

**LOUISIANA
DEPARTMENT OF PUBLIC SAFETY
AND CORRECTIONS**

**TEN-YEAR ADULT SECURE POPULATION PROJECTION
2002 – 2012**

Prepared by

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I. INTRODUCTION

The Louisiana Department of Public Safety and Corrections has asked the Institute on Crime, Justice and Corrections (The Institute) at The George Washington University to produce a forecast for the state secure population to be completed by June 2002.

For the current forecast, Institute analysts have reviewed current inmate population trends and analyzed computer extract files provided by the Department of Public Safety and Corrections. This briefing document contains a summary of projections of male and female inmates through the year 2012, a summary of recent offender trends, and an explanation of the primary assumptions on which the projections are based. All figures are contained in Appendix A of this document.

II. SENTENCING LAWS AND THE SIMULATION MODEL

The forecast of the correctional population in Louisiana was completed using Wizard 2000 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 2000 is an enhanced version of Prophet Simulation software.

To the extent possible given the availability of data, the current simulation model recreates the flow of inmates admitted under Louisiana's sentencing policies. The model identifies and separates offenders into groups based on their most serious admitting offense and their admission type. The goal is to group offenders with like sentence lengths and with similar limitations on eligibility for parole or goodtime under Louisiana law.

In Louisiana, parole eligibility is determined primarily by 1) whether the instant offense is a crime without benefit of parole and 2) whether the offender has been convicted of prior felonies. First, Louisiana law enumerates particular offenses that are crime without benefit of parole. It should be noted that some of the offenses listed as "Crimes Without Benefit of Parole" are, in fact, mandatory minimum offenses for which the offender must serve at least a minimum period of time. Second, the law states that parole eligibility is based on the number of prior felony convictions, as follows:

- 1st time offenders (who are otherwise eligible for parole) are eligible for parole after serving 33 percent of their sentence,
- 2nd time offenders (who are otherwise eligible for parole) are eligible for parole after serving 50 percent of their sentence, and
- 3rd time (or more) offenders are not eligible for parole.

A different set of criteria is applied to determine parole eligibility for offenders convicted of violent crimes after January 1, 1997. Louisiana law calls for inmates who are serving a sentence for a crime of violence that is committed on or after January 1, 1997 (who are otherwise eligible for parole) to serve at least 85 percent of their sentence before being eligible for any parole consideration. It should be noted that many of the “Crimes of Violence” enumerated in Louisiana law are crimes without benefit of parole.

In terms of diminution of sentence (or ‘goodtime’), Louisiana law puts limitations on eligibility to earn goodtime depending on the instant offense and on prior convictions for particular types of crime.

Within the simulation model, all inmate groups admitted to prison are assigned minimum, average and maximum sentences. The model performs time calculations, simulates the parole hearing process, and releases offenders from prison based on existing laws and procedures.

Recent Changes to Louisiana Sentencing Laws

The passage of recent laws in Louisiana has the potential to impact the size and composition of the incarcerated population. Two laws in particular, Senate Bill 239 and House Bill 665, have resulted in the reduction of sentence lengths for particular offenses or for offenders with certain criminal histories; this assumption is prospective only. Our analysis suggests that the laws may not result in a significant decrease in the size of the incarcerated population since the number of offenders affected by the laws comprises a relatively small portion of the incarcerated population.

In the text that follows, we briefly describe the potential impact of the new laws on the population incarcerated in secure facilities of the Louisiana Department of Public Safety and Corrections.

Senate Bill 239

In 2001, the Louisiana legislature passed Senate Bill 239 which removes mandatory sentences and reduces the length of incarceration for certain nonviolent offenses. Using the data file of admissions in 2001¹ from the Louisiana Department of Public Safety and Corrections, we attempted to estimate the impact of Senate Bill 239 on the future population in secure facilities.

First, Bill 239 lists 19 nonviolent crimes from which mandatory minimum terms of imprisonment have been removed. Those 19 crimes account for very few of the admissions in 2001. Of the 14,356 persons in the 2001 admissions data file, only 36 (0.3 percent) were convicted of one of those 19 crimes. This suggests that the impact of removing those mandatory minimums will be negligible.

¹ Due to a lag in updating the data system, the 2001 admissions data file is missing some admissions from the last portion of the year.

Second, Senate Bill 239 amends the penalty provisions for multiple felony convictions.² Under the prior law, a person could be imprisoned for life without parole if he was convicted of a third felony as long as ONE of the three felony convictions was:

- a crime of violence,
- a violation of the Uniform Controlled Dangerous Substances Law punishable by imprisonment for more than 5 years, or
- any other crime punishable by imprisonment for more than 12 years.

Under the new law, ALL THREE of the felony convictions would have to be one of the following to result in a sentence of life without parole:

- a crime of violence,
- a violation of the Uniform Controlled Dangerous Substances Law punishable by imprisonment for 10 years or more
- any other crime punishable by imprisonment for more than 12 years, or
- a sex offense as defined in R.S. 15:540 et seq. when the victim is under the age of 18.

While the ‘multiple felony penalty’ change substantially decreases the population that could potentially be subject to the penalty of life without parole, it appears that the penalty had not been enforced upon many of the people who met the prior law’s criteria.

In the 2001 admission data file, there were 3,128 offenders who were 3rd time (or subsequent) felons – representing 22 percent of the admissions data file population. Some of these people will not have met the criteria that ONE of their felonies were among the enumerated crimes above, but this sets an upper bound on the population who could potentially be subject to the ‘multiple felony penalties.’ Of this population of 3,128, however, just over 100 offenders (less than 5 percent) were sentenced to a term of incarceration of more than 20 years. Conversely, 71 percent of 3,128 3rd time (or subsequent) offenders were sentenced to 5 years or fewer. While not conclusive, these results suggest that very few of the people who were eligible for the ‘multiple felony penalties’ were subject to the penalty of life without parole. As a result, the decision to make the criteria more stringent, while significantly decreasing the size of the population potentially affected, may not have an actual impact on the size of the incarcerated population.

Third, Senate Bill 239 alters the sentences for certain violations of the Uniform Controlled Dangerous Substances Law. For most of the enumerated drug violations, Bill 239 shifts downward the minimum and maximum sentences. Similar to Bill 239’s removal of the mandatory minimums noted above, these drug violations account for a very small number of people in the admissions data file for 2001. The approximately 20 amended drug violations represented only 55 persons (0.4 percent) of the 14,356 in the data file.

Fourth, Senate Bill 239 changes the law that forbid the court from suspending the sentence of a person convicted of a violation of the Uniform Controlled Dangerous Substances Law punishable by a term of incarceration of more than 5 years. The new law allows the court to suspend sentences for those violations. It is difficult to know what the impact of this change will be since it depends on how the court exercises its discretion.

² Bill 239 also includes a modification to penalties for 4th time felons that are very similar to the 3rd time felons.

House Bill 665

In 2001, the Louisiana legislature passed House Bill 665 which decreases the penalties for 3rd time or subsequent DWI offenders. In terms of the impact on the incarcerated population, these changes decrease the minimum term of incarceration for 3rd time DWI offenders from 6 months to 30 days, and 4th time or subsequent DWI offenders from 2 years to 60 days. In the 2001 admissions data file, there were 412 offenders designated as 3rd time DWI offenders, and 96 offenders designated as 4th time or subsequent DWI offenders. These 508 people represent 3.5 percent of the 14,356 people in the 2001 admissions data file. Based on these findings, House Bill 665 will have a very minimal impact on the confined prison population.

III. TRENDS IN POPULATION AND CRIME IN LOUISIANA

Significant Finding: *The Louisiana population increased only slightly during the 1990s, from over 4.2 million in 1990 to nearly 4.5 million in 2000. The state's population is projected to grow at the same pace over the next decade to nearly 4.7 million in 2010.*

Significant Finding: *Levels of serious crime in Louisiana rose slightly in the first part of the 1990s (average annual increases of 1.2 percent of UCR Part I crimes) and fell in the latter part of the decade (average annual decreases of 3.5 percent).*

Significant Finding: *As the Louisiana population continued its slow growth and as the level of serious crime rose slightly and later fell throughout the 1990s, the rates of UCR Part I crimes in Louisiana rose slightly for first part of the 1990s (average annual increases of 0.6 percent) and fell in the latter part of the decade (average annual decreases of 4.0 percent).*

Population

Throughout the 1990s, Louisiana's population grew only slightly, increasing by 5.9 percent from 1990 to 2000. The average annual percent change in Louisiana's population during the 1990s was +0.6 percent.

The same slight growth in the state's population during the 1990s is predicted to continue throughout the following decade. The Louisiana Population Data Center and the US Census project the state population to experience a 5.8 percent growth from 2000 to 2010.

In terms of people ages 20-34 who represent nearly 60 percent of admissions to Louisiana's secure facilities in 2001, that population is projected to grow by 4.9 percent from 2000 to 2010. This projected increase stands in contrast to the decreases that group experienced throughout the 1990s when the population of persons 20-34 dropped by 13.1 percent from 1990 to 1999. (See Figure 1)

Crime

Observing historical levels of crime can provide some guidance in projecting future admissions to prison. Through the 1990s, the level of the most serious violent and property crimes (defined by the FBI's Uniform Crime Reports Part I Crime category) in Louisiana showed a slight upward trend during the first part of the decade and a consistent decline during the latter. From 1990 to 1995, the number of UCR Part I crimes in Louisiana rose at an average annual rate of 1.2 percent, while from 1996 to 2000, they fell at an average annual rate of 3.5 percent.

Unfortunately, we do not have access to the numbers of UCR Part II crimes for Louisiana. As the Part II crime category includes many crimes that can result in prison sentences (especially drug offenses), the absence of these data substantially limits our capacity to use crime data to guide prison admissions projections.³ (See Figure 2).

Putting Population and Crime Together: Crime Rates

As the state population remained fairly steady throughout the 1990s, Louisiana's crime rates generally mirror the changes in absolute numbers of Part I crimes. From 1990 to 1995, the UCR Part I crime rate in Louisiana rose at an average annual rate of 0.6 percent as both Part I crimes and the population grew slightly. From 1996 to 2000, the UCR Part I crime rate fell at an average annual rate of 4.0 percent as the population continued its slow growth as the number of crimes reported fell. (See Figure 2.)

Comparison of Louisiana and the United States

In the discussion above, the population and crime data are observed in terms of changes over time within Louisiana. In Table 1 below, we present Louisiana's population and crime data compared to the national levels and trends. As compared to the nation, Louisiana has distinctly higher serious crime rates per 100,000 inhabitants, although from 1999 to 2000, Louisiana posted a larger decrease in its serious crime rate (5.6 percent) than did the entire United States (3.3 percent).

In terms of state prison populations (using the most recent national data available: 2000), Louisiana showed greater growth as compared to the nation as a whole throughout the 1990s (85.9 percent compared to 72.1 percent, nationally). The one-year change in state prison population from 1999 to 2000 was also larger in Louisiana (2.8 percent) than across the United States (1.5 percent). Furthermore, Louisiana's incarceration rate, 782.1 state prisoners per 100,000 state residents, far exceeds the national average of 417.7.

³ The FBI publishes data that include Part II *arrest* data, however, those data are missing for certain years. Additionally, the number of law enforcement jurisdictions from Louisiana (like many other states) reporting arrests to the FBI changes from year to year resulting in changes in the number of arrests reported by the FBI that may not reflect actual and overall changes in the number of arrests in the state.

Finally, as compared to the state prison populations across the country, Louisiana's incarcerated population is comprised of a larger percentage of drug offenders. In Louisiana, approximately one-third of the state's incarcerated population is committed for a drug offense, while nationally, that figure is approximately one-fifth.

TABLE 1
COMPARISON BETWEEN UNITED STATES AND LOUISIANA
ON KEY POPULATION, CRIME AND CORRECTIONS INDICATORS

	United States	Louisiana
POPULATION⁴		
Total Population (7/1/01)	284,796,887	4,465,430
Change in Population		
1-year change (7/1/00 – 7/1/01)	0.9%	-0.1%
10-year change (7/1/91 – 7/1/01)	12.9%	5.3%
CRIME RATE⁵ (Rate per 100,000 inhabitants)		
UCR Part I Reported Crime Rates (2000)		
Total	4,124.0	5,422.8
Violent	506.1	681.1
Property	3,617.9	4,741.7
Change in Total Reported Crime Rate		
1-year change (1999-2000)	-3.3%	-5.6%
10-year change (1990-2000)	-28.9%	-16.4%
PRISON POPULATION⁶		
Total Inmates (State Prisons Only) (12/31/00)	1,178,433	34,954
1-year change (1999-2000)	1.5%	2.8%
10-year change (1990-2000)	72.1%	85.9%
Average annual change (1990-2000)	5.6%	6.4%
Incarceration Rate (Rate per 100,000 inhabitants) ⁷	417.7	782.1
Inmates by Offense Type ⁸		
Violent	48%	44%
Property	21%	18%
Drug	21%	33%
Other	10%	6%

⁴ U.S. Census Bureau, Population Division. Population estimates for July 1, 2001 (released 12/28/01).

⁵ Uniform Crime Reports, Crime in the United States, Federal Bureau of Investigation.

⁶ Prisoners in 2000, Bureau of Justice Statistics Bulletin (August 2001). Louisiana data provided by the Louisiana Department of Public Safety and Corrections.

⁷ Rates generated by using U.S. Census Bureau population estimates for July 1, 2000.

⁸ Prisoners in 2000, Bureau of Justice Statistics Bulletin (August 2001) – estimates from 1999. Louisiana data for the offense type percentages are from the Louisiana Department of Public Safety and Corrections (website).

IV. HISTORICAL INMATE POPULATION TRENDS

A. Trends in Admissions

Note: the 2001 admissions figures provided by the Louisiana Department of Public Safety and Corrections are based on the sum of actual admissions through September 30, 2001 along with unprocessed admissions; the sum of which was increased by one-third to reach projected grand totals for admissions.

Significant Finding: *After displaying a steady upward trend from 1994 to 1998, the number of adult admissions to secure facilities has remained fairly even since 1998. The average percent change in admissions from 1994 to 1998 was +6.7 percent, while the average change from 1998 to 2001 was +0.1 percent.*

Significant Finding: *The proportion of new felony commitments among admitted offenders has dropped every year since 1994, with a corresponding increase in the proportion of offenders returned to prison due to revocation. In 1994, new felony commitments and revocations each comprised half of the admitted population. By 2001, new felony commitments are projected to be just over one-third of admissions with revocations reaching nearly two-thirds of admissions.*

Table 2 and 2a presents the adult admissions to secure facilities in Louisiana from 1994 to 2001 for various admission types. Included in this table are various admissions subgroups: new felony commitments, and three subsets of offenders returned to prison due to revocation: a) revocations resulting from commission of a new felony, b) revocations resulting from technical violations of supervision conditions, and c) revocations of offenders who have new felony charges pending and who have chose to waive their parole revocation hearings. Table 2A shows the percent of total admissions each admission subgroup has comprised from 1994 to 2001.

Figures 3 and 3A show the adult admissions to prison from 1994 to 2001, distinguishing the new felony commitments from those revoked for supervision violations.

- The number of adult admissions to secure facilities grew from 12,064 in 1994 to 15,825 in 2000 and dropped to a projected 15,685 in 2001, representing an overall increase of 30.0 percent from 1994 to 2001.
- From 1994 to 2001, the average annual percent increase in the number of adults admitted to prison for any reason was 3.9 percent. Generally, the seven-year timeframe can be viewed as two periods: 1994 to 1998, when the average annual percent change was 6.7 percent, and 1998 to 2001, when the average annual percent change was 0.1 percent.

- In 1994, new felony commitments made up 50.6 percent of the admitted population; the figure fell to 40.5 percent in 2000 and to a projected 35.6 percent in 2001. These decreases are mirrored by corresponding increases in the proportion of admissions comprised of offenders returned to prison due to revocation (49.4 percent in 1994 and a projected 64.4 percent in 2001).
- In terms of absolute numbers, new felony commitments grew slightly each year from 1994 to 1998 and decreased moderately each year since 1998. In 1994, 6,109 offenders were admitted for new felonies; the 2001 figure is projected to dip below the 1994 level for the first time since 1994.
- Revocation admissions have grown each year since 1994. In 1994, there were 5,955 offenders admitted due to revocation; in 2001, that population is projected to exceed 10,000. Within the population of revocation admissions, the 'Revocation Waiver' admissions have increased dramatically from 10.8 percent of all admissions in 1994 to 25.5 percent in 2001.

TABLE 2
 LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
 HISTORICAL ADMISSIONS TO SECURE FACILITIES BY ADMISSION TYPE
 ADULTS: 1994-2001

Year	NEW COMMITMENTS	RETURNED DUE TO REVOCATION				TOTAL ADMISSIONS
	New Felony	Revocation: New Felony	Revocation: Technical Violation	Revocation: Waiver	Revocation Total	
1994	6,109	1,483	3,164	1,308	5,955	12,064
1995	6,165	1,382	3,673	1,408	6,463	12,628
1996	6,344	1,364	3,753	2,069	7,186	13,530
1997	6,766	1,228	4,447	2,615	8,290	15,056
1998	6,998	1,091	4,429	3,110	8,630	15,628
1999	6,544	1,095	4,413	3,314	8,822	15,366
2000*	6,412	1,192	4,626	3,595	9,413	15,825
2001**	5,825	1,338	4,773	3,992	10,103	15,928
Numeric Change 1994 – 2001	-284	-145	1,609	2,684	4,148	3,864
Percent Change 1994 – 2001	-4.6%	-9.8%	50.9%	205.2%	69.7%	32.0%
Average Annual Percent Change 1994 – 2001	-0.7%	-1.1%	6.3%	18.0%	7.9%	4.6%
Percent Change 2000 – 2001	-9.1%	12.2%	3.2%	11.0%	7.3%	0.6%

The LA DPS&C reports:

* 470 unprocessed custody admission records were proportionally applied to the incarceration totals for 2000.

** 2001 admissions figures are based on the sum of actual admissions through September 30, 2001 along with unprocessed records; the sum was then increased by one-third to reach projected grand totals for admissions.

TABLE 2a
 LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
 HISTORICAL ADMISSIONS TO SECURE FACILITIES BY ADMISSION TYPE
 PERCENTAGE OF TOTAL ADMISSIONS
 ADULTS: 1994-2001

Year	NEW COMMITMENTS	RETURNED DUE TO REVOCATION				TOTAL
	New Felony	Revocation: New Felony	Revocation: Technical Violation	Revocation: Waiver	Revocation Total	Incarceration Total
1994	50.6%	12.3%	26.2%	10.8%	49.4%	100.0%
1995	48.8	10.9	29.1	11.1	51.2	100.0
1996	46.9	10.1	27.7	15.3	53.1	100.0
1997	44.9	8.2	29.5	17.4	55.1	100.0
1998	44.8	7.0	28.3	19.9	55.2	100.0
1999	42.6	7.1	28.7	21.6	57.4	100.0
2000*	40.5	7.5	29.2	22.7	59.5	100.0
2001**	36.5	8.4	30.0	25.1	63.5	100.0
Average 1994 to 2001	44.5%	8.9%	28.6%	18.0%	55.5%	100.0%

The LA DPS&C reports:

* 470 unprocessed custody admission records were proportionally applied to the incarceration totals for 2000.

** 2001 admissions figures are based on the sum of actual admissions through September 30, 2001 along with unprocessed records; the sum was then increased by one-third to reach projected grand totals for admissions.

B. Trends in the Prison Inmate Population

Significant Finding: In 1991, the total population of state inmates was just over 20,000. The year-end total of 35,823 inmates in 2001 represents a 79.0 percent increase over the 1991 figure.

Significant Finding: From 2000 to 2001, the Louisiana state inmate population grew by 869 offenders (2.5 percent). The growth in 2001 was the smallest one-year change in the past ten years.

Significant Finding: From 1991 to 2001, the population of state offenders in state facilities grew by approximately 5,000, while the state offenders in local facilities grew by more than 10,000.

Table 3 and Figure 4 present the year-end inmate populations for inmates from 1991 to 2001.

- The state inmate population has increased by 15,806 offenders since 1991 – a total increase of 79.0 percent with an average annual increase of 6.0 percent per year. In 2001, the population continued the upward trend it displayed through the 1990s, but it grew at a slower pace, increasing by 2.5 percent.
- In 1991, 5,047 state offenders were housed in local facilities comprising 25.2 percent of the total state inmate population. The number of state offenders in local facilities has grown every year since 1991 reaching 15,874 in 2001. In 2001, the offenders in local facilities comprised 44.3 percent of all state inmates.
- The population of state offenders housed in state facilities has grown at a slower rate than those in local facilities from 14,970 in 1991 to 19,949 in 2001. The population of state offenders incarcerated in state facilities experienced an average annual increase of 2.9 percent from 1991 to 2001, while those incarcerated in local facilities posted an average annual increase of 12.7 percent.
- Since 1991, the total Louisiana state inmate population increased by an average of 1,581 inmates each year, though in 2001, the population increased by 869 offenders.

TABLE 3
 LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
 HISTORICAL ADULT INMATE POPULATION
 1991-2001

Year	State Facilities Population	Local Facilities Population	Total Population
1991	14,970	5,047	20,017
1992	16,152	4,855	21,007
1993	16,141	6,422	22,563
1994	16,071	8,149	24,220
1995	17,077	8,600	25,677
1996	17,635	9,364	26,999
1997	18,470	10,795	29,265
1998	19,016	13,211	32,227
1999	19,174	14,838	34,012
2000	19,450	15,504	34,954
2001	19,949	15,874	35,823
Numeric Change 1991 – 2001	4,979	10,827	15,806
Percent Change 1991 – 2001	33.3%	214.5%	79.0%
Average Annual Percent Change 1991 – 2001	2.9%	12.7%	6.0%
Percent Change 2000 – 2001	2.6%	2.4%	2.5%

Numbers represent end of calendar year figures.

C. Trends in Releases

Note: the 2001 release figures are based on results from a data file provided by the Louisiana Department of Public Safety and Corrections.

Significant Finding: *The vast majority of inmates are released due to a diminution of sentence (also known as ‘goodtime’). In 1994, diminution of sentence accounted for approximately 70 percent of the 10,637 release; this figure increased to approximately 80 percent of the 15,197 releases in 2001.*

Significant Finding: *The number of inmates released via parole is a relatively small portion of the release population. From 1994 to 2001, an average of 10 percent of offenders each year were granted release via parole.*

Table 4 presents the adult releases from secure facilities in Louisiana from 1994 to 2001 for various release types. Included in this table are various release subgroups: 1) diminution of sentence (also called ‘goodtime’), 2) expiration of sentence, 3) parole release, and 4) other release. Table 4A shows the percent of total releases each release subgroup has comprised from 1994 to 2001.

Figures 3 and 3A show the adult releases from prison from 1994 to 2001, distinguishing various release subgroups.

- Total releases grew from 10,637 in 1994 to 15,197 in 2001, representing average annual increases of 5.3 percent.
- By far, the largest group of offenders is released due to diminution of sentence (alternately called goodtime). This group comprised nearly 70 percent of the release population in 1994 and 1995 growing to approximately 80 percent of the release population in 2000 and 2001.
- Within the release population, the various release types exhibited different trends.
 - The diminution of sentence group grew from 7,428 in 1994 to 12,034 in 2001 – an average annual increase of 7.3 percent.
 - The expiration of sentence group accounts for only a small portion of the releasees, but has grown at an average annual rate of 18.6 percent from 292 to 941 over the time period 1994 to 2001.
 - The number of offenders released via parole posted significant decreases from a high of 1,803 in 1995 to 888 in 1998, followed by steady increases to 1,367 in 2001.

TABLE 4
 LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
 HISTORICAL RELEASES FROM SECURE FACILITIES BY RELEASE TYPE
 ADULTS: 1994-2001

Year	Diminution of Sentence/Goodtime	Expiration of Sentence	Parole	Other	Total Releases
1994	7,428	292	1,635	1,282	10,637
1995	7,973	319	1,803	1,432	11,527
1996	8,364	374	1,509	1,375	11,622
1997	9,741	469	914	1,763	12,887
1998	10,275	560	888	2,006	13,729
1999	11,075	619	1,053	1,879	14,626
2000	12,287	869	1,121	822	15,099
2001*	12,034	941	1,367	855	15,197
Numeric Change 1994 – 2001	4,606	649	-268	-427	4,560
Percent Change 1994 – 2001	62.0%	222.3%	-16.4%	-33.3%	42.9%
Average Annual Percent Change 1994 – 2001	7.3%	18.6%	-0.2%	-1.3%	5.3%
Percent Change 2000 – 2001	-2.1%	8.3%	21.9%	4.0%	0.6%

* 2001 figures from Louisiana Department of Public Safety and Corrections release data file for 2001 (generated 4/02).

TABLE 4A
 LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
 HISTORICAL RELEASES FROM SECURE FACILITIES BY RELEASE TYPE
 PERCENTAGE OF TOTAL RELEASES
 ADULTS: 1994-2001

Year	Diminution of Sentence/Goodtime	Expiration of Sentence	Parole	Other	Total Releases
1994	69.8%	2.7%	15.4%	12.1%	100.0%
1995	69.2	2.8	15.6	12.4	100.0
1996	72.0	3.2	13.0	11.8	100.0
1997	75.6	3.6	7.1	13.7	100.0
1998	74.8	4.1	6.5	14.6	100.0
1999	75.7	4.2	7.2	12.8	100.0
2000	81.4	5.8	7.4	5.4	100.0
2001*	79.2	6.2	9.0	5.6	100.0
Average 1994 to 2001	74.7%	4.1%	10.1%	11.1%	100.0%

* 2001 figures from Louisiana Department of Public Safety and Corrections release data file for 2001 (generated 4/02).

V. INMATE POPULATION CHARACTERISTICS IN 2001

The results presented in this section were generated from data files provided by the Louisiana Department of Public Safety and Corrections.

A. 2001 Admissions Population

Significant Finding: *In 2001, more than half (54 percent) of the adults admitted to secure facilities were incarcerated as a result of a technical violation while under supervision (including waivers).*

Significant Finding: *Among all admissions in 2001, violent offenders comprised 22 percent of admissions, drug offenders made up 36 percent and non-violent offenders comprised 42 percent.*

Significant Finding: *Average maximum sentences of offenders admitted for new felonies (when grouped into violent, drug and non-violent offense groups) were higher than the maximum sentences of corresponding groups among offenders admitted due to a technical violation revocation. Further, average sentences in the technical violation revocation population were higher than the corresponding groups in the revocation with waiver population.*

Significant Finding: *Of the offenders incarcerated for committing a new felony, 48 percent were ineligible for parole or were mandatory minimum offenders.*

Table 5 provides detailed information about the characteristics of the adult population admitted to secure facilities in 2001. First, in Table 5, the admissions population is divided into three main groups by admission type: 1) new felonies and revocations due to a new felonies, 2) revocations due to technical violations and 3) **revocations of offenders who have new felony charges pending and who have chose to waive their parole revocation hearings** (“Revocation – Waiver”). Second, these three categories are further divided into subsets by offense type: the revocation populations are generally categorized into violent, drug and non-violent; the new felony population is separated into more precise offense categories.

A special note should be made about the “Violent Crimes after 1/1/97” subset of new felonies: Louisiana law calls for inmates who are serving a sentence for a crime of violence that is committed on or after January 1, 1997, and who are otherwise eligible for parole, must serve at least 85% of the sentence before being eligible for any parole consideration. Thus, this group was created after identifying those offenders who are eligible for parole and who committed one the “Crimes of Violence” enumerated in Louisiana law after 1/1/97. Note that many of the “Crimes of Violence” are crimes without benefit of parole.

For each of the aforementioned admission and offense groups, the data presented in Table 5 include the number of people admitted and average sentence for the group. In addition, for

each of the new felony groups, the table presents the percent of persons admitted who are 1st time offenders (who are eligible for parole after serving 33% of their sentence), 2nd time offenders (who are eligible for parole after serving 50% of their sentence), and 3rd time offenders (who are not eligible for parole) along with those convicted of non-paroleable crimes.

It should be noted that some of the offenses listed as “Crimes Without Benefit of Parole” are, in fact, mandatory minimum offenses for which the offender must serve at least a minimum period of time. The final column of Table 5 represents primarily offenders convicted of offenses without benefit of any parole and 3rd time offenders who are not eligible for parole. However, some offenders represented in the final column are mandatory minimum offenders.

Figures 6 and 6A depict the number of persons admitted in each of the admission and offense type groups. Figure 7 illustrates the average sentences for each of those groups.

Number of Admissions

- The number of offenders in the three admission type groups break down as follows:
 - 46 percent of offenders are admitted with new felonies (or are revoked and returned to prison for new felonies)
 - 30 percent are admitted for technical violation revocations
 - 24 percent are admitted after signing waivers admitting to technical violations
- Within each admission type, the number of non-violent offenders exceeded the number of drug offenders which exceeded the number of violent offenders. Overall, violent offenders comprised 22 percent of admissions, drug offenders made up 36 percent and non-violent offenders comprised 42 percent. Figure 6A depicts the admission and general offense type breakdowns.

Sentence Lengths

- Average sentences in the New Felony admission type (when grouped into violent, drug and non-violent) were higher than the corresponding groups in the Revocation – Technical population. Further, average sentences in the Revocation – Technical admission type were higher than the corresponding groups in the Revocation – Waiver population.
- Among the New Felony *violent* offense groups (excluding lifers), the average sentences ranged from 44.3 months (85% Violent Offenders) to 200.0 months (Murder/Manslaughter).
- Among the New Felony *non-violent* offense groups, the average sentences ranged from 34.7 (Other Non-Violent) to 74.6 months (Weapons Offenses).

- The New Felony Drug Possession group averaged 45.2-month sentences, while the Drug Sales/Manufacture group averaged 76.7 months.

Parole Status

- Of the 6,542 people incarcerated for a New Felony (including those revoked for a new felony), 3,170 (48 percent) were ineligible for parole or were mandatory minimum offenders.
- Among the New Felony DWI offenders, most (86 percent) were convicted of a DWI offense for at least the 3rd time which is without the benefit of parole for at least a minimum mandatory term, or were 3rd time felony offenders who are ineligible for parole.
- Among the New Felony Drug Possession offenders, approximately one-third were in each of the three Parole Status categories (1st time offenders, 2nd time offenders and those ineligible for parole). Among the Drug Sales and Manufacture offenders, just over half were 1st time offenders, 30 percent were 2nd time offenders, and 18 percent were ineligible for parole.

TABLE 5
LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
ADULT ADMISSIONS POPULATION BY ADMISSION REASON AND OFFENSE TYPE IN 2001

Inmate Group	Number Admitted	Average Sentence (in months)	% by Parole Status [^]		
			1 st Time Offenders (eligible at 33% of sentence)	2 nd Time Offenders (eligible at 50% of sentence)	3 rd Time Offenders or Non-Paroleable Offense ^{^*} (No Parole)
New Felony*					
Lifers	150	>1000	0%	0%	100%
Murder/Manslaughter	129	200.0	0	0	100
Forcible Rape/Kidnapping (2°)	75	172.3	0	0	100 ^{^*}
Other Sexual Assault/Kidnapping	202	79.2	0	0	100 ^{^*}
Armed Robbery	221	184.5	0	0	100
Robbery (1°)	155	96.5	0	0	100
Aggravated Assault	215	63.2	0	0	100 ^{^*}
Aggravated Burglary/Arson	56	159.7	0	0	100 ^{^*}
Weapons Offenses	37	74.6	0	0	100
Other Violent/Sexual Assault	182	57.1	70.9	29.1	0
DWI	408	39.8	9.6	4.2	86.3 ^{^*}
Drug Possession	1240	45.2	32.5	38.9	28.6
Drug Sales/Manufacture	1167	76.7	52.4	30.1	17.6
Theft	1066	45.8	31.9	33.9	34.2
Simple Burglary	744	54.1	30.0	28.2	41.8 ^{^*}
Other Non-Violent	188	34.7	55.9	25.5	18.6
Violent Crimes after 1/1/97	307	44.3	Eligible at 85% of sentence		
Revocation – Technical					
Violent	839	61.3			
Drug	1601	43.7			
Non-Violent	1886	41.5			
Revocation – Waiver					
Violent	696	47.0			
Drug	1135	33.6			
Non-Violent	1657	33.2			

* includes people admitted as Revocation – New Felony.

[^]A person otherwise eligible for parole, convicted of a first felony offense shall be eligible for parole consideration upon serving one-third of the sentence imposed; upon conviction of a second felony offense, such person shall be eligible for parole consideration upon serving one-half of the sentence imposed. A person convicted of a third or subsequent felony shall not be eligible for parole. [R.S. 15:574.4 A(1)]

^{^*} Some percentages include some offenders convicted of offenses that are non-paroleable for a particular period of time (i.e., mandatory minimums).

B. 2001 Release Population

Significant Finding: *Average time served in the New Felony offense groups (when categorized into violent, drug and non-violent) was higher than the corresponding groups in the Revocation – Technical population. Further, average time served in the Revocation – Technical groups was higher than the corresponding groups in the Revocation – Waiver population.*

Significant Finding: *The average percent of sentence served ranged from 37 to 60 percent for all offense groups (excluding “lifers”).*

Significant Finding: *The majority of offenders in all offense groups are released from prison via diminution of sentence or goodtime.*

Table 6 provides detailed information about the characteristics of the adult population released from secure facilities in 2001. In Table 6, the release population is divided into the same three main groups by admission type as was the admissions population represented in Table 5 (New Felony, Revocation – Technical, and Revocation – Waiver). In addition, like the admissions, these three categories were further divided into subsets by offense type: the revocation populations are generally categorized into violent, drug and non-violent; the new felony population is separated into more precise offense categories.

For each of the aforementioned admission type and offense groups, the data presented in Table 6 include the number of people released, the average percent of sentence served, and the proportion of the group released by one of five methods of release.

Figure 8 depicts the average time served and percent of sentence served for the population released in 2001.

Number of Releases

- Very similar to the admissions breakdown, the number of released offenders in the three admission type groups break down as follows:
 - 47 percent of released offenders were admitted with new felonies (or were revoked and returned to prison for new felonies)
 - 24 percent were admitted for technical violation revocations
 - 23 percent were admitted after signing waivers admitting to technical violations
 - 6 percent were missing.
- In contrast to the admissions results where the number of non-violent offenders exceeded the drug offenders within each admission type, in the release population, the number of drug offenders exceeded the number of non-violent offenders. Violent offenders accounted for the smallest group in both the admissions and release

populations at 22 percent of each. In the release population, drug offenders made up 43 percent of releases and non-violent offenders comprised 35 percent.

Average Time Served

- Average time served in the New Felony offense groups (when categorized into violent, drug and non-violent) was higher than the corresponding groups in the Revocation – Technical population. Further, average time served in the Revocation – Technical groups was higher than the corresponding groups in the Revocation – Waiver population.
- Among the New Felony offense groups (excluding lifers), the average time served ranged from 14.5 months (DWI Offenders) to 84.5 months (Forcible Rape/2nd Degree Kidnapping).
- The New Felony Drug Possession group averaged 22.4 months served, while the Drug Sales/Manufacture group averaged 30.8 months served.

Percent of Sentence Served

- The average percent of sentence served among the various offense groups released in 2001 (excluding “lifers” – those with sentences over 1000 months) range from a high of 60.0 percent for the First Degree Robbery group to a low of 36.7 percent for the DWI group.

Release Type

- The majority of offenders in all of the offense groups are released from prison via diminution of sentence or goodtime. The offense groups ranged from 60.6 to 96.3 released by diminution of sentence.
- Release via parole reached a notable level only among Drug offense groups and, to a lesser extent, some Non-Violent offense groups. Among the drug groups, 12.3 percent of New Felony Drug Possession, 19.1 percent of New Felony Drug Sales/Manufacture, and 20.9 percent of Revocation – Technical Drug offenders were released by a grant of parole. Aside from three Non-Violent groups, the remaining offense groups released approximately 5 percent or fewer offenders via parole.
- Only two offense groups had over 20 percent of their offenders released by expiration of sentence: Other Sexual Assault/Kidnapping (24.1 percent) and First Degree Robbery (21.5 percent).

TABLE 6
 LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
 ADULT RELEASE POPULATION BY ADMISSION REASON AND OFFENSE TYPE IN 2001

Inmate Group	Number Released	Average Time Served (months)	Average Percent of Sentence Served	% by Release Type				
				Diminution	Expiration	Parole	Split	Other
New Felony*								
“Lifers” (sentences >1000 months)	243	1149.8	94.4%	77.0%	2.9%	5.3%	9.1%	5.8%
Murder/Manslaughter	206	69.2	46.0	86.4	3.9	5.3	1.0	3.4
Forcible Rape/Kidnapping (2°)	60	84.5	51.8	75.0	3.3	1.7	6.7	13.3
Other Sexual Assault/Kidnapping	191	34.1	54.5	66.0	24.1	0.5	6.3	3.1
Armed Robbery	247	61.7	52.7	86.2	7.3	1.2	0.8	4.5
Robbery (1°)	158	41.4	60.0	72.8	21.5	0.6	1.3	3.8
Aggravated Assault	279	35.7	54.6	72.8	16.8	3.6	5.7	1.1
Aggravated Burglary/Arson	55	52.5	48.1	76.4	9.1	3.6	7.3	3.6
Weapons Offenses	54	34.6	41.6	96.3	1.9	0.0	0.0	1.9
Other Violent/Sexual Assault	160	17.7	43.2	60.6	15.6	3.1	18.8	1.9
DWI	510	14.5	36.7	76.5	2.9	3.9	15.7	1.0
Drug Possession	1579	22.4	48.2	67.3	16.6	12.3	2.5	1.3
Drug Sales/Manufacture	1384	30.8	40.8	73.6	2.0	19.1	4.5	0.9
Theft	891	20.4	44.3	75.9	11.0	8.6	2.9	1.6
Simple Burglary	626	27.5	40.5	77.5	8.3	9.9	2.9	1.4
Other Non-Violent	198	17.3	37.9	81.8	9.1	4.5	4.0	0.5
Violent Crimes after 1/1/97 (eligible at 85% of sentence)	332	25.1	54.0	81.3	9.9	4.2	3.9	0.6

* includes people admitted as Revocation – New Felony.

TABLE CONTINUES ON NEXT PAGE

TABLE 6 (Continued)
 LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
 ADULT RELEASE POPULATION BY RELEASE AND OFFENSE TYPE IN 2001

Inmate Group	Number Released	Average Time Served (months)	Average Percent of Sentence Served	% by Release Type				
				Diminution	Expiration	Parole	Split	Other
Revocation – Technical								
Violent	663	26.1	50.6%	90.0%	4.4%	3.5%	1.2%	0.9%
Drug	1656	18.6	40.5	75.2	2.4	20.9	0.8	0.7
Non-Violent	1368	16.1	41.0	82.7	1.7	13.6	1.5	0.4
Revocation – Waiver								
Violent	707	19.9	57.3%	89.5%	6.6%	0.8%	2.3%	0.7%
Drug	1483	15.6	50.6	91.4	2.9	4.0	1.3	0.3
Non-Violent	1301	14.1	50.1	92.0	2.8	2.3	2.5	0.3
Missing*	846	47.9	59.2%	63.6%	2.8%	3.4%	27.8%	2.4%

* The missing category primarily represents offenders who could not be properly characterized into one of the three admission type groups due to missing or overwritten data for those offenders at the time that information was extracted.

VI. KEY POPULATION PROJECTION ASSUMPTIONS

The inmate population projections contained in this report were completed using the Wizard 2000 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. We have made the following key assumptions that have a significant impact on the projection results.

A. Future parole grant rates will reflect what was observed during CY 2000 (the last full year of parole board data available): 51.5 percent.

For the projections presented in this document, probabilities of parole release are assumed to be the same as those presented for calendar year 2000 in Table 7. The overall grant rate (release probability) is 51.5 percent.

From 1991 to 2000, the number of parole hearings ranged from approximately 2,600 to 3,200 per year. Parole grants rates remained in the mid-60 percent range from 1992 to 1995 followed by decreases until a low of 39.9 percent in 1998 shifting to steady increases to the present. Figure 9 depicts the historical parole grant rates.

B. The sentence group composition of future annual new court commitments are assumed to be the same as the composition of admissions during CY 2001.

Projections in this report are based on admission and release data provided to The Institute by the Louisiana Department of Public Safety and Corrections for 2001. Table 5 presented the sentencing profiles for newly committed inmates by offense and admission type. Future admissions are assumed to “look like” these admissions in terms of the proportion of admitting charges, sentences received, good time credit awards/diminution, and serving times to parole eligibility.

C. Revocation rates will remain constant over the ten year horizon period, although the number of offenders returned will increase.

In 2001, 10,103 offenders were returned for violations (either from a technical violation or resulting from a new crime). As stated earlier in this report, more than half of the admissions in 2001 were the result of returns for technical violations (including waivers). In the forecast presented the revocation rates that generated the 10,103 offenders in 2001 was applied over the forecast horizon. Since the number of conditional supervised releases is projected to increase over the next ten years, the number of revocations returned is also expected to increase.

D. Over the forecast period, total commitments to the Louisiana Department of Corrections secure facilities are projected to increase by an overall average of 0.6 percent each year through the year 2012.

The base admissions assumptions represent the prison admissions growth observed over the past five years with emphasis more heavily weighted on the last year's observation.

The inmate population base forecast assumes that the number of annual new court commitments will increase from 16,031 in 2002 to 17,104 in 2012 (Table 8). This represents a very conservative increase of 107 inmates per year until 2012 with an average annual increase of 0.6 percent per year.

TABLE 7
LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
PAROLE GRANT RATES IN 2001

	Heard	Denied	Granted	% Granted
1991	2,597	1,167	1,430	55.1%
1992	2,981	980	2,001	67.1%
1993	3,049	1,051	1,998	65.5%
1994	3,046	1,015	2,031	66.7%
1995	3,276	1,118	2,158	65.9%
1996	3,199	1,331	1,868	58.4%
1997	2,885	1,625	1,260	43.7%
1998	3,205	1,925	1,280	39.9%
1999	3,078	1,618	1,410	45.8%
2000	2,876	1,396	1,480	51.5%
2001*	2,948	1,186	1,762	59.8%
Numeric Change 1991 – 2000	279	229	50	
Percent Change 1991 – 2000	10.7%	19.6%	3.5%	
Average Annual Percent Change 1991 – 2000	1.4%	3.1%	2.0%	
Percent Change 1999 – 2000	-6.6%	-13.7%	5.0%	

* 2001 data represents board actions through June 2001 (annualized), but the data file of releases places parole grants closer to 1,400. As such, the 2001 figures above should be considered very preliminary and have not been used in the analysis at the bottom of the table.

TABLE 8
LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
HISTORICAL AND PROJECTED NEW ADMISSIONS 1994-2012

Year	Historical	Projected
1994	12,064	
1995	12,628	
1996	13,530	
1997	15,056	
1998	15,628	
1999	15,366	
2000*	15,825	
2001**	15,928	
2002		16,031
2003		16,136
2004		16,240
2005		16,346
2006		16,452
2007		16,559
2008		16,667
2009		16,775
2010		16,884
2011		16,994
2012		17,104
Numeric Change 1994 – 2001	3,864	
Percent Change 1994 – 2001	28.9%	
Average Annual Percent Change 1994 – 2001	4.1%	
Numeric Change 2002 – 2012		1,177
Percent Change 2002 – 2012		107
Average Annual Percent Change 2002 – 2012		0.6%

The LA DPS&C reports:

* 470 unprocessed custody admission records were proportionally applied to the incarceration totals for 2000.

** 2001 admissions figures are based on the sum of actual admissions through September 30, 2001 along with unprocessed records; the sum was then increased by one-third to reach projected grand totals for admissions.

VII. PRISON POPULATION PROJECTIONS

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

A. Projected Inmate Population

Table 9 and Figure 10 display the historical and projected inmate population for the period 1991 to 2012. The table includes the projections using the base model assumptions.

- In 2012, 43,049 offenders are projected to be housed in the Louisiana Department of Public Safety and Corrections.
- At the end of 2001, the inmate prison population was 35,823. The population is projected to increase to 36,523 inmates in 2002 to 40,379 in 2007 and to 43,049 inmates in 2012. The projected growth represents average annual increases of 657 inmates or 1.7 percent per year through the year 2012.

TABLE 9
LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS
HISTORICAL AND PROJECTED INMATE POPULATION 1994-2012

Year	Historical	Projected
1991	20,017	
1992	21,007	
1993	22,563	
1994	24,220	
1995	25,677	
1996	26,999	
1997	29,265	
1998	32,227	
1999	34,012	
2000	34,954	
2001	35,823	
		Base
2002		36,523
2003		37,512
2004		38,473
2005		39,226
2006		39,748
2007		40,379
2008		40,972
2009		41,500
2010		41,986
2011		42,577
2012		43,049
Numeric Change 1991 – 2001	15,806	
Percent Change 1991 – 2001	79.0%	
Average Annual Percent Change 1991 – 2001	6.0%	
Numeric Change 2001 – 2012		7,226
Percent Change 2001 – 2012		18.5%
Average Annual Percent Change 2001 – 2012		1.7%

APPENDIX