9	12.8
D4	162	6.4	19.9	105	2.9	13.7
Total	1776	70.2				
Total Old Law	681	26.9				
Missing	74	2.9				
Grand Total	2531	100.0				

Source: National Council on Crime and Delinquency
 based on data supplied by KDOC

Kansas Sentencing Commission
 New Law Admissions Characteristics
 Fiscal Year 1996

Id Group	Number Admitted	Percent Admitted	Sentence (months)	Jail Credits (Days)	Good Time Possible (months)
N1	38	1.5%	204.7	219	30.7
N2	58	2.3%	117.8	189	17.7
N3	175	7.1%	78.5	137	11.8
N4	67	2.7%	62.3	106	9.4
N5	207	8.3%	51.0	107	7.7
N6	41	1.7%	34.8	79	5.2
N7	382	15.4%	25.0	66	3.8
N8	220	8.9%	15.3	47	2.3
N9	444	17.9%	10.7	36	1.6
N10	99	4.0%	7.2	45	1.2
D1	11	0.4%	86.9	92	13.0
D2	54	2.2%	52.5	72	7.9
D3	380	15.3%	22.0	37	3.3
D4	305	12.3%	18.1	49	2.7
Total New Law	2,481	100.0%			
		82.6%			
Total Old Law	386	12.9%			
Missing	136	4.5%			
Grand Total	3,003	100.0%			

First Consensus Meeting

1997 PROPHET PRISON POPULATION PROJECTIONS BASE ASSUMPTIONS ADOPTED BY THE CONSENSUS GROUP

1. Model begins on July 1, 1996.
2. Model is based on FY 1996 data (July 1995 - June 1996).
3. Phase in for new law (guideline admissions) is complete one year after the projection begins. Phase-in for guideline admissions in the model is calculated to be complete by August 1, 1997.
4. The average new commitment growth or increase for FY 1995 was 3.2%. The model utilizes the same growth rate for FY 1996 and FY 1997. The percent increase for FY 1998 and beyond tapers off to 1.9%. This projected growth rate translates to an annual average 2.6% increase in admissions over the life of the projection period. After examining the FY 1996 data, the growth rate will be adjusted if there is a variance from the projected 3.2% increase. **The issue with this assumption focuses on whether there is any basis to believe that new court commitments would increase significantly over the next five years?**
5. Goodtime earnings are calculated on the assumption that 65-75% of offenders will earn all goodtime available; 25-35% of offenders will earn 50% of goodtime available; and 5% of offenders will earn no goodtime. The data variable that indicates goodtime earnings has problems, especially for old law offenders. At the current time this variable indicates a significant amount of missing data for offenders sentenced under old law, thus an assumption must be made to compensate for the missing data. At the current time old law offenders receive an estimated 14.5 days of goodtime per month. It is my understanding that the goodtime data for new law cases is present in the database. **The issue for this assumption focuses on whether the previous assumption of goodtime earnings should be used or recalculated based on the percentage of good time earned for the new law cases? Is there a significant difference in goodtime earnings between old and new law cases?**
6. Is there any basis to assume arrest rates will increase over the projection period? The arrest rates currently factored into the model are based on increases over the previous ten years. In addition, if an increase is anticipated will it focus on a particular offense category (drugs or property crime) or a specific category of offenders (juveniles or violent offenders). **Another issue to consider surrounding this assumption is whether the additional officers allocated through federal funding under COPS increase arrest rates throughout the state?**
7. New law technical violators serve a period not to exceed 90 days for offenses committed before 4/20/95.

8. New law technical violators for offenses committed after 4/20/95 may serve up to 180 days. It is assumed that 75% of this group of offenders will earn back to 90 days of incarceration through goodtime earnings; 25% will serve between 90 and 180 days. Based on this assumption, an average of 135 days was incorporated into the model for this group of offenders.

9. Under the graduated sanctions implemented by the Department of Corrections on October 1, 1995, conditional parole and post release violators returned to prison will be reduced by 25% from the previous year. **The issue surrounding this assumptions is whether the 25% reduction is accurate and furthermore should the reduction be incorporated as a one-time reduction or as yearly reduction?**

10. From information provided by the Parole Board, parole rates were calculated at 25%. **Based on the Board's experience over the past year, does this rate need to be adjusted?**

11. Technical conditional violators are treated the same as technical post-release and parole violators.

12. Old law inmates serving aggregate sentences serve their old law sentences until their designated parole eligibility date and then begin to serve their new law sentence.

13. Post-release violators with a new sentence will serve the remaining 15/20% of their old sentence (from goodtime earnings) until they transfer to their new charge sentence.

14. For conditional probation violators sentenced to prison, will the anticipated implementation of graduated sanctions by the Courts reduce the number of offenders who will serve a prison sentence? **If there is an anticipated reduction, what percent do you project and when will the reduction begin?**

15. With the passage of legislation placing border boxes on the drug grid, which of the following scenarios do you feel best represent the number of offenders diverted from prison? **Issues to consider are: what percentage will be diverted from prison and what failure rate should be applied?**

Second Consensus Meeting:

1997 PROPHET PRISON POPULATION PROJECTIONS REVISED BASE ASSUMPTIONS ADOPTED BY THE CONSENSUS GROUP

1. Model begins on July 1, 1996.
2. Model is based on FY 1996 data (July 1995 - June 1996).
3. Phase in for new law (guideline admissions) is complete one year after the projection begins. Phase-in for guideline admissions in the model is calculated to be complete by August 1, 1997.
4. The average new commitment growth or increase for FY 1995 was 3.2%. The model utilizes the same growth rate for FY 1996 and FY 1997. The percent increase for FY 1998 and beyond tapers off to 1.9%. This projected growth rate translates to an annual average 2.6% increase in admissions over the life of the projection period. After examining the FY 1996 data, the growth rate will be adjusted if there is a variance from the projected 3.2% increase. **During discussions, the Department of Corrections felt that the average growth rate utilized in the prior model under stated future admissions to prisons. Based on those discussions and the annual percentage of change between FY 1991 and FY 1996, the growth rate will be adjusted to reflect a 4.1% increase for the first five years and a 1.6% growth rate from FY 2001 till the end of the projection period.**
5. Goodtime earnings are calculated on the assumption that 65-75% of offenders will earn all goodtime available; 25-35% of offenders will earn 50% of goodtime available; and 5% of offenders will earn no goodtime. The data variable that indicates goodtime earnings has problems, especially for old law offenders. At the current time this variable indicates a significant amount of missing data for offenders sentenced under old law, thus an assumption must be made to compensate for the missing data. At the current time old law offenders receive an estimated 14.5 days of goodtime per month. It is my understanding that the goodtime data for new law cases is present in the database. **Information has been provided by the Department of Corrections that has addressed the problem of missing goodtime data for old law offenders. Efforts are ongoing to validate goodtime data for new law offenders.**
6. Is there any basis to assume arrest rates will increase over the projection period? The arrest rates currently factored into the model are based on increases over the previous ten years. In addition, if an increase is anticipated will it focus on a particular offense category (drugs or property crime) or a specific category of offenders (juveniles or violent offenders). **Information provided by Terry Nolls of the KBI stated that although the state will receive additional police officers through the COPS Program, the officers will not be assigned to investigation units, but rather to community policing programs, which theoretically should reduce arrest rates. In addition, he provided information concerning lab requests trends for the past five**

years. There has been an 39% increase in requests in the offense categories of sexual assault, homicides and drugs. Requests for lab analysis are usually only submitted when there is a pending prosecution, thus this trend information could indicate that if there is an increase in prosecution one could expect an increase in convictions and incarcerations. These specific offense categories will be monitored closely over the next 12 months for any significant increases.

7. New law technical violators serve a period not to exceed 90 days for offenses committed before 4/20/95.

8. New law technical violators for offenses committed after 4/20/95 may serve up to 180 days. On information provided by the Department of Corrections, it is assumed that 75% of this group of offenders **will earn back to 90 days of incarceration through goodtime earnings; 25% will serve between 90 and 180 days.** Based on this assumption, an average of 135 days was incorporated into the model for this group of offenders.

9. Under the graduated sanctions implemented by the Department of Corrections on October 1, 1995, conditional parole and post release violators returned to prison will be reduced by 25% from the previous year or at a rate of approximately 110 per month. **Department of Corrections has provided information that indicates that there was a 25% reduction in number of parole and post release violators returned to prison and that this reduction is a one time reduction, thus should not be factored into the projections as a 25% year reduction for this group of offenders. DOC provided input that the rate of violators should be increased to 130 per month, thus the model will be adjusted to reflect an increase from 110 to 130 conditional violators returned each month.**

10. From information provided by the Parole Board, parole rates were calculated at 25%. **With information provided by Parole Board, the parole rate is anticipated to decline due to the seriousness of admitting offenses for those offenders sentenced under old law. The model will be adjusted to reflect a 22% parole rate.**

11. Technical conditional violators are treated the same as technical post-release and parole violators.

12. Old law inmates serving aggregate sentences serve their old law sentences until their designated parole eligibility date and then begin to serve their new law sentence.

13. Post-release violators with a new sentence will serve the remaining 15/20% of their old sentence (from goodtime earnings) until they transfer to their new charge sentence.

14. For conditional probation violators sentenced to prison, will the anticipated implementation of graduated sanctions by the Courts reduce the number of offenders who will serve a prison sentence? **Office of Judicial Administration indicates that they do not anticipate a reduction in the number of conditional probation violators sentenced to prison, even with**

the implementation of a graduated sanctions plan by the Courts. Given this information, no percentage reduction in the number of conditional probation violators sentenced to prison will be factored into the projection model. This group of offenders will also be monitored very closely for any significant percentage increase.

15. With the passage of legislation placing border boxes on the drug grid, which of the following scenarios do you feel best represent the number of offenders diverted from prison? After considerable discussion, members of the Consensus Group decided to adopt the anticipated 50% diversion, 50% failure rate scenario to represent the number of offenders who will be diverted from prison as a result of the placement of border boxes on the drug grid. The projected bedspace savings is indicated in the following table:

PROJECTED BED SAVINGS AT A 50% DIVERSION RATE

YEAR	50% FAILURE RATE
1996	0
1997	130
1998	217
1999	207
2000	191
2001	211
2002	247
2003	244
2004	249
2005	251

Assumptions adopted by the Concensus Group

**PRISON POPULATION PROJECTIONS
KEY MODEL ASSUMPTIONS**

1. Admission Rates: Growth rates in admissions for new court commitments (which include new court admissions, conditional probation violators, and probation violators with a new sentence) are as follows:

FY 1989 to FY 1990	+5.8%
FY 1990 to FY 1991	-8.9%
FY 1991 to FY 1992	+3.1%
FY 1992 to FY 1993	-0.22%
FY 1993 to FY 1994	-11.4%
FY 1994 to FY 1995	+11.8%
FY 1995 to FY 1996	+17.4%

The five year (FY 1991 to FY 1996) annual percent change averaged 4.1% per year. New court commitments are assumed to increase at this rate through the year 2001. This is an increase over 3.2% growth rate (2.9% average annual rate) that was used last year. The adjustment was made to reflect the error between projected admissions and actual admissions. The six year (FY 1990 to FY 1996) annual percent change averaged 1.6% per year. New court commitments are assumed to increase by this rate from FY 2001 through the end of the forecast period.

2. New Law sentenced offenders will loose an average of 25% of eligible good time credits. This is an increase over the 15% lost that was observed in the FY 1995 data. This change in good time lost credits will result in a marginal increase in bed needs through the end of the forecast period of about 50 beds.

3. Pre-guideline (old law) inmates are assumed to earn approximately 24.5 days per month of good time credit. This is an unchanged assumption from the FY 1995 data analysis.

4. Conditional violator returns totaled 1,440 readmissions during FY 1995, this reflects a decrease of 25% from the pervious year. The number of conditional violators returned to prison is projected to remain at the rate of 130 per month or 1,560 annually throughout the forecast horizon.

5. Violator returns with new charges totaled 280 readmissions during FY 1995. This is a decrease from the projected number of 425 readmissions. Violator returns with a new charge are projected

to remain at the rate associated with the current 280 readmissions throughout the forecast period.

6. 75% of new law conditional violators are assumed to earn all eligible good time and the remaining 25% will earn half of their eligible good time. This percentage breakdown was provided by the Department of Corrections and will remain unchanged for the forecast period.
7. Old law conditional violator length of stay is calculated at 10 months. This is an increase from the 7.8 months observed during FY 1995. This change in lengths of stay will result in an additional 45-75 beds per year through the end of FY 2000.
8. Non-Drug Level I post guideline inmate sentences increased by 14 months over FY 1995 data analysis. This increase in Level I sentences, combined with the double sentence ranges of Level I offenses, as well as the elevation of rape to Level I, will result in an estimated 50 beds by the year 2006.
9. Non-Drug Level II post guideline inmate sentences increased by 13 months over FY 1995 data analysis. This increase in Level II combined with the doubling of the sentence ranges for Level II offenses will result in an additional 65 beds by the year 2006.
10. Non-Drug Level III post guideline inmate sentences increased 9 months over FY 1995 data analysis. This increase in Level III sentences combined with the persistent sex offender legislation will result in an additional 200 beds by the year 2006.
11. Non-Drug Level IV post guideline inmate sentences increased by 11 months over FY 1995 data analysis. The increase in Level IV combined with the persistent sex offender legislation will result in an additional 130 beds required by the end of the year 2006.
12. Drug Level IV inmate admission numbers increased from representing just under 8% of all new court commitments in FY 1995 to representing 12% of all new court commitments in FY 1996.
13. With the inclusion of intentional 2nd degree murder as an offgrid crime, total offgrid admissions totaled 45 inmates during FY 1996, an 11% increase over the 34 admissions observed in FY 1995. The increased admissions attributed to this group of inmates will require an additional 110 beds by the end of FY 2006.
14. A 22% grant rate is assumed for all pre-guideline cases through the end of the forecast period.
15. From the passage of HB 2700, the time period between parole hearings is projected to be extended from the current three years not to exceed ten year for a Class A or B felony. Time periods between parole hearings is projected to be extended from the current one year to not exceed three years for Class C, D, and E felony offenses. This increased "wait time" following denial by the parole board will result in the need for an additional 10-70 beds per year through the end of the

forecast period.

16. Drug Grid Border Box diversions are projected to be applicable for 50% of the eligible admissions. In addition, a 50% failure rate is assumed for cases diverted to probation. By agreement of the Consensus approval of the Sentencing Commission, the projections provide for a six month lag time before offenders are sentenced under the border boxes on the drug grid. Thus, the admissions into prison are projected to decline after January 1, 1997. It is projected that the implementation of border boxes on the drug grid will result in a bedsavings of between 78 and 300 beds per year through the life of the projection.

PRISON POPULATION MONTHLY MONITORING REPORT

FISCAL YEAR 1997

Month/Year	Projected	Actual	Difference	Percent Error
July 1996	7463	7482	-19	-0.25%
August 1996	7533	7512	+21	+0.28%
September 1996	7634	7555	+79	+1.04%
October 1996	7693	7629	+64	+0.84%
November 1996	7736	7674	+62	+0.81%
December 1996	7764	7755	+9	+0.12%
January 1997	7759	7756	+3	+0.04%
February 1997	7783	7729	+54	+0.70%
March 1997	7791	7793	-2	-0.02%

*A FORECAST OF THE KANSAS STATE YOUTH CENTER POPULATION
THROUGH THE YEAR 2005
PRESENTED TO THE KANSAS YOUTH AUTHORITY*

I. SCOPE

The National Council on Crime and Delinquency (NCCD) has been asked by the Kansas Sentencing Commission and the Kansas Youth Authority to produce a forecast of the state's youth center population through the year 2005. This briefing document contains a summary of the completed forecast which is based on the assumption that current admitting and release policies remain unchanged in the future. Referred to as the Baseline forecast, it represents a "best estimate" of future need based on profiles of admitted youths in 1995, and lengths of stay in youth homes reported between 1995-1996.

Also included in this document is an alternative forecast scenario which is based on the assumption that admissions and release policies are changed as a result of implementing a placement decision matrix. The assumption has been made in this scenario that only offenders meeting certain criteria will be admitted to youth centers in the future. The assumption is also made that admitted youths will spend longer periods of confinement upon admission.

In addition to the ten year population projection and alternative forecast scenario, also included in this document is background information associated with the model used to produce the forecast; summaries of demographic and arrest trends as well as recent trends in youth center admissions and residential population levels. A summary of key forecast assumptions is also included in support of the population projections.

Significant Finding: Based on the assumption that current admitting and release policies remain unchanged, the state youth center population can be expected to increase to between 629-655 youths by the year 2000, and between 751-774 youths by the year 2005.

II. BACKGROUND

Population projections contained in this document are based on case-level data collected by Kansas Sentencing Commission staff in the Fall of 1996 on all new admissions and conditional release violators admitted to youth centers in 1995. This information was combined with automated case-level data provided by state personnel which contained profile and length of stay data for youths admitted or released from youth centers in 1995 and 1996.

NCCD's Prophet simulation model was used to project the future youth center population in Kansas. The computerized simulation model mimics the flow of cases through the state's residential youth center population over a ten year forecast horizon and produces projections of key offender sub-groups. The NCCD projection model is an example of what is sometimes called a "stochastic entity simulation model." It is stochastic or probabilistic in the sense that the model is conceptually designed around the movement of individual cases (offenders) into, through, and out of correctional populations that the user defines. The model also makes use of

the "monte carlo simulation" techniques by generating random numbers to use in the process of simulating the offender sub-group composition and lengths of stays associated with a system. Individual cases are processed by the model through a series of probability distribution arrays or matrices which allow computations of that specific case's "time" in a facility or program.

Within the model, each admitted case is placed into an I.D. Group category based on his/her legal status (i.e., felony vs. misdemeanor, person vs. nonperson) and the sentencing guidelines level associated with the most serious admitting charge. The model simulates the movement of 28 separate sub-groups of offenders (I.D. Groups) into, and through, the youth center population and produces 28 separate projections which, when combined, result in a total projected youth center population.

C. Demographic and Arrest Trends

Changes in the number of persons in the general population considered to be "at-risk" for admission to youth centers as well as changes in crime patterns and arrest policies can contribute to increased or decreased pressures on intake volume.

Significant Findings: While near term demographic pressures on intake volume can be expected to continue, the growth in the population at risk is projected to decline over the next ten years. Overall, the total number of persons 10-18 years of age arrested for serious crimes, as measured by the FBI's Uniform Crime Index, increased by approximately one percent per year between 1990-1994. Arrest rates for persons in this age group which control for growth in the number of persons "at-risk" for arrest in the general population are declining.

Demographic Trends

- Statewide, growth in the number of persons age 10-18 is projected to slow over the next ten years. Based on statewide demographic projections provided by state officials, the number of persons age 10-18 is projected to increase by approximately two percent between 1995-2000. By comparison this age group increased by eight percent between 1990-1995 (Table 1).
- Statewide, over the ten year period 2000-2010, the number of persons age 10-18 years of age are projected to decline by 10 percent.
- During the decade of the 1990's, the youth population is projected to "age" somewhat, with persons 15-18 years old increasing at a faster rate than persons 10-14 years old.
- Seventy-five percent of annual admissions to youth centers are committed from ten counties across the state. The number of persons 10-18 years of age in the top ten committing counties is projected to increase by 22 percent between 1990-2000; persons in this age group are projected to increase by less than eight percent between the years 2000-2010.

TABLE 1
KANSAS YOUTH CENTERS
STATEWIDE ACTUAL AND PROJECTED YOUTH POPULATION
AGE 10 TO 18

Age	1990	1995	2000	2005	2010	Numeric Difference 1990 -- 1995	Percent Change 1990 -- 1995	Numeric Difference 1995 -- 2000	Percent Change 1995 -- 2000	Numeric Difference 2000 -- 2010	Percent Change 2000 -- 2010
10 to 14	179,053	186,651	189,033	173,168	168,391	7,598	4.2%	2,382	1.3%	(20,642)	-10.9%
15 to 18	172,968	193,428	199,443	199,777	180,790	20,460	11.8%	6,015	3.1%	(18,653)	-9.4%
Total	352,021	380,079	388,476	372,945	349,181	28,058	8.0%	8,397	2.2%	(39,295)	-10.1%

TOP 10 COUNTY'S ACTUAL AND PROJECTED YOUTH POPULATION
AGE 10 TO 18

Counties	1990	1995	2000	2005	2010	Numeric Difference 1990 -- 1995	Percent Change 1990 -- 1995	Numeric Difference 1995 -- 2000	Percent Change 1995 -- 2000	Numeric Difference 2000 -- 2010	Percent Change 2000 -- 2010
Sedgwick	49,871	52,510	59,330	65,638	63,114	2,639	5.3%	6,820	13.0%	3,784	6.4%
Wyandotte	21,160	22,895	23,534	25,451	23,298	1,735	8.2%	639	2.8%	(236)	-1.0%
Johnson	42,977	50,554	60,346	70,455	74,898	7,577	17.6%	9,792	19.4%	14,552	24.1%
Shawnee	19,761	19,932	20,893	21,934	20,842	171	0.9%	961	4.8%	(51)	-0.2%
Reno	7,911	7,620	7,468	7,255	6,711	(291)	-3.7%	(152)	-2.0%	(757)	-10.1%
Geary	3,776	4,183	5,474	5,539	4,701	407	10.8%	1,291	30.9%	(773)	-14.1%
Finney	4,955	6,052	7,505	9,177	10,483	1,097	22.1%	1,453	24.0%	2,978	39.7%
Douglas	11,564	13,827	15,175	15,884	14,313	2,263	19.6%	1,348	9.7%	(862)	-5.7%
Riley	9,625	10,941	11,821	10,666	9,916	1,316	13.7%	880	8.0%	(1,905)	-16.1%
Leavenworth	8,079	8,610	9,194	9,412	9,192	531	6.6%	584	6.8%	(2)	0.0%
Total	179,679	197,124	220,740	241,411	237,468	17,445	9.7%	23,616	12.0%	16,728	7.5%

2-2

Arrest Trends

- Between 1990-1994, arrests of persons 10-18 years old for serious crimes (as measured by the FBI's Uniform Crime Index) increased by five percent across the state. Approximately 500 more young persons were arrested for serious crimes in 1994 than were arrested in 1990. Arrest rates for serious crimes which control for the number of persons "at risk" for arrest in the general population declined by just over one percent between 1990-1994 (Tables 2 and 3).
- While arrests for serious violent crimes (murder, rape, robbery and aggravated assault) represent a very small proportion of arrests of persons 10-18 years of age, arrests for violent crimes are increasing at a faster rate than arrests for nonviolent crimes. Over half of the increase in arrests for violent index crimes between 1990-1994 is attributable to arrests for aggravated assault.
- Arrests of persons 10-18 years of age for serious nonviolent crimes represent approximately 90 percent of all arrests for serious crimes for this age group. Between 1990-1994, serious nonviolent crime arrests increased by less than one percent per year. Arrest rates for serious nonviolent crimes decreased by approximately one percent per year during this period.

D. *Trends in State Youth Center Admissions and Residential Population Levels*

Significant Finding: Admissions into youth centers have increased at twice the rate of the confined residential population levels. Increases in admissions and confined population levels have out paced demographic, crime and arrest trends over the same period.

Admissions to Youth Centers

- Between 1991-1996, the number of new admissions and conditional release violators admitted to youth centers increased from 613 to 941 per year – an increase of 54 percent (328 admissions) over the period (Table 4). In 1991, on average, 50 youths were admitted to youth centers each month. By 1996, an average of 78 youths were admitted each month.
- On average, admissions to youth centers have increased by approximately 11 percent each year between 1991-1996. Controlling for the increased capacity at the Larned facility which led to a doubling of admissions to that youth center, admissions have increased by an average of approximately five percent per year.

TABLE 2
STATE OF KANSAS
TOTAL JUVENILE ARRESTS
1990-1994

	CY1990			CY1991			CY1992			CY1993			CY1994			Difference 1990 - 1994	Percent Change 1990 - 1994
	10 - 14	15 - 18	Total	10 - 14	15 - 18	Total	10 - 14	15 - 18	Total	10 - 14	15 - 18	Total	10 - 14	15 - 18	Total		
Index Crimes																	
Murder	2	20	22	2	22	24	0	19	19	1	30	31	8	47	55	33	150.0%
Rape	10	44	54	13	46	59	8	34	42	5	38	43	9	40	49	(5)	-9.3%
Robbery	33	156	189	36	220	256	53	205	258	55	175	230	64	241	305	116	61.4%
Aggravated Assault	144	433	577	196	539	735	293	662	955	225	553	778	224	534	758	181	31.4%
Sub-Total Violent Index Crimes	189	653	842	247	827	1,074	354	920	1,274	286	796	1,082	305	862	1,167	325	38.6%
Arson	74	54	128	60	50	110	51	42	93	70	73	143	60	38	98	(30)	-23.4%
Burglary	594	1,562	2,156	595	1,657	2,252	694	1,687	2,381	604	1,489	2,093	573	1,312	1,885	(271)	-12.6%
Theft/Larceny	2,436	4,304	6,740	2,753	4,383	7,136	2,703	4,455	7,158	2,680	4,467	7,147	2,828	4,570	7,398	658	9.8%
Auto Theft	131	502	633	123	345	468	157	322	479	149	361	510	164	301	465	(168)	-26.5%
Sub-Total Non-Violent Index Crim	3,235	6,422	9,657	3,531	6,435	9,966	3,605	6,506	10,111	3,503	6,390	9,893	3,625	6,221	9,846	189	2.0%
TOTAL INDEX CRIMES	3,424	7,075	10,499	3,778	7,262	11,040	3,959	7,426	11,385	3,789	7,186	10,975	3,930	7,083	11,013	514	4.9%

Source: Kansas Bureau of Investigation

5

2-5
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TABLE 3
STATE OF KANSAS
TOTAL JVENILE ARREST RATES
1990-1994

	CY1990 Total	Rate per 100,000	CY1991 Total	Rate per 100,000	CY1992 Total	Rate per 100,000	CY1993 Total	Rate per 100,000	CY1994 Total	Rate per 100,000	Difference 1990 - 1994	Percent Change 1990 - 1994
Index Crimes												
Murder	22	6	24	7	19	5	31	8	55	15	8	135.2%
Rape	54	15	59	17	42	12	43	12	49	13	(2)	-14.6%
Robbery	189	54	256	72	258	71	230	62	305	81	28	51.6%
Aggravated Assault	577	164	735	206	955	263	778	211	758	202	38	23.5%
Sub-Total Violent Index Crimes	842	239	1,074	300	1,274	351	1,082	293	1,167	312	72	30.3%
Arson	128	36	110	31	93	26	143	39	98	26	(10)	-27.9%
Burglary	2,156	612	2,252	630	2,381	656	2,093	567	1,885	503	(109)	-17.8%
Theft/Larceny	6,740	1,915	7,136	1,995	7,158	1,971	7,147	1,938	7,398	1,976	61	3.2%
Auto Theft	633	180	468	131	479	132	510	138	465	125	(55)	-30.7%
Sub-Total Non-Violent Index Crimes	9,657	2,743	9,966	2,787	10,111	2,784	9,893	2,682	9,846	2,630	(114)	-4.1%
TOTAL INDEX CRIMES	10,499	2,982	11,040	3,087	11,385	3,135	10,975	2,976	11,013	2,941	(41)	-1.4%

Source: Kansas Bureau of Investigation

9

2-6
 2-5

TABLE 4
KANSAS YOUTH CENTERS
HISTORICAL ADMISSION TRENDS:
NEW ADMISSIONS AND CONDITIONAL RELEASE RETURNS

Calendar Year	Atchison	Topeka	Beloit	Larned	TOTAL
1991	159	273	89	92	613
1992	184	318	81	90	673
1993	167	282	70	104	623
1994	180	285	100	165	730
1995	210	324	138	204	876
1996*	209	315	125	292	941
Total Percent Growth 1991-1996	31.4%	15.4%	40.4%	217.4%	53.5%
Average Percent Growth 1990-1996	6.3%	3.1%	8.1%	43.5%	10.7%

*Complete CY 1996 figures are extrapolated using January 1996-September 1996 figures.

Youth Center Residential Population Growth

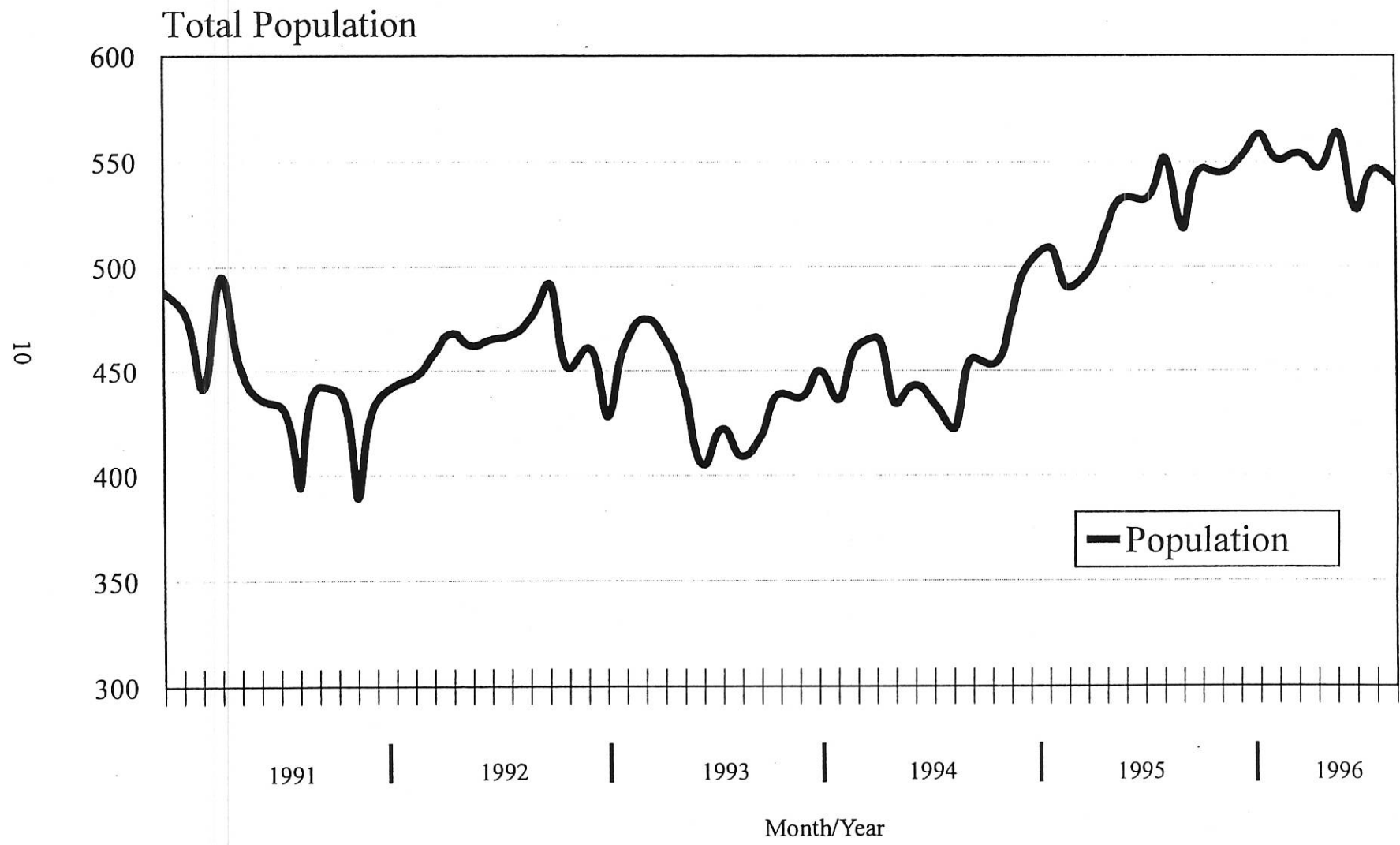
- Based on reported average monthly residential population figures, the number of persons housed in youth centers has increased by 21 percent since 1991 — an average annual growth rate of four percent (Table 5 and Figure 1).
- On average, 443 youths were confined in youth centers at any given time in 1991. By 1996, an average of 535 youths were confined in these facilities.
- Between 1991-1996, the confined residential population increased by 56 percent at the Larned facility; 19 percent at the Topeka facility and nine percent at Atchison. The residential population at the Beloit facility has remained level.

TABLE 5
KANSAS YOUTH CENTERS
HISTORICAL POPULATION TRENDS

Monthly Average	Atchison	Topeka	Beloit	Larned	TOTAL
1991	90	201	75	77	443
1992	90	215	76	77	458
1993	89	203	74	74	440
1994	102	196	78	87	463
1995	113	225	82	119	539
1996*	98	240	77	120	535
Total Percent Growth 1991-1996	8.9%	19.4%	2.7%	55.8%	20.8%
Average Percent Growth 1990-1996	1.8%	3.9%	0.5%	11.2%	4.2%

*1996 figures represent monthly averages for CY 1996 as of September 1996.

Figure 1
Total Population Counts of Kansas Youth Centers
January 1991 - September 1996



2-10
 9-9

TABLE 6
KANSAS YOUTH CENTERS
SEVERITY LEVEL OF MOST SERIOUS OFFENSES

Severity Level	Number	Percent
Level 0 – 3	88	9.7%
Level 4 – 6	83	9.2%
Level 7 – 8	188	20.8%
Level 9 – 10	157	17.4%
Drugs	59	6.5%
Misdemeanor A	156	17.3%
Misdemeanor Other	144	15.9%
Other	28	3.1%
TOTAL	903	100.0%

Source: National Council on Crime and Delinquency based on information supplied by the Kansas Sentencing Commission.

2-11
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TABLE 7
KANSAS YOUTH CENTERS
LENGTH OF STAY (LOS) BY ID GROUPINGS

Id Group	Average LOS in Months
Severity Level 0-3	12.0
Severity Level 4-6	10.5
Severity Level 7-8	7.4
Severity Level 9-10	7.0
Drugs	6.7
Misdemeanor A	7.1
Misdemeanor B	7.1
Violators/Other	6.8

Source: National Council on Crime and Delinquency based on information supplied by the Kansas Sentencing Commission and automated data files supplied by youth center personnel.

Distribution of FY 1995 Kansas Youth Center Juveniles by County - 1

Committing County	Number of Cases	Percent
Atchison	6	0.7
Bourbon	6	0.7
Brown	1	0.1
Barton	9	1.0
Butler	11	1.2
Clark	1	0.1
Cloud	1	0.1
Coffey	1	0.1
Cherokee	3	0.3
Cowley	9	1.0
Cheyenne	1	.01
Chautauqua	1	0.1
Crawford	6	0.6
Chase	2	0.2
Clay	2	0.2
Douglas	17	1.9
Dickinson	3	0.3
Doniphan	1	0.1
Edwards	1	0.1
Ellis	2	0.2
Ellsworth	4	0.4
Finney	26	2.9
Ford	16	1.8
Franklin	8	0.9
Geary	26	2.9
Greenwood	1	0.1
Harvey	14	1.6
Jefferson	3	0.3
Johnson	77	8.5
Kiowa	3	0.3
Labette	9	1.0
Linn	1	0.1

Distribution of CY 1995 Kansas Youth Center Juveniles by County - 2

Committing County	Number of Cases	Percent
Leavenworth	12	1.3
Lyon	10	1.1
Montgomery	13	1.4
Miami	2	.02
Marion	1	0.1
McPherson	3	0.3
Morris	6	0.7
Marshall	5	0.6
Nemaha	1	0.1
Neosho	1	0.1
Ness	2	0.2
Phillips	4	0.4
Pawnee	6	0.7
Pratt	3	0.3
Rice	3	0.3
Riley	16	1.8
Reno	33	3.7
Republic	2	0.2
Saline	15	1.7
Stafford	1	0.1
Sedgwick	216	23.9
Shawnee	60	6.6
Stanton	1	0.1
Sumner	11	1.2
Seward	9	1.0
Thomas	1	0.1
Wilson	3	0.3
Woodson	1	0.1
Wyandotte	189	20.9
Unknown	1	0.1
Total	903	100.0

2-14
2-13

**ALTERNATIVE BEDSPACE PROJECTIONS
FOR
KANSAS YOUTH CENTERS**

	Scenario 1	Scenario 2	Scenario 3	Scenario 4	Scenario 5	Scenario 6
Calendar Year	Current Policy	Current Policy No CR's	Placement Matrix	Placement Matrix- No CR's	Placement Matrix - No CR's 12 mo minimum	Placement Matrix - No CR's No chronic III 12 mo minimum
1997	583	569	484	463	480	473
1998	615	601	519	479	570	552
1999	626	609	561	513	643	630
2000	643	625	567	518	638	625
2001	657	641	619	563	702	687
2002	685	669	654	598	749	733
2003	728	711	676	614	770	756
2004	745	728	678	625	773	757
2005	766	747	709	646	805	790

Assumptions utilized in the Youth Center Projections:

Scenario #1:

- (1) Current policies and procedures will remain unchanged regarding who is admitted and how long juvenile offenders will stay in the youth centers.
- (2) Future admissions will mirror "the 1995 admissions" used in the sample study. Demographic and charge characteristics of juveniles admitted to state youth centers in 1995 is assumed to be representative of admission cohorts in each future year over the forecast period in terms of admitting charge, legal status, demographic characteristics, offense histories, and previous juvenile justice contacts and placements.
- (3) Admissions to youth centers will increase from 935 in 1996 to 1,223 in the year 2005. Projections are based on the assumption that admissions to youth centers will continue to increase, but at a decreasing rate of growth. Between 1991 to 1996, youth center population increased by an average of 4.3% each year. The projected increase in the population over the next ten years approximates this historical percentage growth, and is projected to increase by an average of 3.7% per year.
- (4) The average monthly youth center population is projected to increase by between 10-43 youths per year over the next 10 years or an average of 23 per year.
- (5) Future lengths of stay (LOS) are consistent with the LOS of youth released from the youth center in 1995 and 1996. Releases analyzed during this time period indicate that the average LOS is six to eight months.

2-15
2-14

Scenario #2:

(1) Incorporates all the assumptions indicated for Scenario #1, except that juveniles who violate the terms of their conditional release from a youth center are not returned to serve time in a state youth center.

Scenario #3:

- (1) The assumption is made that the placement matrix will become operational on July 1, 1997.
- (2) The overall admission growth for juvenile offenders is consistent with the growth rate utilized for current policies and procedures.
- (3) A significant number of future youth center admissions will be diverted to community based programs or alternatives. The assumption is made that according to the placement matrix, 60-65 percent of current youth center admissions will be diverted from state youth centers. Approximately, 11% fewer juveniles are projected to be in state youth centers by the year 2000. In addition, it is assumed that 20% of diverted cases each year will enter youth center as community placement failures and remain confined for 3 to 6 months.
- (4) Lengths of stay for juvenile entering the youth centers under the placement matrix will increase

Scenario #4:

(1) Incorporates all the assumptions indicated in Scenario #3 utilizing the placement matrix, except that juveniles who violate the terms of their conditional release from a youth center are not returned to serve time in a state youth center.

Scenario #5:

- (1) Incorporates all the assumptions stated in Scenario #3.
- (2) All juveniles sentenced to a state youth center, regardless of their status on the placement matrix will serve a minimum of one year.
- (3) No juveniles are admitted to a state youth center as the result of a violation of their conditional release.

Scenario #6:

- (1) Incorporates all the assumptions listed in Scenario #5.
- (2) In addition, juvenile offenders classified as Chronic III offenders will also be diverted from state youth centers.

In chart format, the categories, lengths of stay and aftercare terms follow:

Offender Type	Offense Level	Length of Stay	The aftercare Term
Violent I	Off-grid	60 mo. - 22 ½ years of age	6 mo. - 23 years of age
Violent II	1 - 3 Person felony	24 mo. - 22 ½ years of age	6 mo. - 23 years of age
Serious I	4 - 6 Person OR 1 - 2 Drug felony	18 - 36 mo.	6 - 24 mo.
Serious II	7 - 10 person felony + 1 prior felony conviction	9 - 18 mo.	6 - 24 mo.
Chronic I Chronic Felon	present non-person felony or level 3 drug felony + 2 prior felony convictions	6 - 18 mo.	6 - 12 mo.
Chronic II - Escalating Felon	present felony OR level 3 drug + 2 prior misdemeanor convictions OR level 4 drug convictions	6 - 18 mo.	6 - 12 mo.
Chronic III - Escalating Misdemeanant	present misdemeanor OR level 4 drug felony + 2 prior misdemeanor or level 4 drug convictions + 2 placement failures + exhaustion of community placements finding	3 - 6 mo.	3 - 6 mo.
Conditional Release Violator	All	3 - 6 mo.	2 - 6 mo.

2-17
2-16